

ORDINANCE NO. 59-14

SPONSOR: CITY PLAN COMMISSION

TO CREATE SUBSECTION 18.02 II. OF THE ZONING ORDINANCE TO AMEND THE CITY OF KENOSHA DOWNTOWN STRATEGIC DEVELOPMENT PLAN DATED AUGUST 2012 AND AS REFERENCED IN THE COMPREHENSIVE PLAN FOR THE CITY OF KENOSHA: 2035

The Common Council of the City of Kenosha, Wisconsin, do ordain as follows:

Section One: Subsection 18.02 II. of the Zoning Ordinance for the City of Kenosha, Wisconsin, is hereby created as follows:

18.02 The comprehensive plan adopted in subsection 18.01 is amended by the following:

II. By Common Council Resolution _____ on file with the City Clerk.

Section Two: This Ordinance shall become effective upon passage and publication.

ATTEST:  _____ City Clerk
Debra L. Salas

APPROVED:  _____ Mayor
Keith G. Bosman

Passed: December 1, 2014

Published: December 5, 2014

Drafted By:
JONATHAN A. MULLIGAN
Assistant City Attorney

CITY PLAN COMMISSION RESOLUTION # ____ - 14

By: City Plan Commission

To Amend Chapter 6 entitled Existing Plans & Ordinances for the *Comprehensive Plan for the City of Kenosha: 2035* by revising the *Kenosha Downtown Strategic Development Plan* dated August 2012

WHEREAS, the City of Kenosha, pursuant to Section 62.23 of the Wisconsin Statutes, has established the City Plan Commission; and

WHEREAS, the Common Council adopted a *Comprehensive Plan for the City of Kenosha: 2035* at their meeting on April 19, 2010, following extensive public participation; and

WHEREAS, the City of Kenosha Common Council adopted the *Kenosha Downtown Strategic Development Plan* dated August 2012 per Resolution 139-12; and

WHEREAS, the City has duly noticed and will hold a public hearing on the proposed Amendment, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes.

NOW, THEREFORE BE IT RESOLVED, that pursuant to Section 66.1001(4)(b), the City Plan Commission for the City of Kenosha, Wisconsin, hereby approves the Amendment to Chapter 6 of a *Comprehensive Plan for the City of Kenosha: 2035* by amending the *Kenosha Downtown Strategic Development Plan* dated August 2012 as follows:

1. Page 101, "*Figure 6-2: Downtown Strategic Development Plan*", is amended by adding the words "with Park" to the end of letter "K" in the Notes.
2. Page 101, "*Figure 6-2: Downtown Strategic Development Plan*", is amended by changing letter "N" in the Notes from "City Center Park" to "Mixed-use development, ground-level retail and upper-level residential."
3. Page 101, "*Figure 6-2: Downtown Strategic Development Plan*", is amended to remove the representation of a park/open space on the block located between 54th and 55th Streets and 5th and 6th Avenues and replace it with the representation shown in *Figure 6-13 (bottom) "Conceptual Plan for City Hall Redevelopment Site"* found on page 107.
4. Page 106, "K. City Hall Redevelopment Site", is amended by changing the second paragraph of the Section to add an additional bullet point which reads: "Civic Park"
5. Page 106, "K. City Hall Redevelopment Site", is amended by changing the third paragraph of the Section to read: "These elements can be accomplished in a variety of ways, as shown on the following page. Figure 6-13 is the recommended conceptual plan for the City Hall Redevelopment Site. In this scheme, the City Hall is shown relocated adjacent to the Police Station parking deck, with frontage on Sheridan Road. The Harbor walk open space is shown continuing through the site with the relocated City Hall as the terminus of this space in a civic park. The mixed-use buildings along 52nd Street are supported by a new loop drive that connects 7th and 8th Avenues internally within the development. The existing streetcar maintenance building is shown to remain. It could continue to serve its current purpose, or it could function as more of a museum/display space for the streetcars when they are not in use, or as a home to the indoor market."

6. Page 107, "Figure 6-12 (top): Conceptual Plan for City Hall Redevelopment Site" is amended to read "Figure 6-12 (top): Conceptual Plan Alternative for City Hall Redevelopment Site" and "Figure 6-13 (bottom): Conceptual Plan Alternative for City Hall Redevelopment Site" is amended to read "Figure 6-13 (bottom): Recommended Conceptual Plan for City Hall Redevelopment Site".
7. Page 109, "N. City Center Open Space" is recreated to read: "Throughout the process the concept of a central civic open space has been discussed as a unifying element that serves as the "heart" of the City. Much like several other key elements, this use could be located in one of several locations. The recommended location is shown in Figure 6-18. In this scheme, the central open space is the extension of the harbor walk on the west side of 6th Avenue. The challenge in any scheme is to design the park appropriately so that it creates pedestrian interest and does not increase the divide between the north and south portions of 6th Avenue.

The alternate location is shown in Figure 6-17. While the HarborPark Master Plan envisions this site for development, the current grass lawn has been used as an area for various outdoor events.

8. Page 109, "Figure 6-17: Conceptual Plan for City Center Open Space" is amended to read "Figure 6-17: Conceptual Plan Alternative for City Center Open Space." and "Figure 6-18: Conceptual Plan Alternative for City Center Open Space" is amended to read "Figure 6-18: Recommended Conceptual Plan for City Center Open Space."
9. Page 111, "Figure 6-23: Potential Indoor Market locations marked with blue star" is amended to remove the representation of a park/open space on HarborPark Parcel A and replace it with the representation shown in the amended "Figure 6-13 (bottom): Recommended Conceptual Plan for City Hall Redevelopment Site" found on page 107.

BE IT FURTHER RESOLVED, that the City Plan Commission for the City of Kenosha, Wisconsin, does hereby recommend that the Common Council enact a Zoning Ordinance adopting the Comprehensive Plan Amendment.

Adopted this _____ day of _____, 2014

ATTEST:

Jeffrey B. Labahn, Secretary of City Plan Commission

APPROVE:

Mayor Keith Bosman, Chairman of City Plan Commission

DRAFTED BY: Community Development & Inspections

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SECTION 6: THE PLAN

The Kenosha Strategic Development Plan envisions a more vibrant and active Downtown Core, supported by increased density on adjacent, currently underdeveloped sites within the greater Downtown area.

