

***ADOPTED***

***NOVEMBER 2009***

**A COMPREHENSIVE  
PLAN FOR THE CITY  
OF RACINE : 2035**



COMMUNITY ASSISTANCE PLANNING REPORT No. 305

# **A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035**

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## Chapter I

# INTRODUCTION AND BACKGROUND

### INTRODUCTION

In 1999 the Wisconsin Legislature enacted a new comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*. The new requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The new requirements, which are often referred to as the “Smart Growth” law, provide a framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government. Under the comprehensive planning law (Section 66.1001 (3) of the *Statutes*), the consistency requirement will take effect on January 1, 2010.

To address the State comprehensive planning requirements, a cooperative comprehensive planning process was undertaken by Racine County, all of the cities, villages, and towns in the County, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). That planning process was intended to result in a multi-jurisdictional comprehensive plan that satisfies planning requirements set forth in Section 66.1001 of the *Statutes* for the County and each participating local government. The 17<sup>1</sup> local government bodies that participated in the County comprehensive planning process were the Cities of Racine and Burlington; the Villages of Caledonia, Elmwood Park, Mt. Pleasant, North Bay, Rochester, Sturtevant, Union Grove, Waterford, and Wind Point; and the Towns of Burlington, Dover, Norway, Raymond, Waterford, and Yorkville.

After obtaining a resolution from all the participating local units of government, Racine County proceeded with the preparation of a multi-jurisdictional comprehensive planning grant application. On September 27, 2005, the Racine County Board of Supervisors approved a resolution to submit a grant application to the Wisconsin Department of Administration (WDOA) under Section 16.965 of the *Statutes* to help fund preparation of the plan. A grant was awarded in February 2006. Prior to accepting the grant, Racine County and SEWRPC signed a three-party Cooperative Agreement with each of the participating local governments. Each agreement is a formal commitment among the local government, Racine County, and SEWRPC to participate in a coordinated, multi-jurisdictional comprehensive planning effort. All agreements were executed in the fall of 2005. The agreements are available for review at the office of the Racine County Planning and Development Department. On May 23, 2006, the Racine County Board of Supervisors approved a resolution accepting the awarded grant funds.

In November 2007, the City of Racine and SEWRPC entered into an agreement under which SEWRPC would prepare a separate local comprehensive plan for the City based on the information developed as part of the multi-

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<sup>1</sup> After the comprehensive planning process began, the Town and Village of Rochester were consolidated as the Village of Rochester in December 2008, reducing the number of participating local units of government from 18 to 17.

jurisdictional plan for Racine County. The County plan is documented in SEWRPC Community Assistance Report No. 301, *A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035*. The comprehensive plan for the City of Racine is documented in this report.

## **STATUTORY REQUIREMENTS FOR COMPREHENSIVE PLANS**

The State planning law specifies in detail the topics that must be addressed in a comprehensive plan, the elements that must be included, and procedures with respect to public participation and plan adoption. The comprehensive planning program for the City of Racine was carried out in a manner ensuring that the statutory requirements would be satisfied. Key statutory requirements are described below.

- **Plan Content**

The State planning law requires that a comprehensive plan include all of the following plan elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation. The specific items to be considered as part of each element are set forth in Section 66.1001 (2) of the *Statutes*. The comprehensive plan for the City of Racine was structured in a manner consistent with statutory requirements as to plan content.

- **Public Participation Requirements**

Section 66.1001(4) of the *Statutes* requires that the governing body of any County or local government preparing a comprehensive plan adopt written procedures that are “designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.” Proposed plan elements of the comprehensive plan must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must also be identified.

A public participation plan was adopted by the City of Racine on April 4, 2007, as a basis for public involvement in the comprehensive planning program. The public participation plan is available for review at the office of the Department of City Development. In accordance with the public participation plan, many opportunities were provided for the public to learn about, and comment on, the planning process and the resulting plan. As part of the multi-jurisdictional County comprehensive planning process, this included technical advisory committee meetings, numerous informational meetings and open houses, and public hearings. During the course of the multi-jurisdictional planning process, pertinent information was widely disseminated through fact sheets, news releases, and a website ([www.sewprc.org/smartgrowth/racinecounty/](http://www.sewprc.org/smartgrowth/racinecounty/)). A public opinion survey—seeking public input on many of the issues to be addressed in a comprehensive plan—was also conducted. Additional surveys and public meetings were conducted to obtain additional public input on issues that relate specifically to the City of Racine.

- **Adoption of the Comprehensive Plan**

Section 66.1001 (4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by an ordinance enacted by the concerned county board or local governing body. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adopting county and local comprehensive plans.

- **Comprehensive Plan and Ordinance Consistency**

As previously indicated, under the State planning law, beginning on January 1, 2010, zoning, subdivision, and official mapping ordinances administered by county and local units of government must be consistent with the comprehensive plan. To comply with these consistency requirements, the City of Racine must make any changes that may be needed to bring the City zoning ordinance, shoreland ordinance,

subdivision zoning ordinance, and official map ordinance into compliance with the comprehensive plan prior to January 1, 2010.

## **COMPREHENSIVE PLANNING PROCESS**

As noted earlier, the comprehensive plan presented in this report was developed based on the information included in the County multi-jurisdictional plan. This included: 1) inventory, or collection of basic data required for the plan; 2) the preparation of projections of future population and employment levels to be considered in developing the plan; 3) issue identification and the formulation of goals and objectives; 4) preparation of the various plan elements which together comprise to the comprehensive plan; 5) identification of plan implementation measures; and 6) plan review, refinement, and adoption.

## **COMMITTEE STRUCTURE**

The multi-jurisdictional planning effort was carried out under the guidance of the Racine County Multi-Jurisdictional Advisory Committee. As created by the Racine County Board, the Racine County Multi-Jurisdictional Advisory Committee is comprised of one representative appointed by each of the participating local governments and one member of the Racine County Board Land Use and Economic Development Committee.

The preparation of the comprehensive plan for the City of Racine was carried out under the guidance of the Department of City Development (DCD) and the City of Racine Plan Commission. The role of DCD and Plan Commission is to review the plan and to recommend a plan for adoption by the City Common Council.

## **REPORT FORMAT**

This planning report documents the comprehensive planning process and the resulting comprehensive plan. It consists of 13 chapters:

Chapter I	Introduction and Background
Chapter II	Existing Plans and Ordinances
Chapter III	Trends and Projections
Chapter IV	Issues and Opportunities Element
Chapter V	Agricultural, Natural, and Cultural Resources Element
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## **CONCLUDING REMARK**

The comprehensive plan presented in this report serves a number of functions. Most importantly, it provides a basis for decision-making on land use-related matters by local government officials. The very structure of the comprehensive plan as prescribed under the State planning law, including the nine required plan elements, seeks to ensure that such land use decision-making is truly broad-based in nature. The importance of the comprehensive plan as a basis for decision-making is reinforced by consistency requirements in the State planning law, which specify that, beginning on January 1, 2010, zoning, land division, and official mapping regulations must be consistent with the plan.

In addition, the comprehensive plan serves to increase the awareness and understanding of City planning goals and objectives by landowners, developers, and other private interests. With an adopted comprehensive plan in

place, private sector interests can proceed with greater assurance that proposals developed in accordance with the plan will receive required approvals.

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SEWRPC Community Assistance Planning Report No. 305

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## Chapter II

# EXISTING PLANS AND ORDINANCES

### INTRODUCTION

While the State comprehensive planning requirements are relatively new, there is a long history of planning at the regional, county, and local level within the City of Racine. This chapter presents an overview of existing regional, county, and local plans. This chapter also describes existing local ordinances related to land use. In reviewing, interpreting, and utilizing this plan, readers are asked to recognize the complexities and challenges of urban living.

### REGIONAL PLANS

Regional plans provide a broad framework for the preparation of county and local comprehensive plans. Because the scope and complexity of areawide development issues prohibit the making and adopting of an entire regional comprehensive development plan at one time, the Regional Planning Commission has prepared individual plan elements that together comprise a comprehensive plan. Regional plans can help build consensus among units and agencies of government in addressing development issues that transcend county and municipal boundaries. The regional framework plans are intended to be refined and detailed at the county and local level. The various regional plans that are particularly important to consider in the development of a multi-jurisdictional comprehensive plan for the City of Racine that have been prepared or are under preparation that are described below.

#### Regional Land Use Plan

In 2006, the Regional Planning Commission adopted a land use plan for Southeastern Wisconsin for the year 2035.<sup>1</sup> This plan updates the previously adopted year 2020 regional land use plan, extending the plan timeframe 15 years further into the future. The regional land use plan is the foundation for all other plan elements, including, but not limited to, transportation and water quality management planning. Major plan recommendations pertinent to the City are summarized below.

- Urban Development

The regional plan recommends that urban development occur in urban service areas—areas that are served by basic urban services, facilities, and infrastructure, including public sanitary sewer service, public water supply, and other urban facilities and services. New urban development would be accommodated through the infilling and renewal of existing urban service areas as well as through the orderly outward expansion of existing urban service areas, resulting in a relatively compact and efficient

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<sup>1</sup> Documented in SEWRPC Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035, dated June 2006.

overall settlement pattern, one that is readily served by basic urban services and facilities and that maximizes the use of existing infrastructure. Growth in the economic base of the Region would be accommodated through the development and redevelopment of major economic activity centers, as well as community-level and neighborhood-level centers.

- Environmentally Significant Lands

The regional plan recommends the preservation in essentially natural, open use of primary environmental corridors—elongated areas in the landscape encompassing the best remaining elements of the natural resource base. Under the plan, development within primary environmental corridors would be limited to necessary transportation and utility facilities, compatible outdoor recreational facilities, and rural-density residential development in upland areas. In addition to primary environmental corridors, other concentrations of natural resources—referred to as secondary environmental corridors and isolated natural resource areas—have been identified as warranting strong consideration for preservation as attractive settings for well planned developments, economical drainageways, and needed open space in developing urban areas. The regional plan recommends that these areas be retained in essentially natural, open use as determined in county and local plans. In addition, the regional plan recommends the preservation of all remaining natural areas and critical species habitat sites identified in the regional natural areas and critical species habitat protection and management plan. Almost all of these sites are located within environmental corridors or isolated natural resource areas.

### **Regional Transportation System Plan**

In 2006, the Regional Planning Commission adopted a regional transportation system plan for Southeastern Wisconsin for the year 2035.<sup>2</sup> The plan was designed to serve the population, household, and employment levels and to promote implementation of a more desirable future land use pattern within the seven-county Region as envisioned under the year 2035 regional land use plan. The plan includes specific recommendations for the needed improvement and expansion of the transportation system serving the Region to the year 2035. The major elements of the year 2035 regional transportation system plan are described below. The preparation of the plan first considered the potential of more efficient land use and expanded public transit, systems management, bicycle and pedestrian facilities, and demand management alleviate traffic congestion. Highway improvements were only then considered to address any residual congestion. Related maps are presented in Chapter VII of this report, which describes the transportation element of the City of Racine comprehensive plan. It should be noted that, under the State comprehensive planning law, county and local comprehensive plans are required to incorporate regional transportation plans.

- Public Transit Element

The public transit element calls for significant improvement and expansion of public transit in southeastern Wisconsin, particularly in the more densely populated areas of the Region. Within eastern Racine County, fixed-route public transit service would be expanded and rapid transit bus route service between Racine and Milwaukee would be increased. The regional plan also envisions the continuation of local public demand responsive transit services, including the Racine County Human Services Department Transportation Programs for elderly and disabled persons. In the case of the Racine area, the recommendations of this element of the 2035 regional transportation are based on the refining and detailing of the year 2020 plan through a Racine transit planning study.

While the rapid transit service noted above is proposed to initially be provided with buses, such service is proposed to be considered for ultimate upgrading to commuter rail. A fixed-guideway transit alternatives analysis study was completed in 2003 for the Milwaukee to Kenosha corridor. The study called for the Northeastern Illinois Metra commuter rail service to be extended from Kenosha to Racine and Milwaukee. The Counties and Cities of Milwaukee, Racine, and Kenosha are currently conducting further study addressing funding and refinement of the proposed commuter rail extension. The 2005-2007 State

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<sup>2</sup> Documented in SEWRPC Planning Report No. 49, A Regional Transportation Plan for Southeastern Wisconsin: 2035, dated June 2006.

budget created a three-county regional transit authority for Kenosha, Milwaukee, and Racine Counties which would be the operator of the proposed commuter rail service. A permanent RTA has been proposed as part of the 2009-2011 State budget.

- Bicycle and Pedestrian Facility Element

The bicycle and pedestrian facility element is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The plan recommends that, as the surface arterial street system in the Region is resurfaced and reconstructed segment-by-segment, the accommodation of bicycle travel be considered and implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths. A system of off-street bicycle paths is also recommended to connect cities and villages with a population of 5,000 or more.

The pedestrian facilities portion of this plan element is a policy, rather than a system, plan. It recommends that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in southeastern Wisconsin adopt and follow a set of recommended facility standards and design guidelines in areas of urban development.<sup>3</sup>

This element of the transportation plan also proposes that local units of government prepare community bicycle and pedestrian plans to supplement the regional plan, and the preparation and implementation of land use plans that encourage more compact development patterns, in order to facilitate pedestrian and bicycle travel.

- Transportation Systems Management Element

The transportation systems management element includes recommendations for a variety of measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Examples of such measures include coordinating traffic signals to allow for the efficient progression of traffic along arterial streets and highways, providing advisory information on message signs within the freeway system, and restricting curb-lane parking during peak traffic periods and operating such lanes as through traffic routes, where appropriate.

- Travel Demand Management Element

The travel demand management element includes recommendations intended to reduce personal and vehicular travel or to shift travel to alternative times and routes, allowing for more efficient use of the existing capacity. Examples of such measures include high occupancy vehicle preferential treatment, the provision of park-ride lots, and site-specific neighborhood and major activity center land-use plans.

- Arterial Street and Highway Element

The arterial street and highway element includes recommendations for functional improvements to the arterial street and highway system as well as recommendations regarding which unit of government should have jurisdiction over each arterial street and highway, with responsibility for maintaining and improving the facility.

The plan provides for three types of functional improvements: system expansion, or the construction of new arterial facilities; system improvement, or the widening of facilities with additional traffic lanes; and system preservation, or the resurfacing or reconstruction necessary to properly maintain and modernize existing arterial facilities.

Each proposed arterial street and highway expansion, improvement, and preservation project would need to undergo preliminary engineering and environmental studies by the responsible State, County, or municipal government agency prior to implementation. Such studies would consider alternative

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<sup>3</sup> The standards are set forth in Appendix B of SEWRPC Planning Report No. 49.

alignments and impacts, including a no-build option, and final decisions as to whether and how to implement a planned project would be made by the concerned unit of government at the conclusion of preliminary engineering.

The plan recommends an arterial street and highway system for the City of Racine to the design year 2035. The plan recommends construction of new facilities within the City and widening to provide additional through traffic lanes on existing arterial facilities. The plan also calls for pavement resurfacing and reconstruction, as necessary, to maintain existing arterial facilities. The recommended functional improvements to the arterial highway system in the City of Racine are described in Chapter VII of this report.

The jurisdictional recommendations of the regional transportation plan indicate which level of government—State, County, or local—has or should have responsibility for the design, construction, maintenance, and operation of each segment of the proposed arterial street and highway system. The jurisdictional recommendations for Racine County are shown on Map 7 in Chapter VII of this report. These recommendations are based on extending the jurisdictional recommendations of the year 2020 regional transportation plan to the design year 2035. Over the next two years, the Regional Planning Commission will be working with Racine County and each of the other counties in the Region, reviewing and reevaluating the jurisdictional recommendations of the year 2035 plan. These efforts may change the jurisdictional recommendations set forth in the year 2035 regional plan. Upon completion of such county jurisdictional highway planning efforts, the year 2035 regional transportation system plan would be amended to reflect the recommendations made in the respective county plans.

### ***Regional Airport System Plan***

The regional airport system plan<sup>4</sup> recommends a coordinated set of airport facilities and service improvements to serve the air transportation needs of the Southeastern Wisconsin Region. The plan recommends that a system of 11 public-use airports be maintained to meet the commercial, business, personal, and military aviation needs of the Region. One privately owned airport—John H. Batten—in the City of Racine is part of the eleven-airport system recommended in the regional plan.

### **Regional Park Plan / Regional Natural Areas Plan**

The Regional Planning Commission first adopted a regional park and open space plan for southeastern Wisconsin in 1977.<sup>5</sup> That plan consisted of two elements: an open space preservation element and an outdoor recreation element. The open space preservation element provided recommendations for the preservation of primary environmental corridors within the Region. The outdoor recreation element provided recommendations for large parks, recreation corridors, and water access facilities needed to meet resource-oriented outdoor recreation needs in the Region, along with recommendations regarding the number and distribution of local parks and related recreational facilities required in urban areas of the Region.

The regional park and open space plan has been refined and updated by the Regional Planning Commission through the preparation of county-level park and open space plans. Upon adoption by the Commission, such county plans serve as amendments to the regional park and open space plan. In this respect, the Commission assisted Racine County in the preparation of a park and open space plan in 1988 and in the preparation of a second-edition plan in 2001. The Racine County park and open space plan is described later in this chapter.

The regional natural areas and critical species habitat protection and management plan<sup>6</sup> was adopted by the Regional Planning Commission as an amendment to the regional park and open space plan in 1997. That plan

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<sup>4</sup> Documented in *SEWRPC Planning Report No. 38 (2<sup>nd</sup> Edition)*, A Regional Airport System Plan for Southeastern Wisconsin: 2010, dated November 1996, and in *SEWRPC Memorandum Report No. 133*, Review and Update of Regional Airport System Plan Forecasts, dated August 2004.

<sup>5</sup> Documented in *SEWRPC Planning Report No. 27*, A Regional Park and Open Space Plan for Southeastern Wisconsin—2000, dated November 1977.

<sup>6</sup> Documented in *SEWRPC Planning Report No. 42*, A Regional Natural Areas and Critical Species Habitat Protection and

identifies, and makes recommendations regarding the protection of, the most significant remaining natural areas—essentially, remnants of the pre-European settlement landscape—as well as other areas vital to the maintenance of endangered, threatened, and rare plant and animal species. The natural areas and critical species habitat areas in the City of Racine as identified under this plan are described in Chapter V of this report. The natural areas and critical species habitat protection and management plan was adopted by the Racine County Board in 1998.

### **Regional Water Quality Management Plan**

In 1979, the Regional Planning Commission completed and adopted a regional water quality management plan for southeastern Wisconsin.<sup>7</sup> The plan consists of the following five major elements: land use; point source pollution abatement; nonpoint source pollution abatement; sludge management; and water quality monitoring. In 1995, the Commission updated the content and documented the implementation status of the regional water quality management plan.<sup>8</sup>

Much of the Commission's work on implementing the plan relates to the point source pollution abatement element of the regional water quality management plan. This element includes recommendations for major sewage conveyance and treatment facilities and identifies planned sanitary sewer service areas for each of the public sewerage systems in the Region. Under Wisconsin law, major sewerage system improvements and all sanitary sewer extensions must conform to the water quality management plan. Sanitary sewers may be extended only to areas located within planned sanitary sewer service areas adopted as part of the regional water quality management plan. Sewer service area plans are prepared through a cooperative planning process involving the concerned local units of government, including the governmental unit responsible for the operation of the sewage treatment facility, the Regional Planning Commission, and the Wisconsin Department of Natural Resources. Such plans may be amended in response to changing local conditions as well as in response to new population projections, subject to the provisions of Chapter NR 121 of the *Wisconsin Administrative Code*.

### **Regional Water Quality Management Plan Update**

The Regional Planning Commission worked with the Milwaukee Metropolitan Sewerage District (MMSD) to update the regional water quality management plan<sup>9</sup> for the area within the Kinnickinnic River, Menomonee River, Milwaukee River, Root River, and Oak Creek watersheds; the Milwaukee Harbor estuary; and the adjacent nearshore areas draining to Lake Michigan. The planning area includes that portion of the City of Racine that is located within the Root River Watershed and the area northeast of the Root River that drains directly to Lake Michigan. The plan recommends standards to control point and nonpoint pollution sources, and provides a framework for decision-making on community, industrial, and private waste disposal systems. In addition, the plan update includes sub-elements with specific recommendations relating to issues such as groundwater, public beaches, waterfowl control, household hazardous waste collection, exotic invasive species, and water quality monitoring.

### **Regional Water Supply Plan**

The Regional Planning Commission is conducting a regional water supply study for the Southeastern Wisconsin Region. The resulting regional water supply system plan is expected to be completed in 2009. The plan will include the following: identification of water supply service areas and related forecasts of demand for water use; identification of important groundwater recharge areas; recommendations regarding sources of supply for each service area and basic infrastructure required; recommendations for water conservation; and implementation recommendations.

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Management Plan for Southeastern Wisconsin, *dated September 1997. An amendment to this plan is currently under preparation and anticipated to be completed in 2009.*

<sup>7</sup> Documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin—2000, *Volume One, Inventory Findings; Volume Two, Alternative Plans; and Volume Three, Recommended Plan, dated September 1978, February 1979, and July 1979, respectively.*

<sup>8</sup> Documented in SEWRPC Memorandum Report No. 93, A Regional Water Quality Management Plan for Southeastern Wisconsin: An Update and Status Report, *dated March 1995.*

<sup>9</sup> Documented in SEWRPC Planning Report No. 50, A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds, *dated December 2007.*

## **RACINE COUNTY PLANS**

### **County Park and Open Space Plan**

Racine County first adopted a county park and open space plan in 1989. That plan had a design year of 2000. In 2001, the County adopted a second-edition plan that looked ahead to the year 2020. The currently adopted County park and open space plan consists of an open space preservation element and an outdoor recreation element.<sup>10</sup> Plan recommendations related to the City of Racine area include proposed Racine County acquisition of additional land and development of additional facilities at Cliffside Park and Sanders Park. It also recommends that the County provide a system of recreation trails. Trails that would be provided by Racine County include: the Lake Michigan Corridor; the Root River Corridor; and the Racine-Burlington trail.

### **County Land and Water Resources Management Plan**

The first county land and water resources management plan was adopted by Racine County in 2000.<sup>11</sup> An updated land and water resources management plan was adopted by the County in 2007, with plan implementation occurring from 2008 through 2012.

The county land and water resources management plan is intended to provide a comprehensive guide for addressing the full range of land and water resource management issues facing Racine County. The plan includes an assessment of land and water resource conditions in the County and describes land and water resource issues and concerns. The plan also included a major outreach component that was intended to gauge citizen's perspectives on land and water conservation issues through a countywide survey. The plan establishes ten goals ranging from reduction in sediment nutrient delivery to waterbodies from agricultural land; to protection of groundwater and surface water resources; to the improvement of overall water quality and wildlife habitat. For each goal the plan identifies implementation actions and activities. In this way, the plan provides Racine County with a guide for targeting available staff and financial resources to land and water resource management issues.

### **County Economic Development Plan**

*The Racine County Economic Development Plan 4.0* was prepared by the Racine County Economic Development Corporation and adopted by the Racine County Board in 2008. The plan is intended to provide strategies and action items specific to the future economic vitality of the County. The plan identifies five challenges with associated strategies and action items specific to the future economic vitality of the County. In this way the plan recommends concrete strategies to address the challenges and links economic development planning with land use planning and engages all elements of business and political leadership.

## **CITY PLANS**

The regional land use plan described earlier in this chapter is a systems level plan. As such, it includes generalized boundaries for urban services; allocations of incremental population, households, and employment and associated land uses to urban and rural areas; and recommended density ranges for the urban service areas. The identification of precise urban service area boundaries and actual design of neighborhoods and other development units is beyond the scope of the regional planning process and is properly accomplished through detailed local planning within the framework of the regional plan. Local efforts in this respect are described below.

### **Local Land Use Plans**

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<sup>10</sup> *The County park and open space plan is documented in SEWRPC Community Assistance Planning Report No. 134 (2<sup>nd</sup> Edition), A Park and Open Space Plan for Racine County, adopted by the Racine County Board in 2001 and readopted in 2006.*

<sup>11</sup> *Documented in SEWRPC Community Assistance Planning Report No. 259, A Land and Water Resource Management Plan for Racine County: 2000-2004, dated September 2000.*

While the City of Racine does not have an individual local plan, the City was included in the detailed Racine Urban Planning District plan prepared in 1972. That plan was adopted as the land use plan for the City of Racine in 1975. Since that time the City's land use plan has been revised and detailed through the preparation of area/neighborhood plans. Detailed plans developed by the City include the Racine Downtown Plan, the Douglas Avenue Revitalization plan, the Live Towerview Plan, a Neighborhood Strategic Plan for Southside Racine, the Uptown improvement Plan, and the West Racine Neighborhood Revitalization Plan. The existing plan documents served as a point of departure for developing the comprehensive plan for the City.

### **Local Park and Open Space Plans**

The City of Racine has adopted a local park and open space plan. The plan is documented in SEWRPC Community Assistance Report No. 270, *A Park and Open Space Plan for the City of Racine*, dated 2003. The plan is intended to guide the preservation and development of land for park, outdoor recreation, and related open space purposes as needed to satisfy the recreational needs of local residents. The plan includes recommendations for the provision of park facilities and recreational trails and the preservation of open space sites within the City. In addition, the plan is necessary for the City to be eligible to apply for grants under the Wisconsin Stewardship Program.

## **CITY ORDINANCES**

### **City of Racine Zoning Ordinance**

The city of Racine has adopted a general zoning ordinance governing the use of land within its incorporated area. In addition, the City has adopted floodplain zoning and shoreland-wetland zoning as required under the *Wisconsin Statutes*.

Map 1 shows the pattern of zoning in the City of Racine. The areal extent of generalized zoning in 2000 is described below.

- About 6,225 acres of land, or 62.0 percent of the City, were in residential zoning districts.
- About 930 acres, or 9.3 percent of the City, were in commercial zoning districts.
- About 1,950 acres, or 19.4 percent of the City, were in industrial zoning districts.
- About 515 acres, or 5.1 percent of the City, were in governmental and institutional zoning districts.
- Floodplain and shoreland-wetland zoning districts were in place on about 340 acres of land, or 3.3 percent of the City.
- The balance of the City—about 90 acres—was comprised of surface water not included in a zoning district.

### **City of Racine Subdivision Ordinance**

Chapter 236 of the *Wisconsin Statutes* sets forth general regulations governing the platting of land, including, among others, street layout requirements, necessary approvals, recording procedure, and the vacating and altering of plats. Under Wisconsin law, land subdivision ordinances can be enacted by cities, villages, and towns. The City of Racine has adopted such an ordinance. The purpose of the City ordinance is to regulate and control the subdivision of land within the corporate limits of the city in order to promote the public health, safety and general welfare of the community. It is designed to lessen congestion in the streets and highways; to further the orderly layout and use of land; to ensure proper legal description and proper monumenting of subdivided land; to secure safety from fire, panic, and other dangers; to provide for adequate light and air; to prevent the overcrowding of land and avoid undue concentrations of population; to facilitate adequate facilities for transportation, water, sewerage, schools, parks, playgrounds, and other public requirements; to facilitate and further the resubdivision of

larger tracts into smaller parcels of land. The regulations are formulated to facilitate the enforcement of development standards as outlined in the zoning ordinances and the master plan of the city.

### **City of Racine Official Mapping Ordinances**

Official mapping powers granted to cities under Section 62.23(6) of the *Wisconsin Statutes* provide a means for reserving land for future public use such as streets, highways, and parkways. The enabling statutes prohibit the issuance of building permits for the construction or enlarging of buildings within the limits of such areas as shown on the official map unless it can be shown that the property is not yielding a fair return and the applicant will be substantially damaged by placing a proposed building outside the mapped area. The City of Racine has adopted an official map.

### **INTERGOVERNMENTAL AGREEMENTS**

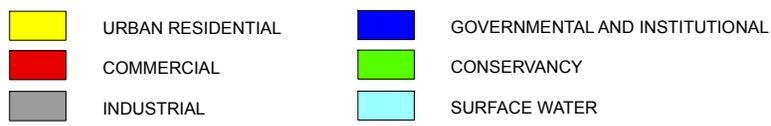
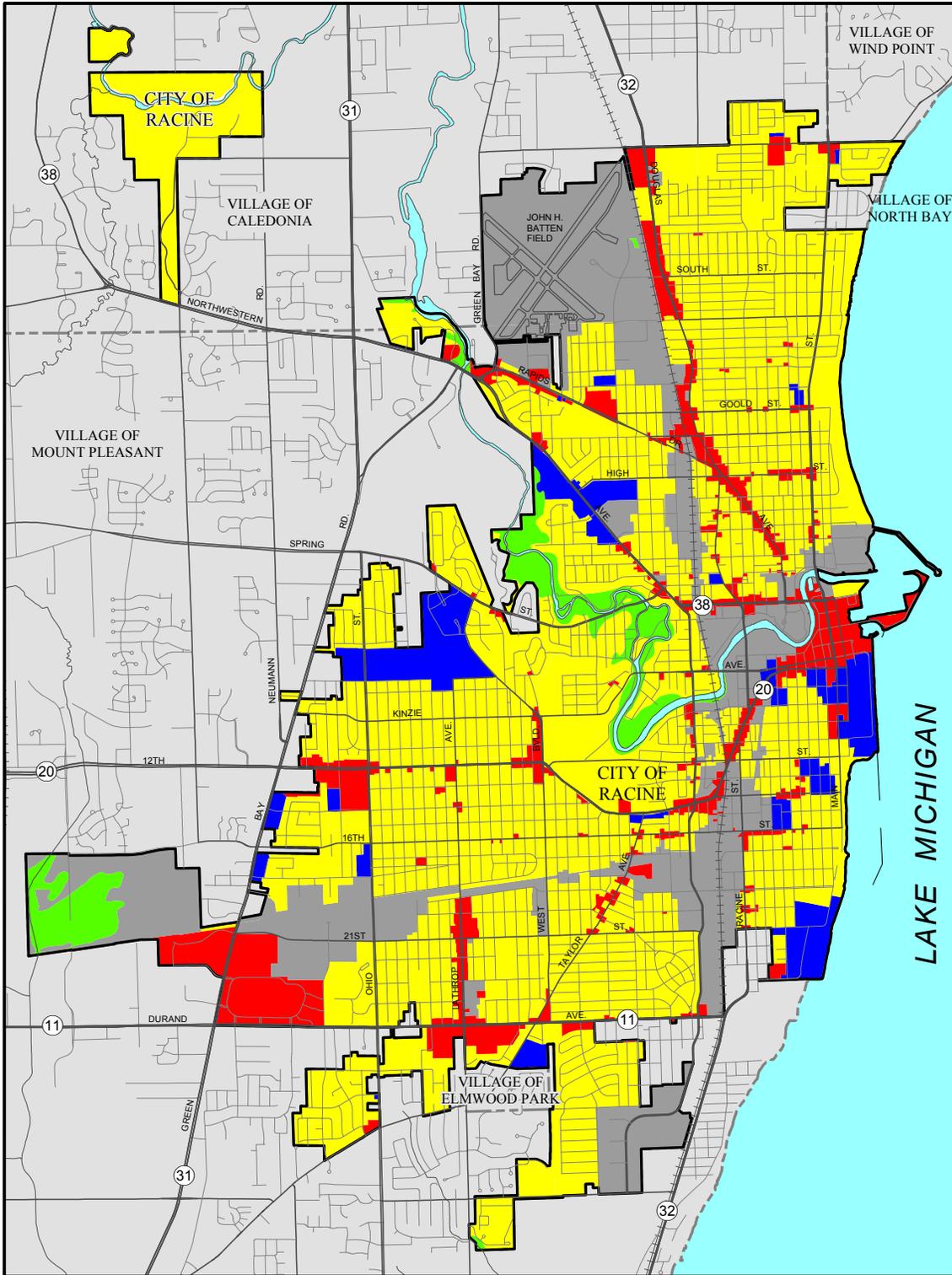
Opportunities for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, entitled “Municipal Revenue Sharing.” Under this statute, two or more cities, villages, and towns may enter into revenue sharing agreements, providing for the sharing of revenues derived from taxes and special charges. The agreements may address matters other than revenue sharing, including municipal services and municipal boundaries. Municipal revenue sharing can provide for a more equitable distribution of the property tax revenue generated from new commercial and industrial development within metropolitan areas and help reduce tax-base competition among communities, competition that can work against the best interests of the metropolitan area as a whole.

In 2002, the City of Racine and neighboring communities executed an agreement under this statute. Under the *Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement*, the City of Racine receives shared revenue payments from neighboring communities for use in renovating older residential areas, redeveloping brownfield sites, and supporting regional facilities like the City zoo, fine arts museum, and library. In return, the City of Racine agreed to support the incorporation of the two adjacent towns—the former Towns of Caledonia and Mt. Pleasant; refrain from annexations without the consent of those Towns; refrain from using extraterritorial and plat review powers; and move ahead with sewerage system improvements that will accommodate growth in Caledonia and Mt. Pleasant. It should be noted that the Towns of Mt. Pleasant and Caledonia were incorporated as villages in 2003 and 2005, respectively.

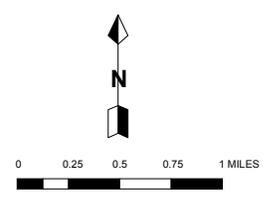
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Map 1

GENERALIZED ZONING IN THE CITY OF RACINE: 2000



SOURCE: SEWRPC.





SEWRPC Community Assistance Planning Report No. 305  
A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter III

# TRENDS AND PROJECTIONS

### INTRODUCTION

Basic information regarding the population, housing stock, and economic base of the City is essential to the preparation of a comprehensive plan. This chapter presents current and historic trend data regarding the population and population characteristics of the City of Racine, as well as projections of future population, household, and employment levels. Existing and historic trend data with respect to the housing stock and economic base of the City of Racine are presented in Chapters VIII and IX, respectively. The analysis and conclusions in this chapter and Chapters VIII and IX will be reviewed and potentially adjusted upon completion of the 2010 Federal decennial census.

### POPULATION

#### Population Size and Characteristics

The population of the City of Racine decreased from about 95,160 persons in 1970 to 85,725 persons in 1980, 84,300 persons in 1990, and 81,860 in 2000—representing an overall decrease of 13,300 persons, or 14 percent loss, over 30 years. This compares to increases of 8 percent, 10 percent, and 21 percent in the population of Racine County, the Southeastern Wisconsin Region, and the State, respectively, during this time. Since 2000, the City’s population is estimated to have increased by 310 persons, or less than one percent, to 82,170<sup>1</sup> persons in 2007. In comparison, the populations of Racine County and the Southeastern Wisconsin Region are both estimated to have increased by 3 percent between 2000 and 2007. The State population increased by 4 percent during that same time period.

The Federal census provides information about basic population characteristics, such as age, race, and educational attainment. Information regarding the characteristics of the population of the City of Racine, drawn from the 2000 census, is presented below:

- The age composition of the population of the City of Racine is slightly younger than that of Racine County, the Southeastern Wisconsin Region and the State overall. Persons under 20 years of age—including much of the pre-school and school age population—numbered 26,000 in 2000, representing 32 percent of the City population. Persons between 20 and 64—including much of the workforce age

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<sup>1</sup> This reflects a formal revision to the population estimate made by the U.S. Census Bureau for the City of Racine as of July 1, 2007.

population—numbered 45,800, or 56 percent of the total. Persons 65 years and over numbered 10,000, or 12 percent of the total. The City median age of 33.1 years was lower than that of the County (36.1 years) Southeastern Wisconsin Region (35.4 years) and the State (36.0 years).

- As part of the 2000 census, respondents were given the opportunity to specify more than one race when reporting their racial identity. The vast majority of the City population (97.4 percent) reported only one race. This includes 68.9 percent reporting White; 20.3 percent reporting Black or African American; 0.4 percent reporting American Indian or Alaska native; 0.6 percent reporting Asian; 0.1 percent reporting Native Hawaiian and other Pacific Islander; and 7.1 percent reporting some other race. In comparison, 83.0 percent of the population of Racine County, 79.4 percent of the population of the Southeastern Wisconsin Region, and 88.9 percent of the population of the State reported their race as White.
- The Federal census includes questions on Hispanic origin independent of questions on race. In the 2000 census, 14.0 percent of the total City population, or about 11,400 City residents, were identified as Hispanic. This is somewhat higher than the proportion of Hispanic population in the County (7.9 percent) and the Southeastern Wisconsin Region (6.5 percent) and significantly higher than the proportion for the State (3.6 percent). About 76 percent of the Hispanic population in the County in 2000 was located in the City of Racine.
- The educational attainment level provides an indicator of the earning potential of the population and of the type of occupations the City workforce is most suited to fill. The educational attainment level of the City population is somewhat lower than that of Racine County, the Southeastern Wisconsin Region, and the State. As reported in the 2000 census, overall, a higher percentage of the City's population age 18 to 24 years of age are without a high school education or GED, 36 percent, than that for Racine County, 31 percent, Wisconsin, 21 percent, or the U.S., 25 percent. The City rate is also higher than that of the City of Milwaukee, 30 percent. The percentage for the male population in this age group is 42 percent. Correspondingly, the percentage of these segments of the City's population without some college or Associate's Degree is relatively low, 26 percent. For the older population segment, about 77 percent of the City population age 25 years and over had attained a high school or higher level of education—six percentage points less than Racine County, seven percentage points less than the Southeastern Wisconsin Region and eight percentage points lower than the State. Slightly less than 16 percent of the City population age 25 years and over had a bachelor's degree or graduate degree, compared to slightly more than 20 percent for the County, just over 25 percent for the Region and just over 22 percent for the State.

## **PROJECTIONS**

The future demand for land, housing, transportation facilities and services, and other community facilities that the comprehensive plan must address is directly related to future population, household, and employment levels. The projection of future population, household, and employment levels is, therefore, an essential step in the comprehensive planning process. This section presents projections of population, households, and employment through the year 2035 that are intended to serve as a basis for preparing the comprehensive plan.

The selection of projections to the year 2035 was based on a consideration of the following:

- The projections of population, households, and employment for the City of Racine prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) for the year 2035.
- A trend-based projection that takes into account the change in population, households and employment in the City between 1980 and 2006.
- Planned development and redevelopment in the City as identified in local and neighborhood plans.

### **SEWRPC Projections for the City of Racine**

In 2004, the Regional Planning Commission prepared a set of population, household, and employment projections for the Southeastern Wisconsin Region and its seven counties, looking ahead to the year 2035. As in prior projection efforts, the Commission prepared a range of projections: low, intermediate, and high. The intermediate projection is considered to be the most likely to be achieved; it was used as the basis for the preparation of the year 2035 regional land use plan.

#### ***SEWRPC Population Projections***

The SEWRPC intermediate population projection envisions that there will be relatively stable birth rates and a modest increase in life expectancy in the City of Racine, Racine County, and the Region overall in the coming decades. The intermediate projection also envisions that the City of Racine, Racine County and the Region would experience a relatively stable migration pattern, similar to that which is estimated to have occurred during the early 2000s. The migration assumptions for the intermediate projection reflect the conclusion—from a concurrent SEWRPC economic study—that, overall, the economy of the Region would not likely significantly increase or decrease in strength relative to other areas of the State or Nation.<sup>2</sup>

Under the SEWRPC intermediate projection, the City population would decrease by 1,340 persons, or a 2 percent loss, over the 35-year projection period, from 81,850 persons in 2000 to 80,510 persons in 2035. The decrease in population is generally attributable to the continuing decrease in household sizes. SEWRPC projections indicate that changes may be expected in the age composition of the population in the coming decades. Particularly noteworthy is the expected influence of the large baby-boom generation on the future age structure. By 2030, all baby-boomers will be 65 years of age or older. Persons age 65 and over would account for 20 percent of the County population in 2035, compared to 12 percent in 2000. Changes in age composition of the population may be expected to have many impacts, ranging from impacts on housing needs to impacts on the available labor force, particularly as baby-boomers move into their retirement years.

#### ***SEWRPC Household Projections***

SEWRPC projections of households for the City of Racine to the year 2035 were derived from the population projections described above, along with projections of future household size and the proportion of the total population living in housing units as opposed to group quarters. Commission projections indicate that the average size of households throughout the Region including Racine County and the City of Racine may be expected to continue to decrease in the years ahead, though not as rapidly as in the past. In the City of Racine, the average household size is projected to decrease by 5 percent, from 2.54 persons per household in 2000 to 2.41 in 2035. The decrease in household size is anticipated as a result of a number of factors, including a continued change in household types, as well as the projected increase in the older population age groups for which average household sizes tend to be smaller than for the total population. The proportion of the population living in group quarters, as opposed to the population living in households, is projected to increase slightly.

Under the SEWRPC intermediate projection, the number of households in the City of Racine would increase by 920, or 3 percent, over the 35-year projection period, from 31,450 households in 2000 to 32,370 households in 2035.

#### ***SEWRPC Employment Projections***

The Commission used an approach to the preparation of employment projections involving the explicit consideration of employment in major industry groups and the preparation of projections for those groups. The

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<sup>2</sup> A detailed description of the methodology used in the projection of population and households is presented in *SEWRPC Technical Report No. 11 (4<sup>th</sup> Edition)*, The Population of Southeastern Wisconsin, dated July, 2004.

projection for each industry group was developed based upon a consideration of past industry trends and available indicators of future trends nationally and within the State and Region. Still another important consideration in the preparation of the employment projections was the future available labor force in the Region. Regional Planning Commission population projections suggest that a leveling-off in the regional labor force may be expected as much of the baby-boom generation reaches retirement age; this may be expected to moderate the number of jobs that may be accommodated.<sup>3</sup>

Under the SEWRPC intermediate projection, total employment in the City would decrease by 4,200 jobs, or 10 percent loss, from 44,200 jobs in 2000 to 40,000 jobs in 2035. Commission projections indicate that a change may be expected in the types of jobs available in the years ahead for the City, County, and the Region. The largest increases are projected to be in the service sector (business, health, social, recreational, and other services). Employment in the industrial sector—including manufacturing, wholesaling activities, and construction jobs—is projected to decrease.

### **Trend-Based Projections for the City of Racine**

A set of population, household, and projections, developed based upon a continuation of past trends, was also prepared for consideration by the City. These projections are described below.

#### ***Trend-Based Population and Household Projections***

The trend-based projections assume that the number of households in each community would continue to grow as it has in the past, looking back to 1980. In extrapolating future household levels for each community, the historic change in households between 2000 and 2006 was weighted more heavily than the change during the 1990s; and, similarly, the change in households during the 1990s was weighted more heavily than the change during the 1980s. The related population projection is based upon the projected number of households and the projected household size for the community, along with an allowance for population living in group quarters.<sup>4</sup>

Under the trend-based projection, the City population would decrease by 2,460 persons, or a 3 percent loss, over the 35-year projection period, while the number of households would increase by 490, or 2 percent.

#### ***Trend-Based Employment Projections***

The trend-based projection assumes a continuation of past employment change in the City of Racine between 1980 and 2000. Consistent with the methodology used for the trend-based population and household projections, the change for more recent years weighted more heavily than change for earlier years.

Under the trend-based projection, the number of jobs in the City would decrease by 9,700, or a 22 percent loss, over the 35-year projection period.

### **Selected Projections of Population, Households, and Employment for the City of Racine**

The alternative projections described above are intended to provide a frame of reference for the City of Racine in its selection of population, household, and employment projections for the plan. The City was asked to review the alternative projections and to select a set of projections from among the alternatives presented—or, to provide a

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<sup>3</sup> *A detailed description of the methodology used in the projection of employment is presented in SEWRPC Technical Report No. 10 (4<sup>th</sup> Edition), The Economy of Southeastern Wisconsin, dated July, 2004.*

<sup>4</sup> *For this purpose, the projected year 2035 average household size for the City of Racine indicated under the regional land use plan was applied to the trend-based projection of households to obtain the year 2035 household population. The year 2035 group quarters population from the regional land use plan was added to obtain the total population.*

set of projections of its own. Following a review of the alternative projections presented above, and taking into consideration existing plans for development and redevelopment of areas within the City, the City of Racine chose a set of population and household projections for use in preparing the comprehensive plan based on the SEWRPC intermediate projection. Under these projections, the total City population would decrease by 1,340 persons, or a 2 percent loss, from 81,850 persons in 2000 to 80,510 persons in 2035. The number of households in the City would increase by 920, or 3 percent, from 31,450 households in 2000 to 32,370 households in 2035. As noted earlier, while the number of households is anticipated to increase over the planning period, the population would decrease due to continuing decrease in household sizes within the City.

The employment projection selected by the City of Racine is not based on either of the alternatives presented; rather it corresponds to the potential for significant development/redevelopment of land in commercial and industrial/business uses as identified in local and neighborhood land use plans. The City selected a projected number of jobs in 2035, 44,200 jobs, which is the same number of jobs that existed in 2000. The projected number of jobs represents a substantial recovery from the reduced levels of the early 2000s.

## **CONCLUDING REMARKS**

The projections of population, households, and employment for the City of Racine presented in this chapter are largely based on projections developed by the Regional Planning Commission utilizing 2000 Federal census data. It is recommended that projections for population and households be reevaluated after data from the 2010 Federal census becomes available. The reevaluation should take into account not only new census information but also evaluate future events or factors that could affect growth in population, households, and jobs. Examples of future events or factors that should be taken into consideration include:

- Development of a commuter rail line through the City of Racine (KRM);
- Implementation of adopted neighborhood plans;
- Redevelopment on tracts of land in the City, such as the former Walker Manufacturing site, or outside of the City, such as the former Case “South/Clausen Works;”
- Adaptive reuse of sites such as the Horlick Malted Milk facilities; and
- Major changes to the economic climate of the City (i.e., changes in available jobs).

As revisions to the projections of population, households, and employment, if any, for the City of Racine are developed, it may be necessary to evaluate the potential impacts of revised projections on plan recommendations contained in other elements of the comprehensive plan.

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SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**Chapter IV**

**ISSUES AND OPPORTUNITIES ELEMENT**

**INTRODUCTION**

The purpose of the issues and opportunities element is to define the desired future of the City of Racine for 2035 through a vision statement and goals. The vision statement provides a clear sense of direction for the city and its neighborhoods. The goals serve as broad statements of desired outcomes supporting the vision. The vision statement and goals were developed based upon a careful consideration of the city’s built environment, demographic trends, and public input.

This chapter begins with a description of the visioning process. The visioning process section is intended to provide context for the sections that follow: public participation opportunities, strengths and weaknesses analysis, and development of the City goals.

**VISIONING PROCESS**

The purpose of the vision statement is to articulate what the city and its neighborhoods strive to build on and become in the future. In the visioning process the Racine City Plan Commission (CPC) identified a three question framework to be applied in making decisions to achieve the vision. To what extent does the proposed activity:

- contribute to make Racine a better place to live?
- accommodate business and economic development?
- improve transportation and access?

The CPC adopted the following vision statement:

**Vision Statement**

*The City of Racine will be a source of pride for its residents and a destination for the region.*

The underlying theme of the vision statement is the increasing importance of addressing the environmental, social, and economical sustainability of the City of Racine in the future. Sustainability is commonly defined as the capability to equitably meet the critical needs of the present without compromising the ability of future generations to meet their own needs. While the definition of sustainability may vary from community to community, the concept in the vision statement refers to finding a balance among environmental stewardship, economic development, and recognition of individual rights. The movement toward a more sustainable community will make City residents more perceptive in safeguarding the environment, protecting the quality of community life, and recognizing positive social and economic benefits for future generations.

The process of creating a vision statement, the identification of issues and opportunities, and the development of the City goals, were based on a consideration of the following:

- Population, household, and employment projections; and
- Public participation efforts, including a countywide comprehensive planning public opinion survey conducted in spring 2007; a citywide public opinion survey conducted in winter 2009; a series of public informational meetings; the result of a strengths and weaknesses analysis; and City Plan Commission meetings.

### **Population, Household, and Employment Projections**

The State comprehensive planning law requirements for the issues and opportunity element include forecasts of population, households, and employment. Chapter III of this report presents a range of projections of population, households, and employment through the year 2035. It presents projections prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and used in the preparation of the year 2035 regional land use plan. It also presents trend-based projections which assume that the City would continue to grow as it has in the past. These projections were intended to provide a frame of reference for the City of Racine in the selection of community-level population, household, and employment projections that best represent expectations for the year 2035. The selected projections relate directly to the future demand for land, housing, transportation facilities and services, and other community facilities that the comprehensive plan must address.

### **Public Participation Efforts**

To ensure community input, the public participation<sup>1</sup> efforts included, but were not limited to, countywide and citywide surveys, public informational meetings, and a strengths and weaknesses analysis. The values, hopes, and concerns that residents and other stakeholders expressed through these efforts helped shape the City vision statement, issues and opportunities, and goals.

#### ***Countywide Survey***

As part of the Racine County multi-jurisdictional comprehensive planning effort, the primary means of obtaining public input was a random, mail-out countywide survey. In spring 2007, a countywide comprehensive planning public opinion survey was conducted by UW-Extension with assistance from the MJAC, the Racine County Planning & Development Department, and SEWRPC. The survey was designed to encompass all nine required elements of the comprehensive plan, and therefore, it included a wide range of questions on topics such as quality of life, housing, agricultural and natural resources, land use, transportation, and economic development. Approximately 4,000 surveys were mailed to a random sample of registered voters in Racine County. The sample was stratified by community in an effort to create a representative cross-section of County viewpoints and gain an accurate representation of the population. Of the approximately 4,000 surveys mailed, about 1,500 surveys were mailed to City of Racine residents. County residents could also participate in the survey by completing survey forms made available at all municipal halls and public libraries and on the Smart Growth website hosted by Racine County. The results of the survey are presented in a report entitled, *Countywide Public Opinion Survey of Racine County Residents*, November 2007, and is available at County and City offices.

#### ***Citywide Survey***

As part of the City of Racine comprehensive planning effort, the City conducted an online survey to obtain input on comprehensive plan issues. Working with SEWRPC and UW-Extension, the City developed the survey that was conducted between January 15, 2009, and February 5, 2009. The survey consisted of a wide range of questions about growth and development in the City, including questions on housing, transportation, natural and cultural resources, economic development, and neighborhood plans. Efforts to publicize the survey included: notifying all local print and broadcast media; invitations to the School District and private schools and their employees and parents, local social service organizations and providers, the chamber of commerce and their members; invitations to local, county, state and national political representatives, and members of City committees, commissions and boards. Overall, 276 surveys were completed and the information collected is reflected in many of the goals expressed in this chapter. Information gathered from the survey helped guide the

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<sup>1</sup> A public participation plan was adopted by the City of Racine on April 4, 2007, as a basis for public involvement in the comprehensive planning program.

preparation of the City’s comprehensive plan. The results of the survey are presented in a report entitled, *City of Racine Comprehensive Plan Public Opinion Survey*, Winter 2009, and is available at City offices.

**Public Informational Meetings**

As part of the comprehensive plan, five public informational meetings and/or public hearings were scheduled. As part of a series of countywide meetings, one meeting was held at Racine City Hall on November 8, 2007 and another at the Racine campus of Gateway Technical College on April 27, 2009. To coincide with the citywide survey, one meeting was held at Racine City Hall on February 11, 2009. A final public informational meeting is scheduled for November 11, 2009 and a final public hearing is scheduled for November 17, 2009. The purpose of the meetings was to provide the public with background information about the comprehensive planning process and legal requirements, as well as to provide an update on the plan’s progress and to present key findings and plan recommendations. Participants in these meetings included governmental officials, residents, and representatives of interest groups.

**Neighborhood Public Informational Meetings**

As a supplement to the Citywide Survey and February 11, 2009 informational meeting, five (5) neighborhood meetings were conducted at four community centers and a neighborhood center. The purpose of these meeting was the same as that of the public informational meetings. However, these meetings were specifically targeted towards lower income neighborhoods where citizens may have lacked access to the technology necessary to take the Citywide Survey. At these meetings, participants were able to engage in discussions addressing the major components of the comprehensive plan. They were also able to complete a paper version of the Citywide Survey. Efforts to publicize these meetings included print and broadcast media advertisements, radio interviews, flier circulation at community and neighborhood centers, and literature drops in neighborhoods adjacent to the meeting places.

**Strengths and Weaknesses Analysis<sup>2</sup>**

At a meeting on February 11, 2009, City of Racine residents and City Plan Commission members were invited to take part in a “strengths and weaknesses analysis” as part of which they were asked to identify and discuss the strengths and weaknesses facing the City of Racine. They were also asked to prioritize the issues they believed were most important. Information collected through this strengths and weaknesses analysis has been used, along with results from the citywide public opinion survey, to help the City develop the comprehensive plan’s vision statement, issues and opportunities, and goals. The issues identified as top priorities in the City are listed below.

*Top Priorities from the Strengths and Weaknesses Analysis*

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>• Continue talking about Kenosha-Racine-Milwaukee (KRM) commuter rail</li> <li>• New, well-signed, bike trail extensions</li> <li>• Usability and cleanliness of North Beach</li> <li>• Infrastructure improvements and streetscapes – Downtown, Uptown, and West Racine</li> <li>• Architectural diversity</li> <li>• Historic housing</li> <li>• Racine Zoo</li> <li>• Downtown Plan</li> <li>• Bike trails</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of living wage jobs</li> <li>• Lack of household owner occupancy</li> <li>• Need Metra, not KRM</li> <li>• More service frequency (BUS)</li> <li>• Wayfinding is difficult</li> <li>• Regional Transit Authority (RTA) should be an elected, not appointed, body</li> <li>• Lack of affordable and safe housing rentals</li> <li>• Lack of incentives/assistance for green housing for individuals</li> <li>• Lack of an indoor water park</li> <li>• Inadequate tennis courts</li> </ul>

<sup>2</sup> A Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analyses workshop was conducted as part of the Racine County multi-jurisdiction comprehensive planning effort at the 2007 countywide public informational meetings. Many issues identified in the SWOT analyses are applicable to the City. The SWOT analyses findings are documented in SEWRPC Community Assistance Planning Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County 2035.

<ul style="list-style-type: none"> <li>• Replanting of community trees</li> <li>• Trainable workforce</li> <li>• Racine First Program<sup>3</sup> – adopt more of this concept</li> </ul>	<ul style="list-style-type: none"> <li>• Failure to advertise/market ourselves in an effective manner</li> <li>• Lack of distinction in Southside Historic District (e.g., signage, lamp posts)</li> <li>• Not finishing neighborhood plans – need implementation</li> <li>• Inviting green gateways to City (not cement types)</li> <li>• Lack of positive promotion of school system</li> </ul>
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## ISSUES AND OPPORTUNITIES

The following general City planning issues and opportunities were identified during the visioning process described in the previous section.

- **Community/Neighborhood Character and Identity:** The concept of community character and identity includes a broad range of quality of life factors, such as safety, convenience, quality of public services, and quality of schools. In addition, the architectural diversity of the homes and buildings in individual neighborhoods adds to the sense of place and history of the community. Results from the countywide and citywide surveys indicated that it is very important for the City to accommodate and promote infill development in order to make efficient use of existing infrastructure, thereby potentially providing affordable housing and promoting walkable neighborhoods that contain work places, homes, retail shopping and other services. During the public informational meetings, convenient access to grocery stores in particular was ranked as a high priority need that should be addressed as areas of the City develop or redevelop. Overall, City of Racine and County residents share a common connection as being environmental stewards of natural resources, recreational-related amenities, and the built environment. These commonly held values of environmental sustainability help convey a sense of Racine’s history and reinforce a sense of place and identity.
- **Planning for Coordinated and Sustainable Future Growth:** There is an extensive history of planning in the City of Racine. This includes the development of numerous area/neighborhood plans, as well as a City park and open space plan. The public input exercises revealed that many residents want to see continued neighborhood planning for development and redevelopment, including mixed-use developments, that considers the impacts on existing utilities and facilities, traffic congestion, parks, long range school facilities planning, preservation of historic character, maintenance of public spaces and existing buildings, safety, and other quality of life issues.
- **Historic Preservation and Cultural Resources:** There are 76 nationally, state, or locally registered historic sites in the City. In addition, there are five nationally recognized historic districts. Also, six historic reconnaissance surveys have been completed in selected portions of the City which have identified over 500 additional historic resources and their potential for nomination to the local, State, or National Register for recognition as historic sites or districts. In the surveys and other public input exercises, the identification and preservation of historic buildings and districts were viewed as essential to the urban character and sense of history in the City. Survey respondents indicated that cultural resource preservation and opportunities for cultural activities are viewed as strengths in the City, and should be continued and improved on for tourism purposes.

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<sup>3</sup> This City program requires companies that get city contracts worth more than \$200,000 to use residents of the City’s five lowest income census tracts to do at least 10 percent of the labor.

- **Natural Resources Preservation and Recreational Opportunities:** The protection of natural resources and existing park and open space sites is important not only for aesthetic and recreational purposes, but also provides wildlife habitat and positive impacts on water resource quality and management. Survey respondents placed a high priority on protecting forested lands, wildlife habitats, Lake Michigan, river corridors, parks, and open spaces. Land conservation, expansion of bike and walking trails, and the preservation of the quantity and quality of parks were considered as high priorities in the City. Continued and improved access to parks, rivers, and Lake Michigan is viewed as very important to City residents and visitors alike.
- **Housing Development:** The type, mix, and design of existing housing and residential densities vary across the City. The common concern raised in the public informational meetings and surveys relate to the diversity of housing choices (e.g., size, type, cost, rental vs. owner occupied). Residents in the City of Racine recognize that housing concerns are inter-related with other planning issues such as transportation and economic development. A majority of survey respondents indicated that sufficient housing should be provided to meet the needs of elderly residents, likely reflecting an awareness of the aging of the baby-boom generation. Results from the surveys and other public input exercises indicate that residents prefer more mixed-use developments, an increase in the amount of affordable housing, the maintenance and upkeep of the existing housing stock, more energy efficient housing (“Green” building practices), appropriate balance of housing and jobs, and more access to multiple forms of public transit and an expansion of the pedestrian- and bicycle-friendly transportation network in residential areas.
- **Transit and Transportation Services:** The improvement of public transit services and accessibility and providing more multi-modal transportation options are considered important in the City of Racine, particularly in light of changing demographics and rising energy costs. The maintenance of existing roads, improved public transit, and increased bicycle and pedestrian friendliness were identified as important issues in the surveys and other public input exercises. Increased connectivity to adjacent communities, including Chicago and Milwaukee was also identified as an important goal. In this respect, the expansion of transportation facilities and services between eastern and western Racine County and the Kenosha-Racine-Milwaukee (KRM) commuter rail were seen as opportunities.
- **Public Utilities and Community Facilities:** The results of the public input exercises indicate that City residents would like to see continued consideration of the impact of proposed developments/redevelopments on fire/police protection, schools and quality of education, sewer and water utilities, recreation facilities, and open space preservation. Stakeholders see opportunities for more energy efficient development and sustainable development practices through urban infill and redevelopment and energy conservation practices that help control utility and service costs. At the same time, results of the surveys and other public input exercises indicate that improving the quality of education at public K-12 schools and at technical colleges, developing incentives for alternative energy sources such as wind and solar power, and expanding telecommunication service opportunities are important to the City of Racine.
- **Economic Development:** Long range economic development planning has become an increasingly important function as a partnership between County and local agencies. Through the Racine County Economic Development Corporation (RCEDC), an updated countywide economic development plan has been prepared. Major economic development concerns are documented in the most recent version of that plan. These include the economic impacts, including job creation, of installing sewer and water along I-94; more tax increment finance districts (TIFs); more brownfield redevelopment and main street revitalization projects; and the need for a more global perspective on economic development. Results from the public informational meetings also indicate that concerns about economic development are widespread, and centered predominantly on how to increase and diversify industries in the City of Racine and Racine County overall. Survey respondents support most types of

industry groups, but most particularly, they were in favor of developing jobs in health care services, industrial and manufacturing, and emerging technology. In addition, although City and County residents are perceived to have a strong work ethic, there are concerns that the workforce does not have the education or training to match current or future job requirements. Overall, City of Racine residents recognize that the health and sustainability of the economy involve addressing a broad range of issues: quantity and quality of jobs, workforce development, commercial development and redevelopment, housing, education, health care, and access to resources and services.

- **Intergovernmental Cooperation and Communication:** One of the underlying goals of the State Smart Growth Law is to increase cooperation among local units of government. State law includes many provisions through which neighboring communities may establish intergovernmental agreements and share information and resources, as well as communicate visions and coordinate plans, goals, objectives, policies, and programs. In the surveys and other public input exercises, community awareness, understanding, and access to public processes through public meetings, newspaper notices, and the internet were identified as important components of the intergovernmental cooperation process. Residents want a mutually beneficial balance between the diverse strengths and needs of the City and surrounding communities, and they viewed successful intergovernmental cooperative efforts as a good start toward that goal. Also, Racine residents recognize that building multi-jurisdictional cooperation between government agencies and the private sector can lead to long term benefits ranging from coordinated planning on issues that lead to infrastructure cost savings, provision of needed services, a healthy environment, strong schools, and sustainable economy.
- **Implementation Strategies:** The implementation strategies of the comprehensive plan bring all of the elements together, with an emphasis on making the various goals, objectives, policies, and programs of these elements consistent with zoning ordinances, official mapping, and other regulations. Successful implementation strategies requires the support of elected officials, County and local government staff, citizens, and other stakeholders in making decisions that are consistent with the comprehensive plan. While the concept of implementation was not directly addressed in the surveys and other analyses, there was an indication that residents would like to see the City prioritize and take a more direct approach to the following:
  - identifying and utilizing opportunities to preserve natural, water, and cultural resources;
  - investigating and implementing methods of promoting sustainable energy sources;
  - cooperating across boundary lines with neighboring jurisdictions and other stakeholders;
  - researching and carrying out policies and programs that encourage more housing choices for people of all ages, income levels, and special needs;
  - encouraging and advocating for techniques and initiatives aimed at improving opportunities for access to a quality education, and emphasizing its link to entrepreneurship, and job training, creation, attraction, and retention; and
  - linking land use, economic, and transportation decisions.

