

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:¹

- 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 identity by revitalizing main streets and enforcing design standards.

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

- 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:

- 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 RACINE²

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.

²Detailed 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.

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.

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 197 full-time sworn officers (2007). 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 145 full-time fire fighters (2007)—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 7th 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 21,200 students enrolled for the 2005-2006 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 21st Century Preparatory School, The R.E.A.L. School, and McKinley Middle School.

Private School Facilities

In 2006, there was a total of 17 private schools, including elementary, middle, and high schools in the City. There were about 3,000 students enrolled for the 2005-2006 school year.

Home-Based Private Education Services

According to the Wisconsin Department of Public Instruction, 500 school-age children in Racine Unified School District received home-based private education in 2006. 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 2007, there were two hospital facilities in the City of Racine offering a full range of medical services—St. Luke's Hospital, located just south of the downtown area, and St. Mary's Medical Center, located on the City's west side. In addition, there were six medical clinics in the City; these clinics provide a range of medical health services such as physical therapy, radiology, laboratory, and pharmacy.

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 2007, there were 30 licensed family child care centers and 37 licensed group child care centers in the City of Racine. There was also one licensed camp child care center in the City in 2007.

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 2007—Lincoln Village Convalescent Center and Lakeshore Manor.

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 2007. 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, Genesis Taylor Home, Prospect Heights Community Living C, and Stafford Manor LLC); and two residential care apartment complexes (Bay Pointe at the Atrium 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 2007, there was one facility serving the needs of people with development disabilities in the City of Racine—Racine Residential Care.

Cemetery Facilities

In 2007, 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 2007, there were 106 park and open space sites in the City, including 81 sites 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, 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 and historic sites and districts.
- 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.³ 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.

³*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.*

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 2035.⁴ 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.

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.⁵ 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.

⁴*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.*

⁵*The sanitary sewer service area plan is documented in SEWRPC Community Assistance Planning Report No. 147 (2nd Edition), Sanitary Sewer Service Area for the City of Racine and Environs, Racine and Kenosha County Wisconsin, dated June 2003 as amended.*

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. 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.⁶ 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 population served by the City of Racine Water and Wastewater Utility was about 122,800 in 2000. In addition to the City of Racine, the Racine water utility provides water to the Village of Sturtevant Water and Sewer Utility, the Village of Wind Point Municipal Water Utility, and portions of the Village of Caledonia East Utility and West Utility Districts. 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.

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

⁶ *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 2009.*

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.⁷ 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.

⁷ *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.

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 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 is installing 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:** Guide future growth in a manner that preserves and enhances the quality of life and character of urban and rural communities.
- Goal X-6:** 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 all 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.
- Continue 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 defenders.
- 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.⁸ More detailed information on each program is available through the websites of the agency that administers the program.

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⁸See *Chapter XIII* of SEWRPC Community Assistance Report No. 301, A Multi-Jurisdictional Comprehensive Plan for Racine County.