STRATEGIC DEVELOPMENT

The planning and community outreach process began by determining the overall Downtown study area. As discussed previously, this area was defined through a community survey. This area, which represents approximately 575 acres, was analyzed for land use, zoning and general physical conditions. Throughout the process, it became apparent that to achieve a “Strategic Development” plan that was realistic and achievable, the focus of the plan would need to be condensed.

The development of this more focused area was reached through the analysis of several factors including:

- Key Downtown Roadways
 - 52nd Street
 - 6th Avenue
 - 8th Avenue
 - Sheridan Road
 - 54th Street
 - 56th Street
 - 63rd Street
- Existing clusters of retail/restaurant uses
- Existing streetcar route
- Potential streetcar expansion
- Civic uses and Civic Center cluster
- Vacant or underdeveloped properties

Through this analysis, a more focused core of 165 acres was developed, and later identified as the “Secondary Downtown Investment Zone”. Within this core, two zones, shown in Figure 6-1, have been identified as priority areas of redevelopment. These “Primary Downtown Investment Zones” encompass roughly 35 acres.

While these two priority zones represent where the higher priority projects should occur within the next several years, the overall plan presented in Figure 6-2 does show concepts for properties and projects throughout the greater Downtown.

These concepts and ideas indicate conceptual development densities, site plans, landscape/streetscape design and parking layouts. Actual building locations, heights, and densities as well as site designs will vary as property owners, businesses and developers generate more specific site plans.

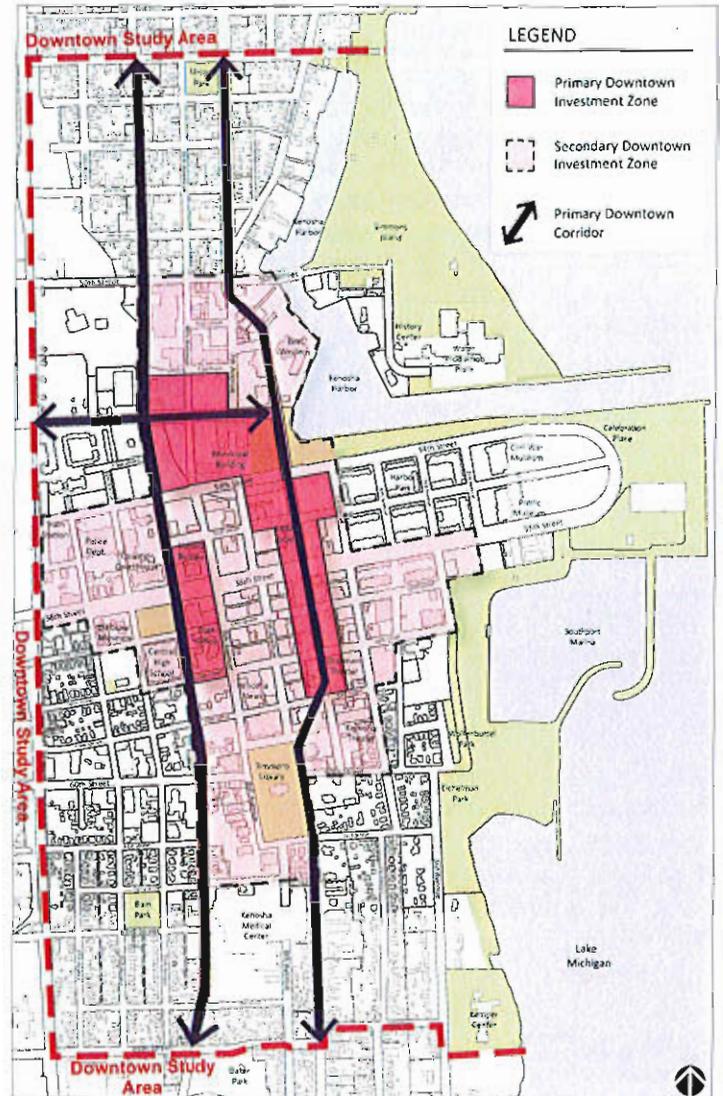
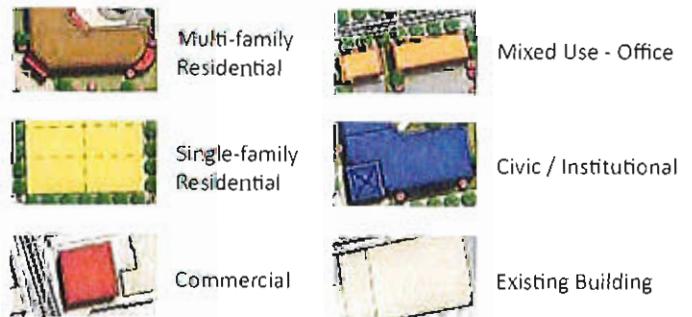
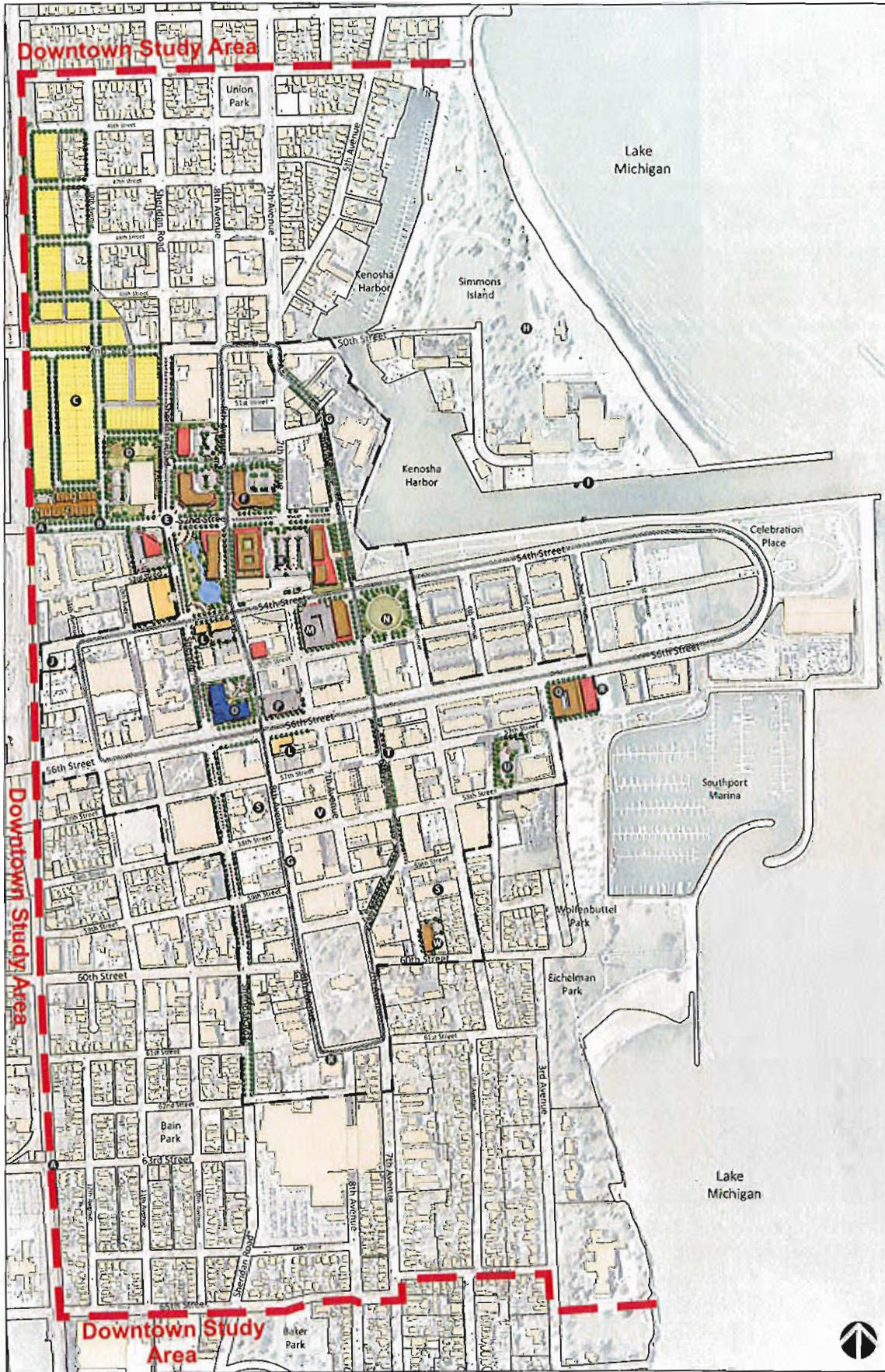