## CITY OF RACINE PLANNING GOALS

The comprehensive planning goals for the City of Racine were developed based upon a consideration of public input; goals developed as part of the Racine County multi-jurisdictional comprehensive plan; inventory data; projections; the planning issues and opportunities described above; and the 14 State Smart Growth goals defined in the *Wisconsin Statutes*. The recommended goals are the basis for the comprehensive plan. Since many of the City goals are inter-related, the goals may be addressed in more than one of the plan elements presented in subsequent chapters of this report.

Furthermore, a series of more specific objectives, along with related policies and programs, are provided within the element chapters of the comprehensive plan. Although not defined in the Smart Growth *Wisconsin Statutes*, the Wisconsin Department of Administration has provided the following definitions of the terms “goals,” “objectives,” “policies,” and “programs”:

*Goals:* Broad and general expressions of a community's aspirations, towards which planned effort is directed. Goals tend to be ends rather than means.

*Objectives:* More specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

*Policies:* Rules or courses of action necessary to achieve the goals and objectives they are derived from. They are more precise and measurable.

*Programs:* A system of projects or services necessary to achieve plan goals, objectives, and policies.

### **City of Racine Comprehensive Plan Goals**

- Guide future growth in a manner that preserves and enhances the quality of life and character of the City.
- Encourage efficient and sustainable growth that provides for the protection of natural systems and preserves the stability and diversity of the City's neighborhoods.
- Maintain and develop a land use pattern that strengthens the character and livability of the City's downtown core, commercial and industrial areas, and neighborhoods.
- Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems, and that utilize existing public utilities and services.
- Encourage activities that support the agricultural economy of other communities in Racine County.
- Encourage the cultivation of a local food supply through individual and community gardening.
- Maintain the environmental assets of the City through the protection and preservation of valuable natural features including rivers, Lake Michigan, open spaces, and floodplains.
- Preserve open space to enhance the total quality of the environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.
- Protect and enhance cultural structures, activities, historic sites and districts and their infrastructure.
- Encourage responsible property ownership.
- Promote the development of neighborhood identity.
- Provide opportunities for an adequate housing supply that will meet the needs of all residents and result in a broad range of choice among housing designs, sizes, types, and costs, recognizing changing trends in age-group composition, income, and household types.
- Encourage growth in owner-occupied residential units
- Promote the coordination between land use and housing development that supports a range of transportation choices.

- Cooperate in a multi-modal transportation system that provides appropriate types of transportation needed by all residents of the City at an adequate level of service, provides choices among transportation modes, and provides inter-modal connectivity.
- Provide adequate infrastructure and public services and an adequate supply of land for development and redevelopment to meet existing and future market demand for residential, commercial, industrial, and institutional uses.
- Maintain and develop public services and community facilities that promote health, safety, and enhanced quality of life for all residents of the City.
- Improve public safety and the perception of safety.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.
- Secure the City of Racine as an important part of the Milwaukee-Chicago corridor.
- Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.
- Review, revise, or create the regulatory ordinances necessary to ensure consistency with the comprehensive plan and implementation of the objectives, including zoning ordinances, land division ordinances, and official mapping ordinances.
- Encourage a public participation process that provides equity and fairness to property owners and other stakeholders, balanced with responsible land use.
- Reevaluate the comprehensive plan regularly (at least once every ten years) to ensure that it continues to reflect current County and community objectives.
- Encourage intercommunity planning efforts to make effective use of resources and to resolve conflicts.

## **CONCLUSION**

The issues and opportunities element as presented in this chapter provides an overall framework for the comprehensive plan. The vision statement, issues and opportunities, and goals reflect an inclusive public participation process and technical findings. Each of the subsequent elements in the comprehensive plan will include the aforementioned goals as they relate to the planning topic. In addition, each element will contain a more specific set of objectives, policies, and programs through the year 2035. As required by the State of Wisconsin Smart Growth Comprehensive Planning Law, the City goals address the following 14 State Smart Growth comprehensive planning goals.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas including farmlands and forests.

5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.



SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**Chapter V**

**AGRICULTURAL, NATURAL, AND CULTURAL  
RESOURCES ELEMENT**

**INTRODUCTION**

The agricultural, natural, and cultural resources element, together with the land use element seeks to balance long term development and redevelopment in the City of Racine with the environmental health, agricultural activities, and cultural history of the City. Implementation of the agricultural, natural, and cultural resources plan element will help to maintain the overall quality of the environment of the City, to preserve the City’s cultural and natural heritage and natural beauty, and to provide for continued opportunities for related recreational and educational pursuits.

The agricultural, natural, and cultural resources element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural area
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water
- Floodplains
- Wetlands
- Wildlife habitat
- Nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design<sup>1</sup>

In addition, the following comprehensive planning goals related to the agricultural, natural, and cultural resources element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>2</sup>

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<sup>1</sup> Community design recommendations are included in the Land Use Element (Chapter VI).

<sup>2</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Preservation of cultural, historic, and archeological sites.
- Building of community by revitalizing neighborhoods, main streets, and thoroughfares and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

### **Element Format**

This chapter is organized into the following three sections:

- Inventory of Agricultural, Natural, and Cultural Resources in the City of Racine;
- Public Input—Agricultural, Natural, and Cultural Resources Issues; and
- City of Racine Agricultural, Natural, and Cultural Resources Element Goals, Objectives, Policies, and Programs.

## **INVENTORY OF AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES IN THE CITY OF RACINE<sup>3</sup>**

The conservation and wise use of agricultural and natural resources and the preservation of cultural resources are fundamental to maintaining the quality of the environment, achieving strong and stable physical and economic development, and preserving community identity. This section presents basic inventory information regarding existing agricultural, natural, and cultural resources in the City of Racine that should be considered in the preparation of the plan.

### **Agricultural Resources**

Commercial farming has been virtually nonexistent in the City of Racine for many decades due to the City's location and urban development pattern. Agricultural activities in the City are limited, for the most part, to the operation of the Downtown State Street, Regency Mall, and West Racine farmers markets, community garden plots at the HALO Shelter/Racine County Food Bank, Dekoven Woods, assorted public and private schools and community centers, and home gardening.

It should be recognized that there is a symbiotic relationship between the City and the agricultural resources of rest of Racine County and the Southeastern Wisconsin Region. The City provides a convenient, accessible market for agricultural products from those areas. Infill development and redevelopment in the City can help moderate the amount of agricultural land converted to urban use in outlying areas of the County and Region.

### **Natural Resources**

#### ***Physiography and Topography***

Glaciation has largely determined the physiography and topography, as well as the soils of Racine County and the City of Racine. Of the four major stages of glaciation, the last and most influential in terms of present physiography and topography was the Wisconsin Stage, which is believed to have ended in this area about 11,000 years ago. After the glaciers receded, the City consisted of gently rolling glacial plains, or ground moraines. Ground moraines are typically comprised of dense basal till, which frequently contains a combination of silt and clay. The City of Racine also contains the lake terrace, which runs parallel to and contiguous with the shoreline of

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<sup>3</sup> Detailed maps and tables of the resources described are available in SEWRPC Community Assistance Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.

Lake Michigan.

The topographic elevations in the City of Racine range from 580 feet above sea level at the Lake Michigan shoreline to just over 700 in the western portion of the City. While most of the topography is level to gently rolling, there are a few small, narrow areas of steeply sloped lands, slopes of at least 12 percent or greater. These areas are located along the Root River corridor and associated with the Lake Michigan bluff.

### ***Geology***

The bedrock formations that underlie the unconsolidated surficial deposits in Racine County and the City of Racine primarily consist of Silurian Age dolomite. The City has prominent dolomite reef strata that are exposed either through natural outcroppings along the Root River and Lake Michigan or in the areas of active and abandoned quarries.

### ***Lake Michigan Shoreline Erosion Protection***

Shoreline erosion conditions are important considerations in planning for the protection and sound development and redevelopment of lands located along Lake Michigan. These conditions can change over time because they are related to changes in climate, water level, the geometry of the near shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreline areas. In 2005, Dr. Scudder Mackey of Habitat Solutions completed a study of shoreline erosion and bluff stability conditions along the Lake Michigan shoreline in Racine County. That study found that of approximately 6.8 miles of Lake Michigan shoreline along the City of Racine, about 84 percent can be considered protected. That protection is provided by structures consisting of groins, revetments, and seawalls or bulkheads.

### ***Mineral Resources***

There are no active metallic or nonmetallic mining sites in the City of Racine. There is an area in western Racine where two aggregate companies (Payne & Dolan and AW Oakes) stock pile and process recycled concrete and asphalt. The City relies on operators of mining sites in other adjacent and area communities for an adequate supply of aggregate resources in the form of crushed stone (gravel), dimension stone, sand, and gravel, for new construction and for the maintenance of existing infrastructure.

### ***Water Resources***

#### ***Surface Water and Surface Drainage***

In addition to Lake Michigan, surface water resources in the City consist of streams and ponds and their associated wetlands, floodplains, and shorelands. Surface water resources provide recreational opportunities, influence the physical development of the City, and enhance its aesthetic quality. Lake Michigan is the source of the City's water supply.

There are three major drainage systems within the City of Racine based upon the direction of surface water flow. The Root River and Pike River and their tributaries are part of the Great Lakes-St. Lawrence River drainage system. A third watershed encompasses those areas adjacent to Lake Michigan which drain directly into the Lake through intermittent streams.

#### ***Streams***

Major streams are defined as those which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The Root River watershed includes the Root River, East and West Branch Root River Canal, Husher Creek, and Hoods Creek. The Pike River watershed includes the Pike River and Pike Creek.

In addition, there are a number of small named and unnamed lakes and ponds in the City. Approximately 115 acres, or just over one percent of the City, was identified as surface water in the 2000 regional land use inventory.

#### ***Floodplains***

Floodplains are the wide, gently sloping areas contiguous with, and typically lying on both sides of, a river or stream channel. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood

control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year. Floodplains often contain important natural resources, such as high-value woodlands, wetlands, and wildlife habitat. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and/or the presence of wet soils.

Floodplains identified by the Federal Emergency Management Agency (FEMA) under the Federal Flood Insurance Program encompassed about 370 acres, or about 3.7 percent of the City of Racine in 2006.

FEMA is completing a Map Modernization Program for Racine County, including the City of Racine, which will result in updated floodplain maps. Final maps are expected to be available later in 2009.

#### *Wetlands*

Wetlands are important resources for the ecological health and diversity of the City. Wetlands form the transition between surface and groundwater resources and land resources. Wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Wetlands may, however, under certain conditions, occur on slopes and even on hilltops. In effect, they provide essential breeding, nesting, sanctuary, and feeding grounds, as well as offer escape cover for many forms of fish and wildlife. In addition, wetlands perform an important set of natural functions which include: water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion.

The location and extent of wetlands in the City of Racine are shown on Map 4 in Chapter VI. These wetlands are based upon the Wisconsin Wetlands Inventory completed in the Region in 1982, updated to the year 2000 as part of the regional land use inventory. In total, the City's wetlands encompassed about 115 acres, or about one percent of the City area, in 2000. It should be noted that wetlands are constantly changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a sound basis for areawide planning, they should be viewed as a providing point of departure to be supplemented with detailed field investigations for regulatory purposes.

#### *Groundwater Resources*

Groundwater resources constitute another key element of the natural resource base. Groundwater sustains lake levels and wetlands and provides the base flows of streams. Groundwater is the primary source of water supply in parts of Racine County and the Southeastern Wisconsin Region. All areas in the City are served with water supply from Lake Michigan.

There are three major aquifers beneath the City of Racine, Racine County, and the Southeastern Wisconsin Region. The surficial sand and gravel aquifer and the Niagara dolomite aquifer are often treated as a single aquifer commonly referred to as the "shallow" aquifer due to its proximity and intimate hydraulic interconnection to the land surface. The third is commonly identified as the "deep" aquifer since it underlies the shallow aquifer. The sand and gravel aquifer consists of unconsolidated sand and gravel deposits in glacial drift and alluvium. These deposits occur over the majority of the City, either at the land surface or buried beneath less permeable drift such as glacial till. This aquifer interacts extensively with the surface water system. The Niagara dolomite aquifer in the City of Racine consists of Silurian Age dolomite, which overlies the Maquoketa shale stratum. The Maquoketa shale separates the Niagara and sandstone aquifers. The shale layer has very low permeability, which restricts the vertical movement of water and largely confines water within the sandstone aquifer. The sandstone aquifer includes all sedimentary bedrock below the Maquoketa shale stratum. The bottom of the sandstone aquifer is the surface of the impermeable Precambrian rocks. This aquifer is continuous throughout Racine County and is a part of the larger regional aquifer that is used as a source of water supply for major concentrations of urban

development throughout southeastern Wisconsin and northeastern Illinois. This aquifer is relatively unimportant in terms of its influence on the surface water resources of the City since it does not intersect the surface drainage.

Recharge of the aquifers underlying Racine County is derived largely by precipitation. The groundwater in the shallow aquifer typically originates from precipitation that has fallen within a radius of about 20 miles or less from where it is found. The deep aquifer is recharged by downward leakage through the Maquoketa shale and other semi-confining units or by infiltration of precipitation beyond the limits of the semi-confining units, in the western part of the Region.

Like surface water, groundwater is susceptible to depletion in quantity and to deterioration in quality as a result of contamination and over-usage. Since the eastern half of the County is largely covered by glacial till soils with a high clay content, contamination is not as much of a concern compared to the western part of the county. Even though the City relies on Lake Michigan rather than groundwater as a source of water supply, it is important to be aware of the potential impacts of development and redevelopment in the City on groundwater resources.

### ***Woodlands***

The remaining woodlands are identified by the Regional Planning Commission as upland areas having 17 or more deciduous trees per acre, each tree measuring at least four inches in diameter at breast height (4.5 feet above the ground), and having a canopy of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. Lowland wooded areas, such as tamarack swamps, are classified as wetlands. Existing woodlands in the City of Racine, as identified in the Commission's year 2000 land use inventory, are shown on Map 4 in Chapter VI. As shown on Map 4, relatively small woodland areas are found in scattered locations throughout the City. Woodlands encompassed about 140 acres, or just over one percent of the City, in 2000.

Woodlands in the City of Racine have ecological values, and with proper management can serve a variety of uses that provide multiple benefits. In this respect, they contribute to clean air and water, help control surface water runoff, and help maintain a diversity of plant and animal life. In addition, woodlands contribute immeasurably to the natural beauty of the City.

### ***Natural Areas and Critical Species Habitat Sites***

A comprehensive inventory of "natural areas" and "critical species habitat sites" in the Southeastern Wisconsin Region was completed by the Regional Planning Commission in 1994.<sup>4</sup> The inventory identified the most significant remaining natural areas—essentially, remnants of the pre-European settlement landscape—as well as other areas vital to the maintenance of endangered, threatened, and rare plant and animal species in the Region.

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Critical species habitat sites consist of areas, exclusive of identified natural areas, which are important for their ability to support State-designated endangered, threatened, or rare plant or animal species. Such areas constitute "critical" habitat considered to be important to the survival of a species or group of species of special concern.

No natural areas were identified in the City of Racine as part of the 1994 inventory. A total of 4 critical species habitat sites were identified in the City of Racine as part of the 1994 inventory. These sites include the Caledonia Sanitary Sewer Right-of-Way and Root River Bluff sites in Johnson Park, the Pritchard Park Woods site, and the Washington Park Woods site. Together, these critical species habitat sites encompassed about 46 acres within the City. The regional natural areas plan also identified 2 aquatic sites supporting rare herptile species in the City, including two segments of the Root River totaling 3.4 linear miles.

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<sup>4</sup> Documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, dated September 1997. An amendment to this plan is currently under preparation and anticipated to be completed in 2009.

### ***Environmental Corridors and Isolated Natural Resource Areas***

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of areas of those areas of the Region in which concentrations of the best remaining elements of the natural resource base occur. It was recognized that preservation of such areas is vital to both the maintenance of the overall environmental quality of the Region and to the continued provision of amenities required to maintain a high quality of life for the resident population.

Under the regional planning program, seven elements of the natural resource base have been considered essential to the interacting relationships and maintenance of the ecological balance, natural beauty, and overall quality of life in the Region: 1) lakes, rivers, and streams, and their associated shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. In addition, there are certain other features which, although not part of the natural resource base per se, are closely related to, or centered upon, that base and are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These five additional elements are: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and 5) natural areas and critical species habitat sites.

The delineation of these 12 natural resource and natural resource-related elements on maps, characterized as environmental corridors by the Regional Planning Commission, results in an essentially linear pattern of relatively narrow, elongated areas of the Region<sup>5</sup>. Primary environmental corridors include a variety of the aforementioned important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors generally connect with the primary environmental corridors and are at least 100 acres in size and one mile in length. In addition, smaller concentrations of natural resource base elements that are separated physically from the environmental corridors by intensive urban or agricultural land uses have also been identified. These areas, which are at least five acres in size, are referred to as isolated natural resource areas.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open uses yields many benefits, including maintenance of groundwater recharge areas; maintenance of surface and groundwater quality; attenuation of flood flows and stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; provision of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. Conversely, since these areas are generally poorly suited for urban development, their preservation can help avoid serious and costly developmental problems.

Because of the many interacting relationships existing between living organisms and their environment, the destruction or deterioration of one important element of the total environment may lead to a chain reaction of deterioration and destruction of other elements. The drainage of wetlands, for example, may destroy fish spawning areas, wildlife habitat, groundwater recharge areas, and natural filtration and floodwater storage areas of interconnecting stream systems. The resulting deterioration of surface-water quality may, in turn, lead to a deterioration of the quality of the groundwater upon which low flows of rivers and streams may depend. Similarly, destruction of ground cover may result in soil erosion, stream siltation, more rapid runoff, and increased flooding, as well as the destruction of wildlife habitat. Although the effect of any one of these environmental changes may not in and of itself be overwhelming, the combined effects may eventually lead to a serious deterioration of the underlying and sustaining natural resource base and of the overall quality of the environment for life. In addition to such environmental impacts, the intrusion of intensive urban land uses into such areas may result in the creation of serious and costly developmental problems, such as failing foundations for pavements and structures, wet basements, excessive operation of sump pumps, excessive clear-water infiltration into sanitary sewerage systems, and poor drainage.

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<sup>5</sup> A detailed description of the process of delineating environmental corridors in Southeastern Wisconsin is presented in the March 1981 issue (Volume 4, No. 2) of the SEWRPC Technical Record.

### *Primary Environmental Corridors*

As shown on Map 2, the primary environmental corridors in the City of Racine are located along the Root River and along the Lake Michigan shoreline. These primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the City, and represent a composite of the best remaining elements of the natural resource base. Primary environmental corridors encompass about 500 acres, or five percent of the City.

### *Secondary Environmental Corridors*

Secondary environmental corridors also contain a variety of resource elements, often remnant resources from primary environmental corridors which have been developed for intensive urban or agricultural purposes. As shown on Map 2, there is only one secondary environmental corridor, located along the Pike River, in the City. This secondary environmental corridor encompasses 16 acres in the City of Racine.

### *Isolated Natural Resource Areas*

In addition to the primary and secondary environmental corridors, other smaller pockets of wetlands, woodlands, surface water, or wildlife habitat exist within the Region. These pockets are isolated from the environmental corridors by urban development, and although separated from the environmental corridor network, these isolated natural resource areas have significant value. They usually provide the only available wildlife habitat in an area, and can provide good locations for local parks, and lend unique aesthetic character and natural diversity to an area. Scattered throughout the City (see Map 2) are several isolated natural resource areas such as those found in Pierce Woods Park and Dekoven Woods. These areas encompass about 113 acres, or about one percent of the City of Racine.

### ***Park and Open Space Sites***

A comprehensive inventory of park and open space sites was conducted for the City of Racine and the rest of the Southeastern Wisconsin Region as part of the initial regional park and open space planning effort in 1973. The inventory of park and open space sites in the City of Racine was subsequently updated as part of the first-edition Racine County park and open space plan completed in 1988 and the second-edition Racine County park and open space plan completed in 2001. As part of the multi-jurisdictional comprehensive planning process, this inventory was updated to 2007. The inventory includes all park and open space sites owned by Racine County, the City of Racine, and other local units of government, as well as privately owned recreation and open space sites.

#### *Park and Open Space Sites Owned by Racine County*

In 2007, Racine County owned 4 park and open space sites in the City of Racine. These included Belle Harbor Marina, Prichard Park, Racine Harbor Park, and Reef Point Marina. Combined, these sites encompassed 139 acres.

#### *Park and Open Space Sites Owned by the City of Racine and Other Local Units of Government*

There was a total of 102 park and open space sites owned by the City and the Racine Unified School District in the City of Racine 2007. Those sites encompassed a total of about 1,080 acres. The City owned 81 park and open space sites encompassing 967 acres while the school district owned 21 sites encompassing 113 acres. The acreage attributed to school district sites includes only the portion of the site used for recreational or open space purposes.

#### *Privately-owned Recreation and Open Space Sites*

In addition to the publicly owned sites described above, there were a total of 19 privately owned outdoor recreation and open space sites, encompassing a total of 56 acres, in the City of Racine. This includes private marinas and private school sites.

#### *Lands Under Protective Easements*

Certain privately owned open space sites are protected under permanent conservation easements. These easements are typically voluntary contracts between a private landowner and a land trust or government agency that limit, or in some cases, prohibit, future development of the parcel. Conservation easements do not require public access to the property, although public access is generally required if Wisconsin stewardship funds or other WDNR grant

funds are used to acquire the property. There was one conservation easement held by the Wisconsin Department of Natural Resources along the Root River, encompassing one acre, in 2006.

### **Cultural Resources**

The term “cultural resources” encompasses historic buildings, structures and sites, archeological sites and museums. Resources such as historic and archeological sites can also provide educational and economic opportunities in the enhancement, protection, and development of communities. Historic sites in the City of Racine have been identified by various units and agencies of government and historical societies, as described below.

#### ***National and State Registers of Historic Places or Districts***

The National Register of Historic Places is the Nation’s official list of significant historic resources and is maintained by the National Park Service. In most cases, historic places or districts listed on the National Register are also listed on the State Register. Since the State Register was created in 1991, all properties nominated for the National Register must first go through the State Register review process. Upon approval by the State review board, a site is listed on the State Register of Historic Places and recommended to the National Park Service for review and listing on the National Register of Historic Places. The only exceptions to this detailed process are federally-owned properties, which may be nominated for the National Register directly by the National Park Service. The National Register of Historic Places includes 38 listings in the City of Racine. This includes over 33 historic buildings or structures and five historic districts. Of the National Register Places in the City of Racine, all but one district, the Racine Rubber Company Homes Historic District, is listed on the State Register of Historic Places.

#### ***Historical Markers***

The Division of Historic Preservation at the Wisconsin Historical Society administers the Wisconsin Historical Markers Program. Wisconsin historical markers identify and honor people, events, and sites that have significance at the national, state, or local level. Sites may qualify as a potential marker if they are associated with the State’s history, architecture, culture, archaeology, ethnic associations, geology, natural history, or legends. There are six historical markers scattered throughout the City of Racine. The historical markers in the City are for the following sites: Karel Jonas Monument; Northside Historic District of Cream Brick Cottages; Racine County Heritage Museum; Soldiers of the American Revolution; Southside Historic District; and the Spark.

#### ***Wisconsin Architecture and History Inventory***

The Wisconsin Architecture and History Inventory, which is also maintained by the Wisconsin Historical Society, is a more extensive inventory of buildings, structures, and objects that are historically significant. While the inventory does include sites listed in the State and National Registers, it is not limited to sites that have a special status or designation. A total of 1,951 properties in the City of Racine are currently included in the Architecture and History Inventory database. The inventory is accessible through the Wisconsin Historical Society’s website at <http://www.wisconsinhistory.org/ahi/>.

#### ***Local Historic Preservation Commissions***

Under Wisconsin law, cities, villages, and towns are authorized to create landmarks commissions to designate historic landmarks and establish historic districts. The City of Racine created the Racine Landmarks Preservation Commission in 1973.

#### ***Archaeological Sites***

Preservation of archaeological resources is also important in sustaining the sense of cultural heritage and identity in Racine County. Like historic places and districts, significant prehistoric and historic archaeological sites increase the understanding and awareness of the past and may provide for economic opportunities through tourism if properly identified and preserved. The Office of the State Archaeologist, Historic Preservation Division, of the Wisconsin Historical Society maintains a database on the location and nature of known archaeological sites in Wisconsin—the State Archaeological Site Inventory.

### ***Local Historical Societies and Museums***

There are two local historical societies/museums in the City of Racine. These include the Old Engine House No. 3 Museum and the Racine County Historical Society and Heritage Museum.

The Racine Heritage Museum maintains items of historical or archaeological significance as well as historical records. Racine Museum Inc., doing business as the Racine Heritage Museum, is housed in the early 20<sup>th</sup> century Racine Public Library (originally a Carnegie library), which is also on the National Register of Historic Places. The Racine Heritage Museum contains extensive databases such as Census files dating back to the 1830s, thousands of photographs including a collection of images from the J.I. Case Company, and Racine Journal Times clippings mostly from the 1950s to the 1990s.

In addition to the Racine Heritage Museum and Old Engine House No. 3 Museum, the local non-profit organization, Preservation Racine, Inc., established in 1973, maintains an archive of historical information, and works to identify and actively encourage the preservation of buildings, sites and districts in the Racine, Wisconsin area which have historical, architectural, and cultural value.

### **PUBLIC INPUT—AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ISSUES**

The comprehensive plan should address key agricultural, natural, and cultural resources issues based upon the agricultural, natural, and cultural resources-related inventory information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey, resulted in the identification of a number of agricultural, natural, and cultural resources related issues to be addressed in this element. These issues include:

- The plan should strive to preserve parks and associated green space land.
- The plan should seek to preserve natural resources.
- The plan should seek to enable and support the continuation of farming as an important part of the County economy.
- The plan should seek to balance the preservation of open space lands with property rights.
- The plan should strive to protect wetlands, forest lands, areas of wildlife habitat, Lake Michigan, and its tributaries.
- The plan should strive to protect surface water and ground water quality and quantity.
- The plan should strive to maintain the environmental health of the City.
- The plan should seek to enable and support the planting of trees in community areas.
- The plan should recognize and take into consideration the impacts of new developments on open space lands and uses.
- The plan should strive to preserve cultural resources and historic sites and districts.

### **CITY OF RACINE AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The agricultural, natural, and cultural resources element goals and objectives, along with the implementing policies and programs were developed based upon consideration of the recommendations of regional, County, and City plans, the agricultural, natural, and cultural resources data inventoried, meetings with local officials, and the results of the public participation process including input from public opinion surveys and other public input exercises.

The following City of Racine agricultural, natural, and cultural resources related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

#### **City of Racine Agricultural, Natural, and Cultural Resources Goals**

**Goal V-1:** Guide future growth in a manner that preserves and enhances the quality of life and character of the City.

- Goal V-2:** Encourage efficient and sustainable growth that provides for the protection of natural systems and preserves the stability and diversity of the City’s neighborhoods.
- Goal V-3:** Encourage activities that support the agricultural economy of other communities in Racine County.
- Goal V-4:** Encourage the cultivation of a local food supply through individual and community gardening.
- Goal V-5:** Maintain the environmental assets of the City through the protection and preservation of valuable natural features including rivers, Lake Michigan, open spaces, and floodplains.
- Goal V-6:** Preserve open space to enhance the total quality of the environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.
- Goal V-7:** Protect and enhance cultural structures, activities, historic sites and districts and their infrastructure.
- Goal V-8:** Encourage a public participation process that provides equity and fairness to property owners and other stakeholders, balanced with responsible land use.

**City of Racine Agricultural Resources Objectives**

- Maintain existing community gardens plots and farmers markets in the City and consider the establishment of additional areas for such uses.
- Maximize the benefits of the City’s proximity to agricultural areas in Racine County and Southeastern Wisconsin.

**City of Racine Natural Resources Objectives**

- Preserve the remaining primary environmental corridor lands in the City of Racine and, to the extent practicable, preserve the remaining secondary environmental corridor lands and isolated natural resource areas in City in order to maintain the overall quality of the environment; to provide opportunities for recreational and educational activities; and to avoid serious environmental and developmental problems.
- Preserve the remaining critical species habitat sites in the City.
- Preserve surface and groundwater quality and quantity in the City.
- Protect floodplains from incompatible land uses.
- Protect natural and manmade/engineered drainage ways in the City to minimize the impacts of stormwater runoff on existing natural resources and urban land uses.
- Protect Lake Michigan’s water quality and shoreline, including Lake Michigan bluffs.
- Preserve habitat for native plants and wildlife thereby preserving the biodiversity of the City and Racine County overall.
- Preserve the remaining natural values and vistas in the City.
- Preserve open spaces and natural resources as part of future development and redevelopment proposals in the City.

- Provide a comprehensive system of parks and open spaces within the City to enhance the quality of the environment and life.
- Provide City residents adequate opportunities to participate in resource and nonresource-oriented outdoor recreation activities, including water-based outdoor recreation activities.

#### **City of Racine Cultural Resources Objectives**

- Preserve and enhance the historic and cultural resources and character of the City.
- Preserve historical resources that contribute to the City’s heritage.
- Preserve historical resources that contribute to the City’s distinct urban and neighborhood characteristics.
- Preserve historical and cultural resources and activities that contribute to tourism and educational opportunities in City.

#### **City of Racine Agricultural Resources Policies and Programs**

- Expand community gardening opportunities on publicly owned land or other vacant land in the City where feasible.
- Maintain the existing farmers markets and consider opportunities to establish new markets in other areas of the City. Such markets provide City residents convenient access to fresh farm products and support the County’s agricultural sector.
- Support economic initiatives to ensure that farming remains viable in Racine County, including agri-tourism and direct marketing of farm products.

#### **City of Racine Natural Resources Policies and Programs**

- Encourage development to occur in areas outside of environmental corridors, isolated natural resource areas, natural areas, floodplains, wetlands, and critical species habitat sites in the City.
- Review City regulatory tools, such as zoning and land division ordinances and zoning maps, to identify any necessary revisions to protect the primary environmental corridors identified on Map 2.
- Based on local needs and concerns, review City regulatory tools, such as zoning and land division ordinances and zoning maps, to identify any necessary revisions to protect the secondary environmental corridors and isolated natural resources identified on Map 2.
- Encourage the protection of environmental corridors and critical species habitat sites through public and non-profit conservation organization (NCOs) fee simple purchase and conservation easements.
- Implement strategies regarding the preservation and protection of environmental corridors and critical species habitat sites recommended in the City park and open space plan as well as in the County land and water resource management plan and the Racine County park and open space plan—as those plans pertain to the City of Racine.
- Continue to support the Racine County Land Conservation Division (LCD) in its efforts to: protect and improve land and water resources; implement recommendations set forth in the County land and water resource management plan as they pertain to the City; provide technical assistance on controlling soil erosion and water pollution; and implementing and administering County and State soil and water conservation programs.

- Implement strategies regarding the protection and restoration of wetlands, stream corridors, floodplain areas, the Lake Michigan shoreline and bluff; and protection of natural systems; pollution reduction and control; and protection of public safety and public recreation recommended in the County land and water resource management plan.
- Implement the recommendations for acquisition and management of critical habitat sites as set forth in the regional natural areas plan.
- Encourage the preservation of natural resources outside the environmental corridor network.
- Develop and implement programs to control and reduce the spread of invasive species in the City.
- Consider the development of a City ordinance that protects existing trees, especially along streets.
- Continue to administer and enforce existing regulations that protect wetlands, woodlands, floodlands, surface water, and groundwater resources.
- Implement the recommendations of the City of Racine park and open space plan and the Racine County park and open space plan as it pertains to the City—and any subsequent plan updates.
- Update City park and open space plan and cooperate with Racine County in updating the County park and open space plan as necessary to maintain eligibility for Wisconsin Department of Natural Resources Stewardship funding.
- Support, and, where applicable, implement sanitary sewer and stormwater management standards recommended in the regional water quality management plan update and subsequent amendments.
- Continue to partner with appropriate Federal, State, and non-profit conservation organizations (NCOs) to promote natural resource enhancements and restorations in the City.
- Develop an incentive program to promote the use of best management practices (BMPs) and new technologies to improve water quality and to reduce stormwater runoff, such as rain gardens and permeable pavement.
- Support educational programs that distribute educational materials regarding techniques that promote land use patterns and practices that are sensitive to natural resources.
- Work with the Kenosha/Racine Land Trust and other NCOs to protect environmental corridors and critical species habitat sites through easements, and/or land purchases.
- Work cooperatively with appropriate State and Federal agencies to identify programs, grants, and tax credits that are available to help fund the implementation of the natural resources element of the comprehensive plan.
- Support and, where applicable, implement the objectives, principles, and standards recommended by the regional water supply plan.
- Support the development of land use patterns that minimize potential adverse impacts on Lake Michigan and other surface and groundwater resources.

- Prepare, update, and implement comprehensive stormwater management plans on a watershed, or subwatershed, basis to facilitate the implementation of the Racine County land and water resource management plan and the regional water quality management plan.
- Capitalize on natural and recreational tourism amenities.

### **City of Racine Cultural Resources Policies and Programs**

- Encourage the preservation of historic structures, sites, districts, and their infrastructure that have been listed on the National and/or State Registers of Historic Places or designated locally.
- Encourage the preservation of local landmarks.
- Encourage the preservation of historical resources that contribute to the heritage and economy of the City, but have not yet been recognized or designated by a Federal, State, or local unit of government.
- Encourage development and redevelopment that is sensitive to the preservation of historic and cultural features, and is compatible with such uses.
- Encourage new development and redevelopment that is compatible with the existing historic and cultural character of the downtown area of the City and City neighborhoods.
- Continue to administer architectural design guidelines that preserve the aesthetics that contribute to the City's character.
- Continue to implement historic preservation ordinances to help guide the City in its efforts to protect and preserve such areas.
- Continue to support the institutional framework for historic preservation, such as the Racine Landmarks Preservation Commission, historical societies, and museums.
- Review City regulatory tools, such as zoning and land division ordinances and zoning maps, to identify any necessary revisions to promote the protection, reuse, and rehabilitation of historic structures.
- Work cooperatively with appropriate State and Federal agencies to identify programs, grants, and tax credits that are available to help fund the implementation of the cultural resources element of the comprehensive plan.

### **Natural and Cultural Resources Financial and Technical Assistance Programs**

Various types of financial and technical assistance programs are available from Federal, State, and County agencies to protect natural and cultural resources. Although there are numerous programs offered by a wide variety of public agencies, the most significant agencies that provide the majority of conservation and preservation programs that may be applicable to the City include the Natural Resources Conservation Service (NRCS); the Wisconsin Department of Natural Resources (DNR); the National Parks Service (NPS); and the Wisconsin State Historical Society (WSHS). Federal and State programs are also available to help the City of Racine and nonprofit conservation organizations (NCOs) acquire park and open space lands, and to help County and local governments provide recreational facilities, including bicycle and pedestrian facilities.

Most programs that assist in cultural preservation primarily provide assistance for the restoration of historic buildings, districts, and landmarks through preservation tax credits, grants, loans, or restoration guidance. In Wisconsin, the WSHS provides assistance for properties designated as either State or Federal historic places, such as those listed on the State or National Registers of Historic Places. Also, the National Trust for Historic Preservation, a private non-profit organization, provides funding through tax credits and matching grants, and administers the Main Street Program that focuses on the historic preservation and revitalization of traditional

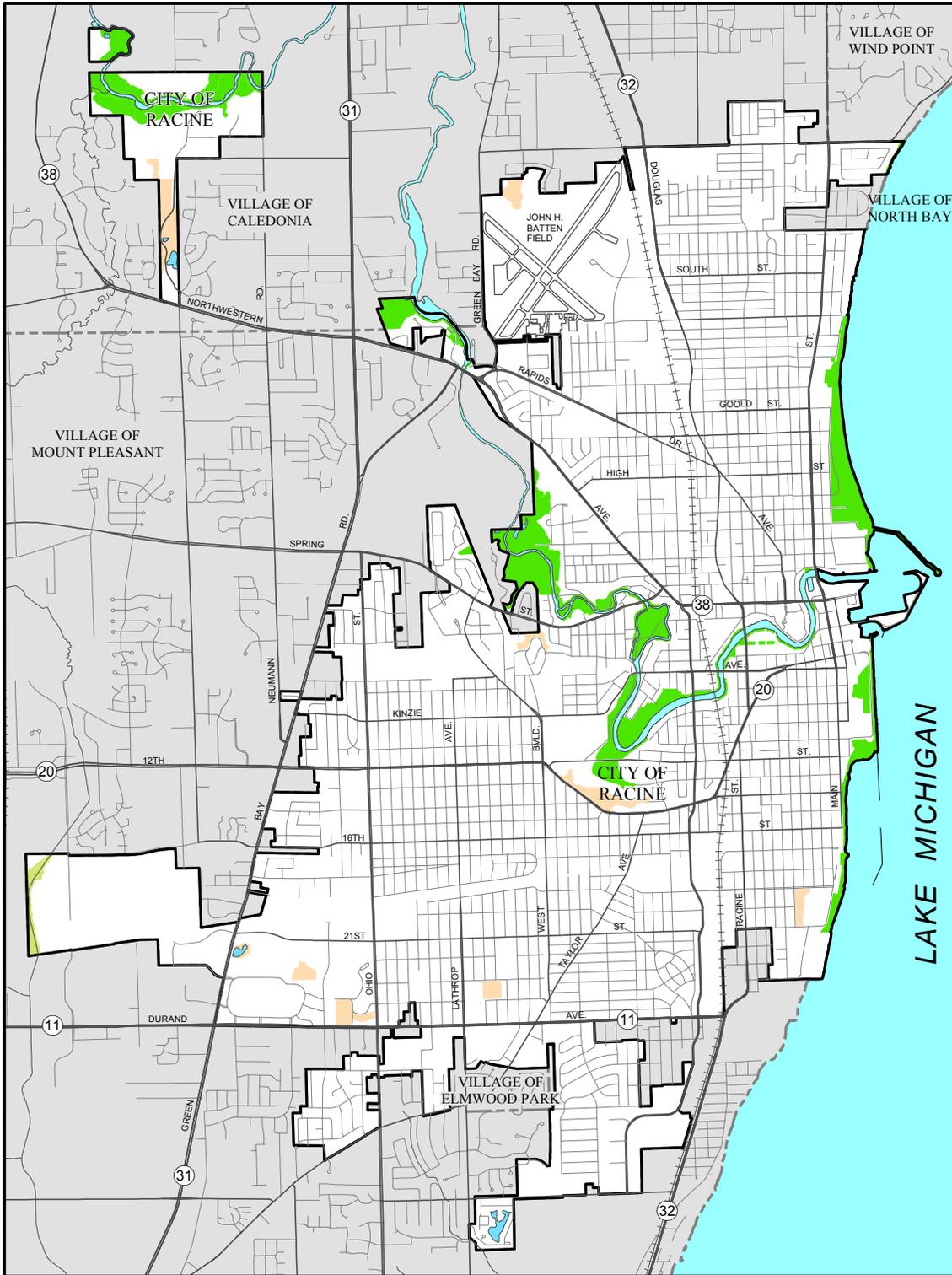
commercial districts.

Information on programs applicable to the City to assist in the implementation of the agricultural, natural, and cultural resources element is summarized in the Racine County multi-jurisdictional comprehensive plan. More detailed information on each program is available through the websites of the agency that administers the program.

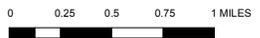
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Map 2

PLANNED NATURAL RESOURCE PROTECTION AREAS IN THE CITY OF RACINE: 2035



-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  SURFACE WATER



SOURCE: SEWRPC.



SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter VI

# LAND USE ELEMENT

### INTRODUCTION

The land use element, together with the agricultural, natural, and cultural resources element, seeks to balance long-term development and redevelopment in the City of Racine with the environmental well-being and cultural history of the City. The land use element sets forth major objectives concerning the desirable physical development of the City of Racine. Arguably the most important element of the comprehensive plan, the land use plan provides a means of relating day-to-day development and redevelopment decisions to long-range objectives and provides for an efficient and attractive development pattern that promotes the public health, safety, and general welfare.

The land use element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (h) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide future development and redevelopment of public and private property. The *Statutes* also require an analysis of data and maps regarding existing land use, land use trends, and land use projections as a basis for formulating land use goals, objectives, policies, and programs for the City including:

- Information regarding the amount, type, and intensity or density of existing land uses in the City.
- Land use trends in the City.
- Projected land use needs in five year increments to the plan design year 2035.
- Maps showing existing and future land uses, productive agricultural soils, natural limitations to building site development, floodplains, wetlands, and other environmentally sensitive lands.<sup>1</sup>

In addition, the following comprehensive planning goals related to the land use element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>2</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

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<sup>1</sup> *Separate maps are not required by the Statutes for each of the items listed under this bullet. Multiple items may be combined on one or more maps, and some maps included in other chapters are referenced where appropriate.*

<sup>2</sup> *Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the Statutes.*

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Balancing property rights with community interests and goals.
- Building of community by revitalizing neighborhoods, main streets, and thoroughfares and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

### **Element Format**

This chapter is organized into the following five sections:

- Inventory of Existing Land Uses and Trends in the City of Racine;
- Public Input—Land Use Issues;
- City of Racine Land Use Plan;
- Urban Development Tools and Techniques; and
- City of Racine Land Use Element Goals, Objectives, Policies, and Programs.

## **INVENTORY OF EXISTING LAND USES AND TRENDS IN THE CITY OF RACINE<sup>3</sup>**

### **Historic Urban Growth**

The Regional Planning Commission’s historic urban growth inventory provides insight into the spatial pattern of urban development in the City of Racine over time. This inventory delineates the outer limits of concentrations of urban development at selected points in time beginning in 1850. Areas identified as urban include locations where residential structures and other buildings have been constructed in relatively compact groups, representing concentrations of residential, commercial, industrial, and other urban land uses. In addition, the identified urban areas encompass certain open space lands such as parks and other small permanent open space areas within the urbanized areas.<sup>4</sup>

The historical growth and development of the City is depicted on Map 3. As shown on that map, urban development in the City was largely confined to the area at the mouth of the Root River along Lake Michigan before 1850. Over the next 50 years, from 1850 to 1900, as public water and sewer systems, electricity, telephone, and gas used for cooking and heating became available, growth continued to

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<sup>3</sup> Detailed maps and tables of the information described are available in SEWRPC Community Assistance Planning Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.

<sup>4</sup> As part of the urban growth ring analysis, urban areas are defined as concentrations of residential, commercial, industrial, governmental, or institutional buildings or structures, along with their associated yards, parking, and service areas, having a combined area of five acres or more. In the case of residential uses, such areas must include at least 10 structures—over a maximum distance of one-half mile—located along a linear feature, such as a roadway or lakeshore, or at least 10 structures located in a relatively compact group within a residential subdivision. Urban land uses which do not meet these criteria because they lack the concentration of buildings or structures—such as cemeteries, airports, public parks, golf courses—are identified as urban where such uses are surrounded on at least three sides by urban land uses that do meet the afore-referenced criteria.

expand outward from the City center. That same pattern continued between 1900 and 1950. Growth has continued steadily since 1950 with the City being almost fully developed today.

### **Existing Land Use**

The Regional Planning Commission's land use inventory delineates and quantifies the area devoted to various urban and nonurban land uses throughout the Southeastern Wisconsin Region. The initial regional land use inventory was completed in 1963, while the most recent inventory was completed in 2000. Existing land uses in the City of Racine in 2000 are shown on Map 4.

### ***Urban Land Use***

Urban land uses consist of residential, commercial, industrial, transportation, communication, and utility uses, governmental and institutional, recreational and unused urban land.<sup>5</sup> As shown on Map 4, urban land uses encompassed 9,324 acres (14.6 square miles), or about 93 percent of the City in 2000. This compares to urban land uses comprising 23 percent of Racine County and 28 percent of the total area of the Southeastern Wisconsin Region in 2000.

Residential land comprised the largest urban land use category in 2000, encompassing about 3,620 acres, or 39 percent of all urban land in the City. Commercial land encompassed about 690 acres, or 7 percent of all urban land. Industrial land encompassed about 600 acres, or 7 percent of all urban land. Land used for governmental and institutional purposes encompassed about 650 acres, or 7 percent of all urban land. Land devoted for intensive recreational uses encompassed about 780 acres, or 8 percent of all urban land.<sup>6</sup> Lands devoted to transportation, communication, and utilities uses encompassed about 2,360 acres, or 25 percent of all urban lands; street and highway rights-of-way accounted for 1,860 acres, or 79 percent of the transportation, communication, and utilities category. Unused urban land accounted for about 620 acres, or 7 percent of all urban land.

### ***Nonurban Land Use***

Areas identified as nonurban land uses under the land use inventory include agricultural lands, wetlands, woodlands, surface water, extractive and landfill sites, and unused rural lands.<sup>7</sup> As indicated on Map 4, nonurban lands encompassed about 730 acres (1.1 square miles), or 7 percent of the City in 2000. Natural resource areas—consisting of surface water, wetlands, and woodlands—encompassed about 370 acres, or 51 percent of all nonurban lands in 2000. Areas identified as being in agricultural use encompassed just 25 acres, or 3 percent of all nonurban lands. All other nonurban lands—including extractive, landfill and unused rural lands—comprised about 335 acres, or 46 percent of all nonurban lands.

### **Land Use Trends**

Section 66.1001 of the *Statutes* requires an analysis of past land use trends in addition to the inventory of existing land uses. The analysis includes trends in land supply, land demand, and land prices.

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<sup>5</sup> *Unused urban lands consist of open lands other than wetlands and woodlands within urban areas. Such lands were not in any particular use at the time of the inventory. In some cases, they were previously developed and cleared before the inventory or development was underway but not yet complete.*

<sup>6</sup> *Intensive recreational land includes only parks or portions of parks that have been developed with facilities such as playgrounds, major trails, tennis courts, baseball diamonds, soccer fields, and other playfields; it excludes wetlands, woodlands, surface waters, and open lands having no developed facilities within existing park and open space sites.*

<sup>7</sup> *Unused rural lands consist of open lands, other than wetlands and woodlands, which were not in agricultural, pasture, or related use at the time of the land use inventory.*

### ***Land Supply and Demand***

Between 1963 and 2000, urban land uses in the City of Racine increased by about 1,530 acres, or 21 percent, while nonurban lands in the City decreased by about 1,530 acres, or 53 percent. During that time period, all urban land uses—including residential; commercial; industrial; transportation, communication, and utility; governmental and institutional; and recreational uses—experienced increases in acreage. From 1970 to 2000, 601 lots were created by residential subdivisions in the City, about 20 lots per year. From 2000 to 2007, in the years since the most recent land use inventory, only 14 residential lots were created by subdivisions in the City—reflecting the diminishing amount of vacant land available for new development.

The City of Racine is now nearly fully developed, with only limited amounts of “raw” undeveloped land remaining in its northernmost and southernmost areas. Entirely surrounded by incorporated villages and Lake Michigan, the City does not expect to grow in geographic size in the years ahead. Nevertheless, the City’s landscape is expected to continue to change as a result of infill development on the remaining undeveloped land and renewal and redevelopment activity in older areas of the City.

### ***Land Price***

Equalized value trends by real estate class in the City of Racine in 2003 and 2008 are set forth in Table 1. Residential and commercial properties experienced increases in equalized value in the City between 2003 and 2008, increasing by 38.3 percent and 35.4, percent respectively. Industrial properties experienced modest decrease of 9.7 percent over the same time period. This decrease in equalized value is attributable in part to the conversion of industrial land to other uses. The City experienced an overall increase in equalized value of about 35 percent between 2003 and 2008, which was less than Racine County (47 percent) and the State of Wisconsin (43 percent) over the same time period.

## **PUBLIC INPUT—LAND USE ISSUES**

The plan should address key land use issues based upon the land use-related information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey and neighborhood meetings, resulted in the identification of a number of land use issues to be addressed in this element. These issues include:

- The plan should recognize the importance of balancing various urban land uses.
- The plan should strive to maintain and enhance community and neighborhood character and identity.
- The plan should consider the impacts of growth on public infrastructure and environmental and economic sustainability.
- The plan should identify sufficient lands for new residential development having the capability to accommodate a diversity of housing choices.
- The plan should strive to redevelop older urban and downtown areas.
- The plan should strive to accommodate mixed use developments that could include housing, jobs, shopping, and schools.
- The plan should identify sufficient lands to accommodate job growth and economic development in the City.
- The plan should strive to preserve parks and associated green spaces.
- The plan should seek to balance the preservation of open space lands with property rights.
- The plan should strive to protect wetlands, forest lands, areas of wildlife habitat, and Lake Michigan.
- The plan should strive to protect surface water and ground water quality and quantity.

- The plan should strive to maintain the environmental health of the City.
- The plan should recognize and take into consideration the impacts of new developments on open space lands and uses.

## **CITY OF RACINE LAND USE PLAN**

The land use plan for the City of Racine, as set forth in this section, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the City to the year 2035. The plan is intended to serve as a guide for future development and redevelopment in the City, resulting in a more efficient and attractive pattern of land use that promotes the public health, safety, and general welfare.

### **Plan Determinants**

A number of important determinants, described elsewhere in this chapter and other chapters of this report, underlie the land use plan for the City of Racine, including:

- Existing land use conditions and trends;
- Location of environmentally significant lands, including environmental corridors, floodlands, and areas of soils poorly suited for urban development;
- Projections of future population, household, and employment levels.
- Public input on land use;
- Existing local and neighborhood area plans;
- Evaluation, update, and development of local and neighborhood plans through meetings with City staff and community officials;
- Goals, objectives, and recommendations of the adopted regional land use plan; and
- City and neighborhood goals and objectives.

It should be noted that, prior to this comprehensive planning process, the City of Racine had prepared detailed development and redevelopment plans for a number of neighborhoods and districts in the City. These plans are described in Chapter II of this report. These plans were incorporated into the city-wide land use plan map (Map 5), as appropriate. The City will continue to consider these detailed plans—within the broader context of the city-wide land use plan—in future decision-making on land use in the areas concerned.

### **Recommended Land Use Plan for the City of Racine**

The recommended land use plan for the City of Racine is presented graphically on Map 5. Quantitative data relative to the plan are provided in Table 2.

The land use plan for the City was developed in accordance with the previously identified plan determinants. The land use plan seeks to encourage new urban development and redevelopment that is compatible with existing uses and the character of the City; to maximize the use of existing infrastructure; and to preserve the primary environmental corridors and promote the appropriate use of secondary environmental corridors and isolated natural resource areas remaining within the City. The land use plan map identifies areas where new urban development and redevelopment could be accommodated during the planning period and provides a means of relating day-to-day development decisions to long-range development needs. However, the precise timing and location of future development and redevelopment is dependent on a number of factors including the political and economic climate, the availability of public utilities, and—in redevelopment efforts—land assembly and any environmental cleanup needs.

Consequently, it is possible that not all of the lands identified for future development and redevelopment will be fully developed/redeveloped by the year 2035.

### ***Residential Development***

The land use plan envisions the following with respect to residential development within the City:

1. Additional residential land uses would be created through the infilling of remaining vacant lots in areas already committed to such use in platted subdivisions; on vacant developable land in designated residential areas; and on lands designated for redevelopment to residential or mixed use. The amount of unplatted developable land designated for residential use under this plan is very limited, consisting primarily of an area south of Three Mile Road in the northern portion of the City.
2. As set forth in Table 2, residential lands within the City are anticipated to increase by about 70 acres, or about 2 percent, between 2000 and 2035.

The residential density categories identified on the City land use plan map are intended to reflect the overall density within a given area. The recommended residential density could be achieved through a mix of housing types and styles, including single-family, two-family, and multi-family, and mixed-use structures, subject to appropriate zoning and specific details included in detailed neighborhood plans.

### ***Commercial Development***

The land use plan envisions the following with respect to commercial development within the City:

1. Additional commercial land uses would be created through the development of the remaining vacant developable land in designated commercial areas, and on lands designated for redevelopment to commercial use or mixed uses. Commercial areas as identified on the City land use plan map include lands categorized as commercial, office park, and mixed use-commercial and residential. While not specifically shown on the land use plan map, it is also anticipated that additional commercial uses would be created through the development of office and commercial service uses as complementing uses within industrial/business parks. The type and size of commercial and mixed-use developments to be accommodated will need to be reviewed on a case-by-case basis by local officials to determine that the projects proposed are in conformance with detailed area/neighborhood plans and consistent with long-term plan objectives and policies.
2. As set forth in Table 2, between 2000 and 2035, commercial land uses within the City are anticipated to increase by about 50 acres, or about 7 percent.

### ***Industrial Development***

The land use plan envisions the following with respect to industrial development within the City:

1. Additional industrial land uses would be created through the development of vacant developable land in designated industrial areas, and on lands designated for redevelopment to industrial uses. Industrial areas as identified on the City land use plan map include lands categorized as industrial and industrial/business park. The type and size of industrial developments to be accommodated will need to be reviewed on a case-by-case basis by City officials to determine that the projects proposed are in the best interest of the community and consistent with long-term plan objectives and policies.

2. As set forth in Table 2, between 2000 and 2035, industrial land uses within the City are anticipated to increase by about 160 acres, or 26 percent.

#### ***Transportation, Communication, and Utility Development***

The land use plan envisions the following with respect to transportation, communication, and utility development within the planning area:

1. Additional transportation, communication, and utility land uses would be created through the development of needed streets and highways in developing/redeveloping areas, additional development at John H. Batten Airport, and expansion of utility facilities.
2. As set forth in Table 2, between 2000 and 2035, transportation, communication, and utility land uses within the planning area are anticipated to increase by about 90 acres, or about 4 percent.

#### ***Governmental and Institutional Development***

The land use plan does not identify any specific increases with respect to governmental and institutional uses over the plan design period. Such uses, as shown on the land use plan map, represent a continuation of existing uses in the City. Any needed expansion of existing facilities may likely be accommodated in areas adjacent to existing uses and would not conflict with plan objectives. While not specifically shown on the land use plan map, it is also anticipated that additional governmental and institutional uses would be created as supporting uses in association with developing and redeveloping neighborhoods.

#### ***Recreational Development***

The land use plan envisions the following with respect to recreational development within the planning area:

1. Additional recreational land uses would be created through the further development of existing park sites, future expansion of existing park sites, and the development of new park sites in developing or redeveloping areas.
2. As set forth in Table 2, between 2000 and 2035, recreational land uses within the City are anticipated to increase in areas set aside for major redevelopment in the applicable development plans.

#### ***Mixed Use Urban Reserve***

As shown on Map 5A, the City of Racine has identified a “mixed use urban reserve area” that encompasses an area of downtown Racine. This includes many of the areas for which the City has completed detailed plans for the maintenance, enhancement, or redevelopment of older fully developed or redeveloping urban neighborhoods. The intent is to provide the City with greater flexibility in reviewing and approving development proposals with respect to recommendations contained in detailed City plans for this area.

#### ***Environmental Corridors and Isolated Natural Resource Areas***

The land use plan envisions the following with respect to environmental corridors and isolated natural resources within the City:

1. Primary environmental corridors would be preserved in essentially natural open uses. As set forth in Table 2, by the year 2035, primary environmental corridors within the planning area are anticipated to increase by about 50 acres, or about 10 percent. The increase includes

floodplains adjacent to existing primary environmental corridors that may be expected to revert to more natural conditions over time and become part of the corridor.

2. Secondary environmental corridors and isolated natural resource areas should be considered for preservation as the process of urban development proceeds based upon local needs and concerns. As set forth in Table 2, by the year 2035, the configuration of secondary environmental corridors and isolated natural resource areas within the City is anticipated to remain essentially unchanged over the plan design period.

### ***Extractive and Landfill Uses***

The land use plan envisions the following with respect to extractive and landfill uses within the City:

1. The plan recognizes the continued operation of existing extractive and landfill facilities, as well as the possible expansion of such facilities to adjacent lands subject to appropriate zoning. As described in Chapter V, extractive uses in the City are limited to an area where aggregate companies stock pile and process recycled concrete and asphalt. The City will continue to rely on operators of mining sites in adjacent communities for an adequate supply of aggregate resources in the form of crushed stone (gravel), dimension stone, sand, and gravel, for new construction and for the maintenance of existing infrastructure.
2. As set forth in Table 2, between 2000 and 2035, lands devoted to extractive and landfill uses are anticipated to increase by as much as 190 acres, or about 200 percent. However, on-going restoration of these areas may be expected to offset some of the increase, as areas are returned to useable open space.

### ***Agricultural and Unused Land***

The year 2000 land use inventory identified about 25 acres of agricultural land and just over 600 acres of other undeveloped land—excluding wetlands and woodlands—in the City. These lands would be converted to other uses under planned conditions. Most would be converted to urban use. Roughly 50 acres, consisting of undeveloped floodplains, are expected to revert to more natural conditions, becoming part of the environmental corridor network in the years ahead.

### **Opportunities for Redevelopment and Smart Growth Areas**

Because the City is nearly fully developed and has little potential for expansion, efforts to maintain, renew, and redevelop older areas of the City are extremely important. The City has identified areas that appear to have the greatest potential for redevelopment based upon consideration of neighborhood and citywide needs, the geographic position within the City, the proximity to utilities and transportation linkages, the availability of a workforce, and, the potential of successful land assemblage. Shown on Map 6, these areas include the former Walker Manufacturing, Racine Steel, and Jacobsen/Textron sites. In some cases, potential new uses for these areas have been identified in detailed neighborhood plans; in other cases, detailed plans have not been prepared.

The City has a number of contaminated sites that are located both within and outside the City-identified potential redevelopment areas shown on Map 6. The reclamation and re-use of contaminated sites has multiple benefits: mitigating environmental hazards; restoring vitality to formerly abandoned or underutilized land; and maximizing the use of existing public utilities, facilities, and services. Existing contaminated sites in the City are shown on Map 12 in Chapter IX. Some of these sites may be eligible for Brownfield grant programs to offset environmental cleanup costs.

The City currently has nine active tax incremental districts which are intended to promote the renewal and redevelopment of property within the districts. Property tax increments on new development are used to

fund public infrastructure improvements needed within each district. Active and inactive tax incremental districts are shown on Map 13 in Chapter IX.

Housing rehabilitation efforts represent yet another opportunity to renew and upgrade older parts of the City. The vast majority of housing in the City is considered to be in fair to excellent condition; only about 800 residential structures are considered to be in unsound or poor condition. Rehabilitating housing that is in the worst condition and maintaining housing that is in fair or better condition can contribute immeasurably to the vitality of older residential neighborhoods, at the same time preserving the supply of affordable housing.

Smart Growth Areas, as defined by Section 16.965 of the *Wisconsin Statutes*, are areas that will enable development and redevelopment of land with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, State governmental, and utility costs. The potential redevelopment areas shown on Map 6, the tax incremental areas shown on Map 13 in Chapter IX, and areas that may be targeted for environmental cleanup or housing rehabilitation would all be considered part of the City's Smart Growth Areas.

The opportunities for redevelopment and smart growth areas envisioned under the City comprehensive plan are consistent with the land use design concepts developed under the regional land use plan. The regional land use plan was designed to accommodate new urban development in planned urban service areas, including infill development and redevelopment where appropriate. The regional plan envisions that about 90 percent of residential growth would be accommodated in medium and high density ranges within planned urban service areas. Residential development at these densities facilitates the efficient provision of basic urban facilities and services. The regional land use plan also designates additional land for commercial and industrial growth, and associated employment, within planned urban service areas.

## **URBAN DEVELOPMENT TOOLS AND TECHNIQUES**

Implementation of the land use plan depends upon the judicious application of the City's land use regulations, additional neighborhood-level planning, and other measures, as discussed below.

### **Regulatory Measures**

The City of Racine has long administered zoning and subdivision regulations as a means of guiding and shaping urban development in the public interest. The City zoning ordinance and subdivision regulations are described in Chapter II of this report. Implementation of the City land use plan depends to a great degree on the administration of the City zoning and land subdivision ordinances in a manner consistent with the plan. It should be understood that, under the State comprehensive planning law, beginning on January 1, 2010, City actions with respect to zoning and land subdivision regulations must be consistent with the comprehensive plan.

Official mapping powers granted to cities under Section 62.23(6) of the *Wisconsin Statutes* provide a means for reserving lands for future public uses as streets, highways, waterways, transit facilities, and parkways—providing another regulatory tool for implementation of the land use plan and other elements of the comprehensive plan. The enabling statutes generally prohibit the issuance of building permits for the construction or enlargement of buildings within the limits of such areas as shown on the official map. The City of Racine has adopted an official map under Section 62.23(6). The State comprehensive planning law also requires consistency between the local official map and comprehensive plan beginning on January 1, 2010.

### **Neighborhood and Special District Planning**

As already noted, over the years the City of Racine has prepared detailed development and redevelopment plans for a number of neighborhoods and districts in the City. Among these are the Racine Downtown Plan, the Douglas Avenue Revitalization Plan, the Live Towerview Plan, the Neighborhood Strategic Plan for Southside Racine, the Uptown Improvement Plan, and the West Racine Neighborhood Revitalization Plan. The City should continue to consider these detailed plans within the broader context of the citywide land use plan in future decision-making on land use in the areas concerned.

