

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 provide 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:¹

- 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 identity by revitalizing main streets 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.

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

INVENTORY OF TRANSPORTATION FACILITIES AND SERVICES IN THE CITY OF RACINE²

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 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.

² 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.

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 stop at the downtown Racine Transit Center. The north-south service along of STH 32 is oriented principally towards serving Racine and Kenosha passengers commuting to and from the Milwaukee area. 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 2007, 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 a central transit center in downtown Racine, and provide service to all portions of the City and immediate environs. Two of the regular routes extend outside the City—one is 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 2008, there were no park-ride facilities in the City of Racine. There were three 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 2006, 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 St. Mary’s Medical 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 2006, 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 below.

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 2006.³

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 highways⁴ 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

³ *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.*

⁴ *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.*

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 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 21st 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.⁵ 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

⁵ *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.*

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, 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 between the City of Racine and eastern Racine County and 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 and downtown Milwaukee and connecting at Kenosha to existing 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.

- Increasing the number of park-ride lots served by public transit. A new publicly constructed park-ride lot would be developed in the City of Racine at State Street and Memorial Drive adjacent to the proposed downtown Racine commuter rail station at the existing Racine Metro Transit Center.
- 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 the provision of 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 coordination of traffic signals to allow for the efficient progression of traffic along arterial streets and highways and 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.⁶ 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.⁷ 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.

⁶ Documented in *SEWRPC Planning Report No. 38 (2nd 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.

⁷ *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.*

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, resulted in the identification of a number of transportation related issues to be addressed in this element. These issues include:

- 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: Provide 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.
- 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.
- 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 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.