Figure 6-1: Downtown Investment Priority Map with Primary Corridors

PLAN LEGEND





NOTES

- Secondary Downtown Investment Zone
- A** Enhanced viaduct and arrival gateway
- B** Attached residential/rowhomes
- C** Infill, small lot single-family residential
- D** Neighborhood Pocket Park
- E** Gateway Corner Development
- F** Mid-rise, mixed-use building - commercial/residential
- G** New north-south streetcar loop
- H** Simmons Island Master Plan enhancements
- I** Harbor shuttle docks
- J** Enhanced/covered, bus/street car transfer hub
- K** Mixed-use development of City Hall site - retail, residential and office (10-story maximum)
- L** Commercial infill of vacant properties
- M** Mid-rise (5 to 8 story) mixed-use development - retail, and residential/office with structured parking
- N** City Center park
- O** New City Hall
- P** Shared public parking deck
- Q** 3-story loft units
- R** Retail/indoor market
- S** Adaptive use of Elk's Club and Kenosha Theater
- T** Enhanced Downtown streetscapes
- U** Shared public parking lots
- V** Rehabilitation and adaptive use of historic buildings
- W** Infill residential
- X** Hospital access point to new street car line

Figure 6-2. Downtown Strategic Development Plan

SECTION 6: THE PLAN

STRATEGIC DEVELOPMENT CONCEPTS

A. Enhanced Viaduct and Arrival Gateways

The entrances to the Downtown at 52nd and 63rd Streets are shown with enhanced landscape and gateway signage, with 52nd Street as the primary entrance. These, and potentially other, key gateways should help announce the arrival into the Downtown. The improvements should build off of recommendations from the currently underway Wayfinding and Signage study.

B. C. D. New Downtown Residential Neighborhood

The vacant and underdeveloped sites north of 52nd Street, between Sheridan Road and the railroad embankment, are an opportunity for increased residential infill overtime. While there are several opportunities for apartment or condominium living within the Downtown, there may be a demand in the future for other types of residential housing, such as the small lot neighborhood depicted in the plan. The Strategic Development Plan shows 111 single-family homes (B) organized around the existing grid roadway system. Twenty rowhomes (C) are shown along the 52nd frontage as a balance to the development on the south side of the road. A small park with a tor-lot and parking (D) is envisioned as supporting element to the infill residential neighborhood.