In addition, as part of the process of implementing the comprehensive plan, the City should consider the preparation of detailed plans for other neighborhoods or special-purpose districts showing signs of land use instability or deterioration. Such plans should identify areas recommended for redevelopment to a different use, areas recommended for rehabilitation, any local street re-alignments or improvements, and other public utility and facility improvements. Special consideration should be given in such planning to overcoming contamination problems at, and reuse of, brownfields. Redevelopment plans should seek to preserve those historic, cultural, and natural features and features of the urban landscape which provide for neighborhood identity within the larger urban complex. Such plans should maximize opportunities for the provision of living arrangements and amenities that may be unique to the City, such as “downtown” housing and urban waterfront development.

Where feasible and appropriate, the preparation of plans for the renewal or redevelopment of existing neighborhoods and other urban districts should make use of the many design concepts that can enhance the living environment and increase efficiency in the provision of urban services and facilities and in travel patterns. Among these design concepts are the following:

- Mixed-Used Development: Residential development in mixed use settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or other civic uses.
- Traditional Neighborhood Development: The term “traditional neighborhood development” refers to very compact, pedestrian-oriented, mixed-use neighborhoods typically characterized by a gridlike street system and street-oriented setbacks and building designs. The overall design, including the layout of streets and sidewalks, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood.
- Transit-Oriented Development: The term “transit-oriented development” refers to compact, mixed-use development whose internal design is intended to maximize access to a transit stop located within or adjacent to the development. Within the development, commercial uses and higher-density residential uses are located near the transit stop. The layout of streets and sidewalks provides convenient walking and bicycling access to the transit stop.

### **Community Design and Sustainability**

One of the goals of the comprehensive plan is to achieve a community that is aesthetically pleasing and efficient while promoting a sustainable land use pattern that meets the social, economic, physical, ecological, and quality-of-life needs of the City, maintaining a sense of place in urban areas. Achieving this goal depends upon good community design. Community design includes beautification techniques, such as tree planting programs, Main Street redevelopment, neighborhood enhancements, and the aesthetic benefits of buffering and landscaping. A well-designed City will attract quality development, improve the visual character, and enhance important natural resources. Community design is an integral

part of the planning process, and directly affects land use patterns, transportation planning, and neighborhood livability.

As the City of Racine continues to develop and redevelop, sound community design concepts and methods should be utilized to accommodate new residential, commercial, utility, community facility, and industrial uses. Development designs should be environmentally sensitive and complement adjacent land uses. In the City, new growth can be accommodated through compatible infill, higher density mixed-use development, and redevelopment areas. Mixed-use development, Traditional Neighborhood Development (TND), and Transit-Oriented Development (TOD)—described earlier—are types of development associated with high-density areas. For example, mixed-use development may help minimize street and utility requirements and may promote alternative modes of transportation, particularly if such development is designed to provide high-density residential development; employment opportunities; transit, bike, and pedestrian facilities; parks; retail areas; and personal services.

Neighborhood planning designs should also incorporate pedestrian/bike trails, pathways, and multi-use trails as means of transportation or recreational activity. New development should be designed so it is compatible with established development.

Commercial and office uses should be grouped in commercial nodes or located in suitable locations in mixed use neighborhoods. Ideally, mixed-use development in redevelopment areas should promote the use and improvement of existing infrastructure, increase pedestrian activity and transit use, and provide needed goods and services for nearby residents. Industrial uses and business and industrial parks should be developed in areas served by existing infrastructure with convenient access to transportation facilities. Such areas should also be served by transit to serve employees, where practicable, and should have pedestrian access and facilities between transit stops and employment centers.

The use of flexible zoning techniques in the City is encouraged to accommodate a variety of housing options, such as infill development, accessory dwelling units, live-work units, planned unit developments (PUDs), and TND. “Universal design” concepts, which provide increased accessibility for disabled persons by providing homes with wider doors and hallways, step-free level surfaces, locating key rooms on ground or first floor levels, and other features, should also be considered during the review of proposed development projects. The scale of buildings should be consistent with the surrounding area. In addition, variation in the sizes of lots and homes should be considered to avoid a repetitious facade on the homes in a subdivision or neighborhood.

Sustainable development is a pattern of resource use that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability or “green” development should be practiced throughout the City and at government facilities, with the intent of improving air and water quality and conserving energy. All types of development should consider incorporating energy-efficient techniques such as high efficiency lighting or renewable energy, solar energy, wind energy, and geothermal energy. Residential “green-related” development programs such as Energy Star Qualified Homes, Green Built Home, and LEED provide initiatives that certify new homes and remodeling projects that meet sustainable building and energy standards. LEED promotes a whole-building approach to sustainability by recognizing performance in sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.

New and existing development should include techniques and designs that protect and improve water quality. Some examples of water quality management and conservation practices include maximizing permeable surface areas by allowing water to drain to natural systems, vegetated buffers, infiltration zones, or permeable soil; incorporating infiltration and retention areas such as rain gardens, green

(vegetated) roofs, bioswales, organic layers, sand beds, and vegetated buffer strips; and installing “gray water” systems, which allows water that has been used for hand washing, showering, and any other uses from sinks, showers, or washing machines to be reused for other purposes, especially landscape irrigation. Rain barrels, xeriscaping, low-flow toilets and showerheads, and energy-efficient washing machines, dishwashers, and water heaters should also be considered as water quality management practices. The regional water supply plan and the regional water quality management plan provide additional information about other water conservation practices.

## **CITY OF RACINE LAND USE ELEMENT GOALS, OBJECTIVES, POLICIES, and PROGRAMS**

The land use element goals and objectives, along with the implementing policies and programs were developed based upon consideration of the recommendations of regional, County, and local plans; the land use data inventoried; meetings with local officials; and the results of the public participation process including input from public opinion surveys and other public input exercises.

The following City land use related goals were developed under the comprehensive planning program and previously presented in Chapter IV with the overriding principles being livability, economic viability, and an efficient and effective transportation system.

### **City of Racine Land Use Goals**

- Goal VI-1:** Guide future growth in a manner that preserves and enhances the quality of life and character of the City.
- Goal VI-2:** Encourage efficient and sustainable growth that provides for the protection of natural systems and preserves the stability and diversity of the City’s neighborhoods.
- Goal VI-3:** Maintain and develop a land use pattern that strengthens the character and livability of the City’s downtown core, commercial and industrial areas, and neighborhoods.
- Goal VI-4:** Promote the development of neighborhood identity.
- Goal VI-5:** Encourage responsible property ownership.
- Goal VI-6:** Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems and that utilize existing public utilities and services.
- Goal VI-7:** Promote the coordination between land use and housing development that supports a range of transportation choices.
- Goal VI-8:** Provide adequate infrastructure and public services and an adequate supply of land for development and redevelopment to meet existing and future market demand for residential, commercial, industrial, and institutional uses.
- Goal VI-9:** Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.
- Goal VI-10:** Encourage a public participation process that provides equity and fairness to property owners and other stakeholders, balanced with responsible land use.

### **City of Racine Land Use Objectives**

- Provide a balanced allocation of space to each of the various land uses in order to meet the social, physical, and economic needs of the City of Racine.
- Promote a spatial distribution of the various land uses which will result in a convenient and compatible arrangement of land uses.
- Promote the development/redevelopment of neighborhoods which contain an appropriate mix of housing with supporting commercial, institutional, and recreational uses.
- Coordinate a spatial distribution of the various land uses which is properly related to the existing and planned transportation, utility, and community facility systems in order to assure the economical provision of public services.
- Provide for the development of neighborhoods having distinctive individual character, based on physical and functional conditions, historical factors, and local desires.
- Provide for the development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
- Provide for the preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
- Provide for the conservation, renewal, and full use of existing developed areas.
- Encourage urban infill development and urban redevelopment, including the intensification of development in redevelopment areas if appropriate, to maximize the use of existing infrastructure.
- Encourage compact and efficient development patterns.
- Promote compact, walkable neighborhood designs that can encourage daily physical activity and healthier neighborhoods.
- Promote development in areas near economic development centers to increase the use and development of public transit systems.
- Maintain and enhance the economic vitality of the City by encouraging a diversified tax base of commercial, industrial, and residential uses.
- Preserve the remaining primary environmental corridor lands in the City of Racine and, to the extent practicable, preserve the remaining secondary environmental corridor lands and isolated natural resource areas in the City in order to maintain the overall quality of the environment; to provide opportunities for recreational and educational activities; and to avoid serious environmental and developmental problems.
- Preserve green spaces and natural resources as part of future development proposals in the City.
- Support carefully planned efforts to restore open space lands to more natural conditions that could result in the expansion of the environmental corridor network. This should include linkages

between existing environmental corridors and isolated natural resources, especially those areas that are identified in and neighborhood land use plans.

- Seek to reduce conflicts between neighboring jurisdiction's urban development.
- Seek to eliminate substandard and obsolete buildings, blighting influences, and environmental deficiencies which detract from the aesthetic appearance, and economic welfare of the City of Racine and its neighborhoods.
- Strive to create a balance between private rights and public interests that ensures the best interests of the community as a whole.
- Develop and maintain a balance between the built environment and the natural environment.
- Develop and maintain a balance between the built environment and the protection of, and public access to, Lake Michigan and rivers in the City.

#### **City of Racine Land Use Policies and Programs**

- Implement all land use related policies contained in other elements of the comprehensive plan, especially the policies of the agricultural, natural, and cultural resources element.
- Accommodate future land use development in areas recommended to be developed or redeveloped for the specific land use as identified on the land use plan map.
- Implement specific objectives and policies identified in detailed City neighborhood/area plans.
- Implement detailed design guideline recommendations contained in adopted neighborhood plans with respect to building size, building design, and streetscapes.
- Consider the creation of design guidelines for new developments that address buffers, fencing, architectural variety, parking lot and road landscaping, gateways, and signage.
- Promote the development of small commercial businesses and residential developments in close proximity to business park/economic activity centers.
- Encourage the development of "green" sustainable sites and buildings, including adaptive reuse and flexible building designs, following the national Leadership in Energy and Environmental Design Program (LEED) design system.
- Continue to create and implement detailed neighborhood plans that are consistent with the comprehensive plan.
- Encourage the preservation of historic buildings, sites, and features in the development of detailed neighborhood plans.
- Encourage future residential and commercial designs that create and improve neighborhoods, including downtowns and business districts, and that provide support services and amenities that meet the daily needs of the entire City.

- Continue to enforce existing design ordinances with respect to new developments and redevelopments. This includes, but is not limited to, open space requirements, street tree requirements, driveway installation, and landscaping.
- Continue to implement and enforce the detailed recommendations and design standards included in the Racine Downtown Plan, the Douglas Avenue Revitalization Plan, the Live Towerview Plan, the Neighborhood Strategic Plan for Southside Racine, the Uptown Improvement Plan, and the West Racine Neighborhood Revitalization Plan.
- Continue to implement and enforce detailed design standards developed for the City’s industrial parks, the Regency Mall area, and similar commercial planned developments.
- Review and revise, as necessary, the City zoning ordinance to facilitate the implementation of the comprehensive plan and to meet the consistency requirement of Section 66.1001 (3) of the *Wisconsin Statutes*.
- Review and revise, as necessary, the City land division ordinance to facilitate the implementation of the comprehensive plan and to meet the consistency requirement of Section 66.1001 (3) of the *Wisconsin Statutes*.
- Review and revise, the City official map, as necessary, to facilitate the implementation of the comprehensive plan and to meet the consistency requirement of Section 66.1001 (3) of the *Wisconsin Statutes*.

#### **Land Use Financial and Technical Assistance Programs**

Various types of financial and technical assistance programs are available from Federal, State, and County agencies that are applicable to the implementation of the land use element recommendations. The agencies that provide the majority of such programs include the Natural Resources Conservation Service (NRCS); the Wisconsin Department of Natural Resources (DNR); the National Parks Service (NPS); and the Wisconsin State Historical Society (WSHS). Information on programs applicable to the City to assist in the implementation of the land use element is summarized in the Racine County multi-jurisdictional comprehensive plan. More detailed information on each program is available through the websites of the agency that administers the program.

Additional existing programs that could assist in the implementation of the land use element are described in the housing and economic development elements of the comprehensive plan (Chapters VIII and IX respectively). Examples include the Green Built Home and LEED Programs. These programs relate to the design, construction, and operation of “green” buildings and are described in the housing element (Chapter VII).

Table 1

EQUALIZED VALUE BY REAL ESTATE CLASS IN THE CITY OF RACINE: 2003 - 2008

Real Estate Class	Statement of Equalized Values: 2003		Statement of Equalized Values: 2008		Change in Equalized Value: 2003 - 2008	
	Land	Improvements	Land	Improvements	Number	Percent
Residential	293,941,500	1,877,712,500	404,345,400	2,599,514,000	832,205,400	38.3
Commercial	107,361,300	515,428,700	141,818,300	701,140,200	220,168,500	35.4
Manufacturing	21,164,100	128,910,800	19,942,100	115,619,500	-14,513,300	-9.7
Agricultural	0	0	0	0	0	--
Undeveloped	0	0	0	0	0	--
Ag Forest	0	0	0	0	0	--
Forest	0	0	0	0	0	--
Other	0	0	0	0	0	--
<b>Total</b>	<b>422,466,900</b>	<b>2,522,052,000</b>	<b>566,105,800</b>	<b>3,416,273,700</b>	<b>1,037,860,600</b>	<b>35.2</b>

Source: Wisconsin Department of Revenue and SEWRPC.

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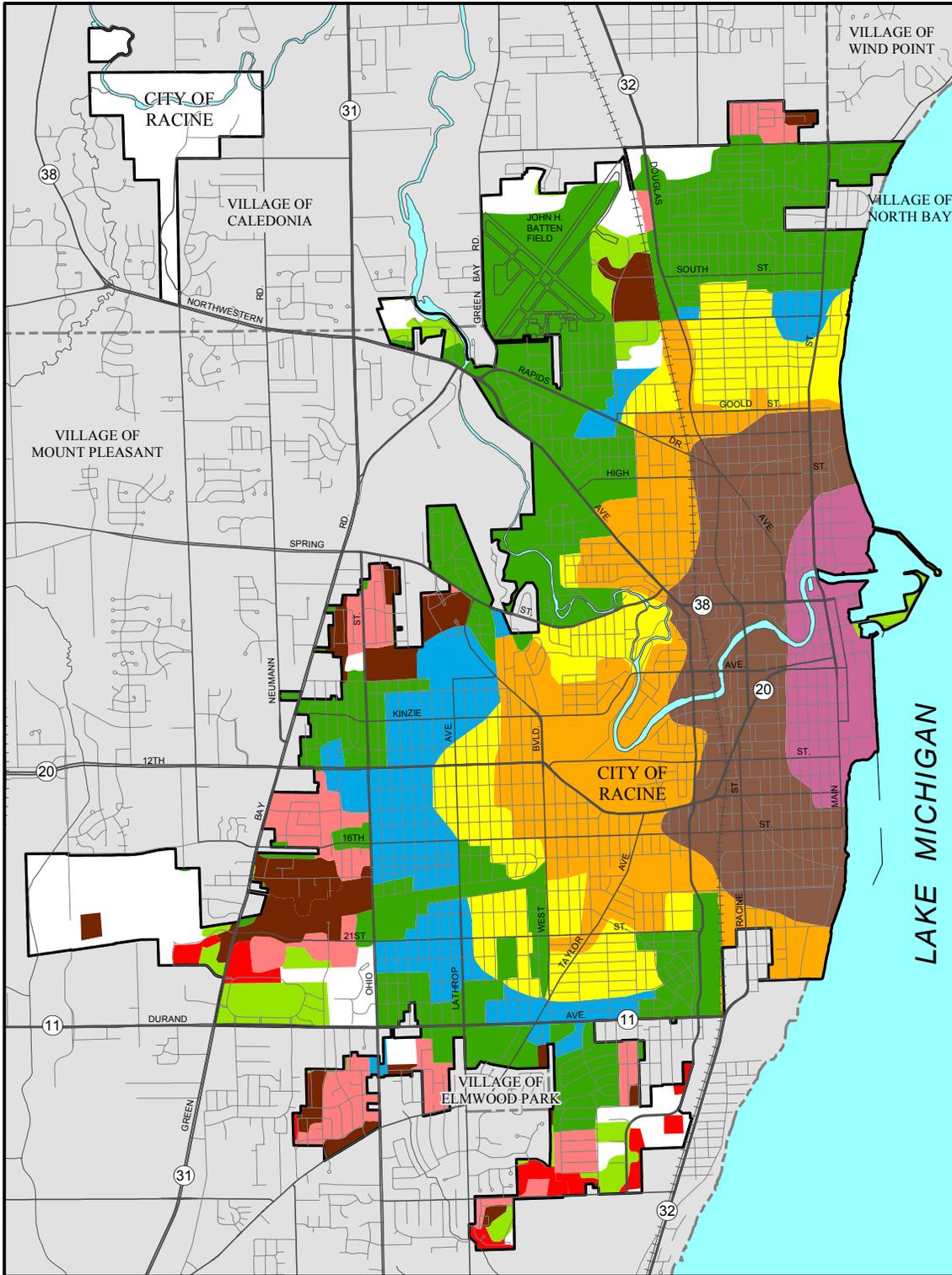
**Table 2**  
**PLANNED LAND USE IN THE CITY OF RACINE: 2035**

Land Use Category <sup>a</sup>	2000		Planned Change: 2000-2035		2035		5-Year Increment (acres)
	Acres	Percent of Planning Area	Acres	Percent Change	Acres	Percent of Planning Area	
<b>Urban</b>							
Residential <sup>b</sup>	3,621	36.0	74	2.3	3,695	36.8	11
Commercial <sup>c</sup>	690	6.8	47	6.8	737	7.3	5
Industrial <sup>d</sup>	604	6.0	157	26.0	761	7.6	24
Transportation, Communication, and Utilities	2,359	23.5	94	4.0	2453	24.4	14
Governmental and Institutional	651	6.5	--	--	651	6.5	--
Recreational	775	7.8	8 <sup>e</sup>	1.0	783	7.8	1 <sup>e</sup>
<b>Urban Subtotal</b>	<b>8,700</b>	<b>86.6</b>	<b>380</b>	<b>4.4</b>	<b>9,080</b>	<b>90.4</b>	<b>55</b>
<b>Nonurban</b>							
Agricultural and Unused Land	628	6.2	-628	-100.0	--	--	-90
Primary Environmental Corridor	497	4.9	50	10.1	547	5.4	7
Secondary Environmental Corridor	16	0.2	2	12.5	18	0.2	--
Isolated Natural Resource Areas	113	1.1	--	--	113	1.1	--
Extractive and Landfill	97	1.0	196	202.1	293	2.9	28
<b>Nonurban Subtotal</b>	<b>1,351</b>	<b>13.4</b>	<b>-380</b>	<b>-28.3</b>	<b>971</b>	<b>9.6</b>	<b>-55</b>
<b>Total</b>	<b>10,051</b>	<b>100.0</b>	<b>--</b>	<b>--</b>	<b>10,051</b>	<b>100.0</b>	<b>--</b>

<sup>a</sup> Parking areas are included in the associated land use category.  
<sup>b</sup> Includes medium density residential (6,200 or more square feet per dwelling unit), high density residential (Less than 6,200 square feet per dwelling unit), and mixed use-residential and commercial (residential emphasis).  
<sup>c</sup> Includes commercial, office park, and mixed use-commercial and residential (commercial emphasis).  
<sup>d</sup> Includes industrial and industrial/business park.  
<sup>e</sup> Recreational land use is anticipated to increase upon the implementation of certain components in applicable area plans. However, exact acreages are dependent upon site design considerations at the time of a specific project's planning.  
 Source: SEWRPC.

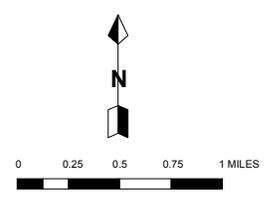
Map 3

HISTORIC URBAN GROWTH IN THE CITY OF RACINE: 1850 - 2000

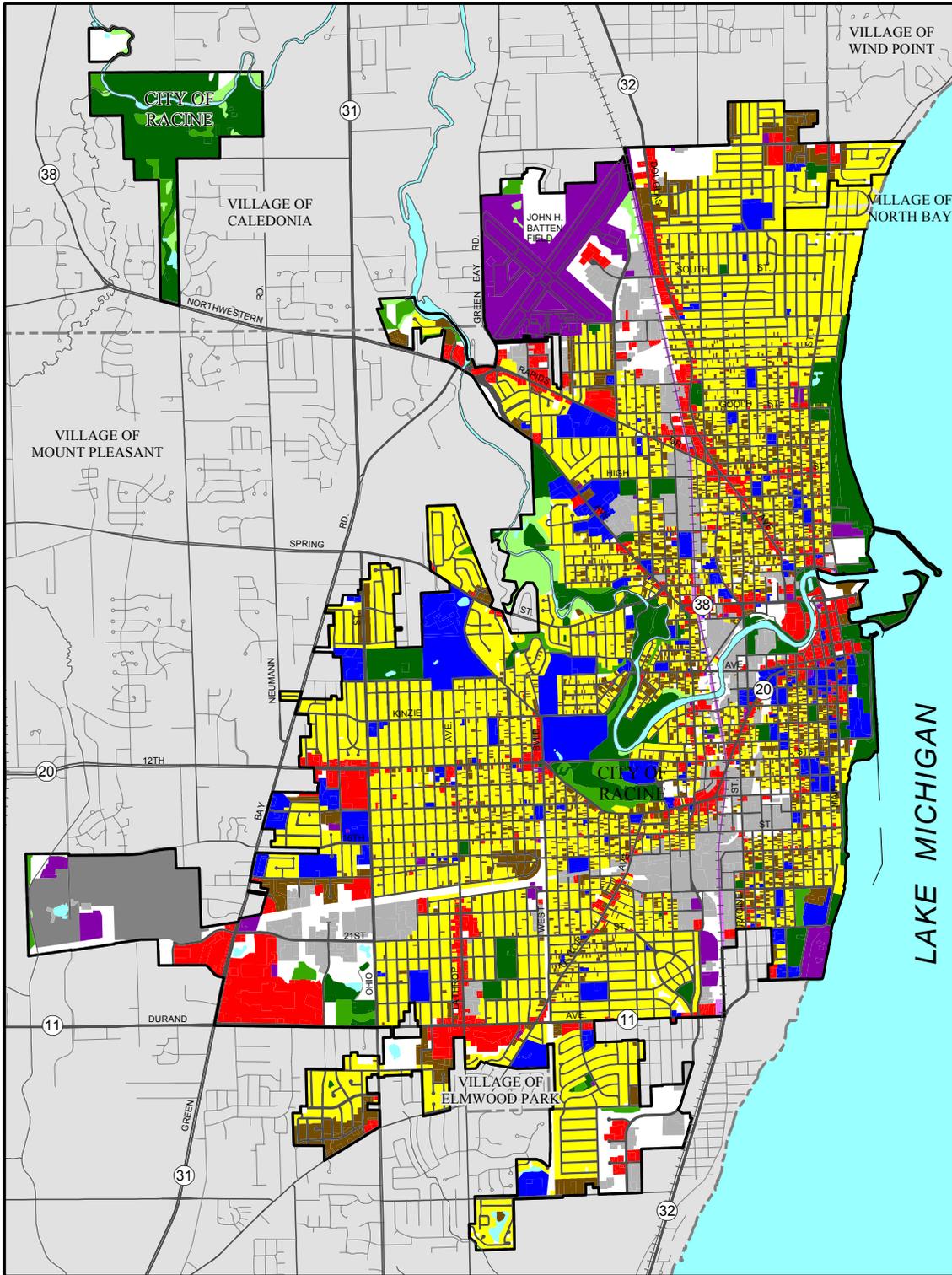


	BEFORE 1850		1950 - 1963
	1850 - 1900		1963 - 1970
	1900 - 1920		1970 - 1980
	1920 - 1940		1980 - 1990
	1940 - 1950		1990 - 2000

SOURCE: SEWRPC.



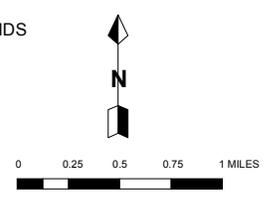
Map 4  
**LAND USES IN THE CITY OF RACINE: 2000**



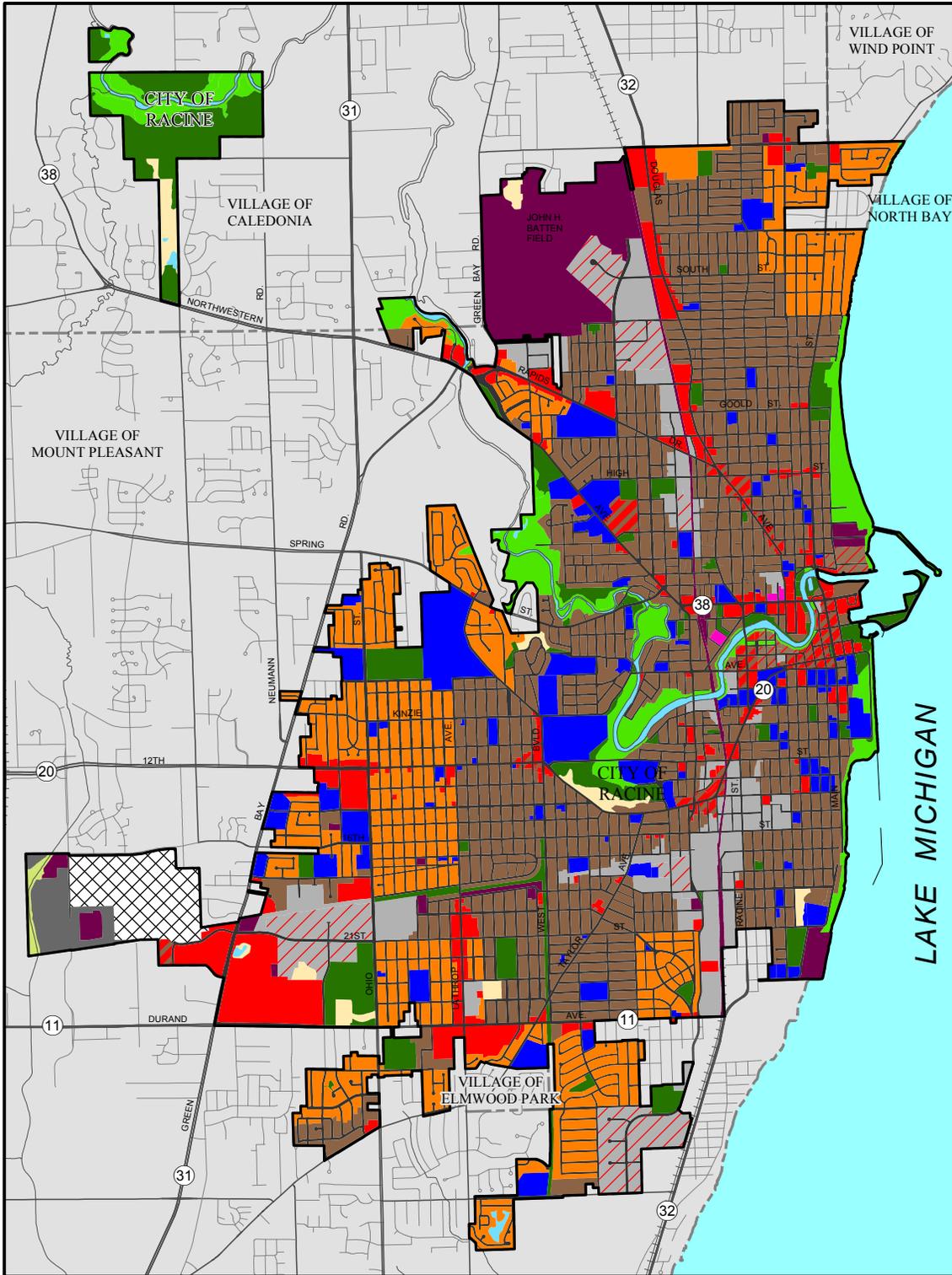
- SINGLE - FAMILY RESIDENTIAL
- MULTI - FAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- TRANSPORTATION, COMMUNICATION, AND UTILITIES (OTHER THAN STREETS AND RAILWAYS)
- GOVERNMENTAL AND INSTITUTIONAL
- RECREATIONAL

- WETLANDS
- WOODLANDS
- EXTRACTIVE AND LANDFILL
- AGRICULTURE AND OTHER OPEN LANDS
- STREETS AND HIGHWAYS
- RAILWAYS
- SURFACE WATER

SOURCE: SEWRPC.

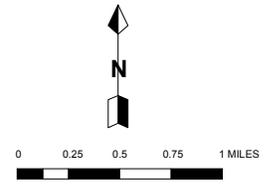


**Map 5**  
**LAND USE PLAN FOR THE CITY OF RACINE: 2035**

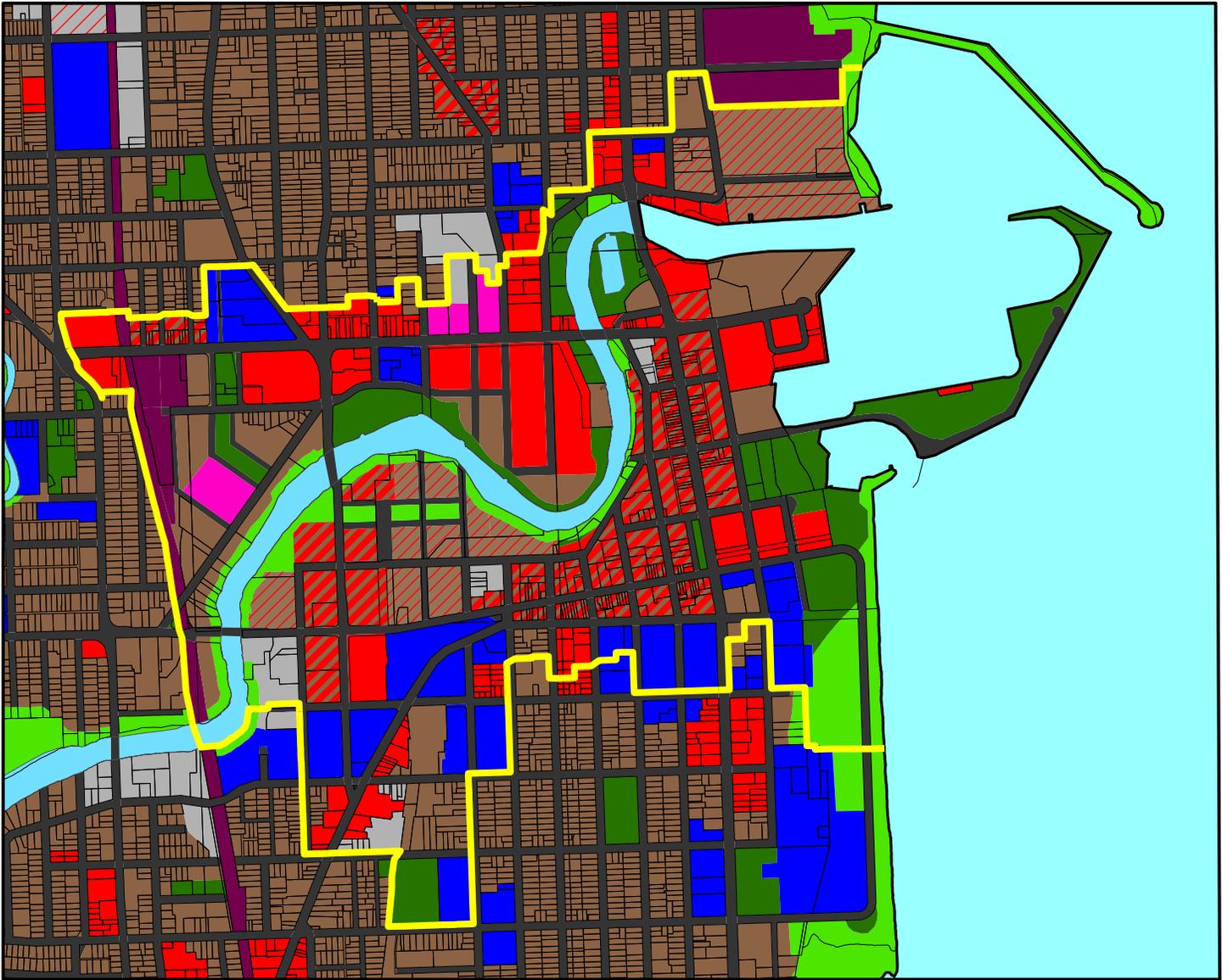


	MEDIUM DENSITY RESIDENTIAL (6,200 OR MORE SQUARE FEET PER DWELLING UNIT)		INDUSTRIAL / BUSINESS PARK		PRIMARY ENVIRONMENTAL CORRIDOR
	HIGH DENSITY RESIDENTIAL (LESS THAN 6,200 SQUARE FEET PER DWELLING UNIT)		TRANSPORTATION, COMMUNICATION, AND UTILITIES		SECONDARY ENVIRONMENTAL CORRIDOR
	MIXED USE - RESIDENTIAL EMPHASIS		STREETS AND HIGHWAYS		ISOLATED NATURAL RESOURCE AREA
	COMMERCIAL		GOVERNMENTAL AND INSTITUTIONAL		SURFACE WATER
	OFFICE PARK		RECREATIONAL		
	MIXED USE - COMMERCIAL AND RESIDENTIAL (COMMERCIAL EMPHASIS)		EXTRACTIVE		
	INDUSTRIAL		LANDFILL		

SOURCE: SEWRPC.



**Map 5A  
LAND USE PLAN FOR THE CITY OF RACINE: 2035**



- |  |  |   |  |
|--|--|---|--|
|  | HIGH DENSITY RESIDENTIAL (LESS THAN 6,200 SQUARE FEET PER DWELLING UNIT) |  | GOVERNMENTAL AND INSTITUTIONAL   |
|  | MIXED USE - RESIDENTIAL EMPHASIS   |  | RECREATIONAL   |
|  | COMMERCIAL   |  | PRIMARY ENVIRONMENTAL CORRIDOR   |
|  | OFFICE PARK  |  | SURFACE WATER  |
|  | MIXED USE - COMMERCIAL AND RESIDENTIAL (COMMERCIAL EMPHASIS)             |  | CITY OF RACINE MIXED USE URBAN RESERVE AREA - COMMERCIAL, RESIDENTIAL, OFFICE, RETAIL (CONSULT SPECIFIC PLAN(S) FOR DETAILS) |
|  | INDUSTRIAL   |   |  |
|  | INDUSTRIAL / BUSINESS PARK   |   |  |
|  | TRANSPORTATION, COMMUNICATION, AND UTILITIES                             |   |  |
|  | STREETS AND HIGHWAYS   |   |  |

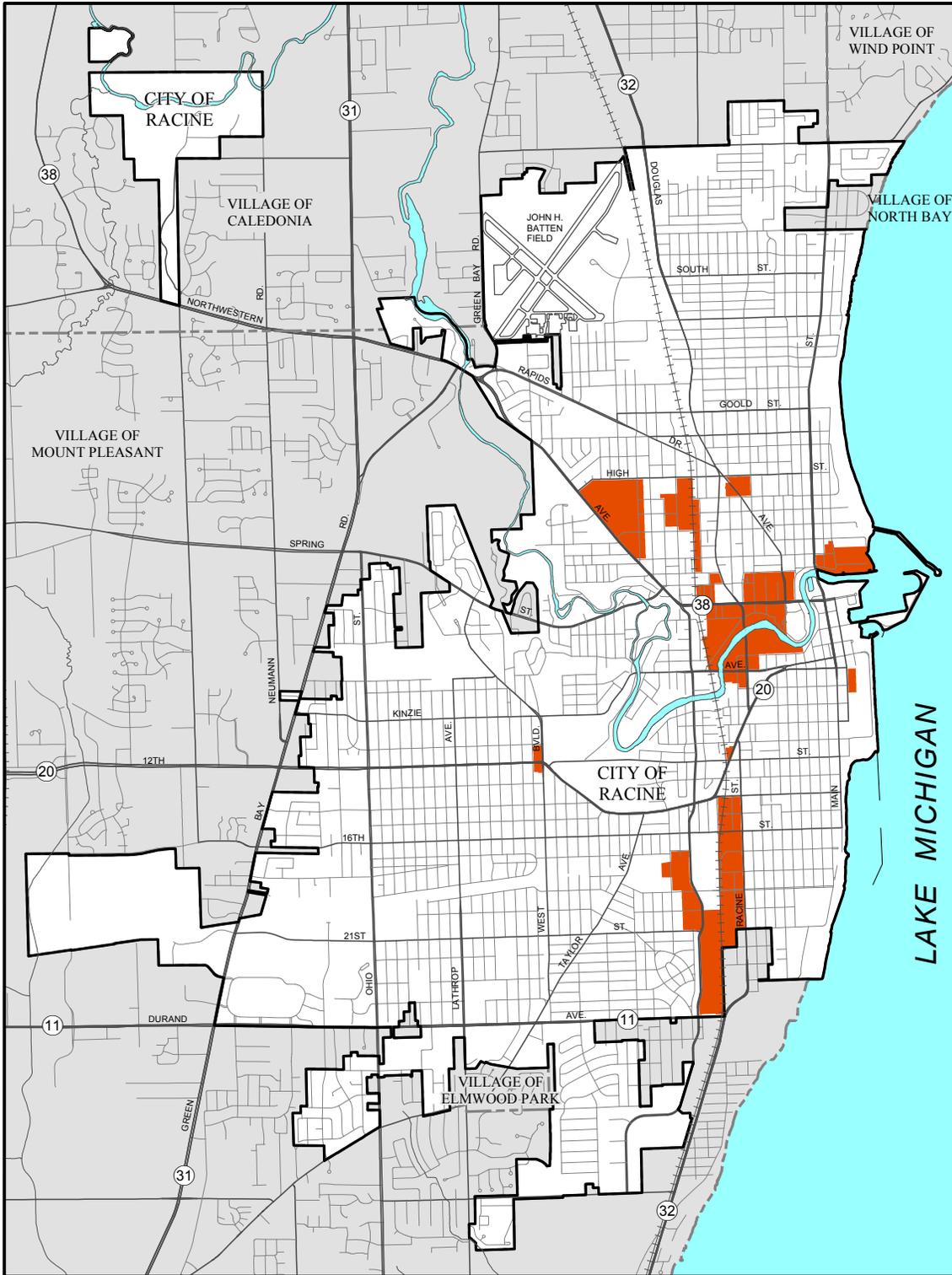


0 0.125 0.25 MILES



Map 6

OPPORTUNITIES FOR REDEVELOPMENT IN THE CITY OF RACINE  
(AREAS WITH POTENTIAL SIGNIFICANT CHANGE IN LAND USE)



LAKE MICHIGAN



SOURCE: CITY OF RACINE AND SEWRPC.

SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**Chapter VII**

**TRANSPORTATION ELEMENT**

**INTRODUCTION**

Recognizing that transportation facilities cross community and county boundaries, a well planned transportation system requires the cooperation of all units and agencies of government concerned to coordinate and implement. A safe, efficient, cost-effective, and accessible transportation system is important to the traveling public, as well as to the social and economic well-being of the City of Racine and Racine County overall. A transportation system should focus on providing transportation choices that will most efficiently serve existing and planned land uses and the needs of the City and should cooperate in providing mobility to citizens of all ages, physical abilities, and economic status; allow for maximum productivity, with participation in work and educational opportunities; and enable social, business, and recreational interaction that is necessary to maintain a high quality of life.

The transportation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (c) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the County. Under the comprehensive planning law, the transportation element should incorporate state and regional transportation plans, and compare County goals, objectives, policies, and programs to state and regional transportation plans.

Modes of transportation addressed in this element include:

- Arterial streets and highways;
- Collector and land access streets;
- Public transit;
- Transportation systems for persons with disabilities and the elderly;
- Bicycle and pedestrian facilities;
- Railroads;
- Air transportation;
- Trucking; and
- Water transportation.

In addition, the following comprehensive planning goals related to the transportation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community by revitalizing neighborhoods, main streets, and thoroughfares and enforcing design standards.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant and persons with disabilities.

### **Element Format**

This chapter is organized into the following four sections:

- Inventory of Transportation Facilities and Services in the City of Racine;
- Regional Transportation System Plan;
- Public Input-Transportation Issues; and
- Transportation Goals, Objectives, Policies, and Programs.

## **INVENTORY OF TRANSPORTATION FACILITIES AND SERVICES IN THE CITY OF RACINE<sup>2</sup>**

### **Public Streets and Highways**

The street and highway system serves several important functions, including the movement of through vehicular traffic; providing vehicular access to abutting land uses; providing for pedestrian and bicycle circulation; and serving as the location for utilities and stormwater drainage facilities. Two of these functions—traffic movement and land access—are interdependent but often conflicting. The following section describes the three functional classifications of arterial, collector, and land access streets within the City of Racine.

#### ***Arterial Streets***

Arterial streets are defined as public streets and highways which are principally intended to provide a high degree of travel mobility, serving the movement between and through urban areas. In 2005, there was a total of 57 miles of arterials and highways in the City of Racine. Of this total, 14 miles consisted of State trunk highways, 2 miles consisted of County trunk highways, and 41 miles consisted of local trunk highways.

State trunk highways (STH) generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of statewide or regional significance. The State trunk highway system generally accommodates the longest trips, principally carrying traffic traveling through the City of Racine and between the City of Racine, Racine County and other counties or

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<sup>1</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

<sup>2</sup> Detailed maps and tables of the transportation facilities and services described are available in SEWRPC Community Assistance Planning Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.

states. County trunk highways (CTH) form an integrated system with State highways and principally serve traffic between communities in the County and land uses of countywide importance. Local arterial streets and highways generally accommodate the shortest trips, serve locally-oriented land uses, carry the lightest traffic volumes on the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within a local government unit. Plan recommendations regarding the jurisdiction, location, and number of lanes of arterial streets and highways in the City of Racine are included in the 2035 regional transportation system plan, which is described later in this chapter.

### ***Collector and Land Access Streets***

Collector streets are defined as streets and highways primarily intended to serve as connections between the arterial street system and land access streets. In addition to collecting and distributing traffic to and from land access streets, collector streets usually perform a secondary function of providing access to abutting property. Local land access streets provide access to abutting property.

### **Wisconsin Information System for Local Roads**

WisDOT maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through this database that can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. By statute, pavement ratings must be submitted to WisDOT by each county and local government every other year.

### **Bicycle Facilities**

For inventory purposes, the term bicycle way is defined as any roadway, pathway, or other way that is specifically designated for bicycle travel, including facilities that are designated for exclusive or preferential bicycle travel and facilities that are shared with other travel modes. Existing bicycle ways are grouped as the following four facility types: bicycle paths located outside street rights-of-way; bicycle paths located within street rights-of-way; bicycle routes; and bicycle lanes. Bicycle facilities other than bicycle ways include signs and other traffic control devices intended to assist bicyclists, bicycle parking and storage devices, and racks and other devices to transport bicycle on transit vehicles.

Bicycle accommodation on surface arterial streets and highways is provided by various levels and units of government. WisDOT is the principal agency responsible for bicycle facilities within the right-of-way of State trunk highways and connecting streets; county highway and transportation departments are responsible for bicycle facilities located within the right-of-way of county trunk highways; and the City is responsible for bicycle facilities located within the right-of-way of streets and highways under its jurisdiction.

### ***Off-Street Bicycle Paths***

Off-street bicycle paths are located outside a street right-of-way in natural resource and utility corridors in order to maintain a separation from motor vehicles. They are intended to provide reasonably direct connections between the region’s urbanized and small urban areas on safe and aesthetically attractive routes. In addition, the off-street paths may act as a system of paths between local communities and adjacent counties. They may be designed to accommodate a variety of uses, including bicycling, hiking, and cross-country skiing, and—on paved-trails—roller-skating and roller-blading. Racine County has developed three off-street bicycle paths within former electric interurban railway rights-of-way that are located partially within the City of Racine: the Racine-Burlington Trail, the Milwaukee-Racine-Kenosha (MRK) Trail, and the North Shore Trail.

### ***Bicycle Paths Located within Street Rights-of-Way***

Bicycle paths located within street rights-of-way are separated from the motor vehicle travel, typically by a planting strip. Although signed as bicycle ways, such facilities generally serve pedestrians as well as bicyclists. Bicycle paths are located where high levels of recreational use are anticipated, or where motor vehicle speeds and volumes on the adjacent street are considered too high for bicycles to safely share the roadway with other motor vehicles.

### ***On-Street Bicycle Routes and Lanes***

A bicycle route is a bicycle way designated with directional and informational markers, and may consist of a combination of bicycle paths, bicycle lanes, and shared roadways signed for bicycle use. Bicycle route signs are commonly installed to provide a connection between bicycle lanes or bicycle paths, or to mark a route recommended for bicycle travel based on more favorable roadway conditions. For a more preferential or exclusive use of bicyclists, a bicycle lane is a portion of the roadway designated by striping, signing, and pavement markings.

### ***Pedestrian Facilities***

Pedestrian facilities include sidewalks along roadways within a street right-of-way, walkways located outside a street right-of-way, crosswalks, pedestrian islands and medians, and signs and other traffic control devices intended to assist pedestrians. Safe pedestrian facilities are essential to commuting, recreational, and leisure activities. In addition, pedestrian facilities are important in properly accommodating pedestrians with special needs such as the elderly, persons with disabilities, and school-age children.

### ***Interregional Public Transportation***

#### ***Passenger Rail Service***

Amtrak provides intercity passenger service across regional boundaries. Amtrak trains operate on the historic Chicago, Milwaukee, St. Paul and Pacific Railroad Company alignment, now owned by the Canadian Pacific Railway, with two services, the Hiawatha and the Empire Builder. In Racine County, the Amtrak Station is located in the Village of Sturtevant. The Hiawatha route provides seven weekday round trips between Milwaukee and Chicago as well as six round trips on weekends. Amtrak's Empire Builder route provides one daily round trip between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle.

#### ***Bus Service***

The Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines (WCL)/Coach USA, and subsidized by Federal and State funds under the sponsorship of the City of Racine offers fixed-route express transit service between the Cities of Milwaukee, Racine, and Kenosha. There is one alignment route through the City of Racine with a scheduled stop at the centrally located Racine Metro Transit Center with other stops upon request. The north-south service along of STH 32 is oriented principally towards serving Racine and Kenosha passengers commuting to and from the Milwaukee area and to the Kenosha Metra station. The Airport Express route provides service over IH 94 between downtown Milwaukee and Chicago's O'Hare International and Midway Airports, including a stop at Milwaukee's General Mitchell International Airport. WCL passengers requiring Americans with Disability Act (ADA) accessible vehicles must provide 24-hour advanced notice.

#### ***Scheduled Air Carrier Service***

Within the Southeastern Wisconsin Region, scheduled air carrier passenger service is provided at Milwaukee County's General Mitchell International Airport. Scheduled service at Mitchell International is provided by 13 airlines and includes over 450 scheduled daily flights between Milwaukee and 90 other cities and metropolitan areas, with connections available to all other destinations served by air. Mitchell International is classified as a medium-hub airport and is the largest airport in Wisconsin.

There are no airports in the City of Racine or Racine County providing scheduled air carrier service. In addition to Mitchell International, City residents may also use Chicago's O'Hare International Airport and Midway International Airport for such service.

### ***Ferry Service***

In 2009, passenger and car ferry services were provided across Lake Michigan, between Milwaukee and Muskegon, Michigan, by Lake Express, LLC. Service includes three round trips daily throughout the spring and summer, and two round trips daily in the fall.

## **Local Public Transportation**

### ***Local Transit: Fixed-Route***

Public transit serves intraregional travel demand and is open to the general public. Local public transit is provided by the Belle Urban System (BUS) in the City of Racine and surrounding area. The City of Racine owns and operates the BUS local service over nine fixed routes, including seven regular routes operating largely within the City of Racine. The seven regular fixed routes are radial in design, emanating from the centrally located Racine Metro Transit Center, and provide service to all portions of the City and immediate environs. A regular route extends outside the City providing limited service serving a shopping center in the Village of Caledonia. It is also important to note that an additional limited service bus extends outside the City principally for Racine Unified School District students morning and afternoon trips. The transit system also includes two routes that serve major employment centers in the Villages of Mt. Pleasant and Sturtevant and the Town of Yorkville; this route also serves the Amtrak Station in the Village of Sturtevant. The system provides service from 5:30 AM to midnight on weekdays, from 7:00 AM to 10:30 PM on Saturdays, and from 9:30 AM to 7:00 PM on Sundays. Headways on the bus routes are 30 and 60 minutes during weekday morning and afternoon peak periods and 60 minutes at all other times. Currently, the BUS charges adult cash fares of \$1.50 per trip for local bus service.

### ***Trolley Service***

The BUS also provides a "trolley" (a bus designed to resemble a trolley) in the downtown area between Memorial Day and Labor Day. The trolley provides transportation for residents, downtown workers, visitors, and persons staying at the marina to restaurants, pubs, the art district, the library, museums and other downtown attractions. Trolley service runs from Tuesday through Sunday from 10:00 AM to 4:00 PM and from 4:00 PM to midnight on Friday and Saturday at a fare of \$0.25 per trip.

### ***Paratransit Service***

The City of Racine provides paratransit service to serve the transit needs of disabled residents who are unable to use the BUS fixed-route system. The Racine County Human Services Department administers the paratransit program, which is an advanced reservation door-to-door public transportation service with the same service hours as the BUS fixed-route bus service. The service is provided on a private contract basis and charges a fare of \$3.00 per trip. Because the paratransit service is actually part of the Countywide paratransit program of the Racine County Human Services Department, disabled individuals who live within the BUS fixed route service area can also utilize the service to travel anywhere within Racine County.

### ***Other Specialized Transportation Services***

Specialized transportation services are also provided by a number of public and private nonprofit agencies and organizations, as well as by private for-profit transportation companies. In general, most of the available specialized transportation services are provided on demand, rather than on a fixed schedule, with eligibility for service usually limited to clientele of the sponsoring agency or organization, principally elderly or disabled individuals.

The Racine County Human Services Department administers two major programs that provide public door-to-door service within Racine County. The first program provides advanced reservation services to elderly and disabled persons throughout Racine County for general travel. The second program provides fixed-route, fixed-schedule transportation services to developmentally disabled individuals in Racine County participating in the training and employment programs offered by Careers Industries of Racine, Inc., and the Racine County Opportunity Center in the City of Racine.

The private non-profit Lakeshore Counties Chapter of the American Red Cross provides specialized transportation in eastern Racine County. The door-to-door service is provided on an advance reservation basis for medical-purpose trips to destinations inside and outside the County, using volunteer drivers.

Two private for-profit specialized transportation providers also serve medical-purpose trips to destinations inside and outside the County: K & S Medical Transport and Laidlaw Transit, Inc. Service is provided on an advance reservation door-to-door basis.

### **Park-Ride Facilities**

Park-ride facilities enable more efficient travel through various modes of transportation. Specifically, park-ride facilities allow for the transfer of mode between:

- private vehicle and public transit;
- single occupant vehicles and carpools; and
- bicycle and public transit or carpools.

In 2009, there was one park-ride facility in the City of Racine located at the Racine Metro Transit Center. There were three other public park-ride facilities in eastern Racine County. These include public lots at USH 20, west of IH 94 in Ives Grove, at USH 11, east of IH 94, and at the Village of Sturtevant Amtrak Station.

### **Rail Freight Facilities**

One railway company provided active mainline rail freight service within the City of Racine in 2009. The Union Pacific (UP) Railroad provided freight service over the Kenosha Subdivision emanating from Chicago, and traversing the City in a north-south direction.

### **Airports and Heliports**

In 2009, there were a total of four airports/heliports in the City of Racine, all of which served general aviation needs. One of these is a public-use airport—John H. Batten Airport. This airport is included in the Regional Airport System Plan for Southeastern Wisconsin. This system plan recommends a basic coordinated system of airports essential to serving the current and future aviation needs of the seven-county Southeastern Wisconsin Region including the City of Racine. In addition to the airport, there are three private-use heliports in the City—Johnson Wax, Modine Manufacturing Company, and Wheaton Franciscan Healthcare-All Saints Center. General Mitchell International Airport is the closest scheduled air carrier airport and is located 12 miles north of the City of Racine.

### **Marinas, Harbors, and Ports**

In 2009, there were six privately-owned marinas in the City of Racine County. These private marinas offer a variety of services that may include permanent slips, storage, dock boxes, water supply, electricity, dockside fuel, and sanitary pump out services.

There are no freight ports located in the City. Major water freight facilities and services are provided to the City by the Port of Milwaukee, which is located in the City of Milwaukee.

## REGIONAL TRANSPORTATION SYSTEM PLAN

The regional transportation system plan for Southeastern Wisconsin provides a long-range guide for transportation in the seven-county Southeastern Wisconsin Region. Under the State comprehensive planning law, county and community comprehensive plans shall incorporate the recommendations of the regional transportation plan. The SEWRPC year 2035 regional transportation system plan and regional airport system plan are described in SEWRPC Planning Reports No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035* and No. 38 (2<sup>nd</sup> edition), *A Regional Airport System Plan for Southeastern Wisconsin: 2010*, and are herein incorporated by reference. In addition, specific areas of interest to the City of Racine include transit and park and ride facilities at the train station.

### **Year 2035 Regional Transportation System Plan**

The year 2035 regional transportation system plan was designed to accommodate travel demands that may be expected under the companion year 2035 regional land use plan. The regional land use plan, which served as a basis for the regional transportation plan, emphasizes compact urban development within planned urban service areas—a pattern reflected in the land use element of the City comprehensive plan. The year 2035 regional land use and transportation plans were adopted by the Regional Planning Commission in June 2006.<sup>3</sup>

The year 2035 regional transportation system plan consists of five elements: arterial streets and highways, public transit, bicycle and pedestrian facilities, travel demand management, and transportation systems management. The process of preparing the regional transportation plan first considered the potential for more efficient land use, expanded public transit, transportation systems management measures, bicycle and pedestrian facilities, and demand management measures to alleviate traffic congestion. Highway improvements were only then considered to address any residual congestion.

- ***Arterial Street and Highway Element***

The regional transportation plan recommends a system of arterial streets and highways<sup>4</sup> that would support the pattern of land uses envisioned under the year 2035 regional land use plan. The recommended arterial street and highway element of the regional transportation plan includes recommendations for functional improvements to the arterial street and highway system as well as recommendations regarding which unit of government should have jurisdiction over each arterial street and highway, with responsibility for maintaining and improving the facility.

- ***Functional Recommendations***

Capacity improvements recommended in the regional plan are of three types: system expansion, or the construction of new arterial facilities; system improvement, or the widening of facilities with additional traffic lanes; and system preservation, or the resurfacing or reconstruction necessary to properly maintain and modernize existing arterial facilities. Proposals for the construction of new arterial facilities or widening of existing facilities with additional travel lanes would need to undergo preliminary

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<sup>3</sup> *These plans are documented in two planning reports: SEWRPC Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035; and SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035.*

<sup>4</sup> *Public streets and highways are classified as arterial streets and highways and local collector and land access streets. Arterial streets and highways are intended to serve the movement of traffic between and through urban areas. Local land access streets provide access to abutting property. Collector streets are primarily intended to serve as connections between arterial streets and land access streets, although they usually perform the secondary function of providing access to abutting property.*

engineering and environmental studies by the responsible State, County, or municipal government prior to implementation. Such studies would consider alternative alignments and impacts, including a no-build option, and final decisions as to whether and how to implement a planned project would be made by the concerned unit of government at the conclusion of preliminary engineering.

The regional plan recommends an arterial street and highway system of approximately 58 miles in the City of Racine by the year 2035. The plan recommends construction of approximately one mile of new facility within the City—segments of 21<sup>st</sup> Street and Green Bay Road—and widening to provide additional through traffic lanes on approximately one mile of existing arterial facilities—Three Mile Road between STH 32 and CTH G. The plan calls for pavement resurfacing and reconstruction, as necessary, to maintain approximately 56 miles of existing arterial facilities. As discussed later in this chapter, the accommodation of bike lanes or separate bicycle paths should be considered as these capacity improvements are made.

- ***Jurisdictional Recommendations***

The jurisdictional recommendations of the regional transportation plan indicate which level of government—State, County, or local—has or should have responsibility for the design, construction, maintenance, and operation of each segment of the proposed arterial street and highway system. The jurisdictional recommendations for the City of Racine are shown on Map 7.

The Regional Planning Commission is currently working with Racine County on an update and extension of the Racine County jurisdictional highway plan.<sup>5</sup> The primary focus of this effort is to review, re-evaluate, update, and extend to the year 2035 the jurisdictional responsibility recommendations for the arterial street and highway system in the County, including the City of Racine. Certain functional highway issues may also be addressed. This effort—which will be documented in a second-edition jurisdictional highway plan report for Racine County—may propose changes to the jurisdictional and functional recommendations set forth in the year 2035 regional plan. Upon completion of the new County jurisdictional highway plan, the regional transportation system plan would be amended accordingly.

- ***Public Transit Element***

The public transit element of the Commission’s adopted regional transportation system plan for the year 2035 recommends improved and expanded rapid transit connections from eastern Racine County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service in Racine County, focusing on the City of Racine. Implementation of the recommendations set forth in the transit element will result in a doubling of transit service Region-wide over the plan design period, including a 200 percent increase in rapid transit revenue vehicle-miles, a 59 percent increase in local transit revenue vehicle-miles, and the institution of new express transit services. These increases will provide for enhanced transit service levels on the City of Racine Belle Urban System (BUS), including more attractive peak and non-peak service frequency levels and faster connections to employment centers located along IH 94 in Racine County and in both Kenosha and Milwaukee Counties. The plan also recommends the implementation of the Kenosha-Racine-Milwaukee commuter rail line,

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<sup>5</sup> *The initial Racine County jurisdictional highway plan was prepared in 1975 and has been amended several times since. The most recent amendment is documented in a SEWRPC report entitled Amendment to the Racine County Jurisdictional Highway System Plan—2000, dated December 1990.*

connecting to existing Metra service to Chicago, and extending from Kenosha through eastern Racine County to downtown Milwaukee. The public transit element of the regional transportation plan is shown on Map 8. The specific long-range plan recommendations for the City of Racine include the following:

- The provision of rapid transit service throughout eastern Racine County and to the Milwaukee Central Business District (CBD). The plan envisions that new or restructured services would be provided by two rapid transit routes: a commuter rail line (Kenosha-Racine-Milwaukee or KRM commuter rail) passing through eastern Racine County over tracks owned by the Union Pacific Railroad and providing service between Kenosha, Racine, and downtown Milwaukee and connecting to Metra commuter rail service to Chicago; and a rapid bus route which would provide service over the area freeway system and major surface arterials between the park-ride lot located at IH 94 and STH 20 to downtown Milwaukee. The commuter rail and bus rapid transit routes would be designed to provide bi-directional service to accommodate travel by City of Racine and Racine County residents to jobs in Milwaukee County or Kenosha County, as well as travel by residents of Milwaukee and Kenosha Counties to jobs in the City of Racine and Racine County. The commuter rail would also connect City of Racine and Racine County residents to jobs in Chicago and its north shore suburbs, and connect residents of Chicago and its north shore suburbs to jobs in the City of Racine and Racine County.
- Monitor the adequacy of the Racine Metro Transit Center park-ride lot served by public transit. Monitor the public park-ride lot in the City of Racine at State Street adjacent to the existing Racine Metro Transit Center upon extension of commuter rail service to determine if demand is being met.
- The provision of express bus service between the commercial and industrial development at IH 94 and STH 20 and downtown Racine. The route would directly serve various industrial, office, and commercial developments along STH 20 between Green Bay Road (STH 31) and IH 94 including the Renaissance Business Park in the Village of Sturtevant and the Grandview Industrial Park in the Town of Yorkville, as well as the Amtrak station in the Village of Sturtevant.
- Improvements to the City of Racine local transit service system. Improvements include the expansion of the transit service area and increase in the frequency of local service on weekdays to between 15 and 30 minutes during peak periods and to 30 minutes during the middle of the day, and on Saturdays to between 30 and 60 minutes. Existing local City bus routes would be extended and new shuttle bus routes created to connect with the rapid transit routes to take passengers to and from commercial and industrial areas in the Villages of Caledonia, Mount Pleasant, and Sturtevant, and industrial developments along IH 94 at STH 20 and CTH K.

The Commission prepares a short-range transit plan for each transit operator which refines the recommendations of the regional transportation system plan and provides recommendations to be considered for implementation over a five-year period. The 1998-2002 transit development plan (TDP) for the City of Racine transit system is the most recent TDP for the Racine area, and is in the process of being updated by the Commission and the City. The updated TDP is anticipated to be completed in 2010.

- ***Bicycle and Pedestrian Facility Element***

The bicycle and pedestrian facility element is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to automobile travel.

The bicycle facility recommendations of the regional plan include the accommodation of bicycling along arterial streets and highways and along with an off-street system of bicycle paths. Other existing and proposed County or local trails or bikeways which are intended to accommodate local bicycle and pedestrian travel or connections to the regional system are addressed in the utilities and community facilities element of the comprehensive plan.

- ***Bicycle Accommodation on Arterial Streets and Highways***

The regional plan recommends that the accommodation of bicycling be considered and implemented, if feasible on surface arterial streets, as those streets are resurfaced or reconstructed in the years ahead. Accommodation of bicycling on arterial streets may be accomplished through marked bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths.

- ***Off-street Bicycle Paths***

The regional plan also recommends a system of off-street bicycle paths connecting the neighborhoods within the City of Racine and connecting the City with other urban areas in Racine County. The proposed system is similar to the system of recreation trails recommended in the County park and open space plan. The off-street paths would, for the most part, be located in natural resource and utility corridors, including former railroad corridors. The proposed off-street bicycle system is shown on Map 9. As shown on Map 9, some on-street segments would provide connections to the off-street paths or provide linkages within the proposed system.

The pedestrian facilities portion of this plan element is a policy, rather than a system, plan. It recommends that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in Southeastern Wisconsin adopt and follow a set of recommended standards and guidelines with regard to the development of those facilities, particularly within urban neighborhoods. The standards are set forth in Appendix B of SEWRPC Planning Report No. 49.

- ***Travel Demand Management Element***

The travel demand management element includes recommendations for measures intended to reduce personal and vehicular travel or to shift travel to alternative times and routes, allowing for more efficient use of the existing capacity. Examples of such measures that have potential application in the City of Racine include the provision of additional park-ride lots, neighborhood designs that emphasize biking and walking as an alternative to automobile travel, implementation of programs to increase the use of public transit, and transit-oriented developments to maximize access to a transit stop located within or adjacent to the development.

- ***Transportation Systems Management Element***

The transportation systems management element includes recommendations for a variety of measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Examples of such measures that have potential application in the City of Racine include increased coordination of traffic signals to allow for the efficient progression of traffic along arterial streets and highways and additional restriction of curb-lane parking during peak traffic periods.

### **Regional Airport System Plan**

The regional airport system plan adopted by the Regional Planning Commission in 1996 recommends a coordinated set of airport facilities and service improvements to serve the air transportation needs of the Southeastern Wisconsin Region.<sup>6</sup> It recommends a system of 11 public-use airports to meet the commercial, business, personal, and military aviation needs of the Region. In the City of Racine the system includes the John H. Batten Airport.

The regional airport system plan recommends that the John H. Batten Airport serve as a transport-corporate airport.<sup>7</sup> The plan recommends the acquisition of approximately 23 acres of land to accommodate the relocation of N. Green Bay Road, the removal of obstructions from runway safety areas and approaches, and future hangar development.

### **Trucking**

While the regional transportation plan does not contain a “trucking/freight” element, the plan does recognize that truck traffic has a significant impact on transportation facilities in the City of Racine, Racine County, and the Region. In Racine County, IH 94 and the State trunk highways serve as the primary trucking routes for shipping goods into and from Racine County businesses to other parts of the Southeastern Wisconsin Region and other regions around the nation. The commercial and industrial land use development pattern set forth in the land use element should be maintained to encourage easy truck access to the City’s arterial street and highway system to maintain the flow of goods into and from the City of Racine.

### **State Transportation Planning**

The Wisconsin Department of Transportation has prepared a number of statewide transportation plans. In Southeastern Wisconsin, where the Regional Planning Commission is the official metropolitan planning organization for transportation planning, the State transportation planning relies heavily upon Commission-adopted transportation plans.

The Wisconsin Department of Transportation is currently preparing a long-range transportation plan, called Connections 2030, addressing streets and highways, bicycle, pedestrian, transit, and other forms of transportation on a corridor-by-corridor basis throughout the State. It is expected that this State plan will reflect pertinent features of the regional transportation system plan.

## **PUBLIC INPUT-TRANSPORTATION ISSUES**

The plan should address key transportation issues based upon the transportation-related information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey, a public input meeting, and neighborhood meetings, resulted in the identification of a number of transportation related issues to be addressed in this element. These issues include:

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<sup>6</sup> Documented in SEWRPC Planning Report No. 38 (2<sup>nd</sup> Edition), A Regional Airport System Plan for Southeastern Wisconsin: 2010, dated November 1996, and in SEWRPC Memorandum Report No. 133, Review and Update of Regional Airport System Plan Forecasts, dated August 2004.

<sup>7</sup> Transport-corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes (piston and turboprop) used in commuter air service. These aircraft generally have a gross takeoff weight of less than 60,000 pounds.

- The plan should capitalize on the advantages of having an interstate highway, IH 94, serving the County.
- The plan should address existing and future traffic congestion.
- The plan should accommodate the development of a commuter rail (KRM) in the eastern portion of the County.
- The plan should strive for a balanced transportation system, including the expansion of the pedestrian and bicycle-friendly transportation system.
- The plan should strive to improve transit services and accessibility and provide more multi-modal transportation options.
- The plan should recommend the expansion of transit services between eastern and western Racine County.
- The plan should recognize the link between land use and transportation decisions.
- The plan should recognize the need to develop convenient and economical connections between the location of jobs and the labor force.

These issues are all addressed in the regional transportation system described earlier in this chapter and through the goals, objectives, policies, and programs identified in the next section of the chapter.

## **CITY OF RACINE TRANSPORTATION GOALS, OBJECTIVES, POLICIES AND PROGRAMS**

The transportation element goals, objectives, policies and programs were developed based upon the consideration of the recommendations of the regional transportation plan, the existing transportation system inventory data, and the results of the public participation process.

The following City of Racine transportation related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

### **City of Racine Transportation Goals**

- Goal VII-1:** Cooperate in a multi-modal transportation system that provides appropriate types of transportation needed by all residents of the City at an adequate level of service, provides choices among transportation modes, and provides inter-modal connectivity.
- Goal VII-2:** Promote the coordination between land use and housing development that supports a range of transportation choices.
- Goal VII-3:** Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems, and that utilize existing public utilities and services.

### **City of Racine Transportation Objectives**

- Implementation of the recommendations of the regional transportation system plan that pertain to the City of Racine--including recommendations pertaining to arterial streets and highways, public transit service, accommodation of bicycle and pedestrian facilities, transportation system management, and travel demand management.
- A multi-modal transportation system which, through its location, capacity, and design will effectively serve the existing land use pattern and promote the implementation of the City land use plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

- A multi-modal transportation system which is economical and efficient and best meets all other objectives while minimizing public and private costs.
- A multi-modal transportation system which minimizes disruption of existing neighborhood and community development, including adverse effects upon the property tax base.
- A multi-modal transportation system which is consistent with the overall quality of the natural environment of the City.
- A multi-modal transportation system which facilitates the convenient and efficient movement of people and goods between component parts of the City, County, Region, State, and Nation.
- A multi-modal transportation system which reduces accident exposure and provides for increased travel safety.
- A multi-modal transportation system which minimizes the amount of energy consumed, especially non-renewable energy sources such as fossil fuels.
- The layout and design of local street systems properly related to the planned arterial street and highway system.
- Provision of opportunities for bicycling and walking, or other non-motorized forms of transportation, to promote a healthy lifestyle.
- Provision of efficient and cost-effective public transportation options that are available to all residents of the City of Racine, including persons of all income levels and age groups, and persons with disabilities and elderly residents.
- Maintain and enhance existing transportation infrastructure consistent with the regional transportation plan.

#### **City of Racine Transportation Policies and Programs**

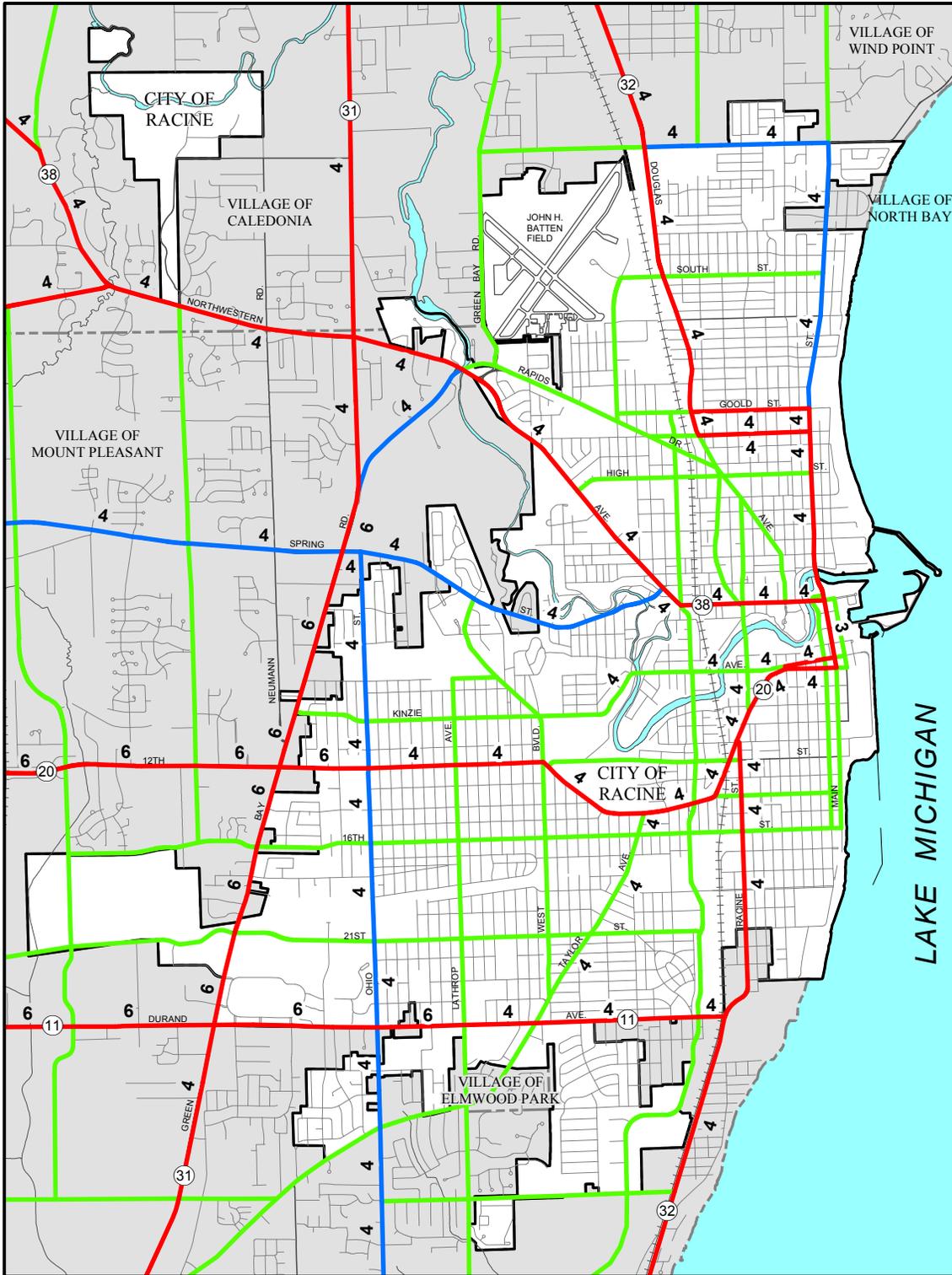
- Endorse the recommended regional transportation system plan as that plan affects the City of Racine and Racine County.
- Work with the Regional Planning Commission in the major review, reevaluation, and update of the Racine County jurisdictional highway system plan.
- Work cooperatively with the Wisconsin Department of Transportation in effecting recommended changes in jurisdictional responsibility for portions of the arterial street and highway system as recommended in the jurisdictional highway system plan.
- Act to consider the recommended expansion, improvement, and maintenance of the arterial street and highway facilities designated in the jurisdictional highway plan for the City, including undertaking, as may be appropriate, detailed planning, preliminary engineering, environmental studies, and official mapping efforts.
- Coordinate construction projects within the City to minimize the disruption of traffic and property access.

- Cooperate with the Wisconsin Department of Transportation, the Regional Planning Commission, and adjoining communities and counties as necessary to conduct the corridor studies attendant to rapid transit commuter rail and express transit bus facilities identified in the regional plan, and carry out, as appropriate, detailed county-wide and local transit planning programs to refine and detail the transit element of the regional transportation plan.
- Provide public transit services in accordance with the recommendations set forth in the transit element of the regional plan.
- Direct mass transit vehicles to properly classified streets and away from land access streets.
- Work cooperatively with appropriate government agencies in the development of the Kenosha-Racine-Milwaukee commuter rail system as recommended in the regional transportation system plan, as funding becomes available.
- As appropriate, encourage the use of transit-oriented developments to maximize access to transit facilities.
- As appropriate, coordinate the maintenance and development of transportation facilities with the development or redevelopment of “main street” areas of the City.
- As appropriate, design and construct transportation facilities to minimize impacts on historic sites and streetscapes.
- Where feasible, consider the accommodation for bicycle travel on the arterial street and highway system as that system is resurfaced and reconstructed on a segment-by-segment basis.
- Undertake planning to refine and detail the recommendations of the regional transportation plan for local bicycle and pedestrian facilities, taking into account individual neighborhood needs and conditions.
- Continue to operate, enhance, and expand traffic management systems so as to achieve the highest possible level of service on the arterial system.
- As appropriate, integrate transit- and pedestrian-friendly land use development concepts into the local planning and development practices and ordinances.
- Promote accessibility between residential neighborhoods to facilitate convenient local travel patterns, emergency access, and potential neighborhood bus service.
- As appropriate, update the City official mapping ordinance to reflect the recommendations of the transportation system plan with respect to planned arterial street and highway rights-of-way and off-street bicycle paths.
- Monitor changes in travel patterns, traffic volumes, and the implementation of recommended transportation facilities and services for the purpose of evaluating progress towards the attainment of transportation goals and objectives.

- Work cooperatively with public school districts, private schools, and Gateway Technical College, the University of Wisconsin-Parkside, and Carthage College to establish programs that encourage bicycling, walking, carpooling, and the use of transit as modes of travel to and from school.
- Promote public participation in the detailed planning and implementation of all transportation related projects.
- Work cooperatively with the Wisconsin Department of Transportation to identify State and Federal grants and programs that are available to fund the implementation of the transportation system plan and apply for such funds as appropriate.
- Work cooperatively with the Wisconsin Department of Natural Resources to identify State and Federal grants and programs that are available to fund the implementation of the bicycle and pedestrian facility element of the transportation system plan and apply for such funds as appropriate.
- As appropriate, consider entering into cooperative partnerships with other local units of government, Racine County, the Wisconsin Department of Natural Resources, and private organizations to facilitate the planning, acquisition, and development of bicycle and pedestrian facilities identified in the transportation plan.

Map 7

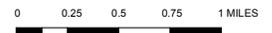
**JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR THE CITY OF RACINE  
RECOMMENDED IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN \***



**ARTERIAL STREET AND HIGHWAY**

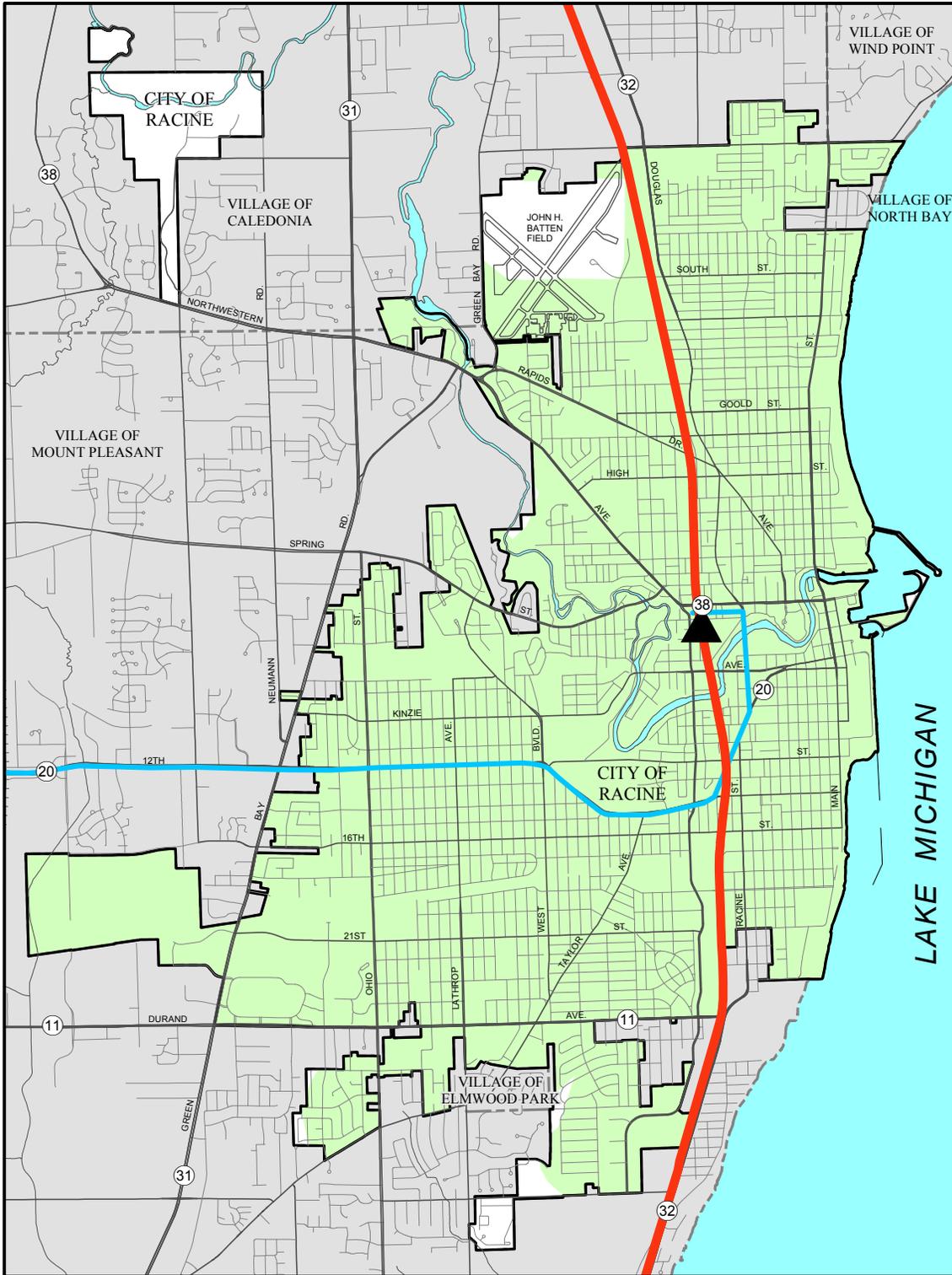
- STATE TRUNK
- COUNTY TRUNK
- LOCAL TRUNK
- 4** NUMBER OF LANES  
(2 WHERE UNNUMBERED)

\* THE JURISDICTIONAL CLASSIFICATION RECOMMENDATIONS IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN ARE BASED ON THE YEAR 2020 JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR RACINE COUNTY.



Map 8

PUBLIC TRANSIT PLAN FOR THE CITY OF RACINE: 2035



**RAPID/EXPRESS ROUTE**

- COMMUTER RAIL
- EXPRESS BUS ROUTE

**RAPID/EXPRESS ROUTE**

- WALK ACCESS TRANSIT SERVICE AREA

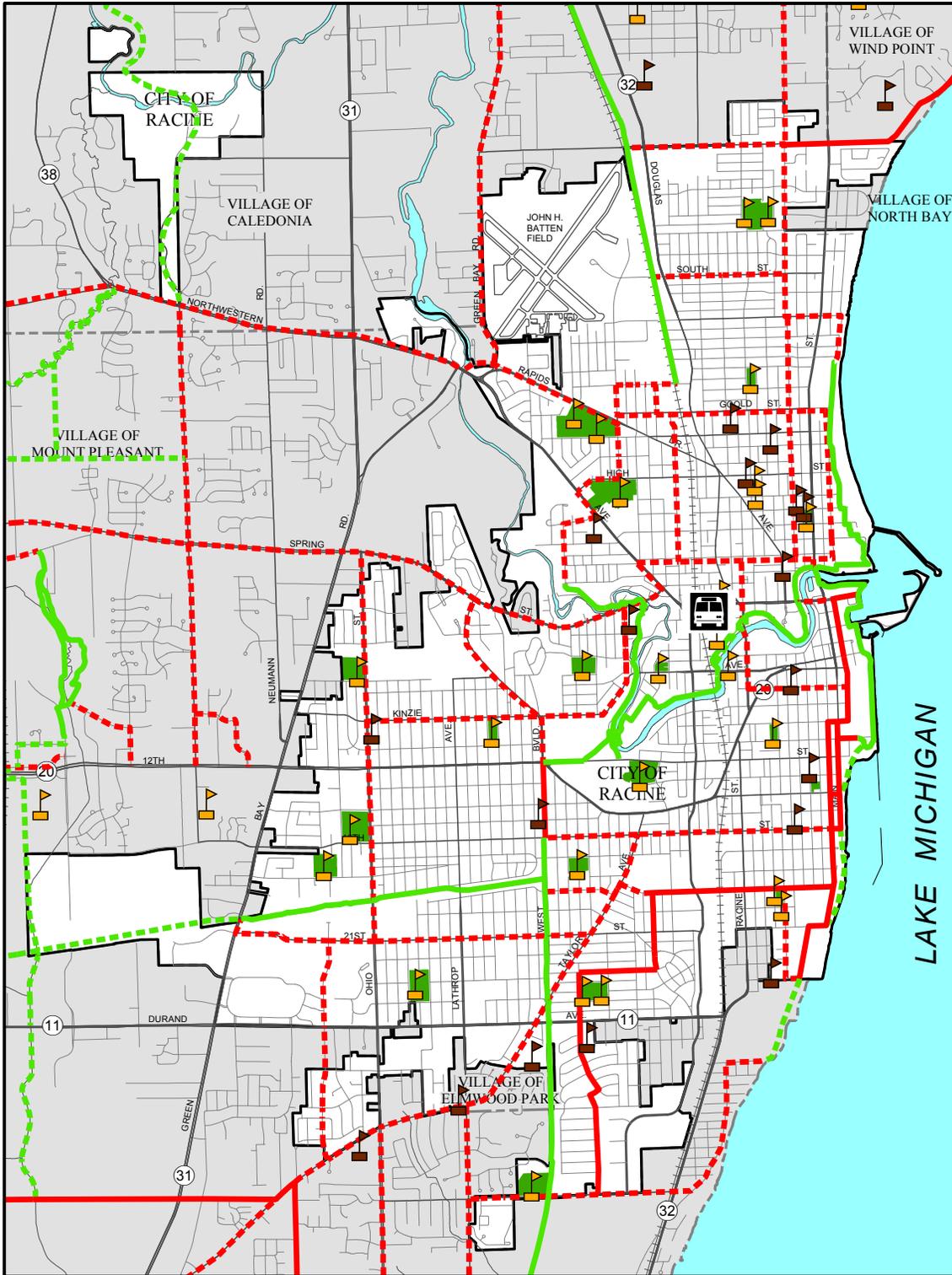
**TRANSIT STATION**

- WITH PARKING



Map 9

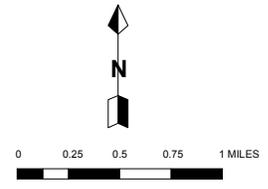
PLANNED BIKEWAYS IN THE CITY OF RACINE: 2035



- MULTI-USE BICYCLE-WAY IN UTILITY OR NATURAL RESOURCE CORRIDOR**
- EXISTING TRAIL
  - - - PLANNED TRAIL
- BICYCLE-WAY IN STREET OR HIGHWAY RIGHT-OF-WAY**
- EXISTING BIKE ROUTE OR BIKE LANE
  - - - PLANNED BIKE ROUTE OR BIKE LANE

- DESTINATION POINTS**
- PUBLIC SCHOOLS (K-8)
  - PRIVATE SCHOOLS (K-12)
  - PUBLIC AND PRIVATE PARKS
  - TRANSIT TRANSFER STATION

SOURCE: SEWRPC.



SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter VIII

# HOUSING ELEMENT

### INTRODUCTION

Housing is a complex issue that involves federal, state, local units and agencies of government, and private sector interests in satisfying the long-term housing needs of the City of Racine. Issues include: choices in location, types, and affordability for people of all ages; land use patterns and the transportation system; economic development and employment accessibility; the provision of infrastructure; schools; and other community facilities and services. In addition, housing is a significant component of neighborhoods that reflect community identity, history, culture, civic pride, quality of life, diversity, and sustainability. Finally, the housing stock should support a diverse workforce for the attraction and retention of businesses.

This element was developed with the assistance of a housing work group<sup>1</sup> that was formed to assist in the County multi-jurisdictional comprehensive planning effort in addressing a range of housing issues and to guide the development of goals, objectives, and policy recommendations. In particular, the work group reviewed data on housing trends and conditions, and shared their knowledge of the housing industry to help identify the housing issues facing the City of Racine and Racine County overall. As a result of this collaborative effort, issues identified and topics addressed in the housing element involve components of demographic and employment trends, economic development, land use, transportation system accessibility, and community facilities, as well as other comprehensive planning elements. The housing element is ultimately intended to provide guidance to address housing problems and needs affecting market-rate housing and affordability, as well as policies and programs to support the workforce and special needs housing.

The housing element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(b) of the *Statutes* requires the housing element to assess the age, structural condition, value, and occupancy characteristics of existing housing stock in the City. In addition, specific policies and programs must be identified that:

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<sup>1</sup> *The Racine County Comprehensive Plan Housing Work Group, formed in February 2008, consisted of representatives of regional, County, and local government and housing agencies and interest groups such as the Housing Authority of Racine County, Legal Action of Wisconsin, Homeless Assistance Coalition of Racine County, Racine City Development, Metropolitan Builders Association, Society's Assets, and homebuilders and real estate professionals.*

- Promote the development of housing for residents of the City and provide a range of housing choices that meet the needs of persons of all income levels and age groups and persons with special needs.
- Promote the availability of land for the development or redevelopment for low-income and moderate-income households.
- Maintain or rehabilitate existing housing stock.

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* pertaining to planning grants for local governmental units and must be addressed as part of the planning process:<sup>2</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.
- Balancing individual property rights with community interests and goals.

### **Element Format**

This chapter is organized into the following six sections:

- Inventory of Housing Stock and Projections;
- Public Input—Housing Issues;
- Housing Problems/Needs;
- Housing-Related Zoning Provisions;
- City of Racine Housing Goals, Objectives, Policies, and Programs; and
- Housing Financial and Technical Assistance Programs and Organizations.

### **INVENTORY OF HOUSING STOCK AND PROJECTIONS**

Basic information regarding the population, housing stock, and economic base of the City is essential to the preparation of a comprehensive plan. This chapter presents current and historic trend data regarding the housing stock of the City of Racine, as well as the projection of future household levels. Existing and historic trend data with respect to the population and economic base of the City of Racine are presented in Chapters III and IX, respectively.

Much of the information presented in this chapter is from the year 2000 and prior Federal censuses. Some of the questions in the Federal census are asked of all households; others are asked of a sample of about one in six households. This chapter presents the complete-count data where both complete-count and

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<sup>2</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

sample data are available. It should be noted that the complete-count data and sample data control totals for population and housing units reported by the Census Bureau may differ slightly for a given area.

## **Housing Stock**

### ***Number and Size of Households***

The number of households, or occupied housing units, is of importance in comprehensive planning insofar as it greatly influences the demand for urban land as well as the demand for transportation and other public facilities and services. A household includes all persons who occupy a housing unit—defined by the Census Bureau as a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied as a separate living quarters.<sup>3</sup>

The number of households in the City of Racine increased from about 29,850 in 1970 to 31,740 in 1980, and to 31,770 in 1990. Between 1990 and 2000, the number of households in the City decreased by about 320 to 31,450. Overall, there was an increase of about 1,600 households, or 5 percent, over 30 years. Since 2000, it is estimated that the number of households in the City has increased by an additional 220 households, or just less than one percent, to 31,670 households in 2006.

Historically, the relative increase in households has exceeded the relative change in population in the City of Racine. While the County population decreased by 14 percent between 1970 and 2000, the number of households increased by 5 percent. These differential growth rates between households and population are reflected in a declining average household size in the City.

The average household size in the City decreased dramatically during the 1970s—from 3.16 persons per household in 1970 to 2.67 in 1980. The average household size decreased further, to 2.62 in 1990 and 2.54 in 2000. Racine County, the Southeastern Wisconsin Region, and State of Wisconsin have also experienced a long-term trend in declining average household size.

### ***Housing Stock Size and Characteristics***

The number of housing units in the City of Racine as reported by the U.S. Census Bureau increased from about 31,040 units in 1970 to 32,980 units in 1980, 33,160 units in 1990, and 33,410 units in 2000—representing an overall increase of 2,370 units, or 8 percent, over 30 years. Since 2000, the City's housing stock is estimated to have increased by an additional 235 housing units, or about one percent.

The Federal census provides information about basic characteristics of the housing stock, such as structure type, age, value, and rent. Information regarding the characteristics of the housing stock of the City of Racine is summarized below:

- Of the total housing stock in the City, 31,450 housing units, or 94 percent, were reported as “occupied” at the time of the 2000 census; the balance, 1,960 housing units, or 6 percent, were reported as “vacant.” Of the 31,450 occupied housing units, 18,970 units, or 60 percent, were owner-occupied; the balance, 12,480 units, or 40 percent, were renter-occupied.
- Of the 1,960 vacant housing units identified in the 2000 census, 970 units, or 49 percent, were reported as being available for rent, while 200 units, or 10 percent, were reported as being available for sale. The other 790 vacant housing units were reported in the 2000 census as rented

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<sup>3</sup> *Persons not living in households are classified by the Census Bureau as living in group quarters, such as correctional facilities, college dormitories, and military quarters. The household population accounted for the vast majority (97.1 percent) of the County population in 2000; the remainder, 2.9 percent, was comprised of occupants of group quarters.*

or sold but not yet occupied; devoted to seasonal, recreational, or other occasional use; or vacant for other reasons.

- Single-family detached housing units comprised 59 percent of all housing units in the City of Racine in 2000; single-family attached housing and other housing in structures of two or more units comprised 41 percent. The proportion of single-family detached housing in the City of Racine (59 percent) exceeded the proportion for the Southeastern Wisconsin Region (57 percent), but was less than the proportion for the County (68 percent) and the State (66 percent).
- Of the total housing units in the City in 2000, 36 percent were built before 1940; 33 percent were built between 1940 and 1959; 24 percent were built between 1960 and 1979; and 7 percent were built between 1980 and 2000. The median year built for all housing in the City was 1951. This compares to a median year built of 1961 for Racine County, 1959 for the Southeastern Wisconsin Region, and 1965 for the State.
- As reported in the 2000 census, gross rent includes the contract rent plus the monthly costs of utilities (electricity, gas, water, and sewer) and fuel (oil, coal, etc.). The gross rent was less than \$500 for 43 percent of the renter-occupied housing units in the City; between \$500 and \$749 for 44 percent; between \$750 and \$999 for 8 percent; and \$1,000 or more for 2 percent. The balance, 3 percent of the rental units were occupied without cash rent. The median gross rent for renter-occupied housing units in the City was \$520 in 2000. This is somewhat less than the median gross rent for Racine County (\$548), the Southeastern Wisconsin Region (\$578), and the State (\$540).
- The 2000 census includes information regarding the value of single-family housing units. That information pertains to owner-occupied one-family housing units on lots of less than 10 acres with no business or medical office on the property, excluding mobile homes. The value data reflect the census respondent's indication of how much the property would sell for if it were for sale. In 2000, 77 percent of the specified owner-occupied housing units in the City were valued at less than \$100,000; 21 percent were valued between \$100,000 and \$199,999; and 2 percent were valued at \$200,000 or more. The median value for specified owner-occupied housing units in the City was \$83,600, significantly lower than the median value for Racine County (\$111,000), the Southeastern Wisconsin Region (\$130,700), and the State (\$112,200).

### ***Condition of Housing Stock***

The housing element must be based on appropriate data and analysis of housing conditions and needs. In particular, data regarding the existing physical condition of housing is important in determining the current and future housing needs of City residents. The following inventory of housing condition data was derived from the 2006 database of the City of Racine assessor office.

Local assessors maintain information about the physical condition and construction of residential units. This basic data includes building style, type of foundation, and interior and exterior construction materials. Additionally, assessors rate the overall physical condition or state of repair of the interior and exterior features of the dwelling relative to its age as well as quality and workmanship of the dwelling. The range of condition score ratings are:

Unsound – indicates that the dwelling is definitely structurally unsound and practically unfit for use.

Very poor – also indicates that the dwelling is definitely structurally unsound and practically unfit for use. Repair and overhaul is needed on painted surfaces, roofing, plumbing and heating. There is excessive deferred maintenance and abuse. Property is approaching abandonment or major reconstruction.

Poor – indicates that definite deterioration is obvious. Property is undesirable and barely usable.

Fair – indicates marked deterioration but is still quite usable. Property is rather unattractive and undesirable. Much repair is needed and many items need refinishing or overhauling. Deferred maintenance is obvious.

Average – indicates normal wear and tear relative to its age. Property has average attractiveness and is desirable. There is some evidence of deferred maintenance needed such as minor repairs and refinishing. All major components are still functional.

Good – indicates that minor wear and tear is visible. Property is slightly more attractive and desirable. No obvious maintenance is required, but neither is everything new. Appearance is above the standard relative to the property's age.

Very good – indicates slight evidence of wear and tear. All items are well maintained and have been overhauled and repaired as they showed signs of wear. There is little deterioration or obsolescence and a high standard of upkeep relative to its age.

Excellent – indicates near perfect condition. Property is very attractive and highly desirable. All items that can be normally repaired or refinished have been recently corrected, such as new roofing, paint, furnace overhaul, and state-of-the-art components. There are no functional inadequacies and all components are new or in like-new condition. Most new homes would receive a condition rating of excellent (unless constructed with substandard materials and workmanship).

In 2006, 1,385 housing structures were assessed as unsound/very poor/poor, about 6 percent of the total housing units in the City of Racine. Housing structures with a fair/average score numbered 14,489, about 60 percent, while housing structures with a good/very good/excellent score comprised 8,046 housing structures, or about 34 percent of housing structures in the City. It should be noted that the overall number of housing structures as presented here does not compare to the 2000 census data on number of housing units because an assessor counts each building as one unit, regardless of the number housing units in the building.

### ***Projections – Households***

Future household levels in the City were reported in Chapter III. Projections of total households for the City of Racine, as selected by the City, indicate that the number of households in City is projected to increase by about 920, or about 3 percent between 2000 and 2035.

## **PUBLIC INPUT—HOUSING ISSUES**

The comprehensive plan should address key housing issues based upon housing-related inventory information and input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007; input from the housing work group; and additional City efforts to gather public input, including a citywide online survey, a public input session, and a series of five neighborhood meetings, resulted in the identification of a number of housing related issues to be addressed in this element. These issues include:

- The plan should strive to provide for a variety of housing choices for various lifestyles, workforce needs, and special needs populations in the City.
- The plan should take into consideration the impacts of growth on efficient residential land development patterns and infrastructure, traffic congestion, long-range school facilities planning, and other quality of life issues.
- The plan should strive to promote housing designed to meet the needs of the elderly, owner-occupied single-family homes, and affordable housing.
- The plan should encourage mixed-use developments.
- The plan should encourage the redevelopment of older areas and commercial areas.
- The plan should promote more energy efficient lifestyles and sustainable development practices by encouraging infill development and redevelopment and energy conservation practices to help control utility and service costs.
- The plan should promote development patterns that take into consideration convenient access to services, shopping, employment, and improved integration with transportation facilities.
- The plan should recognize the impacts of land and construction costs and zoning regulations on opportunities for the development of affordable housing.
- The plan should strive to reduce the mismatch between housing and job locations and promote increased incentives by County and local units of government and agencies to help reduce housing costs.
- The plan should take into consideration the location of housing, structural accessibility, and the provision of an adequate supply of housing at reasonable costs.

## **HOUSING PROBLEMS/NEEDS**

Special tabulations of federal census data prepared for the U.S. Department of Housing and Urban Development provide insight into housing problems and needs within an area. This section summarizes that data for the City of Racine. This section also presents information regarding fair housing, subsidized housing, the homeless, the elderly, and the disabled population for consideration in the development of housing policies and programs.

### **HUD/Census Bureau Data on Existing Housing Problems and Needs (CHAS Data)**

Following the last two federal censuses (1990 and 2000), the U.S. Department of Housing and Urban Development (HUD) devised special tabulations of the census data, to provide a uniform measure of housing needs and problems for use in complying with housing planning requirements associated with various HUD grant programs. This data set has become known as “CHAS data”--since it was initially developed for use by communities and counties in preparing “comprehensive housing affordability strategies,” a requirement of jurisdictions participating in the various HUD-sponsored programs during the 1990s. CHAS data continue to be used in the preparation of consolidated plans--plans now required of jurisdictions participating in the federal Community Development Block Grant, HOME Investment Partnerships program, and certain other HUD-sponsored programs.

In the CHAS data, households were identified as having a housing problem if 1) they had a housing cost burden greater than 30 percent; 2) they lacked complete plumbing or kitchen facilities; or 3) they were overcrowded. Cost burden is the portion of a household's gross income spent on housing costs. For renters, housing costs include rent paid by the tenant plus utilities; for owners, housing costs include the mortgage payment, taxes, insurance, and utilities. In the CHAS data, overcrowding is defined as an average of 1.01 or more persons per room in the household.

About 9,500 households, or 30 percent of all households in the City of Racine, were identified in the CHAS data as having a housing problem in 2000. For 80 percent of these households, the classification stems from a high cost burden, rather than overcrowding or deficiencies in kitchen or plumbing facilities.

Of the 9,500 households identified as having a problem, 6 percent of those households were classified as "elderly" households and 94 percent were not. About 42 percent of these households were homeowners and 58 percent were renters. About 88 percent of the households had income less than or equal to 80 percent of the median family income. More specifically, about 40 percent of the households with housing problems were identified as extremely low income (less than 30 percent of the median family income); 27 percent were identified as very low income (30 to 50 percent of the median family income); and 20 percent were identified as low income (50 to 80 percent of the median family income).

In the seven-county Southeastern Wisconsin Region, CHAS-identified housing problems affect 27 percent of households. The 30 percent rate of housing problems in the City of Racine is slightly higher. For the seven counties in the Region, the percent of households with housing problems was as follows: Kenosha--24 percent; Milwaukee--31 percent; Ozaukee--22 percent; Racine--25 percent; Walworth--28 percent; Washington--21 percent; and Waukesha--23 percent.

### **Special Needs Housing**

People with special needs include certain groups that have greater financial difficulty and limited access to finding decent, accessible, affordable, short-term, and permanent housing. Special needs groups include the elderly, persons with disabilities, and homeless persons and may also include other classifications such as large households, single parent households, migrant laborers, victims of domestic violence, alcohol or substance addicted persons, chronically mentally ill persons, runaways, and people living with HIV. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In other instances, however, some form of assistance is needed. The housing needs of this segment of the population vary based on their circumstances, health, economic conditions and—for some—the success of educational, training, and treatment or counseling programs.

### ***Fair Housing***

Under Federal and State laws, fair housing is a civil right that guarantees equal housing opportunities for all persons regardless of race, color, religion, sex, disability, familial status, and national origin. The State fair housing law also prohibits housing discrimination based on source of income, age, ancestry, marital status, and sexual orientation. In effect, Federal and State housing laws make housing discrimination illegal against any individual in a protected class. These laws address a wide range of unlawful housing acts, or impediments, ranging from refusing to rent, sell, insure, construct, or finance housing to printing, publishing, or displaying advertisements or notices that indicate a preference affecting a protected class.<sup>4</sup>

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<sup>4</sup>*The City of Racine: Analysis of Impediments to Fair Housing, February 2006, identified impediments related to fair housing within the following: the City of Racine's policies, procedures and practices; Racine County, State, and Federal policies; and the private markets including mortgage lending, homeowners insurance, real estate sales and the rental market. These impediments were identified*

### ***Subsidized Housing***

One means of providing safe, sanitary, and affordable housing for lower income households is through government subsidies. A variety of subsidy mechanisms are available, including low-interest loans, developer subsidy, tax credits, and tenant subsidy.

Major rent subsidy programs available within the City of Racine include the Federal Section 8 and Section 202 programs and the Low Income Housing Tax Credit (LICHT) program, which is administered in Wisconsin by the Wisconsin Housing and Economic Development Authority (WHEDA). It is estimated that about 1,700 low-income households in the City of Racine were provided with rent-subsidized housing through the LICHT and Section 202 programs in 2006. Countywide, about 1,400 households received housing vouchers under the Federal Section 8 housing program. Section 8 vouchers are not assigned to specific communities; however, many of the 1,400 assisted households have found housing in the City of Racine.

In addition to rental housing subsidy programs, there are a number of other housing programs that provide financial assistance and counseling to those seeking affordable housing. These programs are discussed in later sections of this chapter.

In addition, there are other funding sources available for adaptive reuse housing projects, including mortgage guarantee programs (provided through HUD), Community Development Block Grants (CDBG), HOME Investment Partnerships, and state and federal brownfield grants. Despite the challenges to mixed-income developments and the environmental, building code, and structural accessibility concerns of rehabilitating existing buildings, there are many benefits to the community and the primary investor in using housing subsidies for such projects. Mixed-income developments and adaptive reuse housing projects targeted for low- and moderate-income levels in urban areas serve to maximize use of urban infrastructure; preserve the historic architectural design features of existing buildings; and provide housing with convenient access to basic urban facilities and services, including transit service.

### ***Elderly and Persons with Disabilities***

Special needs housing for the elderly and persons with disabilities include senior housing; retirement communities; group homes; assisted living facilities, and nursing home facilities. As the general population ages, affordability, transportation, and proximity to services become more important. In addition, the aging of the population creates an increasing need for housing that is design-accessible for occupants. Accessibility can be improved with designs that incorporate features that make homes adaptable to persons who require handicapped access inside and outside the home and that make homes more convenient, diminishing common household safety hazards.

The 2000 Census reported that about 10,000 persons in the City are age 65 and older; this represents 12 percent of the population of the City. The population of the City will continue to include long-time residents with a desire to remain in the area during their retirement years. Senior housing often involves living independently in smaller, affordable, and design-accessible housing units. A retirement community is a very broad term that covers many varieties of housing for retirees and seniors, including 55+ communities, active adult communities, and independent and assisted living facilities. These facilities offer a range of housing types, care services, and community amenities. Existing assisted living facilities and nursing homes in the City are described in the utilities and community facilities element (Chapter X) of the comprehensive plan.

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*through extensive research and interviews with community representatives by the study consultant, Metropolitan Milwaukee Fair Housing Council.*

Persons with disabilities are another segment of the population that may have special housing needs. The housing needs of persons with disabilities vary depending upon the type and severity of disability, thus requiring a range of housing with varying levels of care and services. The 2000 Census reported that about 14,700 persons age five and over had some type of disability—sensory, physical, mental, self-care, or employment-related; this represents 20 percent of the total population age five and over.

### ***Homeless Persons***

Homelessness<sup>5</sup> in the City of Racine can involve many homeless subpopulations, ranging from people who suffer chronic illness and are unable to maintain an independent household to the transitional homeless who may need short-term help from losing a home. Housing programs for the homeless are described in the Housing Programs and Organizations section later in this chapter.

## **HOUSING-RELATED ZONING PROVISIONS**

### **Housing-Related Zoning Regulations**

City of Racine zoning regulations have a direct bearing on the structure type, lot size or density, and size of housing unit that may be provided, and thus may influence the cost of housing within the City. As part of the comprehensive planning process, residential zoning district regulations set forth in the City of Racine Zoning Ordinance were analyzed, focusing on the residential structure types permitted along with minimum lot area requirements and minimum floor area requirements.

Key residential zoning district regulations for the City of Racine are summarized in Table 3. This table lists residential zoning districts which allow--as a principal or conditional use--various types of residential development. It does not reflect special zoning provisions for manufactured housing or mobile homes, housing conversions, senior housing, planned unit developments, or sub-standard lots. Business districts which permit residences in addition to the business uses are not included. As indicated in Table 3, the City zoning ordinance includes provisions for single-family, two-family, and multi-family housing. All of the individual residential districts specify minimum lot area requirements. The smallest single-family lot size permitted is 6,000 square feet. The City ordinance does not include minimum floor area requirements in their residential zoning districts.

In addition, the City ordinance includes a Flex Development Overlay District. This overlay district is intended to permit redevelopment of property in circumstances in which a property, including its structures, site improvements and infrastructure, is suitable for reuse but the reuse is not consistent with the underlying zoning district; rezoning to another classification would permit other uses potentially detrimental to surrounding properties; and any potentially adverse effects of the intended reuse can be mitigated by conditions on the reuse.

### ***Traditional Neighborhood Development Ordinances***

Section 66.1027 of the Wisconsin Statutes requires any city or village with a population of 12,500 or more residents to include provisions that would accommodate “Traditional Neighborhood Developments”

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<sup>5</sup> HUD defines “homeless” or “homeless individual” or “homeless person” as “(1) an individual who lacks a fixed, regular, and adequate nighttime residence; (2) an individual who has a primary nighttime residence that is — (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human being. The official federal definition of homeless is found in the United States Code, Title 42, Chapter 119, Subchapter I.

(TNDs). TNDs are intended to be unified neighborhoods with a compact mix of land uses and access to various transportation modes integrated into the neighborhood. It is characterized by human scale design, a concern for walkability, increased density, and may feature alleys, grid street pattern, buildings oriented to the street, front porches on houses, and village squares, among other design features. The City of Racine has adopted a TND ordinance.

## **CITY OF RACINE HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The housing element goals, and objectives, along with the policies and implementing programs were developed based upon the housing data inventoried, and the results of the public participation process including input from public opinion surveys and other public input exercises, and input from the Racine County Housing Work Group.

The following City of Racine housing-related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

### **City of Racine Housing Goals**

- Goal VIII-1:** Provide opportunities for an adequate housing supply that will meet the needs of all residents and result in a broad range of choice among housing designs, sizes, types, and costs, recognizing the changing trends in age-group composition, income, and household types.
- Goal VIII-2:** Promote the coordination between land use and housing development that supports a range of transportation choices.
- Goal VIII-3:** Provide adequate infrastructure and public services and an adequate supply of land for development and redevelopment to meet existing and future market demand for residential, commercial, industrial, and institutional uses.
- Goal VIII-4:** Encourage a public participation process that provides equity and fairness to property owners and other stakeholders, balanced with responsible land use.
- Goal VIII-5:** Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial uses.
- Goal VIII-6:** Encourage growth in owner-occupied residential units.
- Goal VIII-7:** Encourage responsible property ownership.
- Goal VIII-8:** Promote the development of neighborhood identity.

### **City of Racine Housing Objectives**

- Provision of additional housing, including an appropriate mix of housing types and styles, sufficient to accommodate the projected increase in households, matching housing types to changing household characteristics and needs.
- Provision of housing opportunities to accommodate lower income households and persons with special needs.

- Provision of housing that maintains and enhances the character of the City and its neighborhoods.
- Provision of additional housing in areas recommended for such use in the land use plan element.
- Provision of housing at densities that are properly related to the availability of sanitary sewer service, water supply, and basic urban services and facilities.
- Provision of housing opportunities for workers in proximity to their place of work.
- Maintenance and rehabilitation, as appropriate, of the existing housing stock.

### **City of Racine Housing Policies and Programs**

- Encourage homeownership opportunities and retention of existing rental housing at prices aligned with the wages and incomes of area residents.
- Support the full range and variety of housing structure types, including single-, two-, and multi-family, accessory, and live/work dwellings, at flexible densities, as appropriate, including mixed-use development patterns.
- Encourage housing design that supports the conservation, enhancement, and continued vitality of areas with special scenic, historic, cultural, or architectural value.
- Encourage resource efficient technologies and materials in housing construction to increase the useful life of housing units and minimize maintenance and operational costs of new and existing housing.
- Consider and protect the property rights of residential property owners to minimize risks and maximize benefits of ownership to enhance community pride and character.
- Promote accessible housing features in new residential construction to accommodate all population and age groups.
- Support programs relating to the existing housing stock that enable low-income persons, first-time homebuyers, disabled, and elderly households to maintain, repair, convert, rehabilitate housing, and improve accessibility.
- Enable the elderly and disabled to remain in the City as their needs change by supporting smaller homes, accessory dwellings, nursing homes, community based residential facilities, and other types of assisted living residential arrangements.
- Encourage motorized and non-motorized travel connectivity between adjacent housing developments in and between neighborhoods, to assure reasonable mobility and access to multi-modal transportation systems, and to encourage housing opportunities in proximity to places of employment.
- The City of Racine should review, and consider amending where necessary, zoning and land division ordinances to accommodate existing and future housing needs described in the housing element.

- The City of Racine should study the potential of creating a model residential development incentive program that could include a streamlined permitting process, density bonuses, reduced or waived application fees, and reduced impact fees to encourage higher-density, lower cost housing developments.
- The City of Racine should consider working with other communities in Racine County in standardizing, to the extent practicable, development review processes and permit fees that would result in uniformity in definitions, administrative processes, and approval procedures for housing developments within Racine County.
- Encourage infill development, rehabilitation, and revitalization practices that benefit existing residents, prevent their displacement, and improve the tax base, availability of jobs, and community facilities.
- Encourage responsible property ownership and property management.
- Continue cooperative efforts between the Racine County and City health departments to enforce State public health Statutes, and local ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard.
- Support efforts by appropriate government and non-profit organizations, including churches, to provide needed housing—such as emergency housing transitional housing, independent living, family based living, or institutional housing—for special needs populations and homeless persons.
- Continue the cooperation between the City, non-profit entities, and the housing development community to utilize available housing funding and assistance programs that facilitate the provision of affordable owner-occupied, rental, and rehabilitated or adaptively reused housing in the City.
- Study the potential for homeownership opportunities in new or existing multi-dwelling housing to integrate other types of specialty housing, where applicable, such as “cooperative housing,” “co-housing,” and university- or campus-related housing to meet the needs of residents.
- Consider the recommendations from the “Analysis of Impediments to Fair Housing” 2006 report, including an expansion of housing options and affordability; facilitating education, training, counseling, accessibility, and mobility, and down payment programs; and updating any fair housing ordinances.

## **HOUSING FINANCIAL AND TECHNICAL ASSISTANCE PROGRAMS AND ORGANIZATIONS**

There are numerous government sponsored housing programs, housing organizations, and community based organizations that can help meet the housing needs of City of Racine residents. Many of the programs available in the City are administered through local government and community based organizations that receive funding from local, State, and Federal government and private sources. The full array of programs and funding is continually changing. The following sections describe key existing programs that are intended to prevent homelessness, provide temporary housing, increase access to lower-cost home ownership, and encourage development of lower-cost housing and rehabilitation.

## **Federal and State Housing Programs and Organizations**

There are a variety of housing assistance programs administered by Federal and State agencies to address housing issues. These include federal programs sponsored or funded by the U.S. Department of Housing and Urban Development (HUD); the Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD); the Wisconsin Housing and Economic Development Authority (WHEDA), and others. Table 4 presents a brief description of the key State and Federal housing programs available in the City of Racine. Details regarding these programs can be found on the websites of the sponsoring agencies. In addition, the following guides prepared by the Wisconsin DHCD provide contacts for, and descriptions of, financial and informational sources available for low- and moderate-income households in the State:

- Household Housing Guide, July 2007, <http://commerce.wi.gov/CDdocs/BOH-Fact-Sheets/cd-boh-housing.pdf>.
- Rental Housing Guide, February 2007, <http://commerce.wi.gov/CDdocs/BOH-Fact-Sheets/cd-boh-rental.pdf>.

## **Housing Programs and Organizations Within the City of Racine**

### ***Emergency Shelter Programs***

HUD defines emergency shelter as any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary or transitional shelter for the homeless in general or for specific populations of the homeless. The length of stay generally ranges from one night to sixty days. In the City of Racine, there are five emergency shelters, most of which serve specific populations. Additionally, the American Red Cross provides emergency housing services as part of its disaster relief program, and there are organizations that provide emergency rental assistance to prevent homelessness, including the Racine/Kenosha Community Action Agency and Racine County Workforce Development. The five emergency shelter operations are described below.

- *HALO, Inc. (Homeless Assistance Leadership Organization):* <http://www.haloinc.org>  
Incorporated in 2005, HALO is nonprofit organization that provides emergency shelter in the City of Racine for men, women, and children, with a capacity to serve about 120 individuals (plus 30-person temporary overflow) each night. It also coordinates supportive services to promote self-sufficiency in adults, offers homeless children support through stable living and learning environments, and provides community leadership to prevent chronic homelessness. Some of HALO's support services include financial counseling, job and vocational training, AODA (alcohol or other drug abuse) counseling, mental health counseling, life skills training, transitional housing services, and children's advocacy.
- *Love & Charity Mission*  
The Love & Charity Mission provides emergency shelter in the City of Racine for homeless persons aged 18 years and older, with a capacity for 22 individuals. The Mission also offers services through its food bank, clothes bank, and meal program.
- *Project New Life (Abundant Life)*  
Started in 1999, Project New Life is a nonprofit organization that provides emergency shelter in the City of Racine, with a capacity for 5 individuals, and life skills training to homeless persons with AODA issues.

- *SAFE Haven of Racine, Inc:* <http://www.safehavenofracine.org>  
The SAFE Haven of Racine Youth Shelter program provides food, clothing, shelter, mediation, and case management services to runaway and homeless youth between the ages of ten and seventeen, with a capacity for 8 individuals. Youth may stay for up to two weeks, if they attend school and comply with basic shelter rules. The shelter, located in the City of Racine, is open 24 hours a day, and all services are free and confidential.
- *Women's Resource Center:* <http://www.wrcracine.com>  
Women's Resource Center provides emergency shelter in the City of Racine and transitional housing for female and child survivors of domestic violence and/or sexual assault, as well as a broad range of counseling, supportive and advocacy services for women and children. The capacity of the emergency shelter is for 31 individuals.

### ***Transitional Housing Programs***

HUD defines transitional housing programs as programs that are designed to provide housing and appropriate support services to homeless persons that will facilitate movement to independent living within twenty-four months. As part of the Continuum of Care (CoC) to move individuals from homelessness to permanent housing, the emergency shelters in the City of Racine either operate transitional housing programs or collaborate with transitional housing programs. Transitional housing opportunities in the City of Racine are described below.

- *Bethany Apartments (Catherine Marian Housing):* <http://www.racinedominicans.org/pages/bethany.cfm>  
Located in a twelve-unit apartment building in downtown Racine, Bethany Apartments provides transitional housing and supportive services to women and children who are survivors of domestic abuse. Bethany Apartments operates 8 units, with a total of 34 beds. The organization's main goals are to provide safe, decent, affordable housing to women and children who have suffered abuse; to enhance this assistance with supportive services that will enable the participants to regain their self-esteem and develop the skills needed to live independent lives; and to empower the women and children to become role models of non-violence in their relationships and in their families.
- *HALO, Inc. (Homeless Assistance Leadership Organization):* <http://www.haloinc.org>  
HALO provides transitional housing in the City of Racine for men, women and children. HALO operates 17 units, with a total of 40 beds, at various sites throughout the City of Racine. Transitional housing also receive supportive services to promote self-sufficiency, including financial counseling, job and vocational training, AODA (alcohol or other drug abuse) counseling, mental health counseling, life skills training, and children's advocacy.
- *SAFE Passage Transitional Living Program:* <http://www.safehavenofracine.org>  
The SAFE Passage Transitional Living Program is a community-based program for homeless youth, ages eighteen to twenty-one, who are in need of housing, and educational, emotional, and fiscal support. Within the City of Racine SAFE Passage provides housing, with a capacity for 8 individuals; food and clothing; confidential case management and aftercare services; and instruction in independent living skills.

### ***Permanent Supportive Housing Programs***

HUD defines permanent supportive housing as permanent housing for homeless persons with disabilities. Basically, it is long-term community-based housing and supportive services for homeless persons with disabilities. The intent of this type of housing is to enable the special needs population to live as independently as possible in a permanent setting. The supportive services may be provided by the organization managing the housing or coordinated by the applicant and provided by other public or private service agencies.

- *Transitional Living Services (TLS): <http://www.tlsservices.org>*  
Transitional Living Services (TLS) is a non-profit social services agency that works with adults with chronic and persistent mental illness. These services are generally provided based on referrals from the Racine County Human Service Department or member organizations of the Homeless Assistance Coalition. TLS housing assistance programs include permanent supportive housing in the City of Racine, with a capacity for 25 individuals.
- *Project New Life (Abundant Life)*  
Project New Life provides permanent supportive housing in the City of Racine, with a capacity for 10 individuals, and life skills training to homeless persons with AODA (alcohol or other drug abuse) issues.

### ***Permanent Housing Programs***

Permanent housing is intended to be a long term housing solution. There are many programs that assist renters and facilitate access to home ownership.

#### *Subsidized Programs*

Subsidized programs are based on income eligibility requirements and provide all or a portion of an individual's rent. The subsidy may be a voucher, which allows an individual to locate rental housing of the person's choice that meets health and safety criteria set forth by the subsidizing agency. A subsidy could also mean a particular unit or complex of rental housing that is subsidized.

#### *Housing Authority of Racine County (HARC): <http://www.rcha.org/index.cfm>*

The Housing Authority of Racine County (HARC) works to ensure that quality affordable housing is available for low- to moderate-income families in Racine County, primarily through vouchers for rental properties, and through the promotion of programs for home ownership, self-sufficiency and urban stability. HARC administers four main programs applicable to the City of Racine:

- Housing Choice Voucher (HCV, better known as Section 8) – Under this HUD-funded program administered by HARC, families generally pay the greater of 10 percent of monthly income or 30 percent of their adjusted monthly income toward the cost of the rent of the unit, with HARC paying the difference between the tenant's portion and the contract rent. HARC serves extremely low- and very low-income families in this program. Families are selected from the waiting list by the date and time of their application. As of 2008, HARC had approximately 1,500 vouchers available for Racine County residents.
- Family Self-Sufficiency (FSS) – FSS is a program that encourages communities to develop local strategies to help voucher families obtain employment that will lead to economic independence

and self-sufficiency. HARC works with welfare agencies, schools, businesses, and other local partners to develop a comprehensive program that gives participating FSS family members the skills and experience to enable them to obtain employment that pays a living wage.

- Homeownership – This program is designed for HCV participants who wish to purchase their first home but need help meeting the monthly mortgage and other homeownership expenses. Eligibility requirements include sustainable employment, income qualified, and homeownership counseling.
- Handicapped Housing – HARC owns and operates eight units that are for the sole use of handicapped residents. These units are in two fourplex apartment buildings located in the City of Racine.

### ***Housing Program Funders/Fund Administrators***

*City of Racine:* <http://cityofracine.org>

The City of Racine has a consolidated plan to address housing and community development issues. The plan and its implementation are led by the City Development Department, and involve numerous nonprofit organizations, faith-based organizations, and the for-profit and business sectors, as well as other City departments.

- *City Development Department*  
The City Development Department administers a multi-faceted housing and community development program that addresses the needs of its low- and moderate-income population, and eliminates blight in the City. As an entitlement community, the City of Racine receives direct funding from the Federal Department of Housing and Urban Development (HUD) for the following three programs:
  - *Community Development Block Grant (CDBG)*  
HUD provides community development block grants to entitled counties, entitlement communities, and States (for distribution to non-entitlement communities) for housing programs that principally benefit low- and moderate-income households and other community development purposes. Participating communities and counties develop their own specific programs and funding priorities under the CDBG program; however, maximum priority must be given to activities which either benefit low- and moderate-income persons or aid in the prevention or elimination of blight or slums. The City of Racine is designated an entitlement community and currently receives and administers CDBG funding directly from HUD.
  - *The HOME Investment Partnership (HOME)*  
HOME is the largest Federal block grant to State and participating local governments and HOME consortiums designed to create affordable housing for low- and very low- income households. Each year, HUD distributes about \$2 billion in HOME funding to State and local governments and HOME consortiums based on formula grants to fund a wide range of activities including building, buying, and rehabilitating affordable housing for rent or homeownership, and for the direct provision of rental assistance to low-income households. The City of Racine is designated as an entitlement community for the HOME program and currently receives and administers HOME funding directly from HUD.

The HOME program allows the City of Racine to use HOME funds for grants, direct loans, loan guarantees or other forms of credit assistance, or rental assistance or security deposits for eligible households. Eligible activities include the provision of funds to qualifying homeowners and new homebuyers for home purchasing or rehabilitation finance assistance; financial assistance to build or rehabilitate housing for rent or ownership; site acquisition or improvement; demolition costs to make way for HOME-assisted development; and payment of relocation expenses. HOME funds may also be used to provide tenant-based rental assistance. For rental housing and assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20 percent of the units must be occupied by households with incomes that do not exceed 50 percent of the HUD-adjusted median income. The incomes of households receiving HUD assistance must not exceed 80 percent of the area median income. The HOME program requires that each participating local government match 25 cents of every dollar in program funds to support affordable housing.

- *Emergency Shelter Grant (ESG)*

HUD's Emergency Shelter Grant (ESG) assists in providing shelter and transitional housing, homeless prevention programs, and essential social services to homeless people and families. ESG funding can be used to increase the capacity of existing shelters and transitional housing programs, to modify existing shelters and transitional housing in order to improve accessibility, and to develop additional shelter and transitional housing in areas where shelters do not exist. The City of Racine is designated as an entitlement community for the ESG program and currently receives and administers ESG funding directly from HUD.

- *City Housing Department*

The City of Racine Housing Department administers several loan programs to assist in housing rehabilitation efforts. Main loan programs include:

- *Homeowner Deferred Rehabilitation Loan Program:* This program is a fixed rate homeowner low interest loan program, with interest and principal repayments deferred until the property is sold or transferred. Loans are limited to single and two family residential structures. Priority consideration is given to the rehabilitation of properties most in need of repair and whose rehabilitation will yield significant benefit to the neighborhood. Loan funds may be used for the correction of major housing and building code violations, weatherization, exterior rehabilitation and selected interior repairs. The loan carries a 3 percent interest rate for a term up to 20 years. All loans are secured by a mortgage on the property.

- *Homeowner Fixed Interest Rehabilitation Loan Program:* This program provides for a fixed interest rehabilitation loan, with the interest rate based upon the income of the homeowner. Priority consideration is given to rehabilitation projects that will yield a significant benefit to the neighborhood. The interest rate on the loan is 3 percent or 5 percent, depending on the income of the applicant. Only homeowners with low- or moderate-incomes, as defined by HUD, are eligible to participate. The loan proceeds may be used for the correction of major housing and building code violations, weatherization, exterior repairs and selected interior repairs. The loan term can be for up to 20 years. Monthly repayment of the principal and interest is required. All loans are secured with a mortgage on the property.