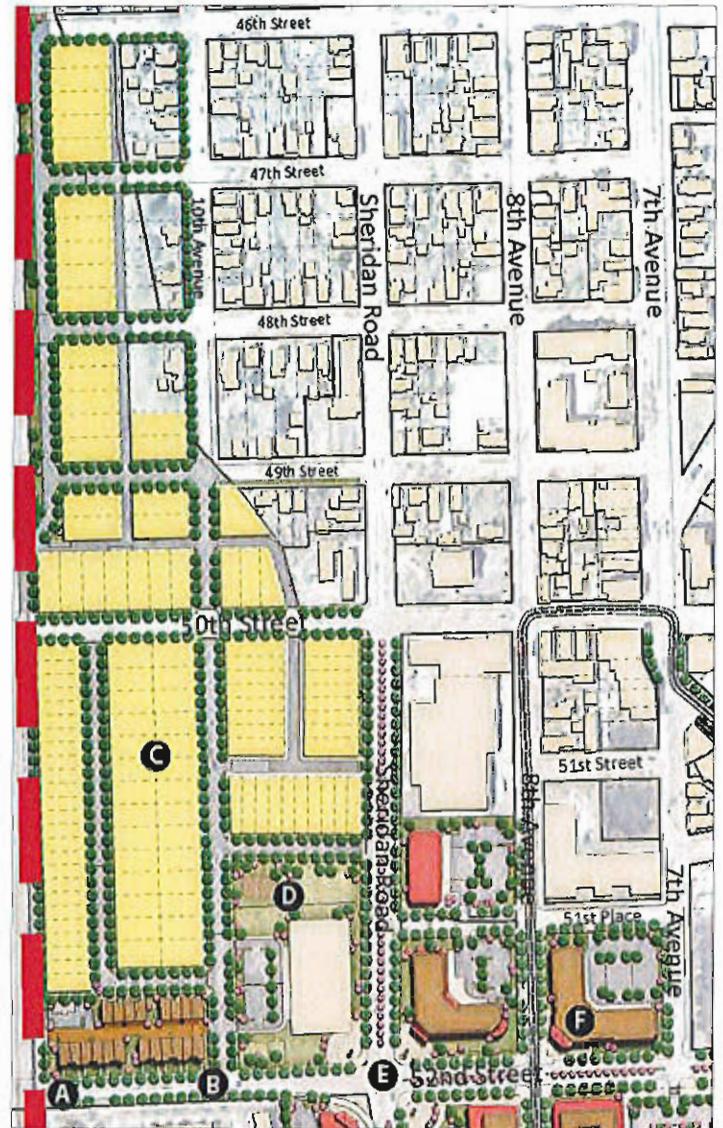


Fig. 6-4: Strategic Development Concepts A - D

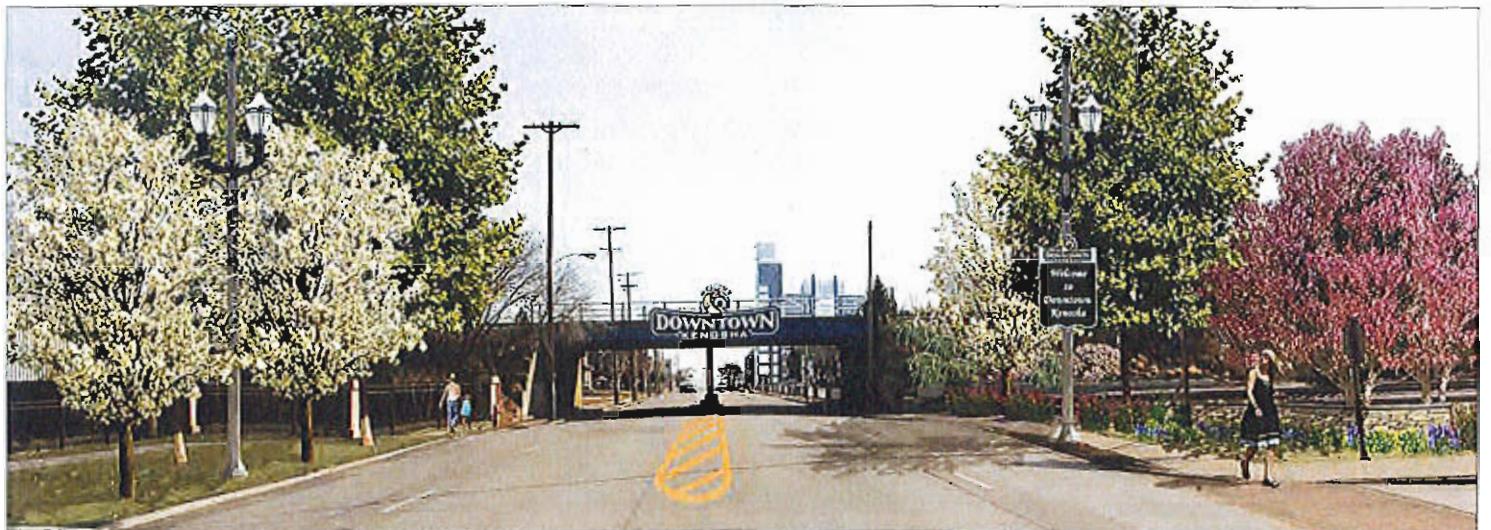


Fig. 6-3: Envisioned Concept Rendering of the 52nd St. Approach to Downtown - looking East.

E. Gateway Corner Development

The intersection of 52nd St. and Sheridan Rd. is one of the major intersections within the Downtown. Overtime, buildings with gateway/significant architecture should be encouraged to help establish the character of the Downtown. Redevelopment of these sites should allow adequate room for generous sidewalks, corner landscaping and preservation of views to the harbor. While some of these sites are currently occupied, it is envisioned that as momentum builds throughout the Downtown, these properties may redevelop.

- On the northwest corner of the intersection, the existing warehouse building has a unique character. The plan recommends preserving the building and incorporating a use that is consistent with either the residential neighborhood to the northwest or the mixed-use retail/residential character of the intersection.
- The plan shows a mid-rise, mixed-use building of residential and retail on the northeast corner. The concept envisions this as a 5-story building with 10,000 square feet of commercial and 48 residential units. Stand-alone retail uses holding the Sheridan Road frontage may infill over time to the north.
- At the southeast corner, the plan shows another mid-rise, mixed-use building including residential and retail uses. Due to the environmental characteristics of this corner, it may be an appropriate place to incorporate stormwater and environmental management features.
- The plan envisions a retail development addressing the street frontage at the southwest corner of the intersection. South of this building, between 53rd and 54th Streets, the plan shows an office use between Sheridan Road and the existing parking deck.

F. Mid-rise. Mixed-use building - Commercial/Residential

Similar to the previous site, this vacant site has the opportunity to strengthen the character of the 52nd Street corridor and the arrival sequence into the Downtown. Redevelopment of this site also can support the Downtown through increased residential density and support commercial uses. The plan shows a 5-story mixed-use building with 12,000 square feet of commercial and 64 residential units.

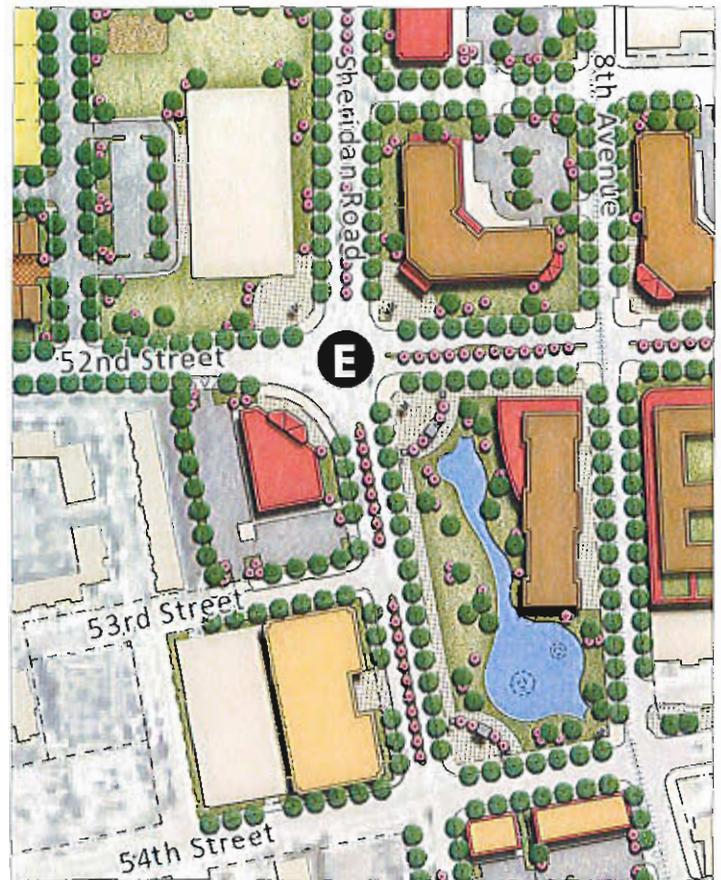


Fig. 6-5: Strategic Development Concept E

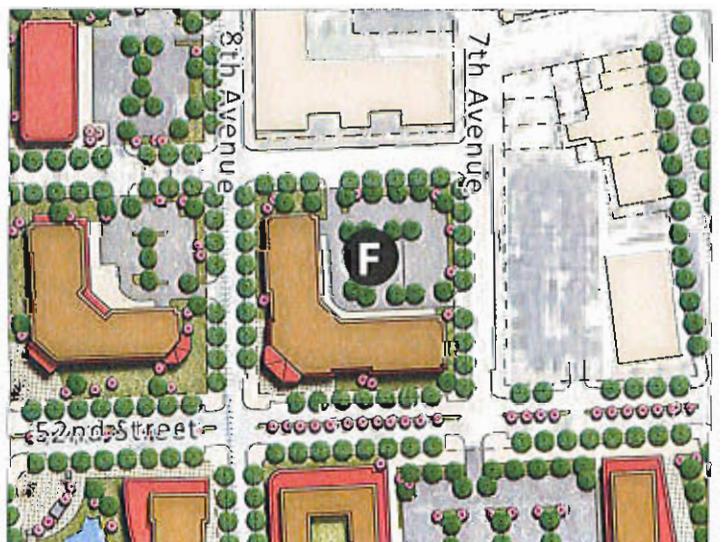


Fig. 6-6: Strategic Development Concept F

SECTION 6: THE PLAN

G. New North-South Streetcar Loop

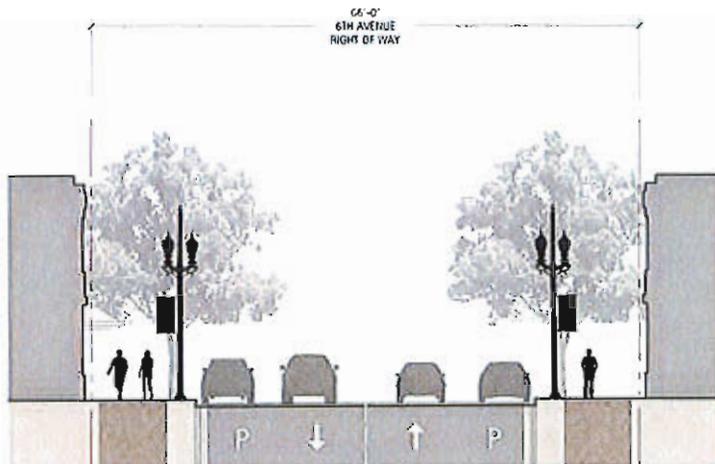
The plan envisions a new north/south loop of the streetcar network (see Figure 6-9). This circuit would run in a shared lane, similar to portions of the existing loop, such as 11th Avenue and parts of 54th Street. The plan shows the streetcar traveling northbound on 6th Avenue, west at 50th Street, south on 8th Avenue, around Library Park by traveling east on 61st Street and north on 7th Avenue, and then reconnecting with 6th Avenue at the north end of Library Park.

The goal is that the north/south loop would connect additional businesses, the Kenosha Medical Center, and adjacent residential neighborhoods into the transit network. The final routing would require additional study and evaluation to determine the best route.



Fig. 6-8: Eye-level Sketch of Envisioned 6th Avenue Streetcar Line - view from 56th Street looking south down 6th Avenue

Existing



Proposed

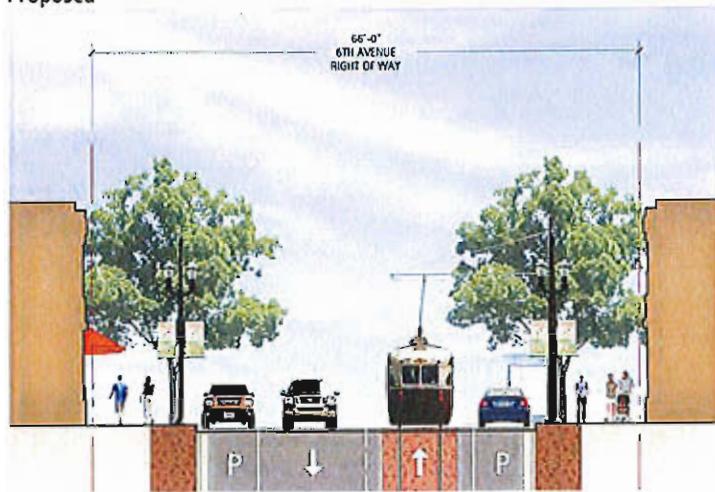


Figure 6-7: Envisioned 6th Avenue Streetscape, with Northbound shared travel lane