- *Rental Assistance Rehabilitation Program:* This program provides loan funds for the rehabilitation of non-owner occupied residential property occupied by low- and moderate-income tenants. Loans may be available for up to 75 percent of the cost of the rehabilitation project. The loan rate is 5 percent with term up to 20 years. Loan funds may be used for the correction of major housing and building code violations, weatherization, exterior repairs and limited interior repairs. All loans are secured with a mortgage on the property. Eligibility for the program is based upon the income of the tenants.
- *Mixed Use Rehabilitation Loans:* This program provides loan funds for the rehabilitation of residential units contained in mixed use structures. Loan funds may be used only for interior rehabilitation work of the residential portion of the building. Loan amounts may be up to \$8,000 per dwelling unit, with a maximum of two units assisted in any one structure. The interest rate is 5 percent with a term of up to 20 years. All loans are secured with a mortgage on the property.
- *City Fair Housing Department*  
Federal and State laws make housing discrimination illegal against any individual in a protected class (protected classes include: race, color, sex, national origin/ancestry, religion, age, disability/handicap, marital status, lawful source of income, sexual orientation, and family status). These laws also address a wide range of unlawful housing acts ranging from refusing to rent, sell, insure, construct, or finance housing to printing, publishing, or displaying advertisements or notices that indicate a preference affecting a protected class. The City of Racine Fair Housing Department provides fair housing (anti-discrimination) investigative and enforcement services, conducts educational seminars for housing consumers and members of the housing industry, and provides legal referrals. The department receives financing from the City of Racine through the CDBG program.
- *City Health Department*  
Lead poisoning in children can reduce IQ, cause learning disabilities, and impair hearing. At higher exposures, lead can damage a child's kidneys and central nervous system, and cause anemia, coma, convulsions, and even death. Homes built before 1950 have a high likelihood of having lead-based paint or varnish on interior and exterior surfaces. Homes built between 1950 and 1978 could contain lead-based paint or varnish on interior and exterior surfaces. The use of lead-based paint and varnish in homes was banned in 1978, so homes built after 1978 have a very low likelihood of having lead-based paint or varnish. The median year built for homes in the City of Racine is 1951, which means lead poisoning is a concern. The City of Racine Health Department is a partner in the Kenosha/Racine Lead-Free Communities Partnership Program, which aims to provide lead education, home lead abatement services, and lead-safe contractor training. The home lead abatement program assists families and individuals that meet income requirements, with priority going to households with children under the age of six, pregnant women, and residential-based daycare facilities. The program includes a risk assessment to identify lead hazards and lead removal needs.

### ***Community Housing Development Organizations (CHDO)***

*Neighborhood Housing Services of Southeastern Wisconsin, Inc. (NHS): <http://www.nhswi.org>*

Since its incorporation in 1982, Neighborhood Housing Services of Southeastern Wisconsin, Inc (NHS) has worked to renew pride, restore confidence, promote reinvestment, and revitalize targeted neighborhoods through the efforts of local residents acting in concert with financial institutions, corporate enterprise and the business community, foundations and local governments. To this end, NHS focuses on increasing home ownership and improving affordable housing stock in a way that will enhance

neighborhoods' long-term viability. NHS programs for potential homeowners include one-on-one pre-purchase counseling, homebuyer workshops and post-purchase counseling.

*Racine Housing & Neighborhood Partnership (RHNP)*

The Racine Housing and Neighborhood Partnership (RHNP) is a targeted effort to revitalize central-city housing in Racine. Started in January 1998, the RHNP offers programs designed to increase the rate of owner-occupancy, provide new home ownership opportunities, improve the housing stock and raise property values. Specifically, the RHNP offers counseling and training for new homeowners; down payment assistance; purchase and rehabilitation of existing homes and construction of new homes for sale to owner-occupants; and loans to help existing homeowners and investor-owners rehabilitate their properties, including forgivable loans for owner-occupants.

***Other Non-Profit Housing Developers***

*Racine Habitat for Humanity: <http://racinehabitat.org>*

Habitat for Humanity (HFH) builds and renovates homes with the help of future homeowners through donations of money, materials, and volunteer labor, and then sells the homes to the partner families at no profit. Located in the City of Racine, the Racine Chapter of HFH collaborates with the City, Racine County and the Housing Authority of Racine County to construct and rehabilitate housing units, most of which are located in low-income, high-minority areas of the City.

***Supportive Services***

Supportive service organizations provide services to individuals to enhance their ability to become self-sufficient or to prevent homelessness. The organizations below are part of the collaborative effort in Racine County, Continuum of Care (CoC), which strives to prevent homelessness and help individuals to maintain and secure permanent affordable housing.

*Racine/Kenosha Community Action Agency: <http://www.rkcaa.org>*

The Racine/Kenosha Community Action Agency (RKCAA) is a HUD-certified counseling agency that provides a range of housing assistance services to homeless persons or those at risk of becoming homeless in Racine County. Some of RKCAA's housing-related services include providing households with rent, escrow or mortgage assistance, energy assistance, weatherization, lead removal, and advocacy to connect people to housing resources, health care providers and public benefit programs. In addition, the organization provides hands-on assistance in searching for housing, negotiating with landlords or mortgage companies, and arranging for additional support based on a case-by-case assessment.

*Housing Resources, Inc. (HRI): <http://www.hri-wi.org/index.html>*

Housing Resources, Inc. provides home buyer counseling to persons purchasing homes, as well as home owner counseling to sustain homeownership.

*Center for Veterans Issues (CVI): <http://www.cvivet.org/housing.htm>*

CVI offers programs and services to veterans, including day services; education, training and employment services; drug and alcohol counseling; mental health services; food and nutritional programs; outreach to the community; motivational and self-esteem groups; money management and budgeting; and permanent housing referrals. Services provided by CVI are available to both male and female veterans.

*Legal Action of Wisconsin: <http://www.badgerlaw.net/Home/PublicWeb/LAW/localofficeRacine>*

Legal Action of Wisconsin, Inc. works to prevent homelessness and to preserve and expand the availability of affordable housing through legal advocacy and by building community collaborations. Legal Action considers cases for representation that impact the ability to secure and maintain safe and

affordable housing, such as eviction defense, foreclosure defense, administrative hearings relating to public and subsidized housing, housing conditions and habitability, and access to affordable housing.

*Wisconsin Home Energy Assistance Program:* <http://www.homeenergyplus.wi.gov>

The Wisconsin Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP), the Wisconsin Weatherization Assistance Program (WisWAP), Lead Hazard Reduction Program, and other related programs. Households with income at or below 150 percent of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. In the City of Racine, the Racine/Kenosha Community Action Agency administers these energy assistance programs.

*Wisconsin Historic Home Owner's Tax Credit:* <http://www.wisconsinhistory.org>

A 25 percent Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. More information is available from the Wisconsin Historical Society.

*Tomorrow's Home Foundation:* <http://www.tomorrowshomefoundation.org>

A non-profit organization started by the Wisconsin Manufactured Housing Association in 2000, Tomorrow's Home Foundation created a method and mode for disposing of old, uninhabitable mobile homes that were blighting the countryside. It also assists disabled persons in the purchase of a manufactured or modular home via a down-payment assistance grant, and provides emergency assistance grants designed to provide critical repairs so that individuals and families can stay in their manufactured or mobile home. The grant program, called the Helping Hand Assistance Program, is a forgivable loan program designed to assist low-income homeowners that need critical mobile home repairs. Critical home repairs are defined as those that are essential to remain in the home, and do not include items deemed to be cosmetic in nature. In order to be eligible, the homeowner must have owned the home for over 12 months, and the household income must be at or below 50 percent of the County median income. The maximum funding is \$1,500, and the applicant must provide at least 10 percent of the project cost.

*Homeless Assistance Coalition of Racine (HAC):*

The Homeless Assistance Coalition of Racine was formed in 1996 as a collaborative community-based effort to coordinate services, share information, increase funding, and eliminate duplication and gaps in services for homeless individuals and families. The coalition consists of over 30 agencies and organizations, and members meet every month to discuss programmatic and administrative issues and to decide upon coordinating strategies. HAC goals are focused in the areas of: prevention, community needs assessment, coordination of resources, emergency shelter, transitional housing, permanent housing, support services, and outreach, intake and assessment. HAC coordinates the activities of the Continuum of Care (CoC) in Racine County.

*Racine Vocational Ministry (RVM):* [www.rnvracine.org](http://www.rnvracine.org)

Racine Vocational Ministry is a faith-based social service agency. One of its programs assists homeless persons to develop employment skills and access employment.

*SAFE Start*

SAFE Start is part of the Women's Resource Center, and provides services to young, single mothers and their children who are homeless survivors of domestic violence.

*Society's Assets, Inc.:* <http://www.sai-inc.org>

Society's Assets, Inc. is an Independent Living Center, providing comprehensive services to assist seniors and people of all ages with disabilities to live independently. Some of these services include: information

and referral, advocacy, peer support, independent living skills, nursing home transition, case management, representative payee, personal care, home care, adaptive equipment demonstration and try-out, and disability resources. Also provided are home modifications assessments; personal safety assessments; and project consultation for accessibility, funding resources, and loan programs.

*Transitional Support Services (TSS)*

TSS is a collaboration of Family Service of Racine and Focus on Community to provide mental health and AODA services to homeless persons in Racine County.

**"Green" Development Related Programs**

*Energy Star Qualified Homes: [www.energystar.gov](http://www.energystar.gov)*

Homes that earn the ENERGY STAR must meet guidelines for energy efficiency set by the U.S. Environmental Protection Agency. ENERGY STAR qualified homes have energy-saving features that typically make them 20 to 30 percent more efficient than standard homes. ENERGY STAR qualified homes can include a variety of energy-efficient features, such as effective insulation, high performance windows, tight construction and ducts, efficient heating and cooling equipment, and ENERGY STAR qualified lighting, water heaters, and appliances. New homes that qualify as ENERGY STAR provide greater comfort and durability for home buyers as well as savings in utility costs.

*Focus on Energy-Energy Star Mortgages: [www.focusonenergy.com](http://www.focusonenergy.com)*

Through the Focus on Energy program and participating lenders, Energy Star Mortgages are available to those who purchase a Wisconsin Energy Star home. Benefits include reduced closing costs and qualifying for a slightly larger mortgage loan due to increased energy savings.

*Green Built Home: [www.greenbuiltime.org](http://www.greenbuiltime.org)*

Green Built Home is a national award winning green building initiative that reviews and certifies new homes and remodeling projects that meet sustainable building and energy standards. The program was founded in 1999 by Wisconsin Environmental Initiative (WEI) in partnership with the Madison Area Builders Association and is implemented in cooperation with other participating builders associations, utilities, and organizations that promote green building and energy efficiency. Green Built Home is administered throughout Wisconsin and is the only such program in the upper Midwest. Green Built Home provides neutral third party certification of green building practices that meet environmental, health, and energy standards. Support for Green Built Home comes from builder enrollment and home registration fees as well as organizations that promote green building and energy efficiency for Wisconsin.

*LEED Program: [www.usgbc.org](http://www.usgbc.org)*

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System™, created by the U.S. Green Building Council (USGBC), is a nationally recognized benchmark or standard for the design, construction, and operation of high performance green buildings. LEED gives building owners and operators the tools they need to have an immediate and measurable impact on their buildings' performance. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.

**CONCLUDING REMARKS**

The projections of population, households, and employment for the City of Racine presented in this report are largely based on projections developed by the Regional Planning Commission utilizing 2000 Federal census data. It is recommended that projections for population and households be reevaluated after data

from the 2010 Federal census becomes available. The reevaluation should take into account not only new census information but also evaluate future events or factors that could affect growth in population, households, and jobs. Examples of future events or factors that should be taken into consideration include:

- Development of a commuter rail line through the City of Racine (KRM);
- Implementation of adopted neighborhood plans;
- Redevelopment on tracts of land in the City, such as the former Walker Manufacturing site, or outside of the City, such as the former Case “South/Clausen Works;”
- Adaptive reuse of sites such as the Horlick Malted Milk facilities; and
- Major changes to the economic climate of the City (i.e., changes in available jobs).

As revisions to the projections of population, households, and employment, if any, for the City of Racine are developed, it may be necessary to evaluate the potential impacts of revised projections on plan recommendations contained in all elements of the comprehensive plan.

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**Table 3**

**MINIMUM LOT SIZE AND FLOOR AREA REQUIREMENTS FOR RESIDENTIAL ZONING DISTRICTS IN THE CITY OF RACINE: JULY 2009**

Residential Zoning District	(Permitted) Minimum Lot Size	Minimum Floor Area (square feet)
R1 Single-Family Residence District	8,400 square feet	Not Specified
R2 Single-Family Residence District	6,000 square feet	Not Specified
R3 Limited General Residence District	Single-family and community living with 8 or fewer persons: 6,000 square feet Community living with 9-15: 12,000 square feet Two-family: 3,000 square feet/du Efficiency and 1bedroom: 2,400 square feet/du Three bedroom or larger: 2,700 square feet/du	Not Specified
R4 General Residence District	Single- and two-family: 6,000 square feet Single-family and community living with 8 or fewer persons: 6,000 square feet Community living with 9-15: 12,000 square feet Efficiency and 1bedroom: 1,500 square feet/du Two-bedroom: 1,800 square feet/du Three bedroom or larger: 2,100 square feet/du	Not Specified
R5 General Residence District	Single- and two-family: 6,000 square feet Single-family and community living with 8 or fewer persons: 6,000 square feet (Conditional: 800 square feet/bedroom) Community living with 9-15: 12,000 square feet (Conditional: 800 square feet/bedroom) Efficiency and 1bedroom: 700 square feet/du Two-bedroom: 850 square feet/du Three bedroom or larger: 1,000 square feet/du	Not Specified
R6 General Residence District	Single- and two-family: 6,000 square feet Single-family and community living with 8 or fewer persons: 6,000 square feet (Conditional: 800 square feet/bedroom) Community living with 9-15: 12,000 square feet (Conditional: 800 square feet/bedroom) Efficiency and 1bedroom: 350 square feet/du Two-bedroom: 450 square feet/du Three bedroom or larger: 550 square feet/du Boarding and fraternity: 325 square feet/unit	Not Specified
Flex Development Overlay District	--	Redevelopment of property suitable for reuse.

Source: SEWRPC.

**TABLE 4**  
**SELECTED GOVERNMENT SPONSORED HOUSING PROGRAMS AVAILABLE IN THE CITY OF RACINE**

Sponsor	Program Name	Description <sup>3</sup>
U.S. Department of Housing and Urban Development (HUD)	Section 8: Housing Choice Voucher Program	Vouchers are provided to eligible households who are either very low-income families; elderly; or disabled so they may obtain housing in the private market. Applicants that obtain housing with a voucher pay no more than 30% of their adjusted family income for the unit.
	Section 8: Project-Based Assistance	HUD provides rental subsidies to project owners on behalf of tenants who are either very low- or low-income families; elderly; or disabled. Tenants pay no more than 30% of the family's monthly adjusted income for rent. Though funding is no longer available for new Section 8 projects, property owners that are already receiving funding may continue to participate in the program through the renewal of their contracts. If property owners choose not to renew their contracts, tenants living in these properties will be provided with Section 8 tenant-based vouchers.
	Section 202: Supportive Housing for the Elderly	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of structures to provide housing for very-low income elderly persons. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30% of their monthly adjusted income for rent.
	Section 811: Supportive Housing for Persons with Disabilities	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of rental housing for very-low income people with disabilities. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30% of their monthly adjusted income for rent.
	HOME Investment Partnerships Program	HUD provides funding for this housing block grant program directly to the City of Racine, which is an entitlement community; other communities can apply to the State for HOME funding. Under this program, HUD HOME funds are provided through WDOC to local units of government, housing authorities, and nonprofit organizations, which, in turn, develop affordable housing programs that are appropriate in their communities (see Wisconsin Department of Commerce, below, for more information).
	Community Development Block Grant Program	The HUD Small Cities Community Development Block Grant (CDBG) program is administered in Wisconsin by the Wisconsin Department of Commerce. The housing component of this program provides grants to general purpose local units of government for housing programs which principally support low- and moderate-income households, with an emphasis on housing rehabilitation efforts. Cities, villages, and towns with a population less than 50,000 persons and other than Milwaukee, Waukesha, and Dane may apply for Small Cities CDBG program grants.
HUD - Federal Housing Administration (FHA)	Section 203(k) Rehabilitation Mortgage Insurance	Loans are insured to finance the rehabilitation or purchase and rehabilitation of one- to four-family properties that are at least one year old. Borrowers can get a single mortgage loan, at a long-term fixed (or adjustable) rate, to finance acquisition and rehabilitation of the property.
	Property Improvement Loan Insurance (Title I)	Loans made by private lenders are insured for up to 20 years to finance the light or moderate rehabilitation of either single- or multifamily properties. Properties may consist of single-family and multi-family homes, manufactured homes, nonresidential structures, and the preservation of historic homes.
Wisconsin Housing and Economic Development Authority (WHEDA)	Low Income Housing Tax Credit (LIHTC) Program	Provides developers of affordable housing with a tax credit that is used to offset a portion of their federal tax liability. At a minimum, 20% of units must be occupied by households whose incomes are at or below 50% of the county median income (CMI) or at least 40% of units must be occupied by households whose incomes are at or below 60% of the CMI. Units designated as low-income have a maximum rent limit that is based on the CMI. Developers are expected to maintain the elected proportion of low-income units for at least 30 years.

**Table 4  
(continued)**

Sponsor	Program Name	Description <sup>a</sup>
Wisconsin Housing and Economic Development Authority (WHEDA) cont.	Home Ownership Mortgage Loan (HOME) Program	The HOME program offers 15 to 30 year mortgage loans at below market, fixed interest rates to low- and moderate-income families and individuals who are first time homebuyers. WHEDA administers the HOME Loan Program, which is funded by the sale of tax-exempt and taxable bonds.
	HOME Plus Loan Program	Provides financing of up to \$10,000 for down payment and closing costs, and a line of credit for future repairs. To be eligible for a HOME Plus Loan, borrowers must be applying for their first mortgage with a WHEDA HOME Loan.
	Partnership for Homeownership Program	WHEDA and the U.S. Department of Agriculture's Rural Development jointly offer this program through which an eligible borrower receives a mortgage with a rate at or below the market and a mortgage from Rural Development with an interest rate based on ability to pay. This program is targeted to low income homebuyers. The program is offered in rural areas served by USDA-Rural Development.
Wisconsin Department of Commerce (WDOC), Division of Housing and Community Development (DHCD)	WDOC HOME Investment Partnerships Program—Funded by HUD	The WDOC has created several "sub-programs" as a basis for distributing non-entitlement HUD HOME Investment Partnerships program funds in Wisconsin. These sub-programs include the Development Projects program; Rental Housing Development program; Homebuyer and Rehabilitation (HRR) program; Tenant Based Rental Assistance program; and Wisconsin Fresh Start program. With funds available under these programs, local sponsors develop affordable housing opportunities (for households at or below 80 percent of the county median income) that are most needed in their respective communities. Eligible local sponsors include local governments, housing authorities, and nonprofit organizations.
	Housing Cost Reduction Program Initiative (HCRI) Homebuyer Program	The WDOC administers this state-funded program that provides housing assistance to low- and moderate-income households seeking to own or rent affordable housing. This program has two components: the Housing Preservation program (HPP) that provides short-term assistance to households facing foreclosure or other short-term housing problem; and the HCRI Homebuyer program, which provides closing cost and down payment assistance to eligible homebuyers. Eligible local sponsors include local units of government; nonprofit and certain for-profit corporations; housing authorities; and others.
	Home Single-Family (HSF) Housing Program, including American Dream Down Payment Initiative (ADDI)	The HSF program is designed to provide funding to assist low- and moderate-income (LMI) homebuyers and homeowners to secure and maintain safe, decent, affordable housing. Eligible costs covered by the program include: homebuyer assistance to acquire a single-family home, including: down payment and closing costs, gap financing, new construction, essential rehab at the time of purchase; and homeowner assistance for essential improvements to the home, including: structural repair, energy-related components, accessibility improvements, lead-based paint hazard reduction/removal, and repair of code violations. Organizations that are eligible to complete for HSF funding include local governments, federally recognized American Indian tribes/bands, housing authorities, non-profit and for-profit corporations, and faith-based organizations. Eligible homebuyers/owners must have household incomes at or below 80% of County Median Income (CMI) and the property must be the primary residence of the owner.
Department of Veteran Affairs (VA)	Home Loan Program	The ADDI provides HUD funds to local governments and housing organizations to cover down payment assistance, closing costs, and other soft costs involved in the purchase of a home by low-income households. These homebuyer funds can be utilized for new construction, acquisition and rehabilitation of home to be purchased to help reduce homeownership costs for low-income households.
Wisconsin Historical Society	Historic Home Owner's Tax Credit	Offers guaranteed loans with no money down and no private mortgage insurance payments to veterans, active duty military personnel, and certain members of the reserves and National Guard. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs. A 25 percent Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

NOTES: For most programs, "very-low income" families are defined as those whose annual incomes are at or below 50 percent of the median for the area, adjusted for family size. "Low-income" families are defined as those whose annual incomes are between 50 percent and 80 percent of the median income for the

**Table 4  
(continued)**

area, adjusted for family size. "Moderate-income" families are defined as those whose annual incomes do not exceed 115 percent of the area median income; however, for HUD's CDBG and WDOC's HCRI programs, low to moderate income families are defined as those earning 80 percent or less of the area median income.

<sup>a</sup> *This table provides a general description of the various housing programs. Details can be found at the websites of the administering agencies.*

Source: SEWRPC.

SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter IX

# ECONOMIC DEVELOPMENT ELEMENT

### INTRODUCTION

The concept of economic development refers to the process of developing and fostering suitable economic, social, and political environments, in which balanced growth may be achieved, thereby increasing the wealth, quality of life, and outlook of the community. Economic development involves sustaining a strong and diverse economy that provides employment opportunities and a tax base that supports cost effective public services and a livable community. Through on-going planning, the City of Racine has taken important steps to create strategies for a more vibrant business climate and identity, as well as implemented sustainable economic development initiatives and job retention, creation, and training programs.

The economic development element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(f) of the *Statutes* requires the economic development element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality of employment opportunities in the City of Racine. At a minimum, economic development must:

- Include an analysis of the City's labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the City.
- Assess the City's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and regional programs, which apply to the City.

In addition, the following comprehensive planning goals related to the economic development element are set forth in Section 16.965 of the *Statutes* pertaining to planning grants to local governmental units and must be addressed as part of the planning process:<sup>1</sup>

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<sup>1</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of economically productive areas.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community by revitalizing neighborhoods, main streets, and thoroughfares and enforcing design standards.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.

### **Element Format**

This chapter is organized into the following six sections:

- Economic Development Trends and Projections;
- Areas of Potential Development/Redevelopment;
- Economic Development Issues;
- Strengths and Weaknesses in Attracting and Retaining Businesses;
- City of Racine Economic Development Goals, Objectives, Policies, and Programs; and
- Economic Development Assistance Programs, Financial Tools, and Organizations.

## **ECONOMIC DEVELOPMENT TRENDS AND PROJECTIONS<sup>2</sup>**

Information regarding the economic base of the City is essential to the preparation of a comprehensive plan. This chapter presents current and historic trend data regarding the economic base of the City of Racine, as well as the projection of future employment levels. Existing and historic trend data with respect to the population and housing stock of the City of Racine are presented in Chapters III and VIII, respectively.

### **Economic Base**

Historically, employment opportunities, or jobs, in the City of Racine and Racine County overall have not increased as fast as in the Southeastern Wisconsin Region and the State. In addition to its resident labor force, Racine County is bordered by the urbanizing Counties of Kenosha, Milwaukee, and Waukesha, each with an expanding labor force.

### ***Number and of Jobs***

Information regarding the number and type of jobs provides important insight into the economic base of an area. The total number of jobs in the City of Racine County increased from about 42,800 jobs in 1970 to 47,500 jobs in 1980, to 48,100 jobs in 1990, and then decreased to 44,200 jobs in 2000—representing an overall increase of 1,400 jobs, or only 3 percent, over 30 years. This compares to increases of 46 percent, 56 percent, and 77 percent in the number of jobs in Racine County, the Southeastern Wisconsin Region, and the State, respectively, during this time. Between 2000 and 2008, the number of jobs in the County overall decreased by 1 percent, due to recent recessions. Total employment in the Southeastern Wisconsin Region in 2008 was about 1 percent higher than the 2000 level.

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<sup>2</sup> Additional information on the economic base of Racine County is available in SEWRPC Community Assistance Planning Report No. 301, *A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035*.

The largest concentration of jobs in Racine County is in the City of Racine. The approximately 44,200 jobs were in the City in 2000 represents about 47 percent of all jobs in the County.

### ***Labor Force***

The labor force is that segment of the resident population that can be most closely related to the economy. By definition, the civilian labor force of an area consists of all of its residents who are 16 years and over and who are either employed at one or more nonmilitary jobs or are temporarily unemployed. Labor force data are often referred to as “place of residence” data, since the labor force is enumerated on the basis of the residence of individuals in the labor force.

The civilian labor force of the City was 38,700 persons in 2000. The labor force participation rate for the City—that is, the civilian labor force as a percent of the total labor force-age population—stood at 64 percent in 2000. This is slightly less than the labor force participation rate for Racine County (68 percent), the Southeastern Wisconsin Region (68 percent), and State (69 percent).

In 2000, 25 percent of the labor force was employed in management and professional occupations; 26 percent in sales and office occupations; 26 percent in production, transportation, and material moving occupations; 16 percent in service occupations; and 7 percent in construction, extraction, and maintenance occupations. The proportion of the City’s labor force in management and professional occupations (25 percent) was lower than the County (30 percent) and the Southeastern Wisconsin Region (34 percent). The proportion of the City labor force in production, transportation, and material moving occupations (26 percent) was higher than the County (21 percent) and the Region (18 percent).

### ***Personal Income***

Another indicator of the strength of the economy is the level of personal income. Household income data provide a good indicator of personal income levels. In 2000, the household income was less than \$25,000 for 33 percent of all households in the City; between \$25,000 and \$49,999 for 32 percent; between \$50,000 and \$74,999 for 21 percent; between \$75,000 and \$99,999 for 9 percent; and more than \$100,000 for 5 percent. The median income for households in the City stood at \$37,200 in 2000—less than the median income for households in the County (\$48,100), the Southeastern Wisconsin Region (\$46,300), and the State (\$43,800).

### ***Equalized Property Values***

Information regarding property values can also provide insight into the economy of an area. Property value information provides an indication of the potential for generating property tax revenue in support of public services and facilities and, more generally, provides an indication of the overall wealth of an area.

The total equalized value of property in the City of Racine stood at \$3.93 billion in 2006, including \$3.81 billion in real property (land and improvements) and \$0.12 billion in personal property. The equalized value of property per capita for the City was \$48,900 in 2006; this compares to figures of \$76,200 per capita for Racine County, \$89,900 per capita for the Southeastern Wisconsin Region, and \$83,500 per capita for the State.

### ***Employment Projections***

Projected future employment levels in the City were reported in Chapter III. As noted in Chapter III, the City selected an employment projection of 44,200 jobs in 2035—about the same number of jobs that existed in 2000. The projected number of jobs represents a substantial recovery from the reduced levels of the early 2000s.

## AREAS OF POTENTIAL DEVELOPMENT/REDEVELOPMENT

The greatest opportunities for development/redevelopment in the City of Racine exist where there is available land served by existing infrastructure. This includes areas of the City where opportunities for residential, commercial, and industrial redevelopment have been identified in neighborhood and area plans; available land in existing industrial/business parks; other lands planned or zoned for industrial/business uses; and environmentally contaminated sites.

- Map 6 in Chapter VI shows areas where the greatest opportunities exist for redevelopment in the City. These include areas that have been identified in existing neighborhood and area plans adopted by the City of Racine. These areas generally include aging and underutilized buildings and parcels located in older commercial and industrial areas of the City and areas in and adjacent to the downtown area.
- Map 10 shows the existing industrial/business parks in the City of Racine. As shown on Map 10, there was a total of six industrial/business parks in the City in 2005, encompassing about 350 acres.<sup>3</sup> The six industrial/business parks are the F.M. Young Industrial Park, Huck Industrial Park, Racine Steel Castings, S.F. Olsen Industrial Park, Southside Industrial Park, and Wright-Wieczorek Industrial Park. In 2005, land was available for new development in all the parks except for the Huck and Wright-Wieczorek Industrial Parks.
- Map 11 shows all lands identified on the land use plan map for the City that are recommended to be maintained, developed, or redeveloped in commercial and industrial land uses.
- Brownfield sites represent potential additional opportunities for commercial and industrial redevelopment in the City. Brownfields are abandoned or underused properties where redevelopment is hindered by known or suspected environmental contamination. Brownfields include locations of old gas stations, dumps, industrial facilities, or other potentially contaminated sites.

The Wisconsin Department of Natural Resources (WDNR) is the primary source of information on contaminated sites. Contaminated sites identified by the WDNR include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer causing substances; however, given time, petroleum contamination naturally breaks down in the environment. In addition, some LUST sites may emit potentially explosive vapors. An ERP site is a site other than a LUST site that has contaminated soil and/or groundwater. Possible causes for contamination of an ERP site include industrial spills or dumping, buried containers of hazardous substances, closed landfills that have caused contamination, and areas with petroleum contamination from above-ground storage tanks. Map 12 shows environmentally contaminated sites in the City of Racine. Table 5 lists the 84 sites that have been identified in the City and the type of site.

### **Brownfield Remediation Site Clean-Ups**

Benefits associated with the clean-up of these brownfield sites, among others, can lead to employment and environmental gains, leveraged investment, revitalized neighborhoods, and new sources of local revenue derived from previously unproductive land. For example, in 2007 the City of Racine Redevelopment Authority received \$200,000 from the WDNR Brownfield Green Space and Public

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<sup>3</sup> As identified in SEWRPC Memorandum Report No. 136, 2<sup>nd</sup> Edition, *Racine County Industrial Park Land Absorption Study*, December 2005.

Facilities Grant Program for the Pointe Blue Waterfront Redevelopment, plus \$40,075 for the Washington Avenue – West Boulevard Redevelopment Area. At the former Pugh Oil Company and Marina, the city envisions that a development project has the potential for expanding the development of Racine’s Lake Michigan Pathway, leading to North Beach. The West Racine funds were used for remediation and capping of the property at the Northeast corner of Grove Avenue and Washington Avenue. The West Racine Business & Professional Association had the site landscaped into a public square that can be used for special events.

## **ECONOMIC DEVELOPMENT ISSUES**

### **City of Racine Economic Development Plan**

Adopted in December of 2006, the City of Racine Economic Development Plan forms the basis of the Economic Development element. This plan, prepared by the Racine County Economic Development Corporation (RCEDC) sets forth a number of challenges and strategies that should be considered in order to improve economic conditions in the City. It should be noted that the needs of the City of Racine are also supported through the implementation of activities identified in the Racine County Economic Development Plan 4.0. This plan is further discussed later on in this chapter.

The Racine Economic Development Plan identifies the following as the most pressing economic development issues in the City for which a summary is listed below.

1. Educational Attainment
2. On-The-Job Training
3. Mature Workers
4. Redevelopment of Brownfield Sites
5. Growth of Existing Companies
6. Public Transportation
7. Targeting Services and Workforce Strategic Planning
8. Quality of Life.

The plan recommends ways in which to address these issues through the analysis of challenges, strategies and responsible organizations. A summary of the analysis is addressed the following text.

*Challenge I* is to capture opportunities of the new knowledge-based economy by providing a skilled workforce and strong connections between business and education. Strategies to address this challenge are:

- 1) Participate in a strategic planning initiative of the Racine County Workforce Development Center (WDC) to address skill shortages in various occupational categories, high unemployment in the City of Racine, and the need to develop community-education partnerships to improve the performance of K-12 students throughout Racine County and especially in the City. Responsible parties for this strategy are WDC, the Mayor’s office, the Department of City Development and RCEDC.
- 2) Maintain and support the efforts of Gateway Technical College (GTC) and the WDC relative to “just-in-time” education.

*Challenge II* is to encourage and support the retention and expansion of existing businesses in the City and to seek new businesses that best support and sustain employment opportunities commensurate with skill levels and abilities of local residents. Strategies to address this challenge are:

- 1) Provide assistance in implementing the activities that result from the current ‘Targeted Business Attraction Study’ of the RCEDC. Responsibility for this strategy rests with RCEDC.

- 2) Maintain an inventory of lands/sites available for industrial development, including existing vacant buildings and brownfield sites. Responsibility for this strategy rests with RCEDC.
- 3) Promote public and private loan funds that support retention and expansion of existing business. In particular, support the re-capitalization of the City of Racine Industrial/Commercial Revolving Loan Fund in order to provide the necessary capital to eliminate and/or re-use vacant industrial and commercial facilities. Responsibility for this strategy rests with RCEDC.
- 4) Implement the Racine County Manufacturing Renewal Grant Program that provides matching grant funds to businesses for improvements to their manufacturing process. Responsibility for this strategy rests with Racine County, SBDC, RCEDC and WDC.

*Challenge III* is to ensure that City residents, and especially the unemployed, have access to employment opportunities in the IH-94 corridor throughout Southeastern Wisconsin. Strategies to address this challenge are:

- 1) Continue working with Racine County Planning and Development to determine the adequacy of public transportation for serving the needs of low and moderate income persons to access job opportunities in Racine County and throughout Southeastern Wisconsin. Responsibility for this strategy rests with Racine County Planning and Development.
- 2) Continue to support and encourage the implementation of commuter rail through the extension of Metra from Kenosha to Racine and Milwaukee. Responsibility for this strategy rests with the Mayor's office, Transit Now and Racine Area Manufacturers and Commerce.

*Challenge IV* is to ensure the growth of minority and women owned businesses in the City. Strategies to address this challenge are:

- 1) Continue to support the programs of the Community Economic Development Corporation (CEDCO). Responsibility for this strategy rests with CEDCO, the Department of City Development and RCEDC.
- 2) Support the expansion of the Wisconsin Women's Business Initiative Corporation (WWBIC) to Racine and Kenosha in order to provide assistance to neighborhood businesses.
- 3) Work with the Center for Advanced Technology and Innovation (CATI) in the licensing of patents to minority entrepreneurs.

*Challenge V* is to encourage and support brownfield redevelopment in the City. Strategies to address this challenge are:

- 1) Proactively identify, market and develop key vacant and/or underutilized properties (brownfield sites) for future redevelopment. Responsibility for this strategy rests with the Department of City Development and RCEDC.
- 2) Continue to develop and market the Southside Industrial Park for recruitment of industrial/manufacturing companies to provide local employment opportunities and expand the City's economic base. Responsibility for this strategy rests with the Department of City Development and RCEDC.
- 3) Work with private owners of brownfield sites to improve their properties through assistance such as grant application preparation or appropriate financial programs for redevelopment activities. Responsibility for this strategy rests with the Department of City Development and RCEDC.

*Challenge VI* is to encourage and support development of commercial corridors in the City. Strategies to address this challenge are:

- 1) Continue implementation of commercial corridor plans for Douglas Avenue, Uptown and West Racine through financial support of Commercial Corridor Specialist position and the RCEDC. Responsibility for this strategy rests with the Department of City Development and RCEDC.
- 2) Promote and provide capital for façade improvement programs to encourage a high standard of design and property maintenance. Responsibility for this strategy rests with the Department of City Development and RCEDC.
- 3) Utilize funds from the City’s CDBG and Sewer Revenue Sharing programs to provide streetscape, safety, and pedestrian enhancements in the targeted areas. Responsibility for this strategy rests with the Department of City Development and RCEDC.

*Challenge VII* is to create a quality of life environment that is conducive to the attraction and retention of residents through a variety of housing choices. Strategies to address this challenge are:

- 1) Support and provide funding assistance for residential and mixed use projects which provide a range of housing choices. Responsibility for this strategy rests with the Department of City Development.
- 2) Partner with the Downtown Racine Corporation (DRC) on projects that continue to maintain the City’s central business district as a viable center for commerce and residences. Responsibility for this strategy rests with the Department of City Development and RCEDC.
- 3) Complete Phase II (DeKoven area) and Phase IV (Walker-Pugh area) of the Lake Michigan Pathway System and fully integrate them into the County Bike Trail system. Responsibility for this strategy rests with the Department of Public Works.

#### **Racine County Economic Development Plan 4.0**

The Economic Development element relies heavily on *The Racine County Economic Development Plan 4.0* (EDP), as well as earlier versions, prepared by the Racine County Economic Development Corporation (RCEDC)<sup>4</sup> and adopted by the Racine County Board in 2008. The plan is intended to provide strategies and action items specific to the future economic vitality of the County. The plan identifies five challenges with associated strategies that are intended to address the main economic development issues facing Racine County. The five challenges are:

- To cultivate an entrepreneurial culture in Racine County;
- To focus on the importance of technology and innovation relative to the growth of existing businesses and the attraction of new businesses to the community;
- To utilize the existing natural and cultural resources, recreational opportunities and business location advantages to promote a positive image of Racine County to existing residents and those outside the County;
- To take advantage of the development opportunities that exist as a result of the Chicago-Milwaukee corridor and to properly link land use with future business development countywide; and
- To link education and training in a manner that provides a competitive workforce to meet the present and future needs of local employers and to create opportunities for low-income, disadvantaged and minority individuals to prepare for and obtain employment.

The challenges and strategies identified in the EDP 4.0 are the basis for the majority of the objectives and policies listed later in this chapter.

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<sup>4</sup> *The Racine County Economic Development Corporation (RCEDC) is a private, non-profit organization that serves as the lead agency in economic development promotion and planning in Racine County.*

### **Higher Expectations: A Workforce Development Strategy for Racine County**

As an enhancement and supplement to the EDP 4.0, another effort was pursued in the spring of 2007 to address workforce development issues. The Racine County Workforce Development Board (RCWD) assembled leaders and stakeholders from across the County to create a community-wide consensus for a workforce development strategy. This effort consisted of a public kick-off session in October 2007, where 100 community leaders participated in a briefing from the County Executive and leaders of a Plan Steering Committee. Seven major themes originated from those meetings, including issues pertaining to: transportation; a sustainable economic future; an efficient human capital development system; a stronger linkage between poverty alleviation and career development; the possibilities for a more collectively-oriented County; emerging companies demanding an innovative workforce; and an effective implementation strategy entailing a an inclusive process. To advance the vision of the workforce development strategy, the plan was further developed with supporting research, stakeholder interviews, and outreach decision sessions. The resulting workforce development strategy was adopted by the County Board in the spring of 2008. The main issues listed in the report that are pertinent to the comprehensive plan objectives and implementing policies include:

- A persistent shortage of skilled employees to fill key technical manufacturing occupations;
- Job losses in the manufacturing sector have predominantly been in occupations that historically paid well but required lesser skills and subsequently leave dislocated workers poorly prepared for anything other than lower wage jobs;
- Traditional labor-intensive jobs are being replaced by more technology and knowledge-intensive employment options requiring ever increasing skills and competencies;
- Entry-level jobs frequently are left vacant because applicants either cannot pass required drug tests and background checks or lack the necessary “soft” skills (such as motivation, punctuality and attendance) to be successful;
- While our schools are providing a good education for many students, too many young adults are dropping out before they finish, preventing them from realizing their full potential;
- Only 77 percent of the county’s ninth graders (and 71 percent of those in the Racine Unified School District) achieve their high school diploma within four years;
- For those who do graduate from high school, a diploma may not accurately signify either 12th grade competency or employability in key growing occupations;
- While Racine County has an enviable quality of life, too many residents view the community in negative terms which impacts employee recruitment and retention;
- While the vast majority of residents are employed and have incomes sufficient to maintain a good quality of life, too many are trapped in a cycle of poverty that can thwart them in developing the skills required to secure sustainable employment; and
- For many struggling to balance life and work obligations, affordable transportation to and from the workplace is increasingly an issue.

### **Desired Businesses and Industries**

The RCEDC’s report, “Business Recruitment and Program Guide June 2007,” developed an extensive list of targeted industries as a core part of the RCEDC’s DRIVE (Developing Racine County Through Innovation, Vision and Entrepreneurship) Initiative. The purpose of the analysis was to focus resources on those targeted sectors with the highest probability of expanding in Racine County. In addition to allocating marketing resources, the targeting of industries will help prioritize incentives and promote a forward-looking image for the County and Region. The targeted industries desired for Racine County’s economic development expansion and recruitment efforts emphasize both establishing new companies and employment growth. This is important to recognize because while companies may be growing with respect to sales, they are not necessarily growing in terms of number of jobs. As a result, the two types of

industries—next generation manufacturing<sup>5</sup> and professional services—and selected countries have been targeted that would be good economic development drivers and employment generators in order to maintain a healthy and sustainable economy for Racine County.

The DRIVE Initiative is a Racine County Program to help meet the needs of local companies considering an expansion or a new business locating its headquarters in the County between the Chicago-Milwaukee Corridor and along major transportation arteries. RCEDC administers the program, working with its partners to support the commitment and creativity that lead business investment and community development. The DRIVE Initiative also gives companies the opportunity to use the Center for Advanced Technology and Innovation, Inc. (CATI) as a source for intellectual property solutions and technology transfer models to bring products or businesses to the market.

### ***Next Generation Manufacturing***

As identified in RCEDC’s DRIVE Initiative, the targeted next generation manufacturing industries include:

- Agriculture, Manufacturing and Mining Machinery;
- Navigational, Measuring, Electromedical and Control Instruments;
- Engine Turbine and Power Transmission Equipment;
- Machine Shops, Turned Products and Screw, Nut and Bolt Manufacturing; and
- General Purpose Machinery Manufacturing.

More recently, additional initiatives in which the RCEDC has been involved encompass the attraction of businesses to the City related to the usage of fresh water resources.

### ***Professional Services***

The City’s location within Racine County offers professional service companies access to lucrative markets via a highly developed transportation network. On a national level, there has been rapid growth in the professional services sector and generally higher wages. In addition, the amenities required by these occupations have a multiplier effect previously associated primarily with manufacturing employment. Most importantly, targeting professional services provides a means for reaching the goal of transitioning Racine County’s economy away from its dependence on traditional manufacturing sectors. As identified in RCEDC’s DRIVE Initiative, the targeted professional services include:

- Computer System Design;
- Professional Scientific and Technical;
- Specialized Design; and
- Scientific Research and Development.

### ***Foreign-Owned Companies***

Located in the heart of the Chicago-Milwaukee corridor, many overseas companies are calling Racine County home. Foreign-owned companies have been shown to be strong performers in the County’s industries owing to such factors as offering direct links and networks to long supply chains of regional,

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<sup>5</sup> *Next Generation Manufacturing businesses are lean, agile, innovative, and focused on new markets and customers locally and globally. In particular, the commitment to lean and innovative manufacturing practices involves constantly finding new ways to improve processes and products, thereby creating a long-term sustainable competitive advantage.*

national, and international suppliers. As identified in RCEDC's DRIVE Initiative, the targeted international countries include:

- Germany;
- France; and
- Sweden.

The City of Racine will look for opportunities in other countries as well.

### **Strengths and Weaknesses in Attracting and Retaining Businesses**

This section includes a list of business strengths and weaknesses, based on findings from the Racine County Economic Development Plan 4.0 report, and the countywide and citywide efforts to gather public input. Some items appear as both a strength and a weakness.

#### ***Business Strengths***

The City's strengths for attracting and retaining desirable businesses and industries include:

- Geographic location – proximity to interstate (I-94) and between Chicago and Milwaukee
- Quality of Life
- Worker productivity
- Size of labor force
- Significant manufacturing base
- Existing industries
- Innovative programs and partnerships
- Access to institutions of higher education
- Ongoing planning and development / redevelopment efforts
- Participating in the Wisconsin Smart Growth initiative
- Railway service – commuter and freight
- Technology Development Zone program
- Fiber optic network
- Availability of business resources and financing
- Ethnic and racial diversity
- Water resources
- Access to national and international markets
- A long history of planning and zoning
- Access to major airports
- Community has begun to attract a dynamic and diverse business mix
- Tourism and recreation opportunities
- Improved intergovernmental cooperation
- Good infrastructure and accessibility
- Lack of congestion and reasonable commuting distances
- Active organizations and community leaders committed to technology advancements and attracting and retaining business, industry, jobs, and workers

#### ***Business Weaknesses***

The City's weaknesses regarding attracting and retaining desirable businesses and industries include:

- Lack of integration of east and west Racine County
- Continued decline of manufacturing
- Lack of funding for redevelopment projects
- Image and marketing
- Personal tax burden
- Entrepreneurial climate
- Access to capital
- Per capita income
- Educational attainment
- Population growth/migration
- Technology infrastructure
- Lack of promoting tourism in Racine County
- Perception of deteriorating air quality
- Quality of life
- Aging population
- Impacts of growth

- Perception of unions
- Intergovernmental coordination
- Insufficient job training opportunities resulting in a lack of a trained and educated work force
- Impacts of large, big box retail on quality of life
- Brain drain – many educated and skilled young people leave the City of Racine for jobs elsewhere
- Lack of dedicated funding for mass transit (Kenosha-Racine-Milwaukee commuter rail)
- Lower wages and salaries for jobs in Racine County than jobs in neighboring (including Illinois) counties
- History rooted in manufacturing (strength and weakness) – the economy may be perceived as undiversified and could face difficulty in today’s fast-changing economic climate
- Social equity
- Perceived crime in inner City of Racine
- Lack of hospitality services (hotels, fine-dining establishments)
- Lack of entertainment venues and cultural attractions or amenities
- Growing concerns over housing needs due to both a growing and aging population
- Insufficient efforts to prepare and invest in the expansion of infrastructure to meet projected growth demands
- Perceived reputation as thrifty and unwilling to spend money on non-essentials may hinder attracting certain types of retail and service industries

## **CITY OF RACINE ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The economic development goals, objectives, policies, and programs were developed through the public participation process and review of current economic development issues and opportunities identified in the Racine County Economic Development Plan 4.0 (2008) and a report entitled “Higher Expectations: A Workforce Development Strategy for Racine County,” dated 2008, prepared by the Racine County Workforce Development Board.

The following City of Racine economic development goals were developed under the comprehensive planning program and previously presented in Chapter IV.

### **City of Racine Economic Development Goals**

- Goal IX-1:** Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.
- Goal IX-2:** Provide adequate infrastructure and public services and an adequate supply of land for development and redevelopment to meet existing and future market demand for residential, commercial, industrial, and institutional uses.
- Goal IX-3:** Encourage development patterns that promote efficient and sustainable use of land, link transportation systems, and that utilize existing public utilities and services.
- Goal IX-4:** Protect and enhance cultural structures, activities, historic sites and districts and their infrastructure.
- Goal IX-5:** Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.

**Goal IX-6:** Encourage intercommunity planning efforts to make effective use of resources and to resolve conflicts.

**Goal IX-7:** Secure the City of Racine as an important part of the Milwaukee-Chicago corridor.

### **Racine County Economic Development Plan (EDP) 4.0 Objectives, Policies, and Programs**

The objectives, policies, and programs listed below are identified as “challenges” and “strategies” in the *Racine County Economic Development Plan 4.0*. The resulting objectives, policies, and programs listed below have been adapted to the City of Racine.

#### **Objectives**

- To cultivate an entrepreneurial culture in the City of Racine.
- To focus on the importance of technology and innovation relative to the growth of existing businesses and the attraction of new businesses to the community.
- To utilize the existing natural and cultural resources, recreational opportunities, and business location advantages to promote a positive image of the City and Racine County overall to existing residents and those outside the County.
- To take advantage of the development opportunities that exist as a result of the Chicago-Milwaukee Corridor and to properly link land use with future business development countywide.
- To link education and training in a manner that provides a competitive workforce to meet the present and future needs of local employers and to create opportunities for low-income, disadvantaged and minority individuals to prepare for and obtain employment.

#### **Policies and Programs**

- Ensure a comprehensive system of entrepreneurial services for both value-added and neighborhood businesses.
- Work to create an entrepreneurial spirit among students and youth in the City of Racine.
- Ensure that pre-entrepreneurs are provided with appropriate training that will enable them to start successful small businesses.
- Ensure that minority small businesses are provided with appropriate training that will enable them to sustain successful businesses.
- Continue to implement an aggressive and targeted existing business growth and business attraction program for the City of Racine that is based on:
  - industries with a recent history of competitiveness and export orientation;
  - emerging industries that show a potential for future growth.
- Focus the resources of the Center for Advanced Technology and Innovation, Inc. (CATI) on becoming a regional center (Chicago-Milwaukee Corridor) for:
  - leveraging intellectual property assets (inovaTECH);
  - assisting companies in gaining an understanding of new product and marketing opportunities (inovaDRIVE);
  - providing intelligence and contacts to support a company’s growth strategy (inovaSOURCE).
- Provide secondary financing to existing and new companies that are creating jobs, tax base and personal income.
- Focus on the retention and recruitment of knowledge workers necessary to meet the labor force needs of companies in the City of Racine.

- Continue the aggressive menu of national speaker and networking events that aligns with technology, innovation and growth industries, as well as other challenges in the Racine County EDP. When possible, partner with other organizations on a regional basis.
- Provide technical assistance to transition the capabilities of existing City of Racine manufacturers to next generation or “advanced” manufacturers.
- Engage community organizations and post-secondary education partners in identifying the benefits of living and working in the City of Racine and promoting a positive image of the City to young adults.
- Encourage the Racine Unified School District to partner with community organizations to promote the most positive image of the school district.
- Support the extension of commuter rail from Chicago to Milwaukee.
- Address the adequacy of public transportation for serving the needs of low- and moderate-income persons to access job opportunities in Racine County and throughout southeast Wisconsin.
- Use the Smart Growth Initiative to accelerate cooperative area-wide comprehensive planning.
- Complete a Regional Business Park Land Absorption Study, replicating and expanding upon the study update done for Racine County in 2006.
- Plan for value-added commercial and industrial development in the I-94 corridor.
- Continue to implement industrial and commercial redevelopment projects in the City of Racine.
- Monitor the local economy to identify and retain employers that are considering relocation outside of the City of Racine.
- Actively participate in the Milwaukee 7 regional economic development program in order to create a stronger regional economy with a focus on those initiatives that will positively impact the City and County economy.
- Monitor the Wisconsin business climate and advocate for changes that will improve the State as a place to do business.
- Encourage cooperation between eastern and western Racine County relative to comprehensive planning issues.
- Participate in the development and implementation of a comprehensive Racine County community-wide workforce development plan to address:
  - high unemployment and low academic achievement in the City of Racine Census Tracts 1-5;
  - current and future (5 years) workforce needs of existing local employers;
  - workforce development strategies to support economic development efforts to attract and expand targeted industry sectors to the County.
- Advocate for programs that will impact the high unemployment rates in the low-income and minority neighborhoods.

## **Additional Economic Development Objectives, Policies, and Programs Developed as Part of the City of Racine Comprehensive Plan**

### **Objectives**

- Promote a wide range of a range of employment opportunities and resources for all residents that improve and enhance the economic vitality of the City of Racine.
- Maintain and enhance the economic vitality of the City of Racine by encouraging a diversified tax base of commercial, industrial, and residential uses.
- Promote the preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and locations.

- Foster tourism that promotes the natural features, cultural resources, and unique heritage of the City of Racine.
- Create coalitions to ensure more truly job-ready workers, dramatically reducing the number of individuals and families trapped in the cycle of poverty.
- Promote the adaptation of public transportation systems to meet the changing demands of work and personal responsibilities.

### **Policies and Programs**

- Direct commercial and industrial development to those targeted areas identified for such uses on the comprehensive plan 2035 land use plan map.
- Encourage retail, service, and healthcare businesses to identify and market to the customer base of existing employment centers and serve the needs of all ages.
- Encourage the creation of mixed used developments that contain a strategic mix of residential, retail, office, service and civic, school and recreational facilities, and open space in a compact setting as part of the City's redevelopment efforts.
- Promote mixed use developments and employment centers that are visible and easily accessible to existing or planned transit routes.
- Evaluate incentives to encourage sustainable concepts with respect to the building design, site design, energy conservation and waste management practices with all types of businesses.
- Evaluate programs that conserve energy resources and reduce energy costs to residences, businesses, and industries.
- Encourage business development that provides a living wage for its employees and enables employees to afford housing in the City of Racine.
- Ensure adequate housing within close proximity to employment centers, including both affordable and workforce housing.
- Promote convenient, flexible, and affordable public transportation options.
- Promote flexibility in architectural and aesthetic design of retail and service centers.
- Encourage restoration and adaptive reuse of historic buildings and structures.
- Develop guidelines and implementation strategies to seamlessly integrate existing development with the planning and redevelopment of underdeveloped or in-fill properties.
- Promote the redevelopment of underutilized, vacant, blighted, brownfield, or other environmentally contaminated industrial and commercial buildings to efficiently utilize existing public utilities and services.
- Encourage local initiatives such as tax increment financing districts, business improvement districts, or historic district designation to focus attention and resources on revitalization efforts.
- Evaluate business development in terms of short and/or long term environmental impacts and compatibility with adjacent land uses.
- Ensure that the City has adequate community facilities and services to meet the needs of the existing and future workforce.
- Promote the arts, recreation, entertainment, and educational facilities as major contributors to the City's quality of life.
- Promote coordination and cooperation between all of the communities in the County on economic development related issues including business creation, retention, and expansion.
- Encourage collaborative efforts between private, public, and non-profit entities.
- Continue monitoring of key economic development indicators.

## **ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS, FINANCIAL TOOLS, AND ORGANIZATIONS**

This section identifies economic development assistance programs, financial tools, and lead partner organizations that are available to the public and private sectors to help foster economic development efforts. There are many programs at the federal, state, county, and local levels that can assist the City of Racine in the support of its economic development efforts. The City can utilize economic development financial tools—Tax Increment Financing Districts, Business Improvement Districts, and Revolving Loan Funds—to help carry out community development programs. The City and local businesses can apply for various grants and loans to assist in business attraction, retention, expansion, and revitalization efforts. Regional, county, and local organizations also provide economic development assistance to local units of governments and businesses.

### **Economic Development Assistance Programs**

There are a number of economic development assistance programs that can provide financial investment to support businesses and industries. Table 6 provides a summary of these programs that are applicable to the City of Racine. Additional information on programs applicable to the City is summarized in the Racine County multi-jurisdictional comprehensive plan and through the websites of the agency that administers the program.

### **Economic Development Financial Tools**

Important financial tools used in support of economic development the City include tax increment financing, business improvement districts, and revolving loan funds. These are described below.

#### ***Tax Increment Financing***

Wisconsin's Tax Increment Financing (TIF) program can be an important financial tool for cities in eliminating blight, rehabilitating declining property values, and promoting industry and mixed-use development. Under TIF, the City's Community Redevelopment Authority (CRA) facilitates the new growth and redevelopment projects. When a Tax Incremental District (TID) is established the equalized value of taxable property in the district is established by the Wisconsin Department of Revenue. This is called the Tax Incremental Base. The City then installs public improvements, and property taxes generally increase. Taxes paid on the increased value are used to pay for improvements funded by the City. This is the Tax Increment. It is based on the increased values in the Tax Increment District and levies of all the taxing jurisdictions that share the tax base. Other taxing jurisdictions do not benefit from taxes collected on value increases until project costs have been recovered and the TID is retired. If the TID has been successful, each of the taxing jurisdictions would expect to receive a larger share of the property revenue amount from the new development that came about as a direct result of the creation of the TID.

The City of Racine has 10 active TIDs (TIDs 7 through 16) for a total of 238 acres as of 2009. Both the active and inactive TIDs are identified Map 13 and listed in Table 7. The City of Racine has the most TIDs of any community in Racine County. As shown on Map 13, The TIDs are located mainly in the central business district.

#### ***Business Improvement Districts (BIDs)***

Business improvement districts (BIDs) provide another means to implement downtown and neighborhood economic redevelopment efforts. Per the Wisconsin State Statutes, cities have the power to create one or more special assessments districts within their jurisdiction. As defined by the legislation, the establishment of BIDs represents a geographic grouping of commercial properties where the business owners agree to assess themselves in a way that generates funds to develop, manage, and promote the districts. The use of the generated funds is flexible and can be used for a range of improvements, such as marketing, banners, business recruitment, and streetscapes.

As shown on Map 14, the City of Racine has created four BIDs. The BID process begins with a petition from property owners requesting the creation of a BID for the purpose of revitalizing and improving a community's traditional downtown or a particular neighborhood commercial area. The BID law requires that every district have an annual Operating Plan and a minimum of five board members appointed with a majority of those individuals owning or leasing property within the BID. The BID proponents prepare the Operating Plan with technical assistance from the City of Racine Community Development Department and other consultants. RCEDC manages the West Racine and Uptown BIDs, and the City of Racine Downtown Racine Corporation manages the Downtown and Douglas Avenue BIDs.

### ***Revolving Loan Funds (RLFs)***

Revolving Loan Funds (RLFs) are an additional financial tool that may be used to promote economic development efforts for new business start-ups and expansion. In Racine County, the RCEDC administers Racine County's RLF program to a number of local businesses. To be eligible for funding, a proposed project must meet specified minimum requirements based on the terms of the RLF and pay back the loan at a 4 percent interest rate. Such terms may include a specific amount of private sector investment, such as a ratio of borrowed money to investment, or require that a certain number of jobs be created or retained for the specified amount of RLF funds requested. Additionally, an applicant would need to demonstrate that the proposed project is viable and that the business has the ability to repay the funds under the terms of the agreement. Loans may be used for the purchase, rehabilitation, renovation, or construction of a commercial strip building or brownfield sites; site acquisition and preparation; purchase of furniture, fixtures, and equipment; financing and working capital; tenant improvements; and buyouts by purchase of assets or stock.

### ***Community Redevelopment Authorities (CRA)***

Under Section 66.1333 of the *Wisconsin Statutes*, cities are authorized to create redevelopment authorities for the purpose of carrying out blight elimination, slum clearance, and urban renewal programs and projects. CRAs are granted powers to prepare redevelopment and urban renewal plans, and to undertake and carry out redevelopment and urban renewal projects within the city's corporate limits, and to employ personnel to carry out those activities. Redevelopment authorities may enter into contracts; acquire by purchase, lease, eminent domain, or other means, any real or personal property or any interest in the property, together with improvements; and carry out any transactions regarding redevelopment of such properties. Members of a city's common council may resolve, by two-thirds vote, to create a redevelopment authority. Upon confirmation by four-fifths of the common council, the mayor or city manager appoints seven residents of the city to act as commissioners. The powers of the redevelopment authority are vested in the appointed commissioners.

The City of Racine established a Community Redevelopment Authority (CRA) in 1977. It is the only redevelopment authority in Racine County, and primarily concentrates on redevelopment of commercial corridors and brownfield sites. One of the projects that the City of Racine CRA has recently undertaken is the redevelopment of the former Jacobsen/Textron property. In 2002, the City of Racine CRA was given a \$200,000 loan from the Environmental Protection Agency (EPA) through the Brownfields Cleanup Revolving Loan Fund (BCRLF) pilot program to assist in the cleanup of the site. With the completion of infrastructure improvements in 2007, the property is now an industrial park.

### ***Economic Development Organizations***

A number of Countywide economic development organizations have been working together to assist in the establishment, retention, and expansion of area businesses. The following is a description of various local and regional partner organizations that help the City of Racine and area businesses in their economic development efforts.

### ***Racine County Economic Development Corporation (RCEDC)***

The Racine County Economic Development Corporation (RCEDC) is a private, non-profit organization created in 1983 to build and maintain a strong economic base in Racine County. The mission of the RCEDC is to foster the economic vitality of Racine County by working with numerous local and regional partners to support innovation and creativity that leads to business investment.

The RCEDC Board consists of 28 members representing local industry, government, education, and professional organizations, and is served by 10 RCEDC staff members. Current membership in the RCEDC is about 150 members, representing a diverse group of companies and individuals interested in the economic development of the Racine County area.

RCEDC assists existing and potential businesses in Racine County in numerous ways. First, RCEDC and its partners helped to originally draft the *Racine County Economic Development Plan (EDP) 2.0* in 2002 to serve as the blueprint for future economic development in Racine County. The EDP 2.0 identified community and business needs through a set of challenges, strategies, and actions. The successful implementation of the EDP 2.0 required willingness for change by community development organizations, employers, workers, and the community at large. In many cases, such change required new, or the re-allocation of existing, financial resources. Second, RCEDC assists in developing, facilitating, and administering a variety of economic development initiatives, including technical assistance and grant/loan programs aimed at: technology and innovation; marketing Racine County; small business and minority-owned business development; regional economic development; workforce development; business financing; land and buildings; community partnership; and making RCEDC a single point of contact for information on the county's economic development. Finally, the RCEDC staff and its website provide technical assistance, marketing services, workforce training, community profiles, demographic data, business site location listings, and information on utilities, transportation, taxes and business assistance, and quality of life factors.

### ***Community Economic Development Corporation, Inc. (CEDCO)***

The Community Economic Development Corporation, Inc. (CEDCO) is a private, non-profit community development financial institution which was established in 1996 by the collaborative efforts of the Racine branch of the National Association for the Advancement of Colored People (NAACP) and the City of Racine to encourage and promote minority entrepreneurship throughout Racine. CEDCO offers a variety of personal financial workshops, as well as services and training for start-up entrepreneurs and minority business enterprises. CEDCO is an authorized intermediary selected to package/submit applications for the US Small Business Administration (SBA) Minority, Women and Veteran Pre-qualification Loan Programs.

### ***Wisconsin Women's Business Initiative Corporation (WWBIC)***

The Wisconsin Women's Business Initiative Corporation (WWBIC) was incorporated in 1998 and provides opportunities for business entrepreneurship. WWBIC offers direct loans and access to other capital, business education, one-on-one business assistance, financial awareness and asset-building programs. WWBIC is a non-profit, statewide economic development corporation with emphasis on low-wealth individuals, women, and people of color.

### ***Racine Area Manufacturers and Commerce (RAMAC)***

Formed in 1982 from the consolidation of the Racine Area Chamber of Commerce and the Manufacturers' and Employers' Association, Racine Area Manufacturers and Commerce (RAMAC) supports and promotes businesses and communities in Racine County. RAMAC serves as a unified voice for interests common to every small and large, industrial, professional, service and retail business and community organization in the Racine area, as well as a central source of information and data on a wide variety of

business problems and issues affecting its members, which include over 750 firms. Through RAMAC, these employers form an alliance to accomplish its mission:

- To strengthen and maintain a solid, diversified, economic base, one that ensures a healthy business climate and a prosperous, progressive community.
- To promote and protect the fundamentals of the private free enterprise system as the foundation of our nation.
- To help its members manage more effectively, efficiently and productively by excelling in the delivery of personnel, research and management training services.
- To provide the necessary business leadership and services in cooperation with other public and private interests aimed at improving the quality of life in the Racine area.

Some of the programs provided by RAMAC for its members include a Business-to-Business Expo, a Human Resources Hotline, and management and supervisory training.

### ***Racine County Department of Human Services - Division of Workforce Development***

The Racine County Division of Workforce Development administers local, state and federal public assistance programs, including the Wisconsin Works program (W-2), Childcare, Medicaid/BadgerCare, Food Stamps and Emergency Assistance Programs, and the Dislocated Worker Program. The Division is part of the greater Southeastern Wisconsin Workforce Development Area, which consists of Kenosha, Racine, and Walworth Counties. Workforce development divisions for these three counties pool resources to provide training and assistance for those seeking employment, and to help employers seeking qualified candidates to fill positions. The Racine Division provides most services at the Racine County Workforce Development Centers located in the City of Racine and Burlington. The Racine County Workforce Development Centers have facilities to conduct on-site job recruitment, interviews, testing, orientations, training, and human resources and employee relations functions.

Although much of its activities are focused on assisting workers to find jobs, and providing interim financial and welfare assistance, other services and programs of the Division of Workforce Development focus on economic development and job growth. These include:

#### ***Business Services Program***

The Business Services Program provides assistance to employers searching for qualified applicants, provides labor market information, provides small business development workshops and services, and administers or advises employers about grants from a variety of local, state, and federal sources. Business Services assists local employers in the recruitment process on a local, statewide, and national level, and provides employers with assessments and training of new and existing employees.

#### ***Youth Services***

The Career Discovery Center at the Workforce Development Center provides area youth with career exploration activities, primarily in school settings at both the middle and high school levels. Some topics covered in these workshops include general career exploration, web-based career tools, goal setting, skill discovery, and filling out job applications. Other programs offered by the Career Discovery Center include the Mayor's Summer Jobs, which provides a variety of jobs to inner city youth, and Partners Educating Parenting Students (PEPS), an effort to keep parenting students from dropping out of school by providing additional assistance. Youth services are designed to inspire, engage, educate and train the County's future workforce.

### *Dislocated Worker Program*

The objective of the Dislocated Worker Program is to assist laid-off workers in obtaining full-time employment in a job compatible with the worker's capabilities and interests at a competitive wage. The Southeastern Wisconsin Workforce Development Area manages the Dislocated Worker program, which is a "Work First" program with emphasis on opportunities for employment. Participation requires that the worker be committed to intensive efforts toward obtaining full-time employment. Program staff develops an Individual Employment Plan (IEP) with each participant to identify full-time employment objectives and what steps will be taken to achieve the objectives. The IEP specifies the occupational goals of the enrollee, based on assessment, testing, and individualized counseling.

If, after an initial period of intensive work search the participant is unsuccessful in obtaining employment, additional training may be considered, subject to availability of funds. Those who are deemed eligible to receive additional training are given an Individual Training Account (ITA), and information on providers, which includes the cost of training and the success rate of the training provider.

### *Downtown Racine Corporation (DRC)*

Created in 1989 through a merger of the former Downtown Racine Development Corporation and the Downtown Association, the Downtown Racine Corporation (DRC) is a comprehensive, incremental Downtown revitalization program with activities and programs including retail and special events, design and business development services as well as creating a partnership culture among stakeholder organizations. The DRC also manages the Downtown Business Improvement District, which funds a variety of community maintenance and improvement efforts and business assistance programs in the downtown area, such as coordinated beautification projects and increased security.

### *Racine County Convention and Visitors Bureau (CVB)*

The Racine County Convention and Visitors Bureau (CVB) was founded in 1983 as a nonprofit organization, aimed at promoting Racine County as an attractive destination by aggressively marketing the area's hospitality, facilities and attractions to create a positive economic impact on Racine County and enhance the area's quality of life. The Racine County CVB marketing efforts include advertising in print, television, radio and internet, including materials such as an annual visitors' guide, a restaurant guide, and a relocation packet. The CVB also attracts and develops events (e.g., Spirit of Racine Triathlon, Great Midwest Dragon Boat Festival); arranges group tours, meetings and conferences; and promotes local events to residents.

### *University of Wisconsin-Parkside Small Business Development Center (SBDC)*

The University of Wisconsin-Parkside Small Business Development Center (SBDC) provides assistance to new and existing businesses in the form of classes and business counseling services, including assistance in the development of business plans and marketing. The UW-Parkside SBDC, located in the Center for Advanced Technology and Innovation (CATI) building in Sturtevant, serves both Racine and Kenosha counties. The SBDC provides business counseling and assistance in both pre-venture (business formation) and venture (business growth and enhancement) areas at little or no cost to its clients.

### *Gateway Technical College*

Gateway Technical College collaborates with communities in Kenosha, Racine, and Walworth Counties to ensure economic growth and viability by providing education, training, leadership, and technological resources to meet the changing needs of students, employers, and communities. With over 29,000 enrollees annually, Gateway Technical College serves the vocational and technical training needs of Southeastern Wisconsin from its campuses and through distance learning opportunities, such as online courses. Offerings include associate degree, diploma, certificate, short-term, non-credit, and workshop

programs in over seventy-seven fields. Community outreach educational services include courses in English as a Second Language (ESL), GED/HSED, and computer skills. In Racine County, Gateway has a major campus in the City of Racine.

In particular, Gateway's Workforce and Economic Development Division (WEDD, previously Business & Industry Services) collaborates with Gateway's Advanced Technology Centers to promote business development, workforce development, and technology innovation in southeast Wisconsin by serving as a "one-stop" economic center for workforce development. WEDD is the leading supplier of training solutions to area business and industry by providing effective, efficient and affordable training for the local workforce through: customized training, technical assistance, assessments, professional development workshops, and the Advanced Leadership Certificate Program. Courses, workshops and seminars are offered on-site, on campus or at any of the Advanced Technology Centers at various times and dates; Gateway also provides opportunities for on-line learning, self-paced learning and accelerated learning.

***Gateway Technical College—Center for Advanced Technology and Innovation (CATI), Inc.***

CATI was founded in 2001, with the vision of being a source of innovation for entrepreneurs, companies, and students seeking new research and development opportunities. CATI is a regional technology transfer and commercial institution founded by nine academic institutions, including UW-Parkside and workforce development and economic development agencies in Racine and Kenosha Counties. CATI has three focus areas:

- Technology Transfer: Assisting existing companies and entrepreneurs with assessing and acquiring needed technology.
- Facilitating Focused Education: Providing application-based educational experiences linking businesses with students.
- Entrepreneurial Development: Assisting entrepreneurs and inventors with commercializing more value-added products to be competitive in a global marketplace.

***Carthage College***

Carthage College, located in Kenosha County, is a private institution offering liberal arts degrees. Enrollment is approximately 1,500 students, with a student/faculty ratio of sixteen to one. The college offers study in thirty-three major fields plus thirteen special academic programs, a Masters in Education program, and an MBA cooperative program with Loyola University in Chicago.

In 2004, Carthage College opened the A.W. Clausen Center for World Business, a learning center featuring state-of-the-art technology conducive to the presentation and discussion of business principles and theories. The facility and its programs are designed with the goal of preparing students for business leadership in a global economy.

***Regional Economic Partnership (REP)***

The REP includes economic development organizations in each of the Region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha) plus We Energies, the City of Milwaukee, the Metropolitan Milwaukee Association of Commerce, and SEWRPC. The REP was formed in 1993 to provide:

- A development partner to assist with financing, workforce training programs, and technology development programs.
- Assistance with business permits and regulations.
- Continuing assistance beyond project completion.

### ***The Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties—Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The council, made up of about 35 civic and business leaders and chief elected officials, was formed with the idea that a regional approach is key to fostering economic growth. Milwaukee 7 is engaged in efforts focusing on regional strategic planning for economic development. Among the council's goals are to compile comprehensive information about the Region, creating a way for businesses to tap easily into data that can help them plan expansion or location decisions; identifying "clusters" of industries well suited to the area; and creating jobs to retain more Wisconsin college graduates.

In April 2007, the Milwaukee 7 released its Strategic Framework, which includes a vision for the Region and recommended steps on how to achieve this vision. The Strategic Framework identifies the Region's assets that pose a unique opportunity for the Region's long-term prosperity; identifies "Regional Export Drivers," which are industries that drive the export of goods and services beyond the regional borders; maps opportunity zones; and outlines a strategic agenda for each of the Regional Export Drivers. The Milwaukee 7 resource center and Strategic Framework are found on the Milwaukee 7 website ([www.choosemilwaukee.com](http://www.choosemilwaukee.com)). A more recent emphasis of the Milwaukee 7 had been the promotion and attraction of fresh water research and technology facilities.

### ***Local Business District Organizations***

There are a number of local business district organizations whose goal is to improve the business environment of their specific areas through business promotion, marketing, special events, beautification projects and community organization. These organizations include the Uptown Improvement Organization, the West Racine Business and Professional Association, the Historic Sixth Street Association, the High Street Business Association, the State Street Civic Association and the Douglas Avenue Redevelopment Association.

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**Table 5**  
**ENVIRONMENTALLY CONTAMINATED SITES IN THE CITY OF RACINE**

Number on Map 12	Location	Date Listed <sup>a</sup>	Activity Type <sup>b</sup>
1	3109 Mt Pleasant St	1/12/2004	ERP
2	1500 Durand Ave	2/21/1996	LUST
3	3700 Spring St	8/1/1990	LUST
4	Kearney & Rosalind Ave	9/30/1992	ERP
5	2835 Lathrop Ave	7/14/1997	ERP
6	500 High St	8/8/1989	LUST
7	1001 Water St	8/22/2005	ERP
8	1800 21st St	5/25/1995	LUST
9	1717 W 6th St	5/22/2000	ERP
10	4100 Victory Ave	4/11/2002	LUST
11	1339 14th St	12/15/1998	LUST
12	3825 Durand Ave	10/18/2002	LUST
13	2520-2600 Spring St	3/16/1999	ERP
14	501 Lake Ave	9/10/2002	ERP
15	4301 Washington Ave	1/29/2002	LUST
16	1930 Roosevelt Ave	9/24/1992	ERP
17	550 Three Mile Road	7/17/2006	LUST
18	2418 Douglas Ave	3/15/1990	LUST
19	1301 18th St	2/15/2004	LUST
20	1600 Goold St	12/9/1998	ERP
21	2701 N Green Bay Rd	7/25/2002	ERP
22	3941 Main St	5/30/2006	ERP
23	2100 N Main St	10/26/1993	LUST
24	1819 Durand Ave	3/15/1990	LUST
25	1914 Indiana St	5/29/2002 and 4/24/2007	ERP
26	121 Lake Ave	10/9/1995	ERP
27	1325 16th St	7/22/1999	ERP
28	1028 Douglas Ave	5/6/1994	ERP
29	1400 13st St	10/13/2003	LUST
30	4700 21st St	8/9/1991	ERP
31	718 Marquette St	11/28/2006 and 4/25/2007	ERP/LUST
32	1600 Yout St	5/28/1992	LUST
33	700 W 8th St	5/21/1991	LUST
34	700 State St	10/3/1989	ERP
35	1701 Dekoven Ave	8/11/2004	ERP
36	2200 Dekoven Ave	1/1/1980	ERP
37	1001 N Main St	12/6/1991	LUST

**Table 5 (continued)**

Number on Map 12	Location	Date Listed <sup>a</sup>	Activity Type <sup>b</sup>
38	1900 and 1910 Taylor Avenue	4/4/2006	LUST
39	Loni Lane-Regency W	3/26/2003	ERP
40	1149 Washington Ave	4/19/1997	LUST
41	1730 State St	6/1/2007	ERP
42	1717 Taylor Ave	1/10/1995	ERP
43	2000 Dekoven Ave	8/23/1991	LUST
44	1215 State St	1/6/1997 and 4/11/2000	ERP/LUST
45	1158 Washington Ave	11/17/1997	LUST
46	1975 State St	3/30/1992	LUST
47	1500 Dekoven Ave	1/8/1990	ERP
48	1400 Durand Ave	7/2/1997	LUST
49	2000 Dekoven Ave	12/4/1997	ERP
50	3013 Rapids Dr	5/29/2002	LUST
51	1122 West Blvd	7/3/1998	ERP
52	2320 Douglas Ave	12/1/2006	ERP
53	1218 Frederick St	11/5/1998	LUST
54	1180 Frederick St	11/5/1998	LUST
55	1711 N Main St	11/2/1989	LUST
56	200 Dodge St	12/6/1991	LUST
57	3953 N Main St	5/3/1991	LUST
58	180 Reichert St	8/28/1995	LUST
59	Water & Grand	8/3/2005	ERP
60	1524 Frederick St	8/20/2003	LUST
61	1442 N Memorial Dr	3/17/1987, 2/18/199, and 3/14/2000	LUST
62	1425 N Memorial Dr	8/19/2005	ERP
63	1622 Oakes Rd	5/3/1996	ERP
64	1700 Racine St	6/16/1994	LUST
65	5600 Durand Ave	12/15/1993	LUST
66	949 N Erie St	3/15/2000	ERP
67	1616 Durand Ave	10/6/1995	LUST
68	1737 Center St	1/9/2001	LUST
69	4700 Washington Ave	11/10/1993	LUST
70	910 West Ave	4/17/1998	ERP
71	1321 Racine St	3/9/1998	ERP
72	4600 21st St	8/7/1990 and 1/7/2003	ERP
73	1400 14th St	10/7/1997	ERP
74	3212 Douglas Ave	11/12/2003	LUST
75	1501 Three Mile Rd	11/27/1990	LUST
76	1201 Michigan Blvd	2/27/1996	ERP
77	1900 Clark St	4/14/1992	ERP
78	4910 Washington Ave	12/10/2000	LUST
79	1601 Taylor Ave	2/12/2003	LUST

**Table 5 (continued)**

Number on Map 12	Location	Date Listed <sup>a</sup>	Activity Type <sup>b</sup>
80	526 Marquette St	12/9/1998	LUST
81	1220 Mound Ave	5/17/1996	LUST
82	620 Stannard St	3/14/2006	ERP
83	1225 14th St	4/9/1991	ERP
84	1501 Clark St	12/18/2003	ERP

<sup>a</sup>Date identified by WDNR as a contaminated site through the end of 2007.

<sup>b</sup>Includes Environmental Repair (ERP) sites, Leaking Underground Storage Tank (LUST) sites, or both types of sites at one address identified by the WDNR.

Source: Wisconsin Department of Natural Resources and SEWRPC.



**Table 6 (continued)**

Entity	Program	Assistance Type
Business Development Center)		
<b>Local</b>		
City of Racine (administered by RCEDC)	Industrial/Commercial - Revolving Loan Fund	Direct Loan Program with interest rate that may be fixed or graduated on a fixed schedule
City of Racine (administered by RCEDC)	Racine Development Group (RDG)	Direct Loan Program with interest rate that may be fixed or graduated on a fixed schedule
City of Racine (Administered by the Community Economic Development Corporation)	Minority Loan Fund	Direct Loan Program with interest rate that may be fixed or graduated on a fixed schedule

Source: Racine County Economic Development Corporation and SEWRPC.

**Table 7**

**TAX INCREMENT FINANCING DISTRICTS IN THE CITY OF RACINE**

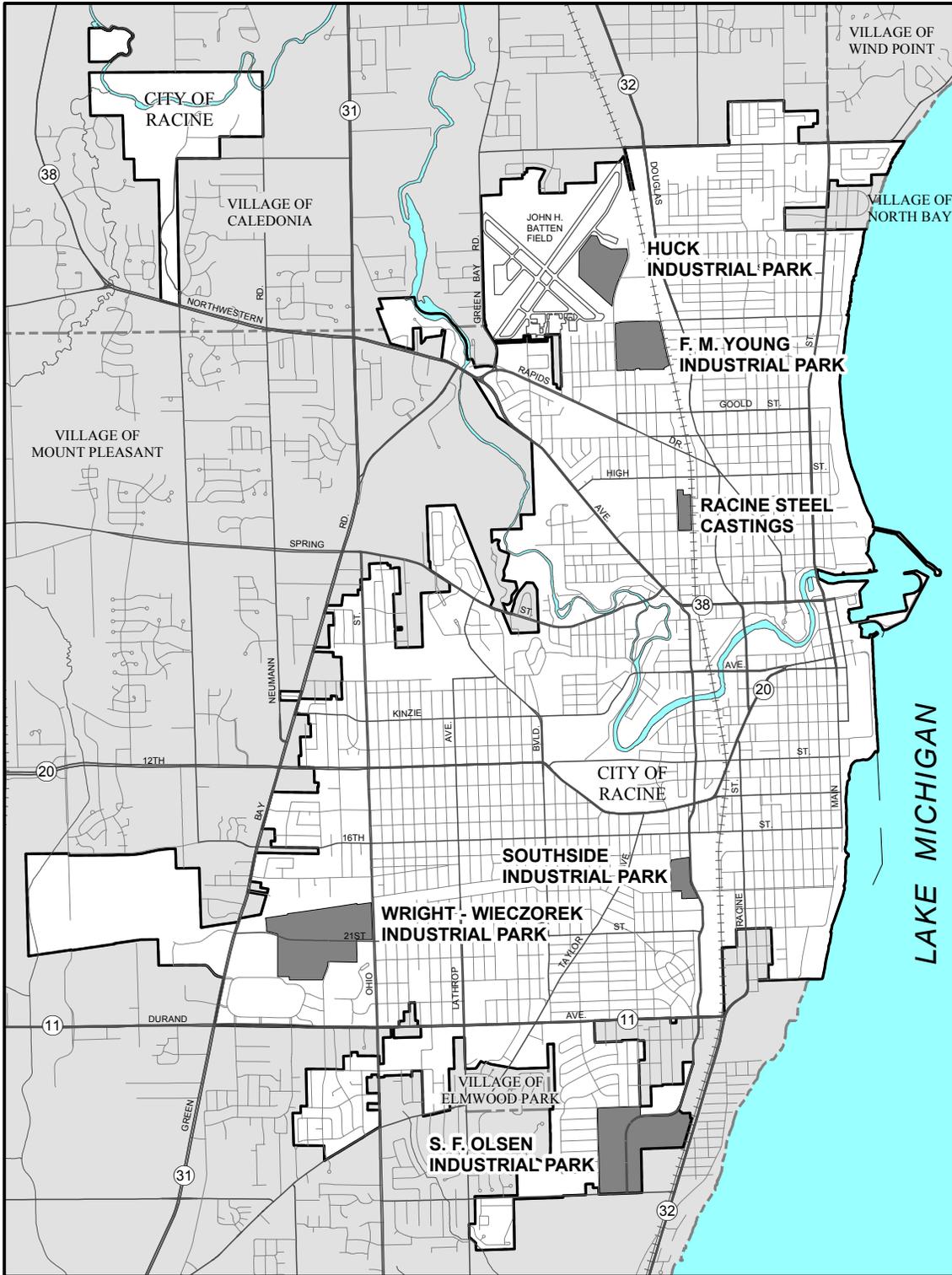
City of Racine TID Number	Acres	Year Created	Year of Termination	Base Value	Current Value <sup>a</sup>	Increment <sup>a</sup>
TID #2	58.0	1983	2003	\$2,394,700	\$50,590,500	\$48,195,800
TID #3	6.0	1983	2003	\$3,290,300	\$6,266,100	\$2,975,800
TID #5	69.0	1985	2005	\$0	\$19,261,100	\$19,261,000
TID #6	48.0	1987	2007	\$21,660,440	\$41,336,100	\$19,675,700
TID #7	22.0	1989	2009	\$1,899,600	\$45,477,800	\$43,578,200
TID #8	96.0	1990	2013	\$11,338,350	\$33,909,600	\$22,571,250
TID #9	13.2	2000	2024	\$877,600	\$37,348,900	\$36,471,300
TID #10	14.9	2003	2023	\$458,000	--	--
TID #11	4.2	2005	2033	\$3,179,700	\$2,614,800	\$0
TID #12	2.7	2006	2034	\$378,000	\$1,050,000	\$672,000
TID #13	1.3	2006	2034	\$312,300	\$4,045,700	\$3,733,400
TID #14	20.5	2006	2034	\$4,103,200	\$4,298,300	\$1,95,100
TID #15	2.5	2006	2034	\$0	\$0	\$0
TID #16	60.9	2009	2024	\$32,861,700	\$32,861,600	-\$100

<sup>a</sup>Includes a projected current value and increment if the TID is not closed prior to 2007.

Source: City of Racine and SEWRPC.

Map 10

INDUSTRIAL AND BUSINESS PARKS IN THE CITY OF RACINE



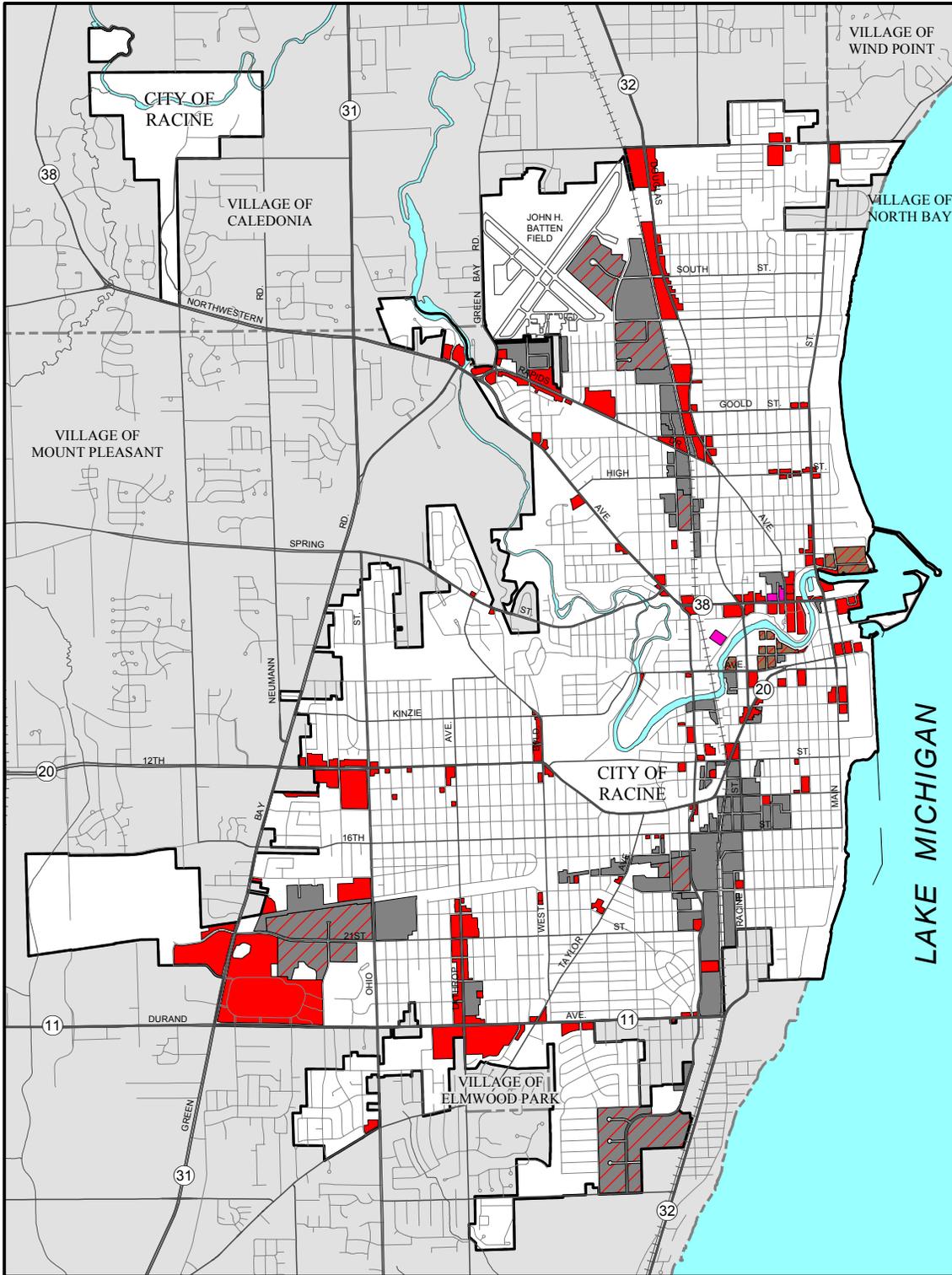
INDUSTRIAL / BUSINESS PARK



SOURCE: SEWRPC.

Map 11

LANDS DESIGNATED FOR INDUSTRIAL AND BUSINESS USES  
IN THE CITY OF RACINE UNDER THE CITY LAND USE PLAN

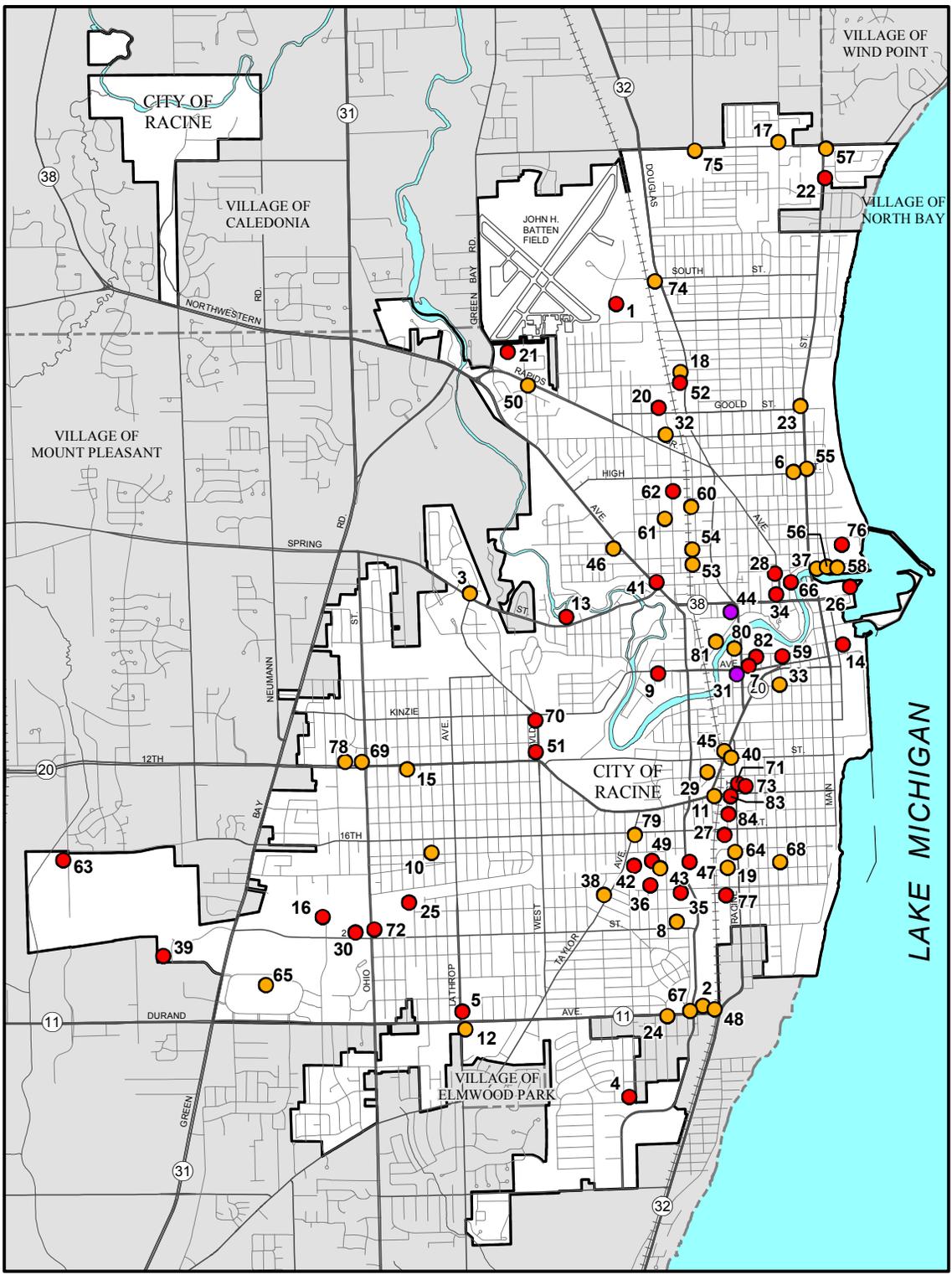


- |   |   |   |                            |
|---|---|---|----------------------------|
|  | COMMERCIAL  |  | INDUSTRIAL                 |
|  | OFFICE PARK   |  | INDUSTRIAL / BUSINESS PARK |
|  | MIXED USE - COMMERCIAL AND RESIDENTIAL<br>(COMMERCIAL EMPHASIS) |   |                            |



SOURCE: SEWRPC.

**Map 12**  
**ENVIRONMENTALLY CONTAMINATED SITES TO BE CONSIDERED**  
**FOR RENEWAL IN THE CITY OF RACINE**



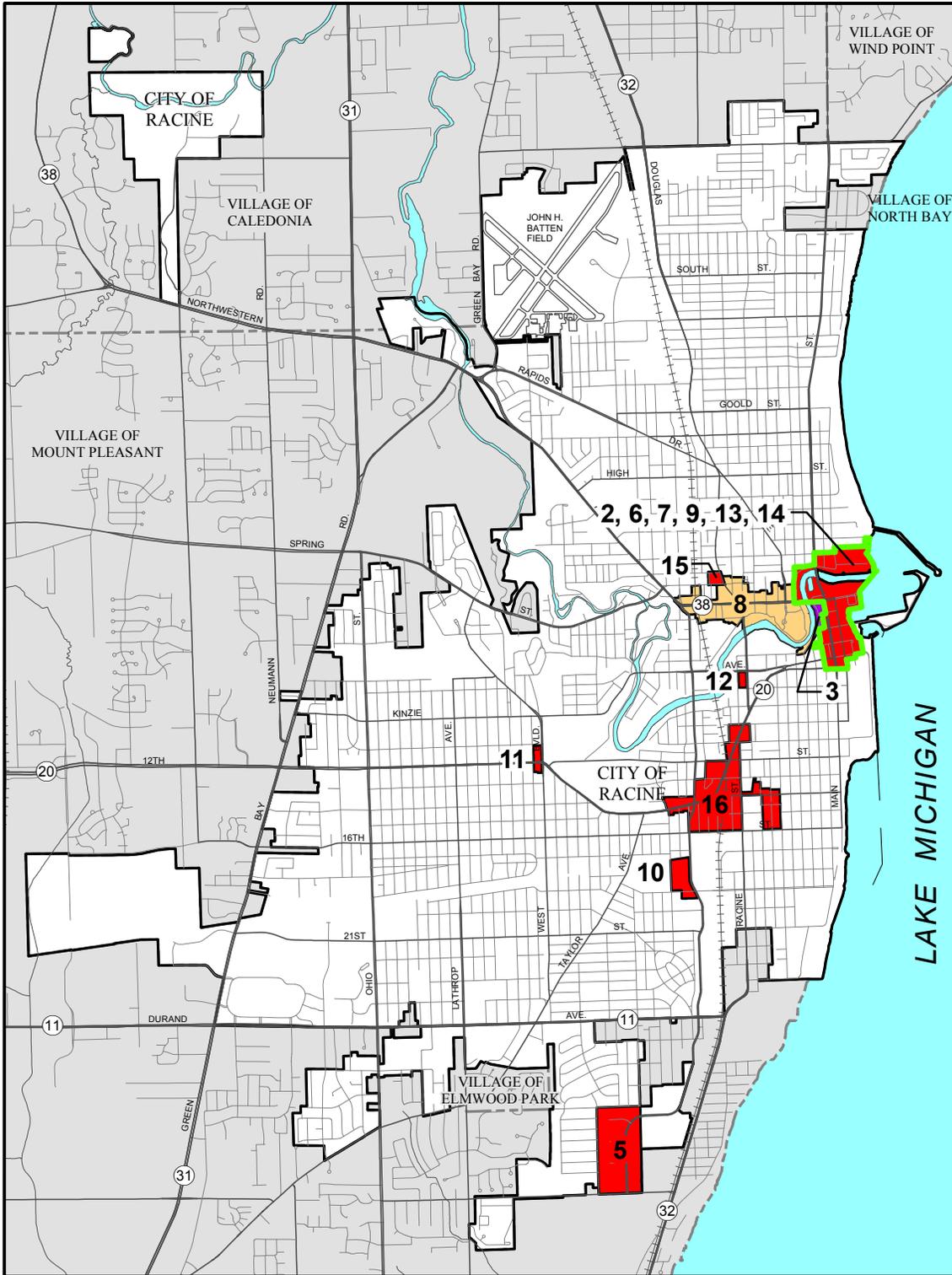
- ENVIRONMENTAL REPAIR SITE
- ENVIRONMENTAL REPAIR SITE / LEAKING UNDERGROUND STORAGE TANK SITE
- LEAKING UNDERGROUND STORAGE TANK SITE
- 71** ENVIRONMENTALLY CONTAMINATED SITE REFERENCE NUMBER (SEE TABLE 5)



SOURCE: WISCONSIN DEPARTMENT OF NATURAL RESOURCES AND SEWRPC.

Map 13

TAX INCREMENTAL FINANCE DISTRICTS IN THE CITY OF RACINE



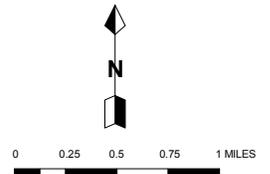
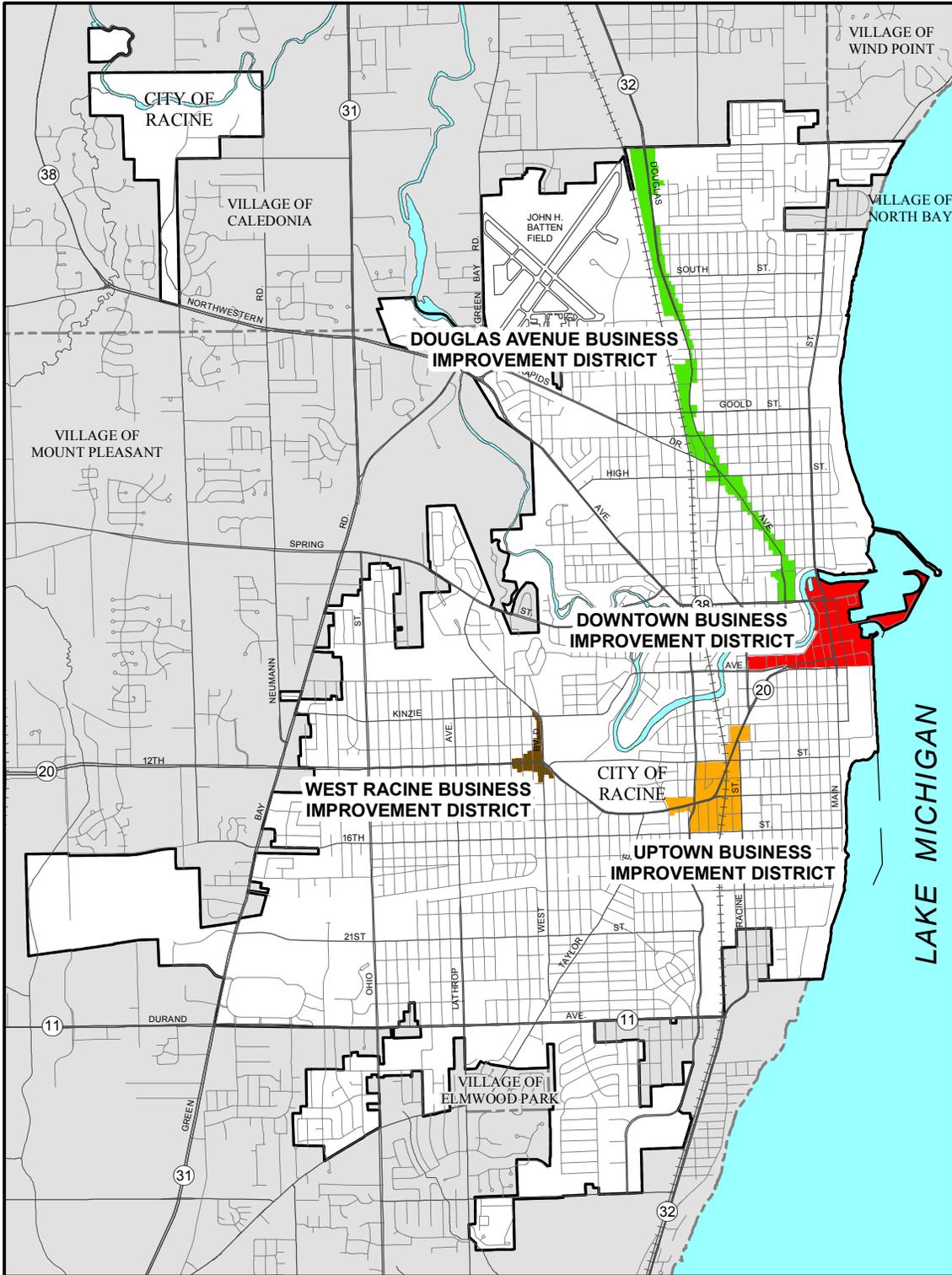
-  MULTIPLE OVERLAYING TAX INCREMENT FINANCING DISTRICT BOUNDARY
- 10** TAX INCREMENT FINANCING DISTRICT NUMBER



SOURCE: CITY OF RACINE AND SEWRPC.

Map 14

BUSINESS IMPROVEMENT DISTRICTS IN THE CITY OF RACINE



SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**Chapter X**

**UTILITIES AND COMMUNITY FACILITIES ELEMENT**

**INTRODUCTION**

The future development and redevelopment of lands in the City of Racine, as identified in the land use element of the comprehensive plan, may have a significant impact on utilities and community facilities and services. The utilities and community facilities element seeks to evaluate, to the extent possible, the future demand for utilities and community facilities in the City and sets forth related goals, objectives, policies, and programs.

The utilities and community facilities element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (d) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within the City of Racine. The *Statutes* also require an inventory of existing utilities and community facilities, an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities, and an assessment of future needs for governmental services that are related to such utilities and facilities.

In addition, the following comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood design that supports a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open space, and groundwater resources.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community by revitalizing neighborhoods, main streets, and thoroughfares and enforcing design standards.
- Provision of adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

**Element Format**

This chapter is organized into the following four sections:

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<sup>1</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Inventory of Utilities and Community Facilities in the City of Racine;
- Public Input—Utilities and Community Facilities Issues;
- Projections—Utilities and Community Facilities; and
- City of Racine Utilities and Community Facilities Goals, Objectives, Policies, and Programs.

## **INVENTORY OF UTILITIES AND COMMUNITY FACILITIES IN THE CITY OF RACINE<sup>2</sup>**

### **Public Sanitary Sewer Service**

Virtually the entire City of Racine is served by a public sanitary sewerage system which is tributary to the City of Racine Sewage Treatment Plant. This plant is the largest sewage treatment facility in the County. This facility also serves the Villages of Caledonia, Elmwood Park, Mt. Pleasant, North Bay, Sturtevant, and Wind Point in the eastern portion of the County, along with the area located along CTH KR in the Town of Somers in Kenosha County.

Generally, a sewage treatment facility operating at greater than 80 percent of its rated capacity is a candidate for facility planning, which is an engineering study under which options for upgrading the facility are considered. In some cases, large industrial users (particularly food processing operations) can have a significant impact on available capacity. In such cases, loading may be reduced through cooperative measures, yielding benefits for both industrial users and sewage treatment facility owners, and minimizing the need for costly treatment plant upgrades. In 2007, the City treatment plant was operating at 64 percent of its design capacity.

### **Stormwater Management Facilities**

Through a variety of planning and engineering methods, stormwater management facilities are designed to convey runoff, remove pollutants, and control flow rates. The City of Racine primarily relies on a system of curbs and gutters, storm sewers, retention basins, and natural drainageways for stormwater management. The City, developers, and landowners may supplement this with more innovative and low-impact design approaches including, but not limited to, the use of porous pavement surfaces and rain gardens.

### **Municipal Water Supply**

The City of Racine relies on Lake Michigan as the source for its water supply. The City of Racine Water and Wastewater Utility, which owns and operates a surface water treatment plant with three intakes, is the largest supplier of treated surface water in Racine County. In addition to providing water service to the City, it also provides retail and wholesale water to several municipal water systems adjacent to the City.

### **Other-Than Municipal (OTM) Self-Supplied Water Systems**

As of 2005, there were three “other-than municipal” self-supplied water supply systems in the City:

- S.C Johnson & Son—a high-capacity system operating with two low-capacity and two high-capacity wells.
- Scrub N’ Suds Car Wash—a high capacity system operating with two low-capacity wells
- Wisconsin Department of Natural Resources Root River Steelhead Facility—a high-capacity system operating with four low-capacity wells

### **Electric Power Facilities**

The City of Racine is provided with electric power service by We Energies. Electric power service is available on demand throughout the City and does not constitute a constraint on the location or intensity of urban development or redevelopment.

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<sup>2</sup>Detailed maps and tables of the utilities and community facilities described are available in SEWRPC Community Assistance Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.

### **Natural Gas Facilities**

We Energies-Gas Operations provides and distributes natural gas service in the City of Racine. ANR Pipeline provides the main gas supply, which owns main and branch gas pipelines in the City and the surrounding area.

### **Telecommunications Facilities**

Telecommunication facilities and services also form a critical part of the City utility infrastructure. One telephone wireline carrier—AT & T Communications—serves the City. Time-Warner, the franchise cable provider for all of the City of Racine, provides telecommunication services in the form of cable television, internet data access, and voice services.

In addition to wireline communication, wireless systems—both mobile and fixed—are increasingly advancing the coverage, capacity, and quality of telecommunication services. Wireless network infrastructure features a set of base station antenna (tower) sites. There are 16 known antenna sites for mobile cellular/Personal Communication System (PCS) service providers and private fixed wireless networks in the City.

### **Solid Waste Management Facilities**

The City provides curbside pick-up service through a contract with a private hauler. Residents may also transport their solid waste and recyclables to a local drop off site—the Pearl Street Recycling Center Facility. In 2007 there was one active, licensed, privately-owned landfill in the City—Kestrel Hawk.

### **Government Administration and Public Institutional Buildings**

Government administration and public institutional buildings in the City of Racine include: the Racine City Hall; the Racine County Child Support Department; the Racine County Human Resources and Services Departments and Workforce Development and Juvenile Detention Centers; the Racine County Courthouse; the State Racine Youthful Offender Correctional Facility and Wisconsin Department of Corrections Adult Institutions; the State Social Security Administration; two U.S. Post offices; and the Racine Public Library.

### **Police Facilities and Services**

The City of Racine is served by a full-time police force consisting of 195 full-time sworn officers and 30 civilian staff (2009). In addition to its headquarters located at 730 Center Street, the City Police Department operates five community police houses (see Map 15). Facilities for the Racine County Sheriff's Department and the Racine County Sheriff's Department Water Patrol are also located in the City of Racine.

### **Fire Protection and Emergency Medical Facilities and Services**

The City of Racine is served by a full-time fire department consisting of 147 full-time fire fighters (2009)—operating out of six fire stations (see Map 15). The Racine Fire Department also provides full-time paramedic emergency medical service. The City fire department also provides fire protection and emergency medical services to the Villages of Elmwood Park, North Bay, and Wind Point.

### **Library Facilities**

There is one public library operated by the City of Racine, located at 75 7<sup>th</sup> Street. This is the only public library located east of IH94 in Racine County. This library may be used by all Racine County residents with valid library cards. Indeed, all public libraries throughout the State are required to honor valid borrowers' cards from any system, with the exception of the Milwaukee County Federated Library System.

All of Racine County is part of the Lakeshores Library System, which also serves Walworth County. The Lakeshores System and the Mid-Wisconsin System (which serves Dodge, Jefferson, and Washington Counties and part of Walworth County) are part of the Shared Holdings and Resource Exchange (SHARE) consortium, which provides residents with easy access to materials throughout both systems. Residents throughout the area use a common library card.

### **Public School Facilities**

The City of Racine is served by one PK-12 school district—the Racine Unified School District. This district includes 33 public elementary, middle, and high school facilities, of which 26 are located in the City of Racine (2006-see Map 15). There were about 21,172 students enrolled for the 2008-2009 school year.

Among the 26 school facilities in the City are three magnet schools, three charter schools, and one year-round school (James Elementary School). Magnet schools are public schools offering a specialized curriculum; access to pupils goes beyond neighborhood attendance zones. The magnet schools in the City are Walden III Middle and High School, Bull Fine Arts Elementary School, and Red Apple Elementary School. Although charter schools resemble magnet schools, they are created through a contract, or charter, between the operators and the sponsoring school board or other chartering authority. As a result, a charter school board operates independently of the local school board. The charter schools in the City are 21<sup>st</sup> Century Preparatory School, The R.E.A.L. School, and McKinley Middle School.

### **Private School Facilities**

In 2009, there was a total of 17 private schools, including elementary, middle, and high schools in the City. There were about 4,000 students enrolled for the 2008-2009 school year.

### **Home-Based Private Education Services**

According to the Wisconsin Department of Public Instruction, 477 school-age children in Racine Unified School District received home-based private education in 2008-2009. Under *Wisconsin Statutes*, homeschooling instruction is provided to a child by the child's parent or guardian or by a person designated by the parent or guardian, in order to comply with the compulsory school attendance law.

### **Technical College Facilities**

The City of Racine has one technical college facility—the Racine campus of Gateway Technical College—located at 1001 Main Street. The Racine campus specializes in cosmetology, auto shop and machine tool technicians, engineering, health information technology, and nursing.

### **Health Care Facilities**

In 2009, there was one hospital in the City of Racine, Wheaton Franciscan Healthcare-All Saints, which operates two main campuses in the City. The west campus offers a full range of medical services, while the east campus mental health and nursing home services. Wheaton Franciscan also operates specialized treatment and walk-in facilities which are accessible to City residents in Downtown Racine and in the neighboring Villages of Mt. Pleasant and Caledonia. In addition, there were seven medical clinics in the City; these clinics provide a range of medical health services such as physical therapy, radiology, laboratory, urgent care, mental health, general treatment, and pharmacy. There are also numerous clinics in the City that provide more specialized healthcare services. Examples of such services include dental, holistic medicine, massage and physical therapy, chiropractic, and acupuncture.

### **Child Care Facilities**

Child care facilities are regulated by the Bureau of Regulation and Licensing (BRL) in the Wisconsin Department of Health and Family Services. There are two main types of child care facilities regulated by the BRL, family child care centers and group child care centers. Family child care centers are facilities that provide care for four to eight children and generally operate in a provider's home. Group child care centers are facilities that provide care for nine or more children and generally operate outside of the provider's home. In 2009, there were 24 licensed family child care centers and 31 licensed group child care centers in the City of Racine. There were also two licensed camp child care centers in the City in 2009.

### **Nursing Homes and Assisted Living Facilities**

The demand for nursing homes and assisted living facilities in the City of Racine may be expected to increase, particularly with the aging of the baby-boom population, in the years ahead. In 2000, the number of persons 65 years

of age and over in the County was about 23,200, representing about 12 percent of the total County population. Regional Planning Commission projections indicate that by 2035, the population 65 years of age and over may be expected to increase to about 43,200 persons, representing about 20 percent of the projected population. The following facilities are existing alternatives to living in one's home.

### ***Nursing Home Facilities***

A nursing home is defined under *Wisconsin Statutes* as a place where five or more persons who are unrelated to the administrator reside and receive care or treatment, and due to their physical or mental condition, require access to 24-hour nursing services. Nursing homes include skilled nursing facilities, intermediate care facilities, and institutions for mental diseases. There were two nursing homes providing skilled nursing care in the City of Racine in 2009—Lincoln Village Convalescent Center and Lakeshore Manor. Directly adjacent to the City, in the neighboring Villages of Mt. Pleasant and Caledonia, there are three additional skilled nursing facilities available to City of Racine residents (Ridgewood Health Care Center, Becker-Shoop Center, and St. Monica's Senior Citizen Home).

### ***Assisted Living Facilities***

Assisted living facilities mainly include adult day care complexes, community based residential facilities (CBRFs), and residential care apartment complexes. Adult day care complexes provide the elderly and other adults with services when their caregivers are at work or need relief. CBRF's are facilities for elderly and developmentally and physically disabled persons that can serve five or more people as well as offer room and board, supervision, support services and no more than three hours of nursing care per week. A residential care apartment complex consists of independent apartment units for five or more adults, and up to 28 hours per week of supportive care, personal care, and nursing services. There were 10 licensed assisted living facilities located in the City in 2009. This included one adult day care complex (Lincoln Lutheran Adult Day Services); seven community based residential facilities (Genesis Chatham House, Genesis Durand House, Genesis Spring Place Manor, Genesis St. Clair House, Healthcare Services LLC, Prospect Heights Community Living C, and Stafford Manor LLC); and three residential care apartment complexes (Bay Pointe at the Atrium, Danish American Home, and Home Harbor).

In addition to the three main types of assisted living facilities, there are a number of licensed adult family homes that provide community residential services for one or two people in county-certified homes and for three to four people in State-certified homes. These residents receive care, treatment, or services that are above the level of room and board, and including up to seven hours of nursing care per week. Adult family homes may be operated out of a private residence.

### ***Facilities Serving People With Development Disabilities***

Under the *Wisconsin Administrative Code*, facilities serving people with developmental disabilities are defined as residential facilities with a capacity of four or more individuals and typically less than 16 people that need and receive active treatment and health services. In 2009, there was one facility serving the needs of people with development disabilities in the City of Racine—Racine Residential Care.

### ***Cemetery Facilities***

In 2009, there were four cemeteries in the City of Racine encompassing about 120 acres. The cemeteries were Graceland, Holy Cross, Jewish Memorial, and Mound.

### ***Park Facilities***

In 2009, there were 106 park and open space sites in the City, including 81 sites and five community centers owned by the City of Racine, 4 sites owned by Racine County, and 21 sites owned by the School District. These park and open space sites encompassed about 1,200 acres. In addition to the publicly owned sites, there were 19 privately owned outdoor recreation sites, encompassing 56 acres, in the City.

### ***Bicycle and Pedestrian Facilities***

Bicycle facilities accommodation is provided on surface arterial streets and highways and off-street multi-use paths by various levels and units of government (see Map 9 in Chapter VII). In addition to the extensive system of sidewalks in the City of Racine, pedestrians can also use off-street bicycle paths.

## **PUBLIC INPUT—UTILITIES AND COMMUNITY FACILITIES ISSUES**

The comprehensive plan should address key utilities and community facilities issues based upon the utilities and community facilities-related inventory information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey, a public input session, and neighborhood meetings, resulted in the identification of a number of utilities and community facilities-related issues to be addressed in this element. These issues include:

- The plan should strive to protect surface water and groundwater quality and quantity.
- The plan should strive to study the costs and impacts of development and redevelopment on utilities and community facilities.
- The plan should strive to provide recreational opportunities and green space land.
- The plan should seek additional resources (public-private partnerships) for both utilities and community facilities planning.
- The plan should seek to improve the level of public services in the City of Racine, including working with utility companies to determine future demand.
- The plan should strive to maintain the environmental health of the City.
- The plan should seek to provide access to health care and medical care facilities, and consider the accommodation of health care facilities when considering future development.
- The plan should seek to implement existing plans that recommend the redevelopment of older fully developed areas and to create new funding sources for redevelopment projects.
- The plan should strive to support the development of alternative energy sources, such as wind and solar power. The potential demand for bio-fuel and bio-fuel technology could also provide economic opportunities.
- The plan should seek to expand technology (such as countywide wireless high speed internet) that may also reduce energy costs by providing residents and businesses with telecommuting capabilities.
- The plan should strive to preserve cultural resources, historic sites and districts, and their infrastructure.
- The plan should strive to maintain and improve schools and to ensure that the needs of all current and future residents are met through good fire/rescue, police, and emergency services.
- The plan should seek to develop and enhance partnerships between schools, economic development organizations, and workforce development agencies.
- The plan should continue to find ways to share municipal services such as libraries, recycling, and police services with neighboring communities.
- The plan should strive to increase activities for seniors and children.

## **PROJECTIONS—UTILITIES AND COMMUNITY FACILITIES**

Section 66.1001 (2) (d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the City and an approximate timetable of the expansion, rehabilitation, and replacement of existing facilities and the construction of new facilities to meet the projected demand. The projected demand and approximate timeline for various utilities and community facilities in the City are based on recommendations set forth by regional plans and the anticipated land use development and transportation patterns set forth in other elements of this report.

### **Projections: Future Population Growth and Change**

Under the comprehensive plan, while the number of households is anticipated to increase by about 920 over the planning period, the population of the City of Racine is projected to decrease by 1,340 persons due to continuing

decreases in household sizes within the City. Consequently, future population levels in the City may not result in increased demands on City facilities, schools, utility systems, and private community facilities. However, future population levels in communities adjacent to the City—particularly the Villages of Caledonia, Mt. Pleasant, and Sturtevant—will likely increase demands on facilities and utilities. The population in those communities is projected to increase by 9,200 persons or 47 percent. This will result in an increased demand on school facilities and Racine sewer and water utilities. The City of Racine and adjacent communities should plan cooperatively as necessary to ensure that facilities and arrangements for services, such as water, sewer, and fire and emergency medical services, are capable of meeting future needs. Planning for community facilities and utilities should take into account the population projections set in this comprehensive plan; however, because of the uncertainty inherent in any population projection—which in large part is a function of the strength of the regional and local economy—plans for community facilities and services should be sufficiently flexible to accommodate future population levels that are somewhat lower or higher than projected.

## **Projections: Utilities**

### ***Sanitary Sewer Service***

Owners and operators of public sewerage systems within the Region periodically prepare facilities plans to evaluate the adequacy of their systems, including wastewater treatment plants, for a 20-year planning period. Those plans are reviewed by the Regional Planning Commission for conformance with the regional water quality management plan.<sup>3</sup> It is recommended that the City of Racine continue to assess its wastewater conveyance and treatment system so as to provide the capacity necessary to allow for future development as it occurs while adhering to the conditions of their operating permits. This comprehensive plan evaluates facilities planning needs based on a criterion that facilities planning should be initiated when the average daily flow to a wastewater treatment plant reaches 80 percent of the plan design capacity.

Sewage flows to the City of Racine and environs based upon the intermediate growth population projections embodied in the year 2035 regional land use plan, would be well below the 80 percent threshold by 2035. However, the Village of Caledonia recently completed a study to determine the most cost-effective way to provide sanitary sewer service to portions of the Village that are anticipated to be developed by the year 2035.<sup>4</sup> The study also involved the City of Racine, the Villages of Mt. Pleasant and Sturtevant, and the Towns of Raymond and Yorkville. Wastewater from the City of Racine and the Villages of Caledonia, Mt. Pleasant, and Sturtevant is currently treated at the plant operated by the Racine Water and Wastewater Utility. Pursuant to the cost-effectiveness analysis, a sewer service area amendment was adopted that significantly expands the boundaries of the sewer service area for the City of Racine and environs to include additional areas in the Villages of Caledonia and Mt. Pleasant. The 2035 population projections developed under that planning effort are considerably greater than those under the recommended regional land use plan intermediate growth scenario, and would approach the Regional Planning Commission's high-growth projections for 2035. Thus, at some time following adoption of the sewer service area amendments for Racine and environs, and prior to 2035, it will likely be necessary to initiate detailed facilities planning to establish what new conveyance, pumping, storage, and wastewater treatment facilities would be needed to provide service.

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<sup>3</sup>*The regional water quality management plan for Southeastern Wisconsin has been updated several times since the original plan was issued in 1979, including a 2007 update for the greater Milwaukee watersheds (Kinnickinnic, Menomonee, Milwaukee, and Root River watersheds; the Oak Creek watershed; and the Lake Michigan Direct Drainage Area from the City of Port Washington to the City of Racine). The plan update design year is 2020. Within Racine County, the regional water quality management plan update study area includes only the area served by the Yorkville Sewer Utility District No. 1 wastewater treatment plant and some areas served by the City of Racine and the Village of Union Grove wastewater treatment plants.*

<sup>4</sup>*This planning effort was conducted by Earth Tech, Inc., for the Village of Caledonia in cooperation with the Racine Water and Wastewater Utility, the Villages of Mt. Pleasant and Sturtevant, the Towns of Raymond and Yorkville, and SEWRPC. The study is documented in the report entitled Village of Caledonia IH 94 Sewer Service Area Trunk Sewer Analysis, February 2007. The study is a refinement and update of a portion of the plan set forth in the 1992 Alvord, Burdick & Howson report entitled, A Coordinated Sanitary Sewer and Water Supply System Plan for the Greater Racine Area.*

Wastewater flows from the Town of Yorkville sewer service area are treated at the plant operated by Town of Yorkville Sanitary District No. 1. The sanitary sewer service area plan for the City of Racine and environs, adopted by the Regional Planning Commission and the Racine Wastewater Utility in 2003, indicates that, in the long term, the entire Yorkville system is anticipated to be connected to the sewerage system tributary to the Racine wastewater treatment plant—and the Yorkville wastewater treatment plant abandoned—when the Yorkville plant reaches the end of its useful life, pending cost-effectiveness analyses to be conducted at that time.<sup>5</sup> The Yorkville plant would likely still have adequate treatment capacity in 2035. Therefore, unless the physical condition of the plant dictates the need for significant upgrades prior to 2035—in which case connection to the Racine system should be considered—abandonment of the Yorkville plant may not occur until after the year 2035.

### ***Stormwater Management***

As noted earlier in the chapter, the City of Racine primarily relies on a system of curbs and gutters, storm sewers, retention basins, and natural drainageways for stormwater management. Stormwater storage and infiltration facilities are increasingly important components of stormwater management systems. The City has adopted stormwater management and construction site erosion control ordinances and in 2007, established the City of Racine Storm Water Utility, administered by the Department of Public Works. Continued administration of the stormwater management and erosion control regulations will help control stormwater runoff and minimize sediment and other pollutants entering the surface water system. These ordinances should continue to be enforced through the comprehensive plan design year 2035.

### ***Water Supply***

In 2009, the Regional Planning Commission was nearing completion of a regional water supply plan for Southeastern Wisconsin.<sup>6</sup> The preliminary draft of that plan includes projections of demand for water and recommendations regarding source of water supply and major infrastructure for public water supply systems. The preliminary draft regional water supply plan recommends the continued use of a Lake Michigan supply for the City of Racine and other communities served by the City water utility.

The Racine water utility provides retail service to the City of Racine, Villages of North Bay and Elmwood Park, and portions of the Village of Mount Pleasant. Wholesale service is provided by the Racine water utility to the Village of Sturtevant and portions of the Village of Caledonia East Utility and West Utility Districts. The Village of Caledonia East Utility District resells a portion of the water it receives to the Village of Wind Point. According to the year 2000 U.S. census, the population in the retail service areas is approximately 105,731. The population in the wholesale areas is approximately 30,754. The population served by the City of Racine Water and Waste Water Utility was about 122,800 in 2000. Under the preliminary regional water supply plan, by 2035, the total population planned to be served by the Racine water utility is projected to increase by about 20,600 to about 143,400 residents.

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<sup>5</sup>*The sanitary sewer service area plan is documented in SEWRPC Community Assistance Planning Report No. 147 (2<sup>nd</sup> Edition), Sanitary Sewer Service Area for the City of Racine and Environs, Racine and Kenosha County Wisconsin, dated June 2003 as amended.*

<sup>6</sup> *Documented in preliminary SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin: 2035, dated fall 2008. A preliminary draft of that plan includes recommendations regarding long-range potential of extending water supply service areas and new sources of water supply for public water utilities and districts; potentially needed major water supply infrastructure; protection of important groundwater recharge areas; water conservation measures; stormwater management measures that would help to maintain the groundwater recharge in areas of new development; and processes to be followed to minimize impacts of new high-capacity wells on nearby wells and surface waters. A final water supply system plan is expected to be completed in 2010.*

Under the preliminary regional water supply plan, estimates were made of the future water use demands and pumpage for the Racine water utility based on the changes in population and land use envisioned under the regional land use plan within the service area. The total water use demand on an average daily basis for the Racine water utility is estimated to increase from 20.2 mgd in 2000 to 22.7 mgd in 2035. The corresponding pumpage is estimated to increase from 25.0 mgd to 29.2 mgd on an average daily basis, and from 39.0 mgd to 44.2 mgd on a maximum daily basis. These pumpage estimates include water use based on sales, water used for production and system maintenance, and unaccounted-for water (e.g. pipe leakage in the utility system). The regional water supply plan does not envision that any major expansion or upgrades to the Racine water utility will be necessary through the year 2035. These projections assume some increase in the use of water conservation measures.