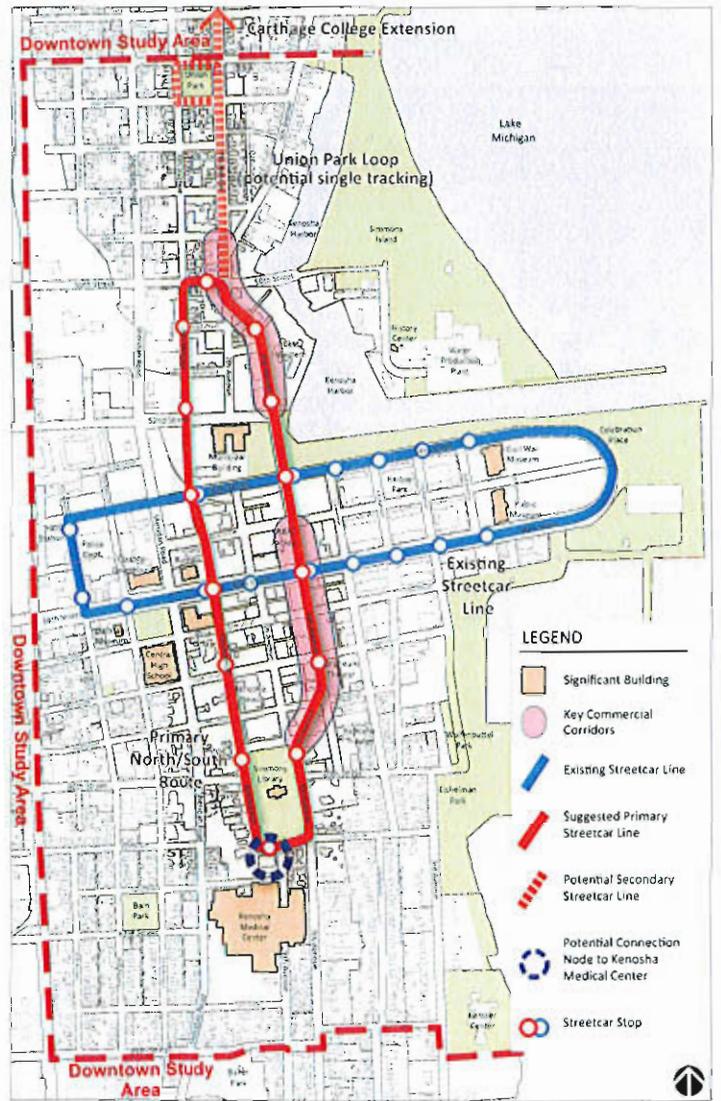


Figure 6-9: Envisioned Future Streetcar Network

H. Simmons Island Master Plan Improvements

The previously completed *Simmons Island Master Plan* should continue to be funded and phased in over time. The preservation and enhancement of this unique public open space is important to the character of the Downtown. Key items in the Master Plan, including improvements to the 50th Street bridge, will strengthen the relationship between Simmons Island and the Downtown, benefiting both areas.

I. Harbor Shuttle Docks

As a further strengthening of the connection between Simmons Island and the Downtown, the Plan suggests a harbor shuttle or harbor taxi as a means of moving people across the harbor. Currently, the travel distance from the Downtown to Simmons Island beach is over half a mile. A shuttle could help to encourage exploration of the island and increase activity. Additionally, the shuttle could serve Kenosha's North Harbor and Southport Marina providing additional means for visitors to experience more of the Downtown's amenities without being dependant on their cars.

J. Enhanced Transit Transfer Hub

Throughout the Plan, significant attention has been given to ways that the transit system can be enhanced. As redevelopment occurs, the demand for parking will increase, which is expensive and land intensive to address. Through appropriate transit systems and complete streets design, parking needs can be reduced.

One of the key opportunities is the Metra station. This is a unique feature to Downtown Kenosha, which provides connections to the City of Chicago as well as the northern suburbs of Chicago. Collaborations with Metra should be explored in the future to see how additional service times could be implemented to support Downtown festivals. Enhancements to the existing building should be studied further, including bathrooms within the facility, and the addition of a cafe, which is currently seeking funding to move forward.

Additional enhancements could help link the Metra to the City's transit network. Currently the hub of the bus system's pulse network is at the northeast corner of 54th Street and 8th Avenue, over three blocks away from the Metra station. The plan envisions that in the long term, the bus transit center could be relocated to 11th Avenue with covered walkway connecting to the Metra station, creating a transfer hub between the bus, the streetcar and Metra trains.

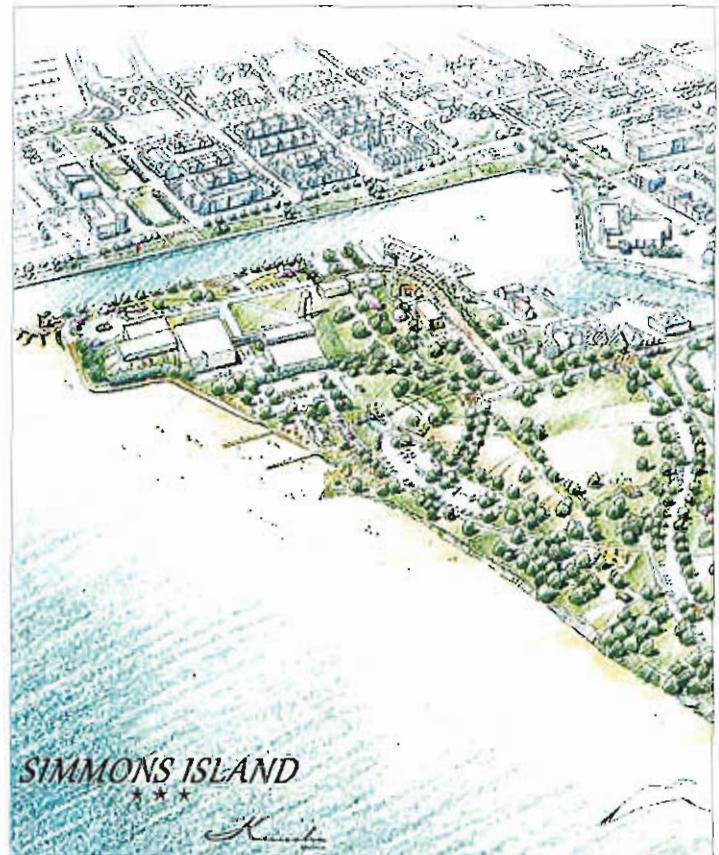


Fig. 6-10: Birds Eye Concept Rendering of Simmons Island - provided by SAA Design Group



A new covered bus stop in Kansas City, Missouri.