### ***Electric Power and Natural Gas Service***

The City of Racine is provided with electric power and natural gas service by WE Energies. Electric power and natural gas service is not anticipated to be a constraint to development during the comprehensive plan design period.

Planning for electric power and natural gas facilities should take into account the projections and land use plan element of the comprehensive plan. The Wisconsin Public Service Commission recommends that community planners and zoning officials consider the following as they work with utility companies in planning for the development of new utility facilities:

- In areas where more capacity or service is needed, consider the feasibility of upgrading existing facilities or building new electric transmission lines in existing utility rights-of-way;
- Land use compatibility and land use conflicts (e.g. adjacent to schools); and
- Site selection and land availability for new facilities, such as new electric substation, and demonstration energy-saving projects similar to the solar panel project at a local school.

### ***Alternative Energy and Conservation***

Alternative energy sources represent an increasingly important consideration in environmental policy-making for the City of Racine. The development and use of alternative energy technology is tied to creating green jobs, which can become a competitive economic advantage.

The State of Wisconsin can provide guidance in alternative energy development. In 2006, Wisconsin adopted Senate Bill 459, representing a major overhaul of its energy policy. In effect, the law requires Wisconsin utilities to directly support energy efficiency programs and invest in renewable energy technologies, as well as provide technical and financial assistance for local governments to determine feasibility, plan, and implement energy efficient projects. In 2008, two planning reports established the groundwork for greater economic and energy independence.<sup>7</sup> Essentially, both plans promote affordable, renewable, and diverse energy supply and technologies; target investments in clean energy to rebuild the economy and create new jobs; and encourage the public and private sectors, as well as citizens, to audit their energy use.

### ***Telecommunications Facilities***

Telecommunications have become increasingly important in the local, national, and global economies. On the regional level, there has been a telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services, such as cable, wireless and wireline, and broadband systems. The Regional Planning Commission has completed an inventory of telephone and cable services, as well as wireless telecommunications providers and antennas providing cell phone service in the City of Racine, described earlier in this chapter. In October 2007, SEWRPC Planning Report No. 53, *A Regional Broadband Telecommunications Plan for Southeastern Wisconsin* was published, and sets forth the basic principles and objectives that should be met by an advanced broadband telecommunications system. The ultimate goal is to

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<sup>7</sup> *Clean Energy Wisconsin: A Plan for Energy, Governor Doyle's Plan*, dated spring 2008 and *Renewing America: A Blueprint for Economic Recovery*, Wisconsin Environment Research & Policy Center, dated November 2008.

provide fourth generation (4G) broadband data voice and video communications throughout the seven-county Region. The City of Racine and other local governments in the County should consider implementing the recommendations set forth in the regional telecommunication planning program to provide adequate telecommunications infrastructure in the City and surrounding area. In particular, the City, adjacent communities, and the County should consider working together on demonstration projects to implement and maintain telecommunication systems, such as fixed wireless broadband or Wi-Fi systems.

### ***Solid Waste Management and Recycling Facilities***

#### ***Solid Waste Disposal***

There are two landfills in the eastern portion of Racine County—one in the City of Racine and the other in the Village of Caledonia. As of January 2008, there were approximately 2.1 million cubic yards of capacity (initial or original capacity was 5 million cubic yards) remaining in the landfill in the City of Racine. The landfill in the Village of Caledonia has approximately 2.5 million cubic yards of capacity (initial or original capacity was not known) remaining as of January 2008. There are currently no plans for expansion at the existing landfill sites. The City of Racine and adjacent communities should monitor landfill capacity inside and outside the County in efforts to ensure that future solid waste disposal needs can be met.

#### ***Recycling Facilities***

As of 2008, the City of Racine offered recycling services for household recyclables. In addition, Goodwill, the Salvation Army, other thrift stores, and various businesses accept cell phones for recycling. The *Kenosha/Racine Counties Reduce/Reuse Recycling Guide 2008*, prepared by UW-Extension, provides general information to residents about which communities provide services for disposing of various household items and which institutions or private businesses and industries accept or collect various household items for proper disposal.

### **Projections: Community Facilities**

#### ***Government Facilities***

State, County, and City governments and agencies typically maintain their own buildings and facilities. Government buildings in the City of Racine are described earlier in this chapter. In addition to housing State, County and local government officials and meeting rooms, many government buildings also serve other purposes, such as a disaster relief control point or a polling station. The County and City government should continue to ensure that government facilities adequately serve the public's needs, and should continue to maintain County and local government buildings and facilities as needed to effectively conduct County and local government business. The City should work with its residents to determine if new, expanded, or rehabilitated facilities are required. When new municipal buildings are needed, consideration should be given to locating them in a mixed-use setting that includes other compatible land uses, such as a public park, housing, and retail services.

#### ***Police Facilities and Services***

Law enforcement responsibility within the City of Racine is carried out by the City's police department and, on a limited basis, by the Racine County Sheriff's Department. As noted earlier in this chapter, the City police department has full-time sworn officers that serve the community. As development and redevelopment occurs in the City, the police department will have to assess the adequacy of services being provided.

The County Sheriff's Department has full law enforcement authority in the County and is comprised of many specialized units—including, but not limited to, administrative, investigative, and patrol services. In addition, the Sheriff's Department is responsible for the operation of the Racine County Jail. In the future, the Racine County Sheriff's Department should continue to assess needs to determine if the resources in its various divisions are adequate to serve City and County residents.

#### ***Fire and Rescue Facilities and Emergency Management Services (EMS)***

Fire and rescue service within the City of Racine is carried out by the Racine Fire Department. As noted earlier in this chapter, the City fire department has full-time fire fighters and emergency medical technicians that serve the community. The City fire department also provides fire protection and emergency medical services to the Villages of Elmwood Park, North Bay, and Wind Point.

Current fire station locations provide adequate coverage with respect to response times for the area served. In the future, the City fire department should periodically assess the sufficiency of fire-fighters and EMS personnel, fire equipment and water supply, and fire and medical facilities in light of changing conditions in the City and other communities it serves.

### ***Parks***

As noted earlier, there were about 125 park and open space sites owned by various public and private agencies and organizations in the City of Racine 2007. Eighty-one of these sites were owned by the City. The comprehensive plan anticipates that these sites will continue to be maintained to provide a wide range of recreational opportunities to the existing and future population of the City. As necessary, and as recommended in the City park and open space plan, some existing sites may be expanded and/or additional recreation facilities developed to serve the residents of the City. Any additional lands needed for parks would be acquired on a willing-seller, willing-buyer basis, with landowners receiving fair market value for their property, or potentially through donation or dedication in developing areas.

### ***Public and Private Schools***

In 2008, the City of Racine was served by one public school district, 17 private school facilities, and one technical college facility. The Racine Unified School District—which serves the City of Racine and the Villages of Caledonia, Elmwood Park, Mt. Pleasant, North Bay, Sturtevant, and Wind Point—has 33 schools, 26 of which are in the City. The one technical college is operated by the Gateway Technical College system, which also has campuses the City of Burlington and the Village of Sturtevant as well as in Kenosha and Walworth Counties.

The Racine Unified School District (RUSD) continues to address various aspects of long-range facility planning. This includes a comprehensive evaluation of school building facility structural needs, student enrollment and distribution, and the development of school improvement plans that are school/student specific. Long-range school facility planning also includes needs assessments for new or improved facilities based on development and demographic information received from local governments, the Regional Planning Commission, and the Wisconsin Department of Administration. The ultimate goal of the RUSD is to provide for a high quality education so that every student is college/career ready.

The RUSD and private schools should continue to work with local governments, Racine County, and the Regional Plan Commission to obtain information regarding proposed residential developments and population projections to prepare accurate facilities plans in short-term increments through the comprehensive plan design year 2035.

In addition Gateway Technical College should work with the City of Racine, RUSD, Racine County, the Racine County Economic Development Corporation, and other public, private, and non-profit organizations to partner in economic development and technical training initiatives. These initiatives may require planning for additional facilities and programs, academic faculty and staff, and equipment.

### ***Libraries***

The City of Racine is served by one public library located in downtown Racine. The library in the City is part of the Lakeshores Library System, which serves Racine and Walworth Counties. As part of the 2008 County budget, the County Board of Supervisors Finance and Human Resources Committee reviewed funding mechanisms for library services. The County Board will use the budget report as a guide when determining budget requests from the Lakeshores Library System. Most importantly, the budget report will assist in the consideration of long-range costs associated with planning for a new library, potentially located in the eastern portion of Racine County in order to meet the needs of future population growth.

In the future, the City of Racine, the County, and local communities should work together to determine various demands on public libraries in the County and how to most efficiently use available funding to address those demands.

### ***Bicycle, Pedestrian, and Waterway Facilities and Trails***

The Transportation Element of this comprehensive plan aims to provide for safe accommodation of bicycle and pedestrian travel, to encourage non-motorized travel as an alternative to personal vehicle travel, and to provide a variety of transportation choices. The Land Use and Agricultural, Natural, and Cultural Resources Elements of this comprehensive plan are conducive to bicycle, pedestrian, and waterway facilities and connectivity, and encourage the provision of sidewalks and bicycle routes and lanes.

Much planning has already been done with respect to on-street and off-street bicycle trails and routes and off-street pedestrian trails in the City of Racine. A composite of on-street and off-street facilities identified in these plans is shown on Map 9 in Chapter 7. That map derives from the following sources:

#### City Plans

- City of Racine Public Works “Pathway System Map”, showing the Root River and Lake Michigan Pathways; and
- City of Racine Park and Open Space Plan: 2020.

#### County-wide Plans

- Back to the Root: An Urban River Revitalization Plan (2008);
- Lake Michigan Pathway Master Plan (2002);
- The regional transportation system plan as it pertains to Racine County; and
- Racine County Park and Open Space Plan: 2020.

Bicycle accommodation should be designed appropriately on arterial streets when considering destinations between neighborhood areas, particularly when these destinations include local shopping, employment, government centers, schools, or parks and recreation facilities. Bicycle accommodation could include marked bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle multi-use paths, as well as bicycle parking facilities. In addition, bicycle accommodation should be considered on arterial streets, as those streets are constructed, reconstructed, or resurfaced.

It is also envisioned that bicycle facilities be developed as a means to encourage recreation opportunities, to improve energy efficiency and air quality, to protect natural resources, to protect residents from vehicular traffic, and to serve the resident’s needs to safely and efficiently move between activity areas and living areas within the City and adjacent community areas. Various units and agencies of government should be responsible for the construction and maintenance of bicycle and pedestrian facilities and adopt and follow recommended standards with regard to the development of those facilities, particularly within urban neighborhoods. Furthermore, the City of Racine and Racine County should continue the development, enhancement, and management of potential water trails. These water trails would be located on the Root River and along the Lake Michigan shoreline and connect to water trails in adjacent communities and counties.

### ***Healthcare, Community Assisted Living, and Child Care Facilities***

Population projections developed under the regional land use plan anticipate changes in the age structure of the County population over the course of the comprehensive planning period. The population of children under age 10 in the County is expected to increase by about 4 percent over the planning period. In comparison, the population of residents 65 years of age or older is expected to increase by about 86 percent. Thus, it may be expected that there will be a significant increase in demand for health care and community assisted living facilities and services for seniors, and, potentially, only a marginal increase in demand for child care facilities.

In general, the City of Racine and other communities in the County have accommodated a substantial increase in healthcare facilities, community-based residential facilities (CBRF) and adult family homes, residential care

apartment complexes, senior housing apartment complexes, and child care facilities. The City and County have been addressing access and transportation options to all of these facilities, especially for elderly and lower-income residents. Each type of facility provides a different level of service and care for residents.

In the future, the City of Racine should seek to work with State and local private, non-profit, and governmental officials in updating the Wisconsin State Health Plan and plan for facilities in areas of the City and County that may be lacking, as well as prepare to address the need for future capacity.

### ***Cemeteries***

Cemeteries in the City of Racine County are under a variety of religious and non-profit ownerships. There are no known plans for additional cemeteries. The owners and operators of cemeteries in the City and surrounding communities have the responsibility to plan for the future needs of cemetery facilities, working cooperatively with local officials as appropriate. Moreover, Chapter 157 of the Wisconsin State *Statutes* establishes regulations and guidelines to follow for proper disposal of human remains and other regulations related to cemetery and religious associations, location and siting procedures, platting, veteran burials, and penalties.

### **Currently Planned Utility and Community Facility Projects**

The City of Racine will continue to develop and plan projects related to utility and community facilities. Listed below are examples of recently completed projects, projects that are underway, or committed to in the near future within the City of Racine.

- City Hall is in phase two of a three phase remodeling process. When complete, most city administrative services will be consolidated from the satellite location to City Hall. This is being done in an effort to reduce cost and increase efficiencies, as well as to make City government more accessible to the general public.
- In the 2009-2013 Capital Improvement Plan (CIP), Racine will be replacing playground equipment at various parks, studying the feasibility of installing Splash Pads at some parks, and installing additional restrooms at Horlick Field. The Racine Zoo has a master plan to add additional animal exhibits.
- The City has adopted design guidelines for commercial districts to include green building techniques (process, materials, equipment) as criteria for evaluating design proposal.
- The city has installed a solar array to provide electric power to City Hall Annex (a three story, multi-office facility with over 65,000 square feet). Also, a portion of city vehicles and busses operate on compressed natural gas (CNG).

## **CITY OF RACINE UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The utilities and community facilities element goals and objectives, along with the implementing policies and programs were developed based upon consideration of the recommendations of regional, County, and City plans, the utilities and community facilities data inventoried, contact with City officials, and the results of the public participation process including input from public opinion surveys and other public input exercises.

The following utilities and community facilities related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

### **City of Racine Utilities and Community Facilities Goals**

- Goal X-1:** Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems, and that utilize existing public utilities and services.
- Goal X-2:** Preserve open space to enhance the total quality of the environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.

- Goal X-3:** Provide adequate infrastructure and public services and an adequate supply of land for development and redevelopment to meet existing and future market demand for residential, commercial, industrial, and institutional uses.
- Goal X-4:** Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.
- Goal X-5:** Promote the development of neighborhood identity.
- Goal X-6:** Guide future growth in a manner that preserves and enhances the quality of life and character of urban and rural communities.
- Goal X-7:** Improve public safety and the perception of safety.
- Goal X-8:** Encourage intercommunity planning efforts to make effective use of resources and to resolve conflicts.

**City of Racine Utilities and Community Facilities Objectives**

- Maintain utilities and community facilities to adequately serve future City population and business needs, and be consistent with City neighborhood plans.
- Provide efficient and economical utility and community facilities and services at the lowest possible costs.
- Ensure that development and redevelopment in the City is closely coordinated with public facility expansions and improvements.
- Ensure that sanitary sewer and water systems are planned with adequate capacity.
- Support recommendations in regional, county, and local plans related to land use, transportation, water quality management, water supply, and parks and open spaces.
- Ensure that utilities and community facilities are compatible with the surrounding uses of the City.
- Encourage reinvestment in existing developed areas, including the promotion of green building and green infrastructure components.
- Work to ensure that adequate police, fire, and rescue services and solid waste and recycling programs are provided to City residents.
- Promote the development of shared facilities, services, and equipment to reduce cost and/or provide a higher level of service.
- Recognize and incorporate emerging utility and community facilities technologies into local systems in an equitable and affordable manner.
- Ensure that residents throughout the City have access to public libraries and library services.

- Provide a comprehensive system of parks and outdoor recreation sites and facilities to allow City residents adequate opportunities to participate in outdoor recreation activities, including water-based outdoor recreation activities.
- Provide an integrated and accessible system of trails that will provide City residents with a transportation alternative to motor vehicles.
- Maintain and enhance educational systems in the City.
- Maintain and enhance healthcare services in the City.
- Maintain and improve the provision of community assisted living facilities and services for City residents.
- Provide adequate cemetery capacity and services for City residents.
- Foster social, educational, recreational, and leisure-time opportunities for residents.
- Encourage intergovernmental cooperation when selecting sites for locating public facilities.

### **City of Racine Utilities Policies and Programs**

- Implement utility-related policies in other elements of the comprehensive plan.
- Accommodate future land use development in areas recommended to be developed or redeveloped for the specific land use as identified on the land use plan map.
- Continue to prepare Capital Improvement Plans (CIP) to help identify major public projects.
- Support the development of land use patterns and water quality control programs to effectively meet the wastewater disposal needs of the City.
- Implement, where appropriate, the recommendations of the regional water supply plan to help ensure an adequate supply of safe water for City residents and businesses.
- Implement, where appropriate, the recommendations of the regional water quality management plan to update and improve water quality in the City.
- As warranted, encourage the preparation of detailed facility plans related to essential services, including public sewer service, public water service, and schools.
- Develop educational programs that promote infill, brownfield and greyfield development/redevelopment.
- Educate and involve the public regarding water conservation practices and stormwater management techniques that improve the quality and lessen the quantity of runoff.
- Encourage intergovernmental cooperation and community participation when selecting sites for quasi-public utility facilities, including but not limited to, electrical substations, telecommunication and wireless communication facilities, and cable substations.
- Explore regional public and private partnership options for new opportunities of developing integrated waste reduction, waste processing and disposal management, resource recovery, and recycling programs and facilities.

- Encourage City staff to research programs to safely dispose of new types of hazardous household wastes. Continue to apply for grants to conduct household and agricultural chemical hazardous waste Clean Sweep programs. Partner with other communities during implementation of the programs.
- Support utility efforts to develop alternative sources of energy, such as solar, wind, and geothermal.
- Support utility efforts to develop and carry out educational programs to help conserve energy resources.
- Consider developing an alternative energy action plan to accelerate progress toward long-term energy-related objectives and policies.
- The City of Racine and other local units of government, and the private sector should coordinate the development of a telecommunication ordinance relating to the co-location of antennas for wireless and other emerging technologies.

### **City of Racine Community Facilities Policies and Programs**

- Implement all community facility-related policies in other elements of the comprehensive plan.
- Accommodate future land use development in areas recommended to be developed or redeveloped for the specific land use as identified on the land use plan map.
- Encourage the County to coordinate multi-jurisdictional meetings to discuss relevant issues or services to improve efficiencies in providing services.
- Continue to prepare Capital Improvement Plans (CIP) to help identify major projects, including land acquisition, equipment acquisition, transportation facility development and maintenance (including roadways and transit), building maintenance and development, and park projects; and associated funding.
- Consider the use of LEED (Leadership in Energy and Environmental Design) Green Building standards when designing and constructing new government buildings.
- Explore possible collaboration with Racine County on services and ordinance implementation that both the City and County may help to administer or fund, such as stormwater runoff management and parks.
- Encourage public-private partnerships to enhance the level of public services in the City.
- Racine County should periodically assess County facilities, including the Racine County Sheriff's Department, the Justice Center, and the County jail to determine if the facilities are adequate to serve City residents and house the courts and various County departments and agencies.
- Continue to promote shared services and equipment between the Racine County Sheriff's Department and City police, fire, and rescue departments, and with emergency disaster relief.
- Explore additional opportunities for cooperation in the provision of police, fire and rescue, and emergency management services between the City, adjacent villages, and the County Sheriff's Department.
- Continue to cooperate with the County in the review and update of the Racine Hazard Mitigation Plan, which provides guidance for responding to natural disasters throughout the County.

- Provide a system of public neighborhood and community parks in the City that complements the City and County park and trail system.
- Continue to update the City park and open space plan and cooperate with the County in updating the County park and open space plan to maintain eligibility for available State and Federal outdoor recreation grants and stewardship program funds.
- Identify and seek grant funds to study future needs and demands for recreational programs and facilities.
- Promote State, County, and local parks and trails to encourage economic development and tourism.
- Consider park and recreation standards developed by SEWRPC, the National Recreation and Park Association, and the Wisconsin Park and Recreation Association when updating the City park and open space plan to ensure an appropriate number, size, and distribution of parks and recreational facilities.
- Accommodate institutional land uses, such as hospitals and schools, in developing or redeveloping areas.
- Work with the RUSD to ensure that school-age children have access to high quality schooling in or in close proximity to their neighborhood.
- Coordinate the City's bicycle, pedestrian, equestrian, and waterway trail planning and development with related County-wide efforts.
- Monitor community needs with regard to healthcare and senior and child care facilities and encourage the construction of new or expanded facilities near public facilities, such as the library and post offices, and in locations that are accessible by multiple transportation modes.
- Encourage the continuation of County programs and services related to public health, health care, and transportation offered by Racine County government departments and agencies, including Aging Services, Human Services, Public Health, and Veterans Services.
- Assist in coordinating activities and possible expansion of senior centers in the City of Racine to ensure that facilities are adequate in size and staff to meet the projected increase in the elderly population.
- Continue to support managed care programs in the City and County that serve people with mental illnesses, development disabilities, and juvenile offenders.
- Continue to monitor City health care services and facilities and assess the need for new healthcare services and facilities.
- The City and adjacent communities in Racine County should be open to private sector proposals for community facilities that meet the needs of residents, consistent with City goals and objectives. This could include recreation, healthcare, and housing facilities.

### **City of Racine Utilities and Community Facilities Financial and Technical Assistance Programs**

Various types of financial and technical assistance programs are available from Federal, State, County, and private agencies that are applicable to the implementation of the utilities and community facilities element recommendations. Examples of agencies that provide such programs include the U.S. Environmental Protection Agency; National Parks Service; WDNR; Wisconsin Department of Commerce; Wisconsin Department of Administration; U.S. Fire Administration; Racine County; and WE Energies.

Information on programs applicable to the City to assist in the implementation of the utilities and community facilities element is summarized in the Racine County multi-jurisdictional comprehensive plan.<sup>8</sup> More detailed information on each program is available through the websites of the agency that administers the program.

## CONCLUDING REMARKS

The projections of population, households, and employment for the City of Racine presented in this report are largely based on projections developed by the Regional Planning Commission utilizing 2000 Federal census data. It is recommended that projections for population and households be reevaluated after data from the 2010 Federal census becomes available. The reevaluation should take into account not only new census information but also evaluate future events or factors that could affect growth in population, households, and jobs. Examples of future events or factors that should be taken into consideration include:

- Development of a commuter rail line through the City of Racine (KRM);
- Implementation of adopted neighborhood plans;
- Redevelopment on tracts of land in the City, such as the former Walker Manufacturing site, or outside of the City, such as the former Case “South/Clausen Works;”
- Adaptive reuse of sites such as the Horlick Malted Milk facilities; and
- Major changes to the economic climate of the City (i.e., changes in available jobs).

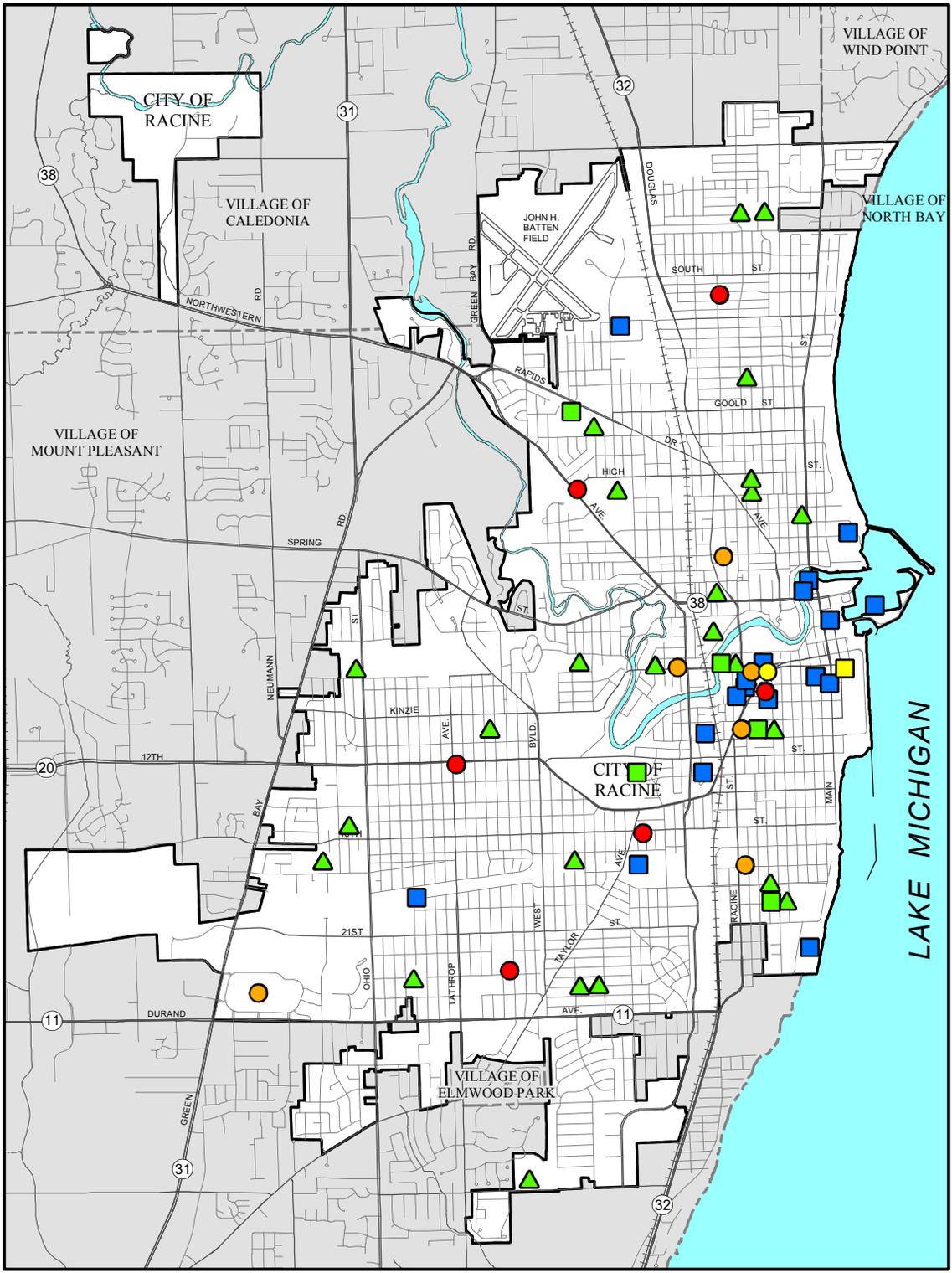
As revisions to the projections of population, households, and employment, if any, for the City of Racine are developed, it may be necessary to evaluate the potential impacts of revised projections on plan recommendations contained in all elements of the comprehensive plan.

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<sup>8</sup>See *Chapter XIII* of SEWRPC Community Assistance Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County.

SELECTED GOVERNMENT BUILDINGS IN THE CITY OF RACINE



- CITY HALL
- POLICE STATION
- PUBLIC LIBRARY
- PUBLIC HIGH SCHOOL
- COUNTY GOVERNMENT (INCLUDES SHERIFF DEPARTMENT)
- PUBLIC MIDDLE / ELEMENTARY SCHOOL
- FIRE STATION



SOURCE: WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, WISCONSIN DEPARTMENT OF JUSTICE (WILENET), CENTER FOR EDUCATION STATISTICS, RACINE COUNTY, RACINE COUNTY OFFICE OF EMERGENCY MANAGEMENT, AND SEWRPC.



SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter XI

# INTERGOVERNMENTAL COOPERATION ELEMENT

### INTRODUCTION

Sound planning requires that neighboring incorporated and unincorporated communities cooperatively plan for future land use, civil division boundaries, and the provision of urban services. Cooperative approaches will contribute significantly to the attainment of the goals, objectives, and policies of a comprehensive plan. In the preparation of the Racine County multi-jurisdictional comprehensive plan, which served as the basis for the development of this comprehensive plan for the City of Racine, Racine County and all of its cities, villages and towns have taken a cooperative approach to planning and decision-making regarding the future of areas of mutual concern. It is recommended that such efforts continue during the implementation of this plan.

The intergovernmental cooperation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the City and other jurisdictions, including school districts and County/local governments, for siting and building of public facilities, and for sharing public services. The *Statutes* also requires this element to:

- Analyze the relationship between the City and various government agencies, including the County and its communities, school districts, the region, the State, and to other government units.
- Incorporate any plans or agreements to which the City is a party to under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*.
- Identify existing or potential conflicts between the City, other local governments, the County, or the regional planning commission, and to describe the process to resolve such conflicts.

In addition, the following comprehensive planning goals related to the intergovernmental cooperation element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Encouragement of coordination and cooperation among nearby units of government.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

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<sup>1</sup> Chapter IV lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent citizens and persons with disabilities.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Planning and development of land uses that create or preserve varied unique neighborhoods.

Cooperation between neighboring and overlapping units of government is one of the goals of the Wisconsin comprehensive planning law and is an important aspect of this comprehensive plan for the City of Racine. As noted earlier, the City plan was based on a cooperative, multi-jurisdictional process that involved Racine County and all cities, villages, and towns in the County as partners. The planning process was also fully coordinated with SEWRPC, the regional planning commission serving the City of Racine, and UW-Extension.

Some of the benefits of Intergovernmental Cooperation are provided below:

- **Cost Savings**  
Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly. Examples include shared library services, police and fire protection, recycling of household hazardous waste, and shared government buildings.
- **Address Regional Issues**  
By communicating and coordinating their actions, and working with regional and State agencies, communities are able to address and resolve issues that are regional in nature. Examples include the construction and maintenance of highways; provision of transit service; and planning and construction of facilities for stormwater management and water supply.
- **Early Identification of Issues**  
Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- **Reduced Litigation**  
Communities that cooperate may be able to resolve issues before they reach the point of litigation. Reducing the possibility of costly litigation can save communities money, as well as the disappointment and frustration of unwanted outcomes.
- **Consistency**  
Cooperation can lead to consistent goals, objectives, policies, programs, and plans of neighboring communities and other jurisdictions.
- **Predictability**  
Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- **Understanding**  
As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs, priorities, unique character, and sense of identity. They can better anticipate problems and work to avoid them, while respecting each other's identity.
- **Trust**

Cooperation can lead to positive experiences and results that build trust and good working relationships between jurisdictions, while maintaining identity.

- **History of Success**

When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

- **Service to Citizens**

The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all residents can appreciate cooperation that improves their quality of life. Benefits such as cost savings, provision of needed services, and a strong economy may also result from such cooperation.

### **Element Format**

This chapter is organized into the following five sections:

- Background Information on Intergovernmental Relationships in the City of Racine;
- Examples of Existing Cooperative Agreements in the City of Racine;
- Public Input – Intergovernmental Cooperation Issues;
- Intergovernmental Conflicts and Dispute Resolution;
- Intergovernmental Cooperation Element Goals, Objectives, Policies, and Programs.

## **BACKGROUND INFORMATION ON INTERGOVERNMENTAL RELATIONSHIPS IN THE CITY OF RACINE**

The *Statutes* requires this element to provide information on the relationship between the City and various government agencies, including the County, school districts, adjacent communities, the region, the State, and to other government units.

### **Racine County**

This section briefly highlights a few of the County departments that provide services to local governments and other units and agencies of government.

#### ***Planning and Development Division***

Pursuant to Section 59.69 Wisconsin Statutes, Racine County Planning and Development Division staff perform land use planning functions for the City of Racine. This includes both short range activities such as analyzing rezoning requests and conditional use petitions, and long range planning activities including the coordination of the preparation of the Racine County multi-jurisdictional comprehensive plan.

The staff also maintains the County land information system which provides online access to Racine County geographic and land information.

#### ***Public Works Department***

The Racine County Public Works Department provides essential services to plan, design, construct, maintain, repair, manage, and operate Racine County's buildings, facilities, public infrastructure, natural resources, and park and highway systems in a manner that provides the best value and highest quality service available to satisfy the needs of our citizens.

The Department functions with three divisions: Buildings and Facilities, County Parks, and Highways. The three divisions work to provide efficient, effective services to the citizens of Racine County through the coordinated resources of Public Works staff. The Department's objectives are to safeguard and improve the County's

investment in its public infrastructure, to protect public safety within County property, and to provide for the commercial and leisure activities which will maintain and improve the quality of life in Racine County.

### ***Land Conservation Division***

Under the direction of the Racine County Land Conservation Committee (LCC), the Racine County Land Conservation Division (LCD) implements and administers County and State of Wisconsin Soil and Water Conservation Programs. The LCD relies on partnerships with local farmers, landowners, government officials, teachers, community businesses, and concerned residents to provide a cleaner environment. The LCD provides technical assistance on controlling soil erosion and water pollution to help find solutions to land and water resource problems.

### ***Information Systems Department***

The Racine County Information Systems Department is responsible for all information delivery for Racine County Government. The Department supports electronic, voice, video conferencing, print and mail services in all County facilities. The Information Systems Department also supports the County Internet site <http://www.GORacine.org>.

### ***Sheriff's Department***

The Racine County Sheriff's Department provides 24 hour police service for the entire County, supplementing police service in communities that have their own police department, and provides additional service under contracts with a number of communities in the County. The Racine County Communications Center is operated under the direction and authority of the Sheriff's Department. In 2007, the Communication Center provided police dispatch service for not only the Sheriff's Department, but for the police departments of the Villages of Waterford and Wind Point, and the Towns of Burlington, Norway, and Waterford. The Communication Center also dispatched fire/rescue services for nine fire/rescue departments in the County.

### ***Racine County Economic Development Corporation (RCEDC)***

The RCEDC is a private, non-profit organization created in 1983 to build and maintain a strong economic base in Racine County. The RCEDC provides assistance to communities and businesses in Racine County with respect to economic development projects. Governed by a Board of Directors, the RCEDC assists in recruiting new business and industry to Racine County communities and assists existing industry with expansions.

### ***School Districts***

The City of Racine is served by one PK-12 school district—the Racine Unified School District (RUSD). This district includes 33 public elementary, middle, and high school facilities, of which 26 are located in the City of Racine. There is also one institution of higher learning in the City, operated by the Gateway Technical College system.

The City of Racine can assist RUSD by providing information on projected population levels for use in facilities planning, and by consulting on proposed school locations. City regulations that may affect the location of schools include the City zoning ordinance and official map regulations.

The RUSD serves the entire area of Racine County east of IH94, requiring the RUSD to work with a number of local governments when proposing to construct new facilities or additions to existing facilities, or when proposing to abandon a school district facility. Schools and other district facilities are subject to local zoning regulations, and rely on local services such as sewer and water, police and fire protection, and streets and highways.

Recreational sites and facilities present an opportunity for shared use of facilities between County and local governments and RUSD. The RUSD may rely on the use of County or local parks for athletic events (such as the use of parks for cross-country courses); and play apparatus and playfields at schools may be available for local residents to use when school is not in session.

## **Libraries**

In 2009, there was one public library in the City of Racine, operated by the City. This library may be used by all Racine County residents with valid library cards.

## **Adjoining Counties**

Racine County is bordered by Walworth County to the west, Kenosha County to the south, and Milwaukee and Waukesha County to the north.

Cooperative efforts between Racine County and other counties that are relevant to the City include:

- ***Transit Marketing:*** The Southeastern Wisconsin Transit Partnership includes Washington, Ozaukee, Waukesha, Racine, Kenosha and Milwaukee Counties. The purpose is to share resources so that each transit system can maximize the impact of marketing and advertising funds which promote public transit in Southeastern Wisconsin. The pooling of resources from these counties allows for purchasing TV and radio advertising and promotional activities that would be cost prohibitive for each system alone.
- ***Southeastern Wisconsin Care Management Organization (SEWCMO):*** The SEWCMO involves five counties in Southeastern Wisconsin—Kenosha, Racine, Ozaukee, Washington, Waukesha, and Walworth Counties, and two private agencies—Community Care, Inc., and Lutheran Social services of Wisconsin and Upper Michigan. Through Community Care, Inc., the Family Care Program is offered in Racine and Kenosha Counties. Family Care serves people with physical disabilities, developmental disabilities, and frail elders, and is designed to provide cost-effective, comprehensive, and flexible long-term care, while fostering consumers' independence and quality of life and recognizing the need for interdependence and support.
- ***Tri-County Public Health Consortium:*** The health consortium includes health departments from Kenosha, Racine, and Walworth Counties. The consortium is responsible for developing comprehensive public health emergency preparedness plans and coordinating mutual assistance among Kenosha, Racine, and Walworth Counties. The consortium is associated with health care, fire, law enforcement, and emergency medical services, among others, to develop public health response plans that interact effectively and share resources to protect and serve County residents when preparing for and responding to emergency situations, such as bioterrorism, infectious disease outbreaks, public health threats, and public health emergencies.
- ***Kenosha/Racine Lead-Free Communities Partnership:*** The program is a partnership between the City of Racine Health Department and the Kenosha County Division of Health and provides lead-based paint risk assessments and abatement while providing services for children residing in housing units in need of lead abatement.
- ***Sanitary Sewer and Water Service:*** Through an interagency agreement, the Town of Somers KR Sewer Utility District in Kenosha County is provided with sanitary sewer service by the City of Racine Wastewater Utility.
- ***Library Services:*** All of Racine County is part of the Lakeshores Library System, which also serves Walworth County. The Lakeshores System and the Mid-Wisconsin System (which serves Dodge, Jefferson, and Washington Counties and part of Walworth County) are part of the Shared Holdings and Resource Exchange (SHARE) consortium, which provides residents with easy access to materials throughout both systems. Residents throughout the area use a common library card.

## **Regional Organizations**

### ***SEWRPC***

The City of Racine is served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Racine County and SEWRPC signed a three-party Cooperative Agreement with each of the cities, villages, and towns in the County to participate in a coordinated, multi-jurisdictional comprehensive planning effort. SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the federally-designated transportation planning and programming agency for the seven-county region. SEWRPC is also the regional water quality management agency for communities in the Region, and is involved in many other aspects of land use planning and development. In addition to this comprehensive plan and the County jurisdictional highway system plan, major SEWRPC planning projects affecting the City include the regional water supply plan, regional water quality management plan, regional natural areas and critical species habitat management plan, and the regional telecommunications plan. SEWRPC works closely with the county and local governments in the Region, as appropriate, when developing its plans. SEWRPC also prepares county and community level plans on request, such as the City of Racine and Racine County park and open space plans.

### ***Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth. Additional information about the Milwaukee 7 is provided in Chapter IX.

### ***Nonprofit Conservation Organizations***

The Kenosha/Racine Land Trust has worked with Racine County and its communities to implement plans for acquiring or otherwise preserving lands with important natural resources and farmlands.

## **State of Wisconsin**

### ***Wisconsin Department of Transportation (WisDOT)***

WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within Racine County in partnership with local governments, the County, and SEWRPC. Grant programs include the Surface Transportation Program, Congestion Mitigation and Air Quality, Local Transportation Enhancements, and a number of other programs that collectively provide funding for streets and highways, transit, bicycle and pedestrian improvements, and funding for railroad improvements.

WisDOT also administers the General Transportation Aids program, which returns a portion of the money collected through fuel taxes and vehicle registration fees to County and local governments to help offset County and local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads (WISLR), which is an extensive map-based database, accessible to local and County officials and staff, of road conditions such as right-of-way and pavement width, shoulder width, number of driving and parking lanes, pavement condition, and other information.

### ***Wisconsin Department of Natural Resources (DNR)***

The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, in some cases, the laws of the Federal government that protect and enhance the natural resources of the State, including wetlands, shorelands, floodplains, woodlands, and water quality. The DNR is charged with coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

The DNR makes grants available to County and local units of government for park acquisition and development. Racine County and the City should continue to apply for grant funds through the DNR to improve recreational opportunities, to purchase land for parks and preservation of important natural resources, and to develop parks. County and local governments must have an adopted park and open space plan in order to apply for DNR grant

funds. The DNR also administers grant programs related to lake protection, lake management and planning, and conservation easements.

The DNR also worked with the Federal Emergency Management Agency and Racine County to update floodplain mapping within the County.

In addition, the DNR identifies and monitors environmentally contaminated sites and administers grant programs to clean up such sites, which are commonly referred to as “brownfields.” Contaminated sites and brownfield remediation grant programs are identified in Chapter IX.

## **EXAMPLES OF EXISTING COOPERATIVE AGREEMENTS IN THE CITY OF RACINE**

The *Statutes* require that this element incorporate any plans or agreements to which the County or its communities are a party under the following:

- Section 66.0301—Intergovernmental Cooperation: This section of the *Statutes* provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their powers and duties. The City of Racine is not a party to any agreements established under Section 66.0301.
- Section 66.0307—Cooperative Boundary Plan Agreement: This section of the *Statutes* allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. Section 66.0307 envisions the cooperative preparation of a comprehensive plan for the affected area by the concerned local units of government and prescribes in detail the contents of the cooperative plan. Importantly, the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. The City of Racine is not a party to any agreements established under Section 66.0307.
- Section 66.0309—Creation, Organization, Powers, and Duties of Regional Planning Commissions: This section of the *Statutes* authorizes the Governor to establish regional planning commissions in response to petitions from County and local governments. A regional planning commission is charged by the *Statutes* to prepare and adopt a master plan for development of the region. Racine County is part of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), which serves the seven counties and 146 cities, towns, and villages in the southeastern corner of Wisconsin. The seven counties include Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. SEWRPC was established by then-Governor Gaylord Nelson in 1960 and is governed by a 21-member Commission. Chapter VI includes a summary of recent plans conducted by SEWRPC that affect Racine County and its communities. SEWRPC also assisted the County and its communities in the preparation of this comprehensive plan.

Additional opportunity for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, entitled “Municipal Revenue Sharing.” Under this statute, two or more cities, villages, and towns may enter into revenue sharing agreements, providing for the sharing of revenues derived from taxes and special charges. The agreements may address matters other than revenue sharing, including municipal services and municipal boundaries. Municipal revenue sharing can provide for a more equitable distribution of the property tax revenue generated from new commercial and industrial development within metropolitan areas and help reduce tax-base competition among communities, competition that can work against the best interests of the metropolitan area as a whole. A municipal revenue sharing agreement between the City of Racine and the Villages of Caledonia and Mt. Pleasant (both were towns at the time of the agreement), Sturtevant, and Wind Point was

developed using Section 66.0305. Under this intermunicipal agreement, the City of Racine receives shared revenue payments from neighboring communities for use in renovating older residential areas, redeveloping brownfield sites, and supporting regional facilities like the City zoo, fine arts museum, and library. In return, the City of Racine agreed to support the incorporation of the two adjacent Towns of Caledonia and Mt. Pleasant; refrain from annexations without the consent of the Towns; refrain from using extra-territorial and plat review powers; and move ahead with sewerage system improvements that will accommodate growth in the Towns.

### **Other Examples of Cooperative Agreements**

There are and have been many cooperative agreements between the City and adjacent local units of government. Several examples are listed below.

- The Villages of Elmwood Park, North Bay, and Wind Point contract for fire service with the City of Racine.
- Racine County, all its communities, SEWRPC, and UW-Extension, formally agreed to work together to develop a multi-jurisdictional comprehensive plan for Racine County.
- The City of Racine and SEWRPC formally agreed to work together to prepare a separate local comprehensive plan for the City based on the information developed as part of the multi-jurisdictional plan for Racine County.
- The City of Racine provides sanitary sewer service to the Villages of Caledonia, Elmwood Park, Mt. Pleasant, North Bay, Sturtevant, and Wind Point.
- The City of Racine provides water supply to the Villages of Elmwood Park, Mt. Pleasant, North Bay, Sturtevant, and Wind Point and a portion of the Village of Caledonia.
- The City of Racine Belle Urban System (BUS) provides fixed-route public transit service throughout the Racine urbanized area. This includes area within the City of Racine, the Villages Caledonia, Mt. Pleasant and Sturtevant, and the Town of Yorkville.
- All libraries in the County can be used by City residents with valid library cards.

### **PUBLIC INPUT-INTERGOVERNMENTAL COOPERATION ISSUES**

The comprehensive plan should address key intergovernmental cooperation issues based upon the intergovernmental cooperation related information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey, a public input session, and neighborhood meetings, resulted in the identification of a number of intergovernmental cooperation related issues to be addressed in this element. These issues include:

- The plan should strive to increase community awareness, understanding, and participation with respect to the comprehensive plan and plan implementation.
- The plan should strive to continue and improve cooperation between government agencies and the private sector in order to realize long term benefits ranging from coordinated planning on issues that affect the City, adjacent communities, and the entire County, to local infrastructure cost savings, provision of needed services, a healthy environment, a strong school system, and sustainable economy.
- The plan should encourage public and private partnerships to assist in the implementation of plan recommendations related to, but not limited to, park and trail facilities, utilities and services, housing, and economic development.

## **INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION**

Section 66.1001 (2) (g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the City of Racine and other governmental units, including school districts, and describe processes to resolve such conflicts.

The City of Racine land use plan map (Map 5 in Chapter VI) reflects locally identified planned land uses. Since the City is bordered entirely by incorporated communities, the recommended land use plan map for the City does not include areas outside of its current corporate limits. Consequently, there are no conflicts between the City of Racine and adjacent communities due to overlapping land uses. The City will continue to work with neighboring communities to encourage an orderly, efficient, and compatible land use pattern in and around the City.

Historically, a number of annexations completed by the City of Racine have resulted in irregular boundaries, including long, narrow “arms” of the city extending into the adjacent community or creation of small areas of the adjacent community completely surrounded by the City, except for a thin strip of land left to avoid creation of a village (formerly town) islands. Irregularly-shaped annexations can create problems with street maintenance, due to portions of a street alternating between City and village jurisdictions; can create situations where one side of the street is subject to city construction standards (which may, for example, require installation of curbs and gutters), while the other side is subject to village standards; create situations where different speed limits are posted for segments of the street under village versus City jurisdiction. Many of these situations could be resolved through the development of cooperative or boundary agreements between the City and adjacent village to ultimately establish a more uniform and logical boundary between communities.

Such agreements also have the potential for revenue sharing, extension of municipal services to adjacent communities, and for agreement on future land use patterns. Boundary plans and intergovernmental agreements provide cities and villages certainty with respect to their future boundaries and provide a firm framework within which cities and villages can plan for future public utilities and public facilities.

### **CITY OF RACINE INTERGOVERNMENTAL COOPERATION ELEMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The intergovernmental cooperation element goals and objectives, along with the implementing policies and programs were developed based upon consideration of the recommendations of City, County, and regional plans; meetings with local officials; and the results of the public participation process including input from public opinion surveys and other public input exercises.

The following City of Racine intergovernmental cooperation related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

#### **City of Racine Intergovernmental Cooperation Goals**

- Goal XI-1:** Encourage intercommunity planning efforts to make effective use of resources and to resolve conflicts.
- Goal XI-2:** Encourage a public participation process that provides equity and fairness to landowners and other stakeholders, balanced with responsible land use.

#### **City of Racine Intergovernmental Cooperation Objectives**

- Encourage intergovernmental cooperation.

- Encourage shared services and facilities between units and levels of government.
- Encourage an orderly, efficient, and compatible land use pattern in and around the City of Racine by cooperatively working with neighboring communities.
- Promote a better understanding among all levels of government regarding the roles and responsibilities of each.
- Encourage the City of Racine and its adjacent communities to coordinate with the RUSD as it prepares facility plans or evaluate sites for new school facilities.
- Encourage the City Racine and its adjacent communities to continue to coordinate with respect to the provision of key services including police and fire protection, and sewer and water service.
- Encourage the City of Racine, Racine County, and its communities to coordinate with respect to economic development in the County.
- Provide a structure for continuing dialog about comprehensive planning, land use regulation issues, and boundary issues between the City of Racine and adjacent communities.

#### **City of Racine Intergovernmental Cooperation Policies and Programs**

- Implement policies contained in other elements of the comprehensive plan, especially those policies that are more likely to be implemented through cooperative efforts and partnerships, such as the recommendations related to natural resource preservation or countywide trail development.
- The City of Racine should make appropriate revisions and updates to zoning, land division, and official map ordinances to implement the recommendations of the comprehensive plan.
- Encourage intergovernmental cooperation when selecting sites for public facilities such as police stations, fire stations, government administration buildings, and libraries, and quasi-public facilities such as hospitals, clinics, and skilled nursing, assisted living, and independent living centers for the elderly and persons with disabilities.
- Encourage the RUSD to consult with the City, concerned villages, and Racine County when initiating facilities planning or when planning locations of new schools or recreation facilities.
- Encourage a coordinated effort by the RUSD and all the communities it serves to improve the level of public education in the District.
- Support the coordination between Racine County, its communities, and other agencies, where appropriate, to provide cost-effective government services.
- The City of Racine should continue to work with the RCEDC with respect to business development and expansion.
- Encourage local governments to develop joint agreements to provide shared stormwater management facilities.
- Coordinate the implementation of the recommendations of regional water supply plan.

- Coordinate comprehensive management of surface water, groundwater, and water dependent natural resources.
- Coordinate the implementation of the transportation element of the comprehensive plan.
- The City of Racine should continue to work with SEWRPC and WisDOT on regional transportation planning and programming efforts and to develop methods to promote interconnectivity between all transportation modes and systems within the City, County and Region.
- The City of Racine should continue working with SEWRPC to update Racine County transportation plans, such as the jurisdictional highway plan and the public transit plan.
- Racine County should continue to provide technical services that benefit the public and other units and agencies of government, such as updating and maintaining GIS data, including parcel, land use, and floodplain data.
- Racine County should continue to maintain the County website to provide information to the public and other units and agencies of government.
- The City of Racine and adjacent communities should work with other government agencies and private entities, including non-profit agencies, where appropriate, to construct and /or operate community facilities in a cost-effective and efficient manner through joint service agreements.
- The City of Racine and Racine County should continue to work with the DNR and non-government organizations (NGOs) to acquire and develop parks, trails, and other recreation facilities, and to acquire and protect valuable natural resource areas as called for in City and County park and open space plans.
- Continue to work with SEWRPC on regional plans and issues affecting the City of Racine.
- The Racine County Executive's Office should continue holding periodic heads of government meetings as a forum for the distribution of information and for open discussion of County-wide issues.
- The existing revenue sharing agreement between the City of Racine and the Villages of Caledonia and Mt. Pleasant should continue to be implemented.
- The City of Racine and adjacent villages could also consider entering into other agreements as appropriate. This could include revenue sharing agreements or agreements to adjust community boundaries that result in boundaries between two communities that are more logical and that can be provided with services more efficiently.
- Consider the implementation of cooperative programs to dispose of household waste.
- Explore regional partnership options for recycling programs and facilities.
- The City of Racine should work with State, County, and other local governments to develop complimentary plans to remediate brownfield land (e.g., work with Mt. Pleasant to develop plans for the former Case South/Clausen Works area).

#### **City of Racine Intergovernmental Cooperation Financial and Technical Assistance Programs**

Various types of financial and technical assistance programs are available from Federal, State, and County agencies that are applicable to the implementation of the comprehensive plan. Information on these programs has

been presented in other elements of the plan. Many of these programs require or encourage cooperative efforts between governmental agencies or between government agencies and private organizations to take full advantage of their financial benefits. This is especially true for programs that focus on the protection of natural and cultural resources, such as the Wisconsin Department of Natural Resources Knowles-Nelson Stewardship Program. The plan recommends that consideration be given to developing public and public/private partnerships as appropriate to implement the financial programs and work programs listed in all the elements of the plan to facilitate the implementation of the comprehensive plan.

SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

## Chapter XII

# IMPLEMENTATION ELEMENT

### INTRODUCTION

The comprehensive plan elements described in this report provide a design for the attainment of specific comprehensive plan objectives. However the plan is not complete until the steps required to implement the plan are specified. This chapter outlines the action policies and programs that should be undertaken by the City of Racine and other agencies and units of government in efforts to implement the plan. It should be recognized that implementation of the comprehensive plan also depends upon the cooperation of public and private interests. Intergovernmental cooperation is described in Chapter XI of this report.

The implementation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (i) of the *Statutes* requires this element to include a compilation of programs and specific actions (policies), in a specified sequence, to implement the recommendations set forth in the other eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the City's progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

### Projections and the Impacts of Future Events and Scenarios

The projections of population, households, and employment for the City of Racine presented in this report are largely based on projections developed by the Regional Planning Commission utilizing 2000 Federal census data. It is recommended that projections for population and households be reevaluated after data from the 2010 Federal census becomes available. The reevaluation should take into account not only new census information but also evaluate future events or factors that could affect growth in population, households, and jobs. Examples of future events or factors that should be taken into consideration include:

- Development of a commuter rail line through the City of Racine (KRM);
- Implementation of adopted neighborhood plans;
- Redevelopment on tracts of land in the City, such as the former Walker Manufacturing site, or outside of the City, such as the former Case "South/Clausen Works;"
- Adaptive reuse of sites such as the Horlick Malted Milk facilities; and
- Major changes to the economic climate of the City (i.e., changes in available jobs).

As revisions to the projections of population, households, and employment, if any, for the City of Racine are developed, it may be necessary to evaluate the potential impacts of revised projections on plan recommendations contained in all elements of the comprehensive plan.

### **State Statutes Requirements**

Section 66.1001 (4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of a written public participation plan designed to foster public participation in the development of a comprehensive plan or a plan amendment.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission.
- Distribution of the draft plan for review and comment to:<sup>1</sup>
  - Every governmental body located in whole or in part within the City;
  - The clerk of all adjacent local governments;
  - The Wisconsin Department of Administration;
  - SEWRPC; and
  - The City library.

The parties listed above must also be provided with a copy of the adopted comprehensive plan.

- Adoption of the plan by an ordinance adopted by a majority of the full membership of the City Common Council. Adoption of the plan must be preceded by at least one public hearing. A Class 1 notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing. Other property owners who submitted a written request to the City must also be notified of the hearing.

### **Element Format**

This chapter is organized into the following five sections:

- Public Input – Implementation Issues;
- Plan Review and Adoption;
- Plan Amendment Procedures;
- Consistency Between the Comprehensive Plan and City Ordinances;
- Consistency Among Plan Elements;
- Implementation Element Goals, Objectives, Policies, and Programs; and
- Progress in Implementing the Plan.

## **PUBLIC INPUT-IMPLEMENTATION ISSUES**

The comprehensive plan should address key plan implementation issues based upon the information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—and additional City efforts to gather public input, including a citywide online survey, a public informational meeting, and five neighborhood meetings, resulted in the identification of a number of issues that should be given a high priority in implementing the plan, including:

- preserving natural, historical and cultural resources;
- promoting the use of sustainable energy sources;

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<sup>1</sup> *The Wisconsin of Administration has stated that both draft and adopted plan reports may be distributed in digital format, provided a paper copy of the report is available for review at the public library in the City and at the City Hall building.*

- cooperating across boundary lines with neighboring jurisdictions;
- encouraging more housing choices for people of all ages, income levels, and special needs; and
- linking land use, economic, and transportation decisions.

## **PLAN REVIEW AND ADOPTION**

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to the plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Numerous public informational meetings were held in the City of Racine to solicit input from the public on the comprehensive plan. These included:

- As part of the County multi-jurisdictional comprehensive planning process, two series of public informational meetings—one in fall of 2007 and the other in spring 2009—were held at various locations in Racine County. This included two meetings—on November 8, 2007 and on April 27, 2009—in the City of Racine.
- A meeting was held on February 11, 2009 at which City residents and City Plan Commission members were invited to take part in a “Strengths and Weaknesses” analysis. The results of this exercise were used to help identify issues to be addressed in the City comprehensive plan.
- A series of five neighborhood open houses were held in the City of Racine in summer 2009 to solicit public input from City residents on comprehensive plan issues.
- An open house and a public hearing were held on August 12, 2009 and August 18, 2009, respectively, at the City in advance of the endorsement of the County multi-jurisdictional comprehensive plan by the City of Racine Common Council.

The City Plan Commission held a public informational meeting on November 11, 2009. As required in the development of a comprehensive plan for the City, a public hearing was held before the City Common Council on November 17, 2009. A public notice of the public hearing was provided in accordance with the requirements of the comprehensive planning law, and the draft plan report was distributed to all of the parties specified in the law. An official public record, including all comments received, for the public hearing is included in Appendix A.

One of the most important steps in plan implementation is the formal recommendation of the plan to the City Common Council through a resolution of the City Plan Commission, and adoption of the recommended plan by the City Common Council.

Upon such adoption, the plan becomes the official guide to be used by City officials and staff in making development or redevelopment decisions. The plan should serve as the basis on which all development and redevelopment proposals, such as zoning requests, subdivision plats, and certified survey maps, are reviewed. Only those zoning actions or land divisions which are consistent with the plan should be approved. The City of Racine Plan Commission resolution and a copy of the adopting ordinance for the City of Racine Common Council are included in Appendix B. The City of Racine Common Council adopted this comprehensive plan on November 17, 2009.

A public participation plan for development of this comprehensive plan was prepared in 2006. The public participation plan was adopted by the City Common Council on April 4, 2007.

## **PLAN AMENDMENT PROCEDURE**

Although the City land use plan map is often the focal point of the comprehensive plan, plan amendments may include changes to the text or any of the maps included in this report. Text amendments may include:

- Changing, adding, or modifying a goal, objective, policy, or program in any of the element chapters in response to changing conditions or new information.
- Adding or changing the land use plan categories in the Land Use Element to provide for a category of development that is not incorporated into the current set of categories.
- Updating inventory information.

In addition to text amendments, the land use plan map may be amended to change the designation, and therefore the allowable uses, on a parcel or parcels of land. Other maps in the plan may be amended or updated to reflect updated information, such as updated floodplain mapping or inventories of natural resources or community facilities.

### **Procedure for Amending the Comprehensive Plan**

A plan amendment must be approved by the City Common Council. Consequently, land owners wishing to amend the land use plan designation for their property must receive approval from the Common Council.

Because Section 59.69 of the *Statutes* requires that city plans be incorporated into the county plan without change, plan amendments requested by the City that affect only the area within the City will be automatically incorporated into the County plan. County Planning and Development Department staff will include a list of plan amendments requested by cities, villages, and towns in an annual report described later in this chapter.

The State comprehensive planning law requires that the City use the same procedures required by Section 66.1001(4) of the *Statutes* to initially adopt this plan when amending or updating the plan. The City Common Council should prepare and adopt a public participation plan (PPP) to be used for all amendments to the plan, which will specify the process to be used to foster public participation in plan amendments. A suggested procedure for reviewing plan amendments is provided below:

1. An application for a plan amendment may be submitted to the City Plan Commission and/or City Common Council. The City Plan Commission, with the assistance of the City planning staff, will review the proposed amendment and prepare a written recommendation for review by the City Common Council based on the following criteria and any other factors determined to be relevant by the City Plan Commission and Common Council:
  - Is the proposed amendment consistent with the goals, objectives, and policies of the plan?
  - Will the proposed amendment lead to any detrimental environmental effects?
  - Is the proposed amendment compatible with surrounding land uses?
  - Are existing local and County facilities and services adequate to serve the type of development associated with the amendment?
  - Will the proposed amendment enhance economic development within the City?
2. The City Plan Commission will send a copy of the proposed plan amendment and its report to all adjacent local governments and the other parties listed in Section 66.1001 (4) (b) and (e) of the *Statutes*. The City Plan Commission will set a public review or comment period of no less than 30 days for governments and individuals. Following the review or comment period, but no longer than 45 days, the Plan Commission shall file a recommendation with the City Common Council. The recommendation may be to approve, deny, defer, table, receive and file, refer to another body for consideration, or any other action deemed appropriate by the Plan Commission. If a recommendation of approval is forwarded, the Plan Commission shall also request that an ordinance be prepared and a public hearing scheduled before the Common Council.

3. Prior to the public hearing, and at its discretion, the City Plan Commission may choose to conduct a public informational meeting on the proposed plan amendment. The Plan Commission will make a recommendation to the City Common Council following the information meeting.
4. The City Common Council will schedule a public hearing on the proposed amendment and direct the publishing of a Class 1 notice, with such notice published at least 30 days before the public hearing and containing the information required under Section 66.1001(4) (d) of the *Statutes*.
5. The City Plan Commission would make a recommendation to the City Common Council following the public hearing.
6. The City Common Council will hold the public hearing, then consider the proposed amendment, together with supporting information and the recommendation of the City Plan Commission, and approve (or deny) an ordinance adopting the plan amendment. Adoption must be by a majority vote of all members.
7. Following City Common Council action, the City Plan Commission will send a copy of the adopting ordinance and the plan amendment to those parties listed in Sections 66.1001 (4) (b) and (e) of the *Statutes*.
8. The Racine County Planning and Development Department staff will update the digital version of the County planned land use map and City land use plan map quarterly, and post the maps on the County website.

## **CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND COUNTY AND LOCAL ORDINANCES**

Section 66.1001 (3) of the *Statutes* requires that the following ordinances be consistent with a unit of government's comprehensive plan by January 1, 2010:

- Official mapping established or amended under Section 62.23 (6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23 (7) of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

Beginning on January 1, 2010, the City of Racine must use its comprehensive plan as a guide to ensure that implementation of zoning, subdivision, and official mapping ordinances adopted by the City Common Council does not conflict with the recommendations of the comprehensive plan adopted by the City of Racine. If a conflict is found or would result from a proposed action, the City has the option of amending its comprehensive plan. Plan amendments should follow the guidelines for plan amendments presented earlier in this chapter.

The *Statutes* do not provide any guidance about how to determine if land use ordinance decisions are consistent with a comprehensive plan. Specific guidance on how to apply the statutory requirement for consistency will, unfortunately, likely be provided over time through court decisions in lawsuits challenging the implementation of comprehensive plans by county and local units of government throughout the State, after the consistency requirement takes effect in 2010.

### **Zoning Ordinance**

The zoning ordinance is one of the primary implementation tools of a land use or comprehensive plan. As such, it should substantially reflect and promote the achievement of plan goals, objectives, policies, and programs. A zoning ordinance and the accompanying zoning map are a legal means for both guiding and controlling development so that an orderly and desirable pattern of land use can be achieved that conforms to the plan and

balances individual property rights with community interests and goals. The zoning ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, site planning, the provision of open space, and the protection of historic and natural resources.