SECTION 6: THE PLAN

K. City Hall Redevelopment Site

City Hall is located on a key site for the future of the Downtown. While not the highest priority site, it is at the southwest corner of 52nd St. and 6th Ave. – a major intersection – and is directly across from the harbor offering spectacular views of the lake. Additionally, the existing municipal buildings, set far back from the 6th Avenue frontage, create a void in the commercial and pedestrian energy that is present both to the north and south on 6th Avenue.

There are many potential uses that could occupy the site, but the critical elements include the following:

- Retail frontage along 6th Avenue
- Gateway architecture with the potential for significant height relative to other locations within the Downtown
- Upper floor residential or office uses to create increased density within Downtown to support other desired uses.
- Integration with existing and future transit, including the existing transit bus on 54th and potential street car lines on 6th and 8th Avenues.
- Potential for integration with local institutions, such as student housing for local colleges and a welcome center for the Kenosha Area Convention and Visitors Bureau.
- Stormwater and environmental management features.

These elements can be accomplished in a variety of ways, as the alternate concept for this site shows (see Figure 6-13, at the bottom of the facing page). In this scheme, the City Hall is shown relocated adjacent to the Police Station parking deck, with frontage on Sheridan Road. The Harbor walk open space is shown continuing through the site with the relocated City Hall as the terminus to this space. The mixed-use buildings along 52nd are supported by a new loop drive that connects 7th and 8th Avenues internally within the development. The existing streetcar maintenance building is shown to remain. It could continue to serve its current purpose, or it could function as more of a museum/display space for the streetcars when they are not in use, or as a home to the indoor market.

Both concepts would clearly impact the existing Veteran's Memorial. This element would need to be sensitively and appropriately relocated into a new or existing open space within the Downtown.

The total for the City Hall site, including the adjacent property at the southeast corner of 52nd and Sheridan is shown in these concepts to have about 40,000 to 70,000 square feet of retail, and 300 to 380 units of residential.

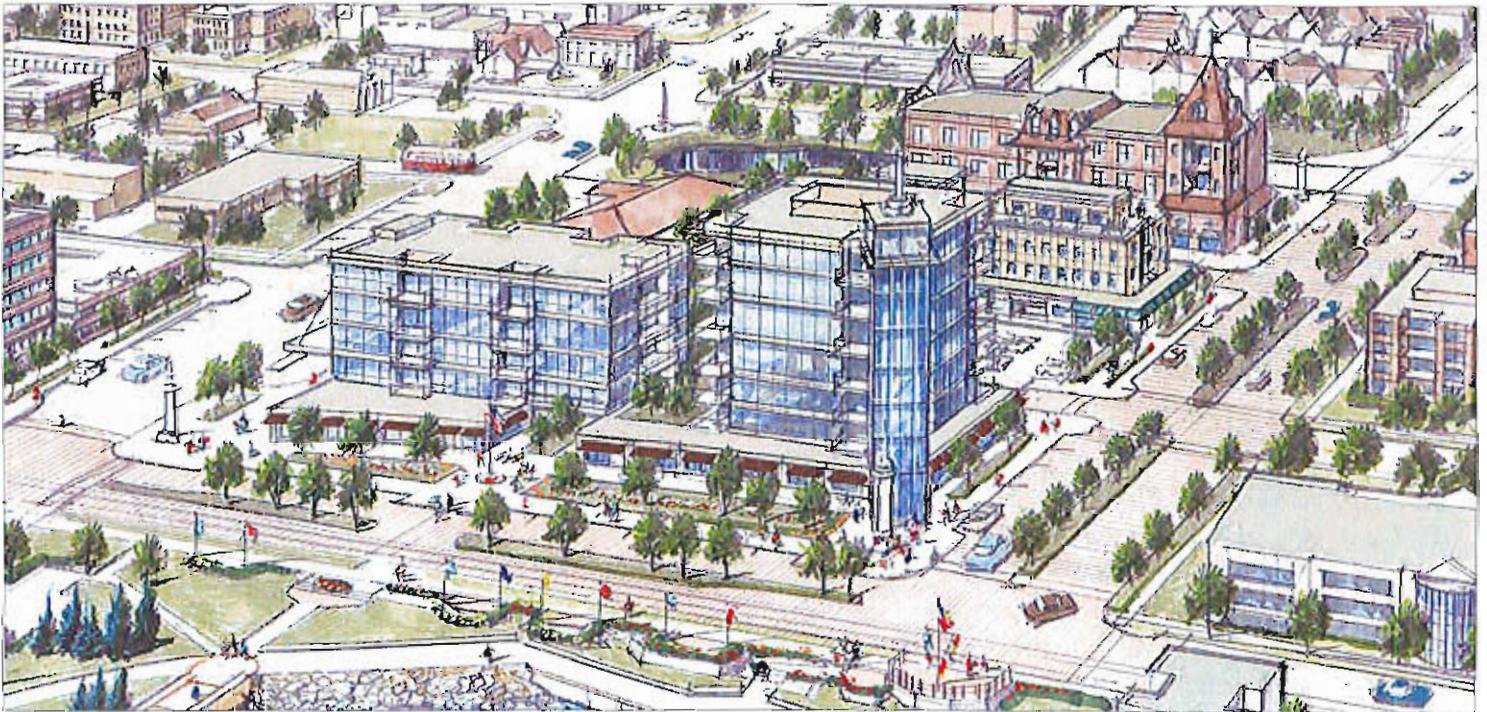


Fig. 6-11. Bird's Eye Rendering of Envisioned City Hall Redevelopment Site - viewed from Kenosha Harbor looking west



Fig. 6-12 (top): Conceptual Plan for City Hall Redevelopment Site. Fig. 6-13 (bottom): Conceptual Plan Alternative for City Hall Redevelopment Site.

L. Infill of Vacant/Underdeveloped Properties

Throughout the Plan, there are under-developed sites that could support commercial/office infill in the future. The two lots shown on the plan, the southwest corner of 54th Street and 8th Avenue and the southeast corner of 56th Street and 8th Avenue, would help maintain frontage and pedestrian character along key roadways that support the street car network. While these are not high priority sites, it is envisioned that as momentum builds in the Downtown, these sites would develop through market demand. One way that the City can positively influence this is to provide centralized shared parking. Many of these underdeveloped sites are surface parking lots. With shared parking facilities, these lots would be able to redevelop into other uses.