Following adoption of a comprehensive plan by the City of Racine, the City Plan Commission should initiate appropriate amendments to the zoning ordinance to make it consistent with the concepts and proposals included in the plan, particularly the land use plan map in the Land Use Element of the plan. Specific recommendations for modifications of the text, or regulations, of the zoning ordinance for City of Racine relate to natural resource protection. The recommended changes include the addition of lowland and upland resource conservation districts to the City zoning ordinance.

With respect to the zoning map for the City of Racine, it is recommended that the following approach be used to update the City zoning map following the adoption of a comprehensive plan:

- Areas of existing development should, over time, be placed in a zoning district that is consistent with the land use designation shown on the land use plan map. The comprehensive plan should serve as a guide to ensure that any future rezonings actions are consistent with the plan. Rezonings to achieve consistency between the zoning map and the comprehensive plan will be considered if requested by the property owner. The City may also initiate a rezoning to achieve consistency, subject to available staff and funding.
- Primary environmental corridors should be placed, and other natural resource areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park zoning district) at the time a preliminary plat, redevelopment plan, rezoning application, or other zoning approval is requested, based on a field delineation of natural resource boundaries. Generally, wetlands and surface waters should be placed in a Lowland Conservancy zoning district and woodlands, steep slopes, and other components of upland environmental corridors should be placed in an Upland Conservancy zoning district.

### **Land Division Ordinance**

The City of Racine must also ensure that the implementation of the City land division ordinance is consistent with the comprehensive plan. Following adoption of a comprehensive plan by the City Common Council, the City Plan Commission should review in detail the existing land division ordinance and identify changes that may be necessary to promote the achievement of plan goals, objectives, policies, and programs of the comprehensive plan and initiate appropriate amendments to the land division ordinance.

### **Official Mapping Ordinance**

Following adoption of a comprehensive plan by the City Common Council, the City of Racine should review its official map and identify changes that may be necessary to promote the achievement of plan goals, objectives, policies, and programs of the comprehensive plan and initiate appropriate amendments as necessary.

## **CONSISTENCY AMONG PLAN ELEMENTS**

The comprehensive planning law requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan.” All elements of this comprehensive plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. In addition, the City Plan Commission reviewed and approved all element chapters not only with respect to the content of individual chapters, but with respect to the consistency of plan element recommendations. There are no known inconsistencies among plan elements.

## **CITY OF RACINE IMPLEMENTATION ELEMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The implementation element goals and objectives, along with the related policies and programs, were developed based upon consideration of the recommendations of City, County, and regional plans; meetings with City officials; and the results of the public participation process including input from public opinion surveys and other public input exercises.

The following City of Racine implementation related goals were developed under the comprehensive planning program and previously presented in Chapter IV.

### **City of Racine Implementation Goals**

**Goal XII-1:** Encourage a public participation process that provides equity and fairness to landowners and other stakeholders, balanced with responsible land use.

**Goal XII-2:** Review, revise, or create the regulatory ordinances necessary to ensure consistency with the comprehensive plan and implementation of the objectives, including zoning ordinances, land division ordinances, and official mapping ordinances.

**Goal XII-3:** Reevaluate the comprehensive plan regularly (at least once every ten years) to ensure that it continues to reflect community objectives.

### **City of Racine Implementation Objectives**

- Implement all policies contained in other elements of the comprehensive plan.
- Utilize available programs described in other elements of the comprehensive plan as needed to facilitate the implementation of plan objectives.
- Use the comprehensive plan recommendations as a guide in making decisions at the City level with respect to future development and redevelopment.
- Encourage intergovernmental cooperation.

### **City of Racine Implementation Policies and Programs**

- The City of Racine should consider the development of a fee structure to cover costs associated with amending the comprehensive plan.
- The Racine County Planning and Development Department will post and maintain the inventory data compiled as part of the comprehensive planning process on the County website in an accessible format. County staff, in cooperation with SEWRPC where appropriate, will update inventory data on a periodic basis.
- The Racine County Planning and Development Department will update the City and countywide land use plan map on a quarterly basis and post the plan map on the County website. The plan map file will also be provided to the City of Racine if requested.
- As new inventory information becomes available, such as updated floodplain or natural resource mapping, this information should be taken into account as the plan is implemented. As examples, an update of the State Wisconsin Wetlands Inventory was completed in 2008 and new FEMA mapping of floodlands will be available in late 2009 or early 2010. Consequently this information could not be incorporated in to the comprehensive plan. As development plans are reviewed, it will be necessary to include these new inventories in the review process to precisely identify areas subject to wetland/floodland regulations and to refine the delineation of environmental corridors and isolated natural resources as appropriate.

As previously noted, the comprehensive planning law requires the Implementation Element to include a compilation of programs and specific actions (policies), in a specified sequence, to implement the recommendations set forth in the other elements of the comprehensive plan.

The following lists the policy and program priorities for each of the other plan elements<sup>2</sup> that should be considered to have the highest priority in implementing the plan.

***Agricultural, Natural, and Cultural Resources Element (Chapter V)***

- Expand community gardening opportunities on publicly owned land or other vacant land in the City where feasible.
- Maintain the existing farmers markets and consider opportunities to establish new markets in other areas of the City. Such markets provide City residents convenient access to fresh farm products and support the County’s agricultural sector.
- Support economic initiatives to ensure that farming remains viable in Racine County, including agri-tourism and direct marketing of farm products.
- Encourage development to occur in areas outside of environmental corridors, isolated natural resource areas, natural areas, floodplains, wetlands, and critical species habitat sites in the City.
- Review City regulatory tools, such as zoning and land division ordinances and zoning maps, to identify any necessary revisions to protect the primary environmental corridors identified on Map 2 in Chapter V.
- Based on local needs and concerns, review City regulatory tools, such as zoning and land division ordinances and zoning maps, to identify any necessary revisions to protect the secondary environmental corridors and isolated natural resources identified on Map 2 in Chapter V.
- Implement the recommendations of the City of Racine park and open space plan and the Racine County park and open space plan as it pertains to the City—and any subsequent plan updates.
- Encourage the preservation of historic structures, sites, districts, and their infrastructure that have been listed on the National and/or State Registers of Historic Places or designated locally.
- Work cooperatively with appropriate State and Federal agencies to identify programs, grants, and tax credits that are available to help fund the implementation of the cultural resources element of the comprehensive plan.

***Land Use Element (Chapter VI)***

- Accommodate future land use development in areas recommended to be developed or redeveloped for the specific land use as identified on the land use plan map.
- Continue to implement and enforce the detailed recommendations and design standards included in the Racine Downtown Plan, the Douglas Avenue Revitalization Plan, the Live Towerview Plan, the Neighborhood Strategic Plan for Southside Racine, the Uptown Improvement Plan, and the West Racine Neighborhood Revitalization Plan.
- Continue to create and implement detailed neighborhood plans that are consistent with the comprehensive plan.
- Continue to implement and enforce detailed design standards developed for the City’s industrial parks, the Regency Mall area, and similar commercial planned developments.

***Transportation Element (Chapter VII)***

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<sup>2</sup>The *Issues and Opportunities Element (Chapter IV)* does not include any recommended programs, but rather sets forth general goals and objectives for the City of Racine.

- Act to consider the recommended expansion, improvement, and maintenance of the arterial street and highway facilities designated in the plan for the City, including undertaking, as may be appropriate, detailed planning, preliminary engineering, environmental studies, and official mapping efforts.
- Provide public transit services in accordance with the recommendations set forth in the transit element of the plan.
- Where feasible, consider the accommodation for safe bicycle travel on the arterial street and highway system as that system is resurfaced and restructured on a segment-by-segment basis.
- Provide a system of off-street bicycle paths located primarily within natural resource and utility corridors to provide reasonably direct connections between City of Racine neighborhoods and other urban areas of Racine County as set forth in the plan.
- Work with the Regional Planning Commission in the major review, reevaluation, and update of the Racine County jurisdictional highway system plan.
- Work cooperatively with the Wisconsin Department of Transportation to identify State and Federal grants and programs that are available to fund the implementation of the transportation system plan and apply for such funds as appropriate.

### ***Housing Element (Chapter VIII)***

- Support the full range and variety of housing structure types, including single-, two-, and multi-family, accessory, and live/work dwellings, at flexible densities, as appropriate, including mixed-use development patterns.
- Support programs relating to the existing housing stock that enable low-income persons, first-time homebuyers, disabled, and elderly households to maintain, repair, convert, and rehabilitate housing and improve accessibility.
- Enable the elderly and disabled to remain in the City as their needs change by supporting smaller homes, accessory dwellings, nursing homes, community based residential facilities, and other types of assisted living residential arrangements.
- Encourage infill development, rehabilitation, and revitalization practices that benefit existing residents, prevent their displacement, and improve the tax base, availability of jobs, and community facilities.
- Continue the cooperation between the City, non-profit entities, and the housing development community to utilize available housing funding and assistance programs that facilitate the provision of affordable owner-occupied, rental, and rehabilitated or adaptively reused housing in the City.

### ***Economic Development Element (Chapter IX)***

- Continue to implement an aggressive and targeted existing business growth and business attraction program for the City of Racine that is based on: industries with a recent history of competitiveness and export orientation; emerging industries that show a potential for future growth.
- Direct commercial and industrial development to those targeted areas identified for such uses on the comprehensive plan 2035 land use plan map.
- Promote the redevelopment of underutilized, vacant, blighted, brownfield, or other environmentally contaminated industrial and commercial buildings to efficiently utilize existing public utilities and services.
- Advocate for programs that will impact the high unemployment rates in the low-income and minority neighborhoods.
- Promote coordination and cooperation between all of the communities in the County on economic development related issues including business creation, retention, and expansion.

### ***Utilities and Community Facilities Element (Chapter X)***

- Establish a cooperative process with WDNR, SEWRPC, and local governments to develop a framework for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply.
- Encourage public-private partnerships to enhance the level of public services in the City.

- Provide a system of public neighborhood and community parks in the City that complement the City and County park and trail system.
- Work with the Racine Unified School District to ensure that school-age children have access to high quality schooling in or in close proximity to their neighborhood.
- The City and adjacent communities in Racine County should be open to private sector proposals for community facilities that meet the needs of residents, consistent with City goals and objectives. This could include recreation, healthcare, and housing facilities.

***Intergovernmental Cooperation Element (Chapter XI)***

- Support the coordination between Racine County, its communities, and other agencies, where appropriate, to provide cost-effective government services.
- The City of Racine should continue to work with the RCEDC with respect to business development and expansion.
- The City of Racine and adjacent communities should work with other government agencies and private entities, including non-profit agencies, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient manner through joint service agreements.
- The existing revenue sharing agreement between the City of Racine and the Villages of Caledonia and Mt. Pleasant should continue to be implemented.

**PROGRESS IN IMPLEMENTING THE PLAN**

**Annual Report on Plan Implementation**

The Racine County Planning and Development Department will prepare an annual report for distribution to the City of Racine, all other local governing bodies in Racine County, and the County Board reporting on plan implementation activities and progress in implementing the plan throughout the County during the previous year. The report will summarize how the comprehensive plan was used to direct policy decisions by local and County officials and staff and whether circumstances have changed that have necessitated amendments to the plan.

The Countywide annual report should include the following information:

- Use of the Plan to Guide County and Local Activities
- Amendments made to the Plan
- Recommendations for Changes to Plan Goals, Objectives, Policies, and Programs or Other Information in the Plan

SEWRPC Community Assistance Planning Report No. 305

A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**Chapter XIII**

**SUMMARY**

**INTRODUCTION**

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, which is often referred to as the “Smart Growth” law. The law, set forth in Section 66.1001 of the *Wisconsin Statutes*, requires County and local governments that enforce general zoning, shoreland zoning, subdivision, or official mapping ordinances to have an adopted comprehensive plan by January 1, 2010.

To address the State comprehensive planning requirements, Racine County and all 17<sup>1</sup> cities, villages, and towns began working together in 2005 in a joint planning process to prepare a multi-jurisdictional County comprehensive plan. The Wisconsin Department of Administration awarded a comprehensive planning grant to Racine County in 2006 to help fund the preparation of the County multi-jurisdictional plan.

In November 2007, the City of Racine and SEWRPC entered into an agreement under which SEWRPC would prepare a separate local comprehensive plan under the direction of, and approved by the City based on the information developed as part of the multi-jurisdictional plan for Racine County. The County plan is documented in SEWRPC Community Assistance Report No. 301, *A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035*. The comprehensive plan for the City of Racine is documented in this report.

**PUBLIC PARTICIPATION**

To ensure opportunities for public involvement in the planning process, a public participation plan (PPP) was adopted by the City of Racine and the Racine County Board of Supervisors. The PPP outlines a series of outreach efforts and public participation sessions designed to gain input from City and County residents throughout the comprehensive planning process. The public participation efforts are summarized as follows:

- **Comprehensive Planning Web Site** – A Racine County web page was created to inform citizens about comprehensive planning, the County’s multi-jurisdictional planning process, how to become involved in this process and how to make public comments. Over time, all documents, including draft chapters of the plan report and 2035 local land use maps, and other resources related to the planning process have been added to the site and it has become a valuable resource for community leaders, county officials, citizen advisory committee members and local government staff. This web page can be viewed at: <http://racine.uwex.edu/cnred/SmartGrowth.html>.

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<sup>1</sup> *The Town and Village of Rochester were consolidated as the Village of Rochester in December 2008, reducing the number of local units of government from 18 to 17.*

- **Public Opinion Surveys** – The City of Racine conducted an online survey to obtain input on comprehensive plan issues. The survey was conducted between January 15, 2009, and February 5, 2009. The survey consisted of a wide range of questions about growth and development in the City, including questions on housing, transportation, natural and cultural resources, economic development, and neighborhood plans. Information gathered from the survey helped guide the preparation of the City’s comprehensive plan. The report documenting the survey result is available at City offices. As part of the Racine County multi-jurisdictional comprehensive planning effort, a countywide comprehensive planning public opinion survey was conducted in May of 2007 and included a wide range of questions on topics such as housing, transportation, agricultural and natural resources, land use, and economic development. The report documenting the results of the survey is available on the Racine County comprehensive planning website and at public libraries.
- **Public Informational Meetings** – At a meeting on February 11, 2009, City of Racine residents and City Plan Commission members were invited to take part in a “strengths and weaknesses analysis” as part of which they were asked to identify and discuss the strengths and weaknesses facing the City of Racine. Information collected through the strengths and weaknesses analysis has been used, along with results from the citywide public opinion survey, to help the City develop the comprehensive plan.

As part of the Racine County multi-jurisdictional comprehensive planning effort, two series of public informational meetings—one in fall 2007 and the other in spring 2009—were held at various locations in Racine County. This included two meetings—on November 8, 2007, and on April 27, 2009—in the City of Racine. The purpose of the meetings was to provide the public with background information about the comprehensive planning process and legal requirements, as well as to provide an update on the plan’s progress and to present key findings and plan recommendations. Participants in these meetings included governmental officials, residents, and representatives of interest groups.

During the summer of 2009, staff conducted five neighborhood meetings (July 9, 13, 14, 15, and 16, 2009). During the meetings, citizens were informed of the comprehensive plan process, identified strengths and weaknesses based on the nine required elements, and also were afforded the opportunity to complete an abbreviated version of the online Public Opinion Survey conducted in late January/early February of 2009.

- **Comprehensive Plan Newsletters and Chapter Fact Sheets** – As part of the Racine County multi-jurisdictional comprehensive planning effort, newsletters were prepared quarterly during the planning process. The newsletters provided information on various comprehensive planning activities and brief summaries of plan document chapters as the chapters were completed. The chapter fact sheets provided summaries of individual chapters. The newsletters were provided to local libraries and the City of Racine. The newsletters and fact sheets are available on the Racine County comprehensive planning website.
- **Plan Development Meetings** – Meetings were held with the City of Racine staff to review and update City/neighborhood plans. This included a review of existing land use plan maps, plan objectives and policies, and the development of projections of future population, household, and employment levels to be used in the comprehensive plan. Each chapter of the City comprehensive plan report was reviewed and approved by the City Plan Commission over a series of 12 City Plan Commission work meetings and regular meetings.
- **Plan Review** – Open house and public hearing meetings were held in the City of Racine on November 11 and November 17, 2009, respectively.

## **PLAN ELEMENTS**

The comprehensive planning law requires the City of Racine plan to include the following nine elements:

- Issues and Opportunities
- Agricultural, Natural, and Cultural Resources
- Land Use
- Transportation
- Housing
- Economic Development
- Utilities and Community Facilities
- Intergovernmental Cooperation
- Implementation

The City of Racine comprehensive plan addresses each of the required elements in the manner described below.

### **Issues and Opportunities Element**

This element includes overall goals, objectives, policies and programs for the City for the plan design year of 2035 as well as background information related to demographic trends, age distribution, educational levels, income levels, and employment characteristics within the City. This element also includes projections of population, households, and employment levels to the year 2035. Background information on housing in the City is included in Chapter VIII, “Housing Element;” background information on employment is included in Chapter IX, “Economic Development Element;” background information on demographic trends and projections of population, households, and employment are included in Chapter III, “Trends and Projections;” and a description of the development of comprehensive plan goals is included in Chapter IV, “Issues and Opportunity Element.” Specific plan objectives, policies, and programs are included in each of the other plan elements.

### **Agricultural, Natural, and Cultural Resources Element**

This element includes a compilation of goals, objectives, policies, and programs for the conservation and management of agricultural, natural, and cultural resources. This element also includes background information on existing resources. Background information and plan recommendations for the preservation of agricultural, natural, and cultural resources, along with specific goals, objectives, policies, and programs are included in Chapter V, Agricultural, Natural, and Cultural Resources Element.”

### **Land Use Element**

This element includes a compilation of goals, objectives, policies, and programs to guide future land use development and redevelopment. This element also includes background information on historic and existing urban and rural land uses, land use trends and values, and the spatial distribution of future land uses. Background information on land uses; land use plan goals, objectives, policies, and programs; and the description of the land use plan, along with associated data and map for the City of Racine for the year 2035 are included in Chapter VI, “Land Use Element.”

### **Transportation Element**

This element includes a compilation of goals, objectives, policies, and programs to guide the future development of various modes of transportation. This element also includes background information on existing transportation facilities. Background information on transportation facilities and services and plan recommendations for the provision of transportation facilities to meet the future needs of the City, along with specific goals, objectives, policies, and programs are included in Chapter VII, “Transportation Element.”

### **Housing Element**

This element includes a compilation of goals, objectives, policies, and programs for the provision of an adequate housing supply to meet existing and future housing demands. This element also includes an assessment of the

existing housing stock. Background information on housing and plan recommendations for the provision of housing to meet the future needs of the City, along with specific goals, objectives, policies, and programs are included in Chapter VIII, “Housing Element.”

### **Economic Development Element**

This element includes a compilation of goals, objectives, policies, and programs to guide the development of the economic base and employment opportunities in the City. This element also includes background information on the existing labor force and economic base. Background information and plan recommendations for economic development to meet the future needs of the City, along with specific goals, objectives, policies, and programs are included in Chapter IX, “Economic Development Element.” The development of this element relied heavily on the City of Racine 2007-2008 Strategic Economic Development Plan and the existing County economic development plan as documented in *The Racine County Economic Development Plan 4.0*.

### **Utilities and Community Facilities Element**

This element includes a compilation of goals, objectives, policies, and programs to guide the future development of utility and community facilities. This element also includes background information on existing utility and community facilities. Background information and plan recommendations for the provision of utility and community facilities to meet the future needs of the City, along with specific goals, objectives, policies, and programs are included in Chapter X, “Utilities and Community Facilities Element.”

### **Intergovernmental Cooperation Element**

This element includes a compilation of goals, objectives, policies, and programs for joint planning and decision making between adjacent local government units and school districts, as well as between local, County, and State government units and agencies. Plan recommendations with respect to intergovernmental cooperation are included in Chapter XI, “Intergovernmental Cooperation Element.”

### **Implementation Element**

This element includes a compilation of the key action policies and programs that have the highest priority to begin the implementation of the comprehensive plan. This element also identifies proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances to implement the objectives, policies, and programs identified in the comprehensive plan, as well as the process for adopting and amending the plan. Implementation recommendations are included in Chapter XII, “Implementation Element.”

## **PLAN ADOPTION**

A comprehensive plan must be adopted by an ordinance enacted by the governing body. The City of Racine Comprehensive Plan must therefore be adopted by an ordinance of the City of Racine Common Council. All nine elements must be adopted simultaneously. At least one public hearing must be held by the City Common Council prior to adopting the plan. Section 66.1001(4) (b) of the *Statutes* requires that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the City of Racine; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the public library that serves the area in which the City is located.

The City of Racine Common Council, upon the recommendation of the City Plan Commission, adopted the City of Racine comprehensive plan on November 17, 2009.

## **PLAN UPDATES AND AMENDMENTS**

The comprehensive planning law requires that adopted comprehensive plans be reviewed and updated at least once every ten years. The City of Racine may choose to update the plan more frequently. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, plan review, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments. The Implementation Element (Chapter XII) recommends a procedure to be used for amending the plan.

The projections of population, households, and employment for the City of Racine presented in this report are largely based on projections developed by the Regional Planning Commission utilizing 2000 Federal census data. It is recommended that projections for population and households be reevaluated after data from the 2010 Federal census becomes available. The reevaluation should take into account not only new census information but also evaluate future events or factors that could affect growth in population, households, and jobs. Examples of future events or factors that should be taken into consideration include:

- Development of a commuter rail line through the City of Racine (KRM);
- Implementation of adopted neighborhood plans;
- Redevelopment on tracts of land in the City, such as the former Walker Manufacturing site, or outside of the City, such as the former Case “South/Clausen Works;”
- Adaptive reuse of sites such as the Horlick Malted Milk facilities; and
- Major changes to the economic climate of the City (i.e., changes in available jobs).

As revisions to the projections of population, households, and employment, if any, for the City of Racine are developed, it may be necessary to evaluate the potential impacts of revised projections on plan recommendations contained in all elements of the comprehensive plan.

\* \* \* \* \*



## APPENDICES



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SEWRPC Community Assistance Planning Report No. 305  
A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**APPENDIX A**

Official Public Record of the City of Racine Public Hearing  
on the City Comprehensive Plan





# City of Racine

City Hall  
730 Washington Ave.  
Racine, WI 53403  
www.cityofracine.org

## Meeting Minutes - Final Common Council

*Mayor John T. Dickert*  
*Alderman Jeff Coe, Alderman Robert Anderson*  
*Alderman Michael Shields, Alderman Jim Kaplan, Alderman David L. Maack*  
*Alderman Sandy Weidner, Alderman Terry McCarthy, Alderman Raymond DeHahn*  
*Alderman Q.A. Shakoor, II, Alderman Aron Wisneski, Alderman Gregory Holding*  
*Alderman James T. Spangenberg, Alderman Ronald D. Hart, Alderman Robert Mozol,*  
*Alderman Kelli Stein*

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Tuesday, November 17, 2009

7:00 PM

Room 205, City Hall

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### A. Call To Order

**PRESENT:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol  
**EXCUSED:** 1 - Stein

### B. Pledge of Allegiance To The Flag

*Boy Scout Pack 129 led the Council in the Pledge of Allegiance to the Flag.*

### C. Approval of Journal of Council Proceedings (Minutes)

*Minutes of the previous meeting were approved as printed on motion of Alderman Shakoor.*

Alderman Kaplan arrived at 7:12p.m. and took his seat.

### D. Public Hearings

**ZOrd.3-09** Ordinance adopting the Comprehensive Plan for the City of Racine, Wisconsin

The Common Council of the City of Racine, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Section 62.23 of the Wisconsin Statutes, the City of Racine is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Common Council of the City of Racine, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The City cooperated with Racine County and SEWRPC to prepare a multi-jurisdictional comprehensive plan for the County that served as a resource in the preparation of the comprehensive plan for the City of Racine, which is documented in a report titled "A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035".

SECTION 4. The Plan Commission of the City of Racine, by a majority vote of the entire commission recorded in its official minutes, recommended to the City Common Council approval of a resolution adopting the document titled "A Comprehensive Plan for the City of Racine: 2035," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

SECTION 5. In addition to multiple regular and special meetings, the City Plan Commission conducted a community-wide survey, two public informational meetings, and five neighborhood meetings, and the Common Council has duly noticed and conducted a public hearing on the comprehensive plan, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 6. The Common Council of the City of Racine, Wisconsin, does, by the enactment of this ordinance, formally adopt the document titled, "A Comprehensive Plan for The City of Racine: 2035," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes, as the City of Racine comprehensive plan.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Common Council and publication or posting as required by law.

Passed by the Common Council:

\_\_\_\_\_

Approved: \_\_\_\_\_

\_\_\_\_\_

Mayor

Attest:

\_\_\_\_\_

City Clerk

Fiscal Note: N/A

*George Meyers spoke on the public hearing.*

**E. Public Comments**

*George Meyers  
Wayne Clingman*

**F. Communications**

**Refer to Finance and Personnel Committee, by Ald. Spangenberg**

**09-3984** Subject: Communication from the City Attorney submitting the claim of Joseph & Shanna Hansen for consideration.

Recommendation of the Finance & Personnel Committee on 11-23-09: The claim of Joseph & Shanna Hansen, 3447 Daisy Lane, requesting reimbursement of \$7,125.26 for cleanup and damages allegedly arising from a sewer backup in their basement after a rain storm on 6-19-09 be denied.

Fiscal Note: N/A

**Referred to Finance and Personnel Committee**

09-4388

Subject: Communication from the Interim Public Health Administrator requesting permission to accept up to \$300,000 grant from the Water Environment Research Foundation. (Grant Control No. 2009-047) (Res.09-1719)

Recommendation of the Finance & Personnel Committee on 11-23-09: The Mayor and City Clerk be authorized and directed to enter into a \$300,000 agreement with the Water Environment Research Foundation (Grant Control No. 2009-047).

Fiscal Note: No match required on the part of the City.

**Referred to Finance and Personnel Committee**

09-4390

Subject: Communication from Interim Public Health Administrator requesting permission to accept additional grant funds of \$139,955 from the State of Wisconsin represented by its Division of Public Health of the Department of Health Services. (Grant Control #2009-062) (Res.09-1720)

Recommendation of the Finance & Personnel Committee on 11-23-09: The Mayor and City Clerk be authorized and directed to enter into an amended contract with the State of Wisconsin Division of Public Health of the Department of Health Services for public health emergency response to the H1N1 virus. (Grant Control No. 2009-062).

Fiscal Note: The contract is increased in the amount of \$139,955. No match required on the part of the City.

**Referred to Finance and Personnel Committee**

09-4399

Subject: Communication from the Interim Public Health Administrator requesting permission to accept additional funding from the Division of Public Health, Department of Health Services for the Women, Infants and Children Program. (Grant Control #2006-049) (Res.09-1721)

Recommendation of the Finance & Personnel Committee on 11-23-09: The Mayor and City Clerk be authorized and directed to enter into an amended contract with the Division of Public Health, Department of Health Services for the Women, Infants and Children Program (Grant Control No. 2006-049).

Fiscal Note: The contract is increased in the amount of \$302,167 that will be based on case load. No match required on the part of the City.

**Referred to Finance and Personnel Committee****Refer to Public Works and Services Committee, by Ald. Holding**

09-4396

Subject: Communication from the Commissioner of Public Works/City Engineer submitting a proposal from Isthmus Architecture, Inc. for the West Canopy Platform Repair and Restoration at the State Street Depot. (Res.09-1731)

Recommendation of the Public Works and Services Committee on 11-24-09: That the Mayor and City Clerk be authorized and directed to enter into a professional services agreement with Isthmus Architecture, Inc. West Canopy Platform Repair and Restoration at the State Street Depot, on a time and materials basis at the not-to-exceed cost of \$45,350.00, plus reimbursable expenses not-to-exceed \$2,650.00, for a total cost not-to-exceed \$48,000.00.

Further recommends that funds to defray the cost of these professional services are available in the 2010 Capital Improvement Program.

Fiscal Note: Funds are available as herein delineated.

**Referred to Public Works and Services Committee**

**09-4410**

Subject: Communication from the Alderman of the 11th District requesting to reconsider Resolution 09-1679, dated November 3, 2009, regarding outdoor billboards at 1301 W. 6th Street.

Recommendation of the Public Works and Services Committee on 1-13-09: That Resolution 09-1679, dated November 3, 2009, be rescinded.

Further recommends that city staff renegotiate a new billboard lease agreement with Adams Outdoor Advertising for the location at 1301 W. Sixth Street.

Fiscal Note: Not applicable at this time.

**Referred to Public Works and Services Committee**

**09-4428**

Subject: Communication from the Alderman of the 5th District wishing to amend the flag policy for the City of Racine. (Res.09-1728)

Recommendation of the Public Works and Services Committee on 11-24-09: That the flag policy, as approved under Resolution 08-0726 of April 2, 2008, be amended to include flying the flag at half staff for the death of active duty military personnel from Racine County.

Fiscal Note: N/A

**Referred to Public Works and Services Committee**

### **Refer to Public Safety and Licensing Committee, by Ald. Wisneski**

**09-4380**

Subject: Communication from the 11th District Alderman requesting to repeal Resolution 1685 of May 26, 1998 and to establish a policy which does not rebate any portion of the reserve "Class B" liquor license fee.

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the Communication from the 11th District Alderman requesting to repeal Resolution 1685 of May 26, 1998 and to establish a policy which does not rebate any portion of the reserve "Class B" liquor license fee be deferred.

Fiscal Note: N/A

**Referred to Public Safety and Licensing Committee**

**09-4391**

Subject: (New) Application of Caliente, LLC., Edward W. Scharding, Agent for "Class B" Fermented Malt Beverage and Intoxicating Liquor License at 600 Sixth Street. (1st District)

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the Application of Caliente, LLC., Edward W. Scharding, Agent for "Class B" Fermented Malt Beverage and Intoxicating Liquor License at 600 Sixth Street be approved.

Fiscal Note: N/A

**Referred to Public Safety and Licensing Committee**

09-4394

Subject: Communication from the Director of Parks, Recreation & Cultural Services requesting final payment for Contract 49-09 (K9-050), HVAC Upgrades at Wustum Museum by United Mechanical Inc. (Res.09-1724)

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the final payment for Contract 49-09 (K9-050), HVAC Upgrades at Wustum Museum by United Mechanical Inc. be approved.

Fiscal Note: Funds be applied as follows: \$12,400.00 from account 655.988-5010 and \$26,045.00 from 655.000.5980 for a total of \$38,445.00.

**Referred to Public Safety and Licensing Committee**

09-4395

Subject: Communication from the Director of Parks, Recreation & Cultural Services requesting change order no. 1 and final payment to Southport Consulting for preparing plans and specifications for HVAC replacement at Wustum Museum. (Res.09-1725)

Recommendation of the Public Safety & Licensing Committee on 11-23-09: To approve the change order no. 1 and final payment to Southport Consulting for preparing plans and specifications for HVAC replacement at Wustum Museum.

Fiscal Note: This would result in an \$800.00 increase in costs, total cost \$3,300.00. Funds are available from account 655.000.5980.

**Referred to Public Safety and Licensing Committee**

09-4397

Subject: Application of Syed Mikhail's Inc., Atif Ali Shaikh, Agent, for a Change of Agent for a Class "A" Fermented Malt Beverage license for 930 Washington Avenue (1st District)

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the Application of Syed Mikhail's Inc., Atif Ali Shaikh, Agent, for a Change of Agent for a Class "A" Fermented Malt Beverage license for 930 Washington Avenue be received and filed

Fiscal Note: N/A

**Referred to Public Safety and Licensing Committee**

09-4398

Subject: Communication from Alderman Coe wishing to discuss changing the current procedure used for City Watch for new alcohol establishments.

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the Communication from Alderman Coe wishing to discuss changing the current procedure used for City Watch for new alcohol establishments be deferred and further information obtained.

Fiscal Note: N/A

**Referred to Public Safety and Licensing Committee**

09-4403

Subject: (New) Application of G & M Entertainment, Inc., Robert Granger, Agent "Class B" Fermented Malt Beverage & Intoxicating Liquor License for 240 A Main

Street. (1st District)

Recommendation of the Public Safety & Licensing Committee on 11-23-09: That the Application of G & M Entertainment, Inc., Robert Granger, Agent "Class B" Fermented Malt Beverage & Intoxicating Liquor License for 240 A Main Street be approved.

Fiscal Note: N/A

**Referred to Public Safety and Licensing Committee**

### **Refer to Traffic Commission, by Ald. Holding**

**09-4407** Subject: Communication from the Alderman of the 5th District, on behalf of Rosalinda Arredondo (420 Walton Ave) requesting the 2-hour parking restrictions on Walton Avenue be removed.

**Referred to Traffic Commission**

**09-4408** Subject: Communication from the Alderman of the 5th District, on behalf of PJ Habetler III (2612 Green Street) requesting a four-way stop at the corner of Green and Augusta due to several accidents he has observed, and the difficulty seeing around parked cars while turning.

**Referred to Traffic Commission**

### **Refer to Transit and Parking Commission, by Ald. DeHahn**

**09-4409** Subject: Communication from the Alderman of the 5th District, on behalf of Gary Czechowicz (1064 Geneva St) requesting the bus stop be moved from the southwest corner of Goold and Geneva to the southeast corner. Alderman Maack and Gary Czechowicz invited to the meeting.

**Referred to Transit and Parking Commission**

### **Refer to Community Development Committee, by Ald. Q. A. Shakoor,**

**II**

**09-4386** Subject: Request of Michael Cornelius for additional HOME Housing Investment Partnerships funds.

**Referred to Community Development Committee**

## **G. Committee Reports**

### **Finance and Personnel Committee Report, by Ald. Spangenberg**

**09-4365** Subject: Communication from the City Attorney submitting the claim of Northeastern Development, LLC for consideration.

Recommendation to the Finance & Personnel Committee on 11-09-09: That the claim of Northeastern Development LLC be denied.

Fiscal Note: N/A

**A motion was made that this Claim be Received and Filed as Reported. The motion was APPROVED.**

09-4251

Subject: Communication from the Grants Facilitator requesting permission to apply for the Brownfields Job Training Grant (Grant Control No. 2009-066) through the Environmental Protection Agency. The grant is in the amount of \$200,000 over a two year period. (Res.09-1712)

Recommendation of the Finance & Personnel Committee on 11-09-09: Permission be granted for the Grants Facilitator to apply for the Brownfields Job Training Grant (Grant Control No. 2009-066) through the Environmental Protection Agency. The grant is in the amount of \$200,000 over a two year period.

Fiscal Note: No hard match is required, however a soft match is recommended.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4252

Subject: Communication from the Grants Facilitator requesting permission to apply for the U.S. Department of Housing and Urban Development 2009 Healthy Homes Demonstration Program (Grant Control No. 2009-065). The grant is in the amount of \$875,000 with a project period of three years. (Res.09-1713)

Recommendation of the Finance & Personnel Committee on 11-09-09: Permission be granted for the Grants Facilitator to apply for the U.S. Department of Housing and Urban Development 2009 Healthy Homes Demonstration Program (Grant Control No. 2009-065). The grant is in the amount of \$875,000 with a project period of three years.

Fiscal Note: No match required on the part of the City.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4329

Subject: Communication from Carlos Mireles of Wisconsin Thunder wheelchair basketball team requesting to waive the fee for the use of Dr. Bryant Community Center three or four times between November 2009 and February 2010. (Res.09-1707)

Recommendation of the Finance & Personnel Committee on 11-09-09: To waive the fee for the use of Dr. Bryant Community Center three or four times between November 2009 and February 2010 and to work with the Park & Recreation Department for the use of other facilities as well.

Fiscal Note: The rental fee for the Dr. John Bryant Center is \$64.00 per hour (weekend fee).

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4332

Subject: Communication from the City Attorney submitting the claim of Caroline Stephens for consideration.

Recommendation of the Finance & Personnel Committee on 11-09-09: The claim of Caroline Stephens, 4811 Emstan Hills Road, #203 requesting reimbursement in the amount of \$189.18 for repairs to her vehicle which was allegedly vandalized while it

was in the impound lot be denied.

Fiscal Note: N/A

**A motion was made that this Claim be Received and Filed as Reported. The motion was APPROVED.**

09-4339

Subject: Communication from the City Attorney wishing to discuss settlement of the lawsuit filed in Racine County as Case No. 08-CV-1599, Clara Bridgeman v. City of Racine, et al. (Res.09-1711)

Recommendation of the Finance & Personnel Committee on 11-09-09: To approve a negotiated settlement in the amount of \$33,000 in Case No. 08-CV-1599, Clara Bridgeman v. City of Racine, et al.

Fiscal Note: There are sufficient funds in Account 101.990.5910, Judgments and Claims for settlement.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4340

Subject: Communication from the City Attorney submitting the claim of Scott Tuska for consideration.

Recommendation of the Finance & Personnel Committee on 11-09-09: The claim of Scott Tuska, 1532 Bryn Mawr Avenue, requesting reimbursement in the amount of \$500.00 for a bicycle that was allegedly stolen after being found in the middle of the street by a police Officer during an unrelated investigation, be denied.

Fiscal Note: N/A

**A motion was made that this Claim be Received and Filed as Reported. The motion was APPROVED.**

09-4341

Subject: Communication from the City Attorney submitting the claim of Celeste Balcer for consideration.

Recommendation of the Finance & Personnel Committee on 11-09-09: The claim of Celeste Balcer, 3330 Southwood Drive, requesting reimbursement in the amount of \$50,000.00 for injuries arising out of an alleged accident involving a snowplow on Gould Street near the intersection of Blake Avenue on February 21, 2009, be denied.

Fiscal Note: N/A

**A motion was made that this Claim be Received and Filed as Reported. The motion was APPROVED.**

09-4343

Subject: Communication from the Director of Parks, Recreation & Cultural Services requesting to apply for a grant from Wisconsin Coastal Management (City Grant Control # 2009-072) for North Beach mats. (Res.09-1710)

Recommendation of the Finance & Personnel Committee on 11-09-09: Permission be granted for the Director of Parks, Recreation & Cultural Services to apply for a grant from Wisconsin Coastal Management (City Grant Control # 2009-072) for North Beach mats.

Fiscal Note: There will be a \$26,675 match on the part of the City.

**A motion was made that this Communication be Received and Filed as**

Reported. The motion was APPROVED.

09-4347

Subject: Communication from the Chief of Police requesting permission to apply for and accept a three-year 2010 Beat Patrol Grant (Grant Control No. 2009-074). (Res.09-1709)

Recommendation of the Finance & Personnel Committee on 11-09-09: Permission be granted for the Chief of Police to apply for and accept a three-year 2010 Beat Patrol Grant (Grant Control No. 2009-074).

Fiscal Note: A hard match of \$33,976 is required.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4348

Subject: The Director of City Development submitting a communication from Business Improvement District No. 1 - Downtown Racine submitting its proposed 2010 Operating Plan and special assessments. (Res.09-1714)

Recommendation to the Finance & Personnel Committee on 11-09-09: To approve the Business Improvement District No. 1 - Downtown Racine proposed 2010 Operating Plan and special assessments as presented.

Fiscal Note: The \$208,801 in special assessments will be placed on the 2009 property tax bills.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4355

Subject: Request of the Assistant Director of City Development to revise the Neighborhood Stabilization Program (NSP) budget. (Res.09-1715)

Recommendation of the Finance & Personnel Committee on 11-09-09: To approve the Neighborhood Stabilization Program (NSP) budget as presented.

Fiscal Note: The budget total remains the same with changes between line items for new construction and rehabilitation.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4382

Subject: (Direct Referral) Communication received through the Office of the Mayor requesting consideration of a modification to the Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement. (Res.09-1708)

Recommendation of the Finance & Personnel Committee on 11-09-09: Recommend that the Mayor and City Clerk be authorized and directed to sign the modified Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement following Racine Wastewater Commission approval.

Fiscal Note: N/A

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

Council Action

A motion was made by Alderman James T. Spangenberg that this be Considered as Reported to Adopt the Report. Adopted by the following vote:

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

### **Public Works and Services Committee Report, by Ald. Holding**

**09-4270**

Subject: Communication from the Assistant Commissioner of Public Works/Engineering submitting Amendment No. 1 to State Project ID: 2350-13-00/70 - State of Wisconsin Department of Transportation and Graef, Inc. for professional design engineering services for reconstructing Douglas Avenue (Hwy. 32) from Goold Street to Three Mile Road. (Res.09-1704)

Recommendation of the Public Works and Services Committee on 11-10-09: That Amendment No. 1 to State Contract ID: 2350-13-00/70, Douglas Avenue (Hwy. 32), Goold Street to Three Mile Road, Graef, Inc., consultant, be approved in the amount of \$208,004.91, with the City's share being \$52,001.23 and the State's share being \$156,003.68.

Further recommend that funding to defray the cost of the City's share of these professional services be appropriated from Account 989.908.5110, Douglas avenue - Goold to Three Mile.

Fiscal Note: Funds are available as herein delineated.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4297**

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer submitting a request for final payment on Contract 33-09 (K9-034), Roof Replacement at Fire Station No. 7, Carlson Racine Roofing & Sheet Metal, Inc., contractor. (Res.09-1696)

Recommendation of the Public Works and Services Committee on 10-27-09: Defer

Recommendation of the Public Works and Services Committee on 11-10-09: The work done by Carlson Racine Roofing & Sheet Metal, Inc. under Contract 33-09 (K9-034), Roof Replacement at Fire Station No. 7, be accepted and final payment authorized for a total contract amount of \$136,985.00.

Fiscal Note: Contract was authorized under Resolution No. 09-1393, dated May 6, 2009.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4336**

Subject: Communication from Ann Yehle, McKinley Middle School Directing Principal, requesting to close off the south sidewalk of Rupert Boulevard from Chicago Street west to the cemetery during the winter. (Res.09-1692)

Recommendation of the Public Works and Services Committee on 11-10-09: That Racine Unified School District be granted permission to close the sidewalk on Rupert Boulevard fronting McKinley Middle School from December 1, 2009 to April 1, 2010 with the requirement that Racine Unified School District holds the City of Racine

harmless from any and all injuries caused by conditions of the sidewalk related to this closure.

Fiscal Note: There will be no cost to the City of Racine in granting this permission.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4344**

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/Operations submitting Amendment No. 3 to Contract 10-08 (K8-011), Professional Services - Central Heating Plant Structural Slab and Wall Restoration, Arnold & O'Sheridan, Inc., consultant. (Res.09-1703)

Recommendation of the Public Works and Services Committee on 11-10-09: That Amendment No. 3 to Contract 10-08 (K8-011), Professional Services - Central Heating Plant Structural Slab and Wall Restoration, Arnold & O'Sheridan, Inc., consultant, as submitted, be approved in the amount of \$3,200.00.

Further recommends that funding to defray the cost of these professional services be appropriated from Account 988.220.5030, CHP-Structural Repairs.

Fiscal Note: Funds are available as herein delineated.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4358**

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/Engineering submitting Change Order No. 2 on Contract 51-09 (K9-052), 2009 Sidewalk Replacement, Phase II, AZAR, LLC., Contractor. (Res.09-1702)

Recommendation of the Public Works and Services Committee on 11-10-09: That Change Order No. 2 to Contract 51-09 (K9-052), 2009 Sidewalk Replacement, Phase II, AZAR LLC, contractor, as submitted, be approved that will provide a time extension until November 13, 2009 to complete this contract.

Fiscal Note: There will be no change in contract price as a result of this change order.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4360**

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer submitting a request for final payment on Contract 31-09 (K9-032), Memorial Hall Exterior Restoration, RAM Construction Services, contractor. (Res.09-1699)

Recommendation of the Public Works and Services Committee on 11-10-09: The work done by RAM Construction Services under Contract 31-09 (K9-032), Memorial Hall Exterior Restoration, be accepted and final payment authorized for a total contract amount of \$57,838.50.

Fiscal Note: Contract was authorized under Resolution No. 09-1489, dated July 7, 2009.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4362**

Subject: (Direct Referral) Communication from the Assistant Commissioner of

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Public Works/ Engineering requesting the City of Racine turn down the request by WisDOT to install sidewalks on ARRA State Project ID: 2703-00-00 South Memorial Drive - Chicory Road to City limits. (Res.09-1700)

Recommendation of the Public Works and Services Committee on 11-10-09: That the City not install sidewalks along S. Memorial Drive from Chicory Road north to the city limits for the following reasons:

A. Lack of continuity. Sidewalks do not exist on Chicory Road north of the city limits nor on S. Memorial Drive.

B. Construction of sidewalks exceeds 20% of the project cost. The estimated cost of installing sidewalks is \$150,000.00.

C. Lack of pedestrians within this industrial park.

Fiscal Note: By denying the installation of sidewalk, there will be no cost to the City of Racine.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4363

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer recommending that the alleys bounded by Charles Street, Eighth Avenue, South Street and North Street be paved with Portland Cement Concrete.

Recommendation of the Public Works and Services Committee on 11-10-09: That a public hearing be held for the paving of the alleys bounded by Charles Street, Eighth Avenue, North Street and Shoreland Drive and Charles Street, Eighth Avenue, Shoreland Drive and South Street.

Fiscal Note: These are assessable alley projects and, therefore, all costs will be paid for by the abutting property owners.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4364

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/Operations submitting Change Order No. 1 to Contract 31-09 (K9-032), Memorial Hall Exterior Restoration, RAM Construction Services, contractor. (Res.09-1698)

Recommendation of the Public Works and Services Committee on 11-10-09: That Change Order No. 1 on Contract 31-09 (K9-032), Memorial Hall Exterior Restoration, RAM Construction Services, contractor, as submitted, be approved in the deduct amount of \$11,486.50.

Fiscal Note: Change Order No. 1 will result in a decrease in contract price.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4367

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/Operations submitting Change Order No. 1 to Contract 56-09 (K9-057), Safety Building - EIFS Cladding Project, Camosy, Inc., contractor. (Res.09-1701)

Recommendation of the Public Works and Services Committee on 11-10-09: That

Change Order No. 1 to Contract 56-09 (K9-057), Safety Building-EIFS Cladding Project, Camosy, Inc., contractor, as submitted, be approved that will provide a time extension until May 1, 2010 to complete this contract.

Fiscal Note: There will be no change in contract price as a result of this change order.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4373**

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer submitting a request for final payment on Contract 46-09 (K9-047), Roof Replacement at DPW Equipment Maintenance Garage and Central Heating Plant, Carlson Racine Roofing and Sheet Metal, Inc., contractor. (Res.09-1697)

Recommendation of the Public Works and Services Committee on 11-10-09: The work done by Carlson Racine Roofing & Sheet Metal, Inc. under Contract 46-09 (K9-047), Roof Replacement at Equipment Maintenance Garage and Central Heating Plant, be accepted and final payment authorized for a total contract amount of \$20,810.

Fiscal Note: Contract was authorized under Resolution No. 09-1450, dated June 16, 2009.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4376**

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer submitting a request for final payment on Contract 4-09 (K9-004), Professional Services - Reroof Central Heating Plant, Equipment Maintenance Garage, and Tyler Domer Community Center, Industrial Roofing Services, Inc., consultant. (Res.09-1695)

Recommendation of the Public Works and Services Committee on 11-10-09: The professional services provided by Industrial Roofing Services, Inc. under 4-09 (K9-004), Professional Services - Reroof Central Heating Plant, Equipment Maintenance Garage and Tyler-Domer Community Center, be accepted and final payment authorized for a total contract amount of \$9,400.00.

Fiscal Note: Contract was authorized under Resolution No. 09-1192, dated January 20, 2009.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4377**

Subject: (Direct Referral) Communication from the Commissioner of Public Works/City Engineer submitting a request for final payment on Contract 56-08 (K8-066), Professional Services - Roof Replacement at Fire Station No. 7, Industrial Roofing Services, Inc., consultant. (Res.09-1694)

Recommendation of the Public Works and Services Committee on 11-10-09: The professional services provided by Industrial Roofing Services, Inc. under 56-08 (K8-066), Professional Services - Roof Replacement at Fire Station No. 7, be accepted and final payment authorized for a total contract amount of \$14,000.00.

Fiscal Note: Contract was authorized under Resolution No. 08-0988, dated September 2, 2008.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4383

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/ Engineering submitting a State/Municipal agreement for State Street Streetscaping from N. Memorial Drive to LaSalle Street, State ID: 2290-12-71. (Res.09-1705)

Recommendation of the Public Works and Services Committee on 11-10-09: That the Mayor and City Clerk be authorized and directed to enter into a 2-party agreement with the Wisconsin Department of Transportation for Construction of Streetscape Elements on State Street (STH 38) from N. Memorial Drive to LaSalle Street, State Project ID: 2290-12-71, be approved in the amount of \$500,000.00 with the City's share being 20%, or \$100,000.00 and the State's share being 80%, or \$400,000.00.

Further recommends that funding to defray the City's share of this project will be provided in the 2010 Capital Improvement Program.

Fiscal Note: Funds are available as herein delineated.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4384

Subject: (Direct Referral) Communication from the Assistant Commissioner of Public Works/ Engineering submitting a State Project Agreement for 7th Street Streetscaping from Marquette Street to Main Street, State Project ID: 2440-07-71. (Res.09-1706)

Recommendation of the Public Works and Services Committee on 11-10-09: That the Mayor and City Clerk be authorized and directed to enter into a 2-party agreement with the Wisconsin Department of Transportation for Construction of Streetscape Elements on Seventh Street (STH 20) from Marquette Street to Main Street, State Project ID: 2440-07-71, be approved in the amount of \$625,000.00 with the City's share being 20%, or \$125,000.00 and the State's share being 80%, or \$500,000.00.

Further recommends that funding to defray the City's share of this project will be provided in the 2010 Capital Improvement Program.

Fiscal Note: Funds are available as herein delineated.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4385

Subject: (Direct Referral) Communication from the Office of Energy Independence asking if the City wishes to participate in a joint grant application for stimulus funding for energy savings measures. (Res.09-1693)

Recommendation of the Public Works and Services Committee on 11-10-09: That the Mayor and City Clerk be authorized and directed to participate with other Wisconsin governmental agencies for the submittal of an EECBG proposal to the Federal government. This grant will be a cooperative venture among a number of Wisconsin governmental entities which will seek a Federal stimulus grant up to \$75,000,000.00. Potential purposes for these grant funds are to improve the energy efficiency of government buildings, use of renewable energy at government facilities, and for provision of loans to private property owners for energy efficient

improvements.

Further recommends that a resolution be introduced supporting participation in this joint venture.

Fiscal Note: There is a \$1.00 for every \$5.00 match on the part of the local government. This match may be through either soft costs or actual financial contributions.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

#### Council Action

**A motion was made by Alderman Gregory Holding that this be Considered as Reported to Adopt the Report. Adopted by the following vote:**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoore, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

#### **Public Safety and Licensing Committee Report, by Ald. Wisneski**

**09-4264** Subject: (New) The following application for a "Class C" & Class "B" Fermented Malt Beverage and Wine License for Peppermint, Thomas J. Holmes, Agent at 515 Sixth Street. (1st District)

Recommendation of the Public Safety and Licensing Committee on 10-26-09: That the application for a "Class C" & Class "B" Fermented Malt Beverage and Wine License for Peppermint, Thomas J. Holmes, Agent at 515 Sixth Street be approved and the license be issued when the following stipulations have been met: Kitchen has passed inspections and is open, a signed lease with the building owner is presented to the clerks office, and the cameras are installed, working and inspected by a person designated from the City as Mr. Holmes stated on the questionnaire. Motion carried.

Fiscal Note: N/A

*Alderman Wisneski requested that item 09-4264 be considered separately.*

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED by the following vote:**

**AYES:** 9 - Anderson, Shields, Kaplan, Maack, Weidner, DeHahn, Shakoore, II, Holding and Wisneski

**NOES:** 5 - Coe, McCarthy, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

**09-4331** Subject: Communication from Shawn R. Olley seeking an exchange of land between the Olle Brothers and the City of Racine. The City now uses Olle Brothers property to access the Dog Park.

**This Communication was Referred to the Board of Park, Recreation and Cultural Services**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

09-4338

Subject: Communication from the Director of Parks, Recreation & Cultural Services requesting to enter into an agreement with Nielsen, Madsen & Barber SC to prepare plans and specifications for Root River canoe access. (Res.09-1688)

Recommendation of the Public Safety and Licensing Committee on 11-09-09: That the Director of Parks, Recreation & Cultural Services be granted permission to enter into an agreement with Nielsen, Madsen & Barber SC to prepare plans and specifications for Root River canoe access.

Fiscal Note: Funds are available in account 101-170-5610.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4346

Subject: Communication from the Fire Chief requesting permission to apply for and accept a 2009 Urban Area Security Initiative Grant in the amount of \$45,000 for establishing a communications equipment cache in Racine County. The Racine Fire Department will be the host agency for this grant. There is no grant match required. Grant Control Number 2009-073. (Res.09-1687)

Recommendation of the Finance & Personnel Committee on 11-09-09: Permission be granted for the Fire Chief to apply for a 2009 Urban Area Security Initiative Grant in the amount of \$45,000 for establishing a communications equipment cache in Racine County. The Racine Fire Department will be the host agency for this grant. There is no grant match required. Grant Control Number 2009-073.

Recommendation of the Public Safety and Licensing Committee on 11-09-09: That permission be granted for the Fire Chief to apply for a 2009 Urban Area Security Initiative Grant in the amount of \$45,000 for establishing a communications equipment cache in Racine County. The Racine Fire Department will be the host agency for this grant. There is no grant match required. Grant Control Number 2009-073.

Fiscal Note: No match is required. A separate communication for acceptance will be submitted if we are successful in obtaining the grant.

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

09-4354

Subject: (New) Application of The Place, LLC., O. Keith Fair, Agent for a "Class B" Retail Fermented Malt Beverage and Intoxicating Liquor License at 509 Sixth Street. (1st District)

Recommendation of the Public Safety and Licensing Committee on 11-09-09: That the application of The Place, LLC., O. Keith Fair, Agent for a "Class B" Retail Fermented Malt Beverage and Intoxicating Liquor License at 509 Sixth Street be granted.

Fiscal Note: N/A

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4366** Subject: (Direct Referral) Communication from the Purchasing Agent submitting the report of bids received on the sale of abandoned vehicles(November 3, 2009)

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

Council Action

**A motion was made by Alderman Aron Wisneski that this be Considered as Reported to Adopt the Report. Adopted by the following vote:**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

**City Plan Commission Report, by Ald. Holding**

**09-4401** Subject: (Res. 09-1660) A resolution adopting a Comprehensive Plan for the City of Racine: 2035.

Recommendation of the City Plan Commission on 11-11-09: That the resolution be approved.

Fiscal Note: N/A

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

**09-4402** Subject: (ZOrd.3-09) An Ordinance adopting a Comprehensive Plan for the City of Racine: 2035.

Recommendation of the City Plan Commission on 11-11-09: That the ordinance be adopted.

Fiscal Note: N/A

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED.**

Council Action

**A motion was made by Alderman Gregory Holding that this be Considered as Reported to Adopt the Report. Adopted by the following vote:**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

**Committee of the Whole Report, by Ald. Q. A. Shakoor, II**

**09-4164** Subject: Submittal of the Report of the Finance Committee of the Racine Wastewater Commission Regarding year 2010 Wastewater Utility Operation and Maintenance Budget and the 2010-2014 Capital Improvements Budget Recommending Adoption (Res.09-1690)

Recommendation of the Racine Wastewater Commission of 9-29-09: To adopt. Refer to the Finance and Personnel Committee.

Recommendation of the Finance & Personnel Committee on 10-12-09: To adopt and refer to the Committee of the Whole.

Recommendation of the Committee of the Whole on 11-11-2009: the 2010 Wastewater Utility Operation & Maintenance Budget and the 2010-2014 Capital Improvements Budget be approved.

Fiscal Note: copies of the 2010 Water Utility Operation & Maintenance Budget and the 2010-2014 Capital Improvements Budget, along with their supporting exhibits, are on file in the Office of the Finance Director.

*Alderman Shakoor requested that item 09-4164 be considered separately.*

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED by the following vote:**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

**09-4171**

Subject: Submittal of the Report of the Finance Committee of the Racine Waterworks Commission Regarding Year 2010 Water Utility Operation and Maintenance Budget and the 2010-2014 Capital Improvements Budget Recommending Adoption (Res.09-1691)

Recommendation of the Racine Waterworks Commission of 9-29-09: To adopt. Refer to the Finance and Personnel Committee.

Recommendation of the Finance & Personnel Committee on 10-12-09: To adopt and refer to the Committee of the Whole.

Recommendation of the Committee of the Whole on 11-11-2009: the 2010 Water Utility Operation & Maintenance Budget and the 2010-2014 Capital Improvements Budget be approved.

Fiscal Note: copies of the 2010 Water Utility Operation & Maintenance Budget and the 2010-2014 Capital Improvements Budget, along with their supporting exhibits, are on file in the Office of the Finance Director.

*Alderman Shakoor requested that item 09-4171 be considered separately.*

**A motion was made that this Communication be Received and Filed as Reported. The motion was APPROVED by the following vote:**

**AYES:** 14 - Coe, Anderson, Shields, Kaplan, Maack, Weidner, McCarthy, DeHahn, Shakoor, II, Holding, Wisneski, Spangenberg, Hart and Mozol

**EXCUSED:** 1 - Stein

**09-4275**

Subject: Communication from Mayor Dickert submitting the 2010 proposed budgets for the General Fund, Special Revenue Funds, Capital Projects Funds, Debt Service, Enterprise Funds, Utilities, and Internal Service Funds. (Res.09-1689)

Recommendation of the Committee of the Whole on 11-11-2009: that the 2010 Proposed General Fund, Special Revenue Funds, Capital Projects Funds and five

#148739 v1  
DAS/ds  
12/10/09

SEWRPC Community Assistance Planning Report No. 305  
A COMPREHENSIVE PLAN FOR THE CITY OF RACINE: 2035

**APPENDIX B**

City of Racine Resolution and Ordinance Adopting  
the Comprehensive Plan for the City



# City of Racine

City Hall  
730 Washington Ave.  
Racine, WI 53403  
www.cityofracine.org

## Certified Copy

Resolution: Res.09-1660

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**File Number: Res.09-1660**

A Resolution Adopting a Comprehensive Plan for the City of Racine: 2035

WHEREAS, the City of Racine, pursuant to Section 62.23 of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, it is the duty and function of the City Plan Commission, pursuant to Section 62.23 (2) of the Wisconsin Statutes, to make and adopt a comprehensive (master) plan for the development of the City, and to recommend that the City Common Council adopt the comprehensive plan; and

WHEREAS, the City cooperated with Racine County and SEWRPC to prepare a multi-jurisdictional comprehensive plan for the County that served as resource in the preparation of the comprehensive plan for the City of Racine, said plan for the County being documented in the report titled "A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035,"; and

WHEREAS, in accordance with Section 66.1001(2) of the Wisconsin Statutes, the report titled "A Comprehensive Plan for The City of Racine: 2035" includes the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation; and

WHEREAS, the City Common Council adopted a Public Participation Plan for the comprehensive planning process as required by Section 66.1001 (4) (d) of the Wisconsin Statutes on September 18, 2007, and the City has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

WHEREAS, the City has duly noticed a November 11, 2009 public informational meeting held before the Plan Commission, and a November 17, 2009 public hearing held before the City Common Council on the comprehensive plan, and the City Common Council held a public hearing following the procedures in Section 66.1001 (4) (d) of the Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Sections 62.23 (3) (b) and 66.1001 (4) (b) of the Wisconsin Statutes, the Plan Commission of the City of Racine hereby recommends to the City Common Council the approval of the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the City of Racine: 2035" as the City comprehensive plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the City Common Council enact an Ordinance adopting the Comprehensive Plan.

Fiscal Note: N/A

I, Janice Johnson-Martin, certify that this is a true copy of Resolution No. Res.09-1660, passed by the Common Council on 11/17/2009.

Attest: Janice M. Johnson-Martin  
Janice Johnson-Martin

12-4-09  
Date Certified



# City of Racine

City Hall  
730 Washington Ave.  
Racine, WI 53403  
www.cityofracine.org

## Certified Copy

### Zoning Ordinance: ZOrd.3-09

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**File Number: ZOrd.3-09**

Ordinance adopting the Comprehensive Plan for the City of Racine, Wisconsin

The Common Council of the City of Racine, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Section 62.23 of the Wisconsin Statutes, the City of Racine is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Common Council of the City of Racine, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The City cooperated with Racine County and SEWRPC to prepare a multi-jurisdictional comprehensive plan for the County that served as a resource in the preparation of the comprehensive plan for the City of Racine, which is documented in a report titled "A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035".

SECTION 4. The Plan Commission of the City of Racine, by a majority vote of the entire commission recorded in its official minutes, recommended to the City Common Council approval of a resolution adopting the document titled "A Comprehensive Plan for the City of Racine: 2035," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

SECTION 5. In addition to multiple regular and special meetings, the City Plan Commission conducted a community-wide survey, two public informational meetings, and five neighborhood meetings, and the Common Council has duly noticed and conducted a public hearing on the comprehensive plan, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 6. The Common Council of the City of Racine, Wisconsin, does, by the enactment of this ordinance, formally adopt the document titled, "A Comprehensive Plan for The City of Racine: 2035," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes, as the City of Racine comprehensive plan.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Common Council and publication or posting as required by law.

I, Janice Johnson-Martin, certify that this is a true copy of Zoning Ordinance No. ZOrd.3-09, passed by the Common Council on 11/17/2009.

Attest: Janice M. Johnson-Martin  
Janice Johnson-Martin

12-4-09  
Date Certified