M. Mid-rise, Mixed-use Development

Another key catalytic site within the Downtown is located between 6th and 7th Avenues, and between 54th and 55th Streets. The site is primarily occupied by City owned parking lots. The other property owner, LaMacchia Travel Agency, is the sole tenant in their building. The site could be developed with or without the LaMacchia parcel. As part of a mixed-use building, the first floor should include retail frontage to span between the north and south commercial sections of 6th. Additionally, this site, with its proximity to the harbor, has the potential to be a more acceptable place for a taller building with either residential or office upper floors – with a maximum of ten stories total. The concept plan shows 12,000 square feet of retail and 100,000 square feet of office supported by 800 spaces of structured parking.

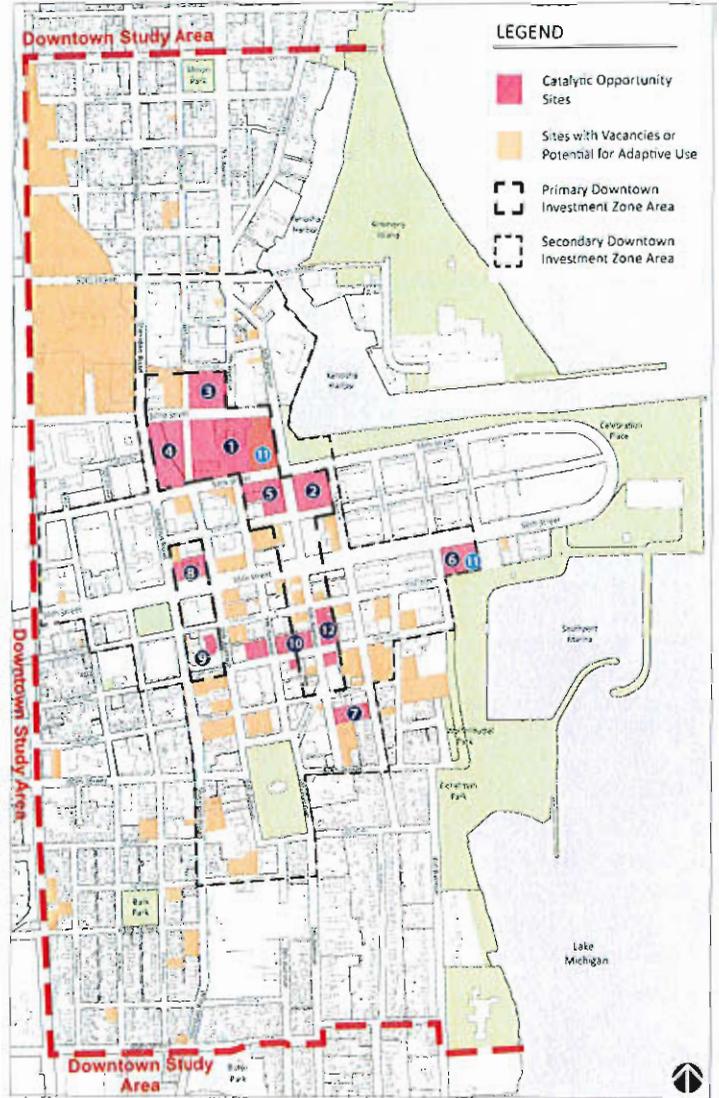


Figure 6-14: Redevelopment Opportunity Sites Map



Fig. 6-15: Strategic Development Concepts L & M

N. City Center Open Space

Throughout the process the concept of a central civic open space has been discussed as a unifying element that serves as the “heart” of the City. Much like several other key elements, this use could be located in one of several locations. The Plan shows it located on the vacant HarborPark Parcel A (Figure 6-17). While the HarborPark Master Plan envisions this site for development, the current grass lawn has been used as overflow space for crowds listening to music at the Peanut Butter N’ Jams events. The proximity to the back of the Rhode Theater, with its large blank wall, offers opportunities for movies in the park. Also, the general size, central location and proximity to the harbor make it a potential candidate for a City Center park. A range of uses could be accommodated within the site, including the outdoor component of the Harbor Market, a small playground for children, winter uses such as an ice-skating rink, a relocated Veteran’s Memorial and festival components.

Again, these elements could be incorporated into other locations, as the alternate concept shows (Figure 6-18). In this scheme, the central open space is the extension of the harbor walk on the west side of 6th Avenue. The challenge in either of these schemes is to design the park appropriately so that it creates pedestrian interest and does not increase the divide between the north and south portions of 6th.

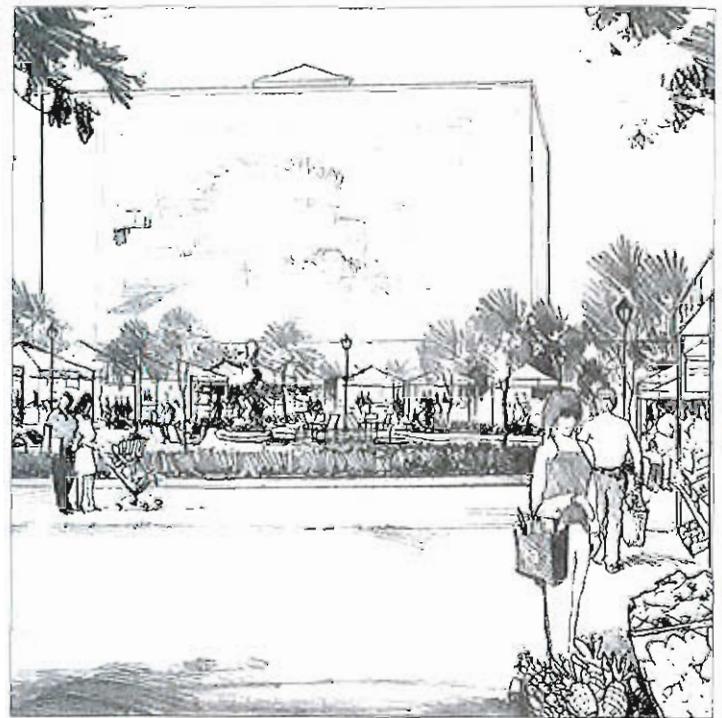


Fig. 6-16. Eye-level Sketch of Envisioned City Center Open Space - view looking south with Rhode Theater in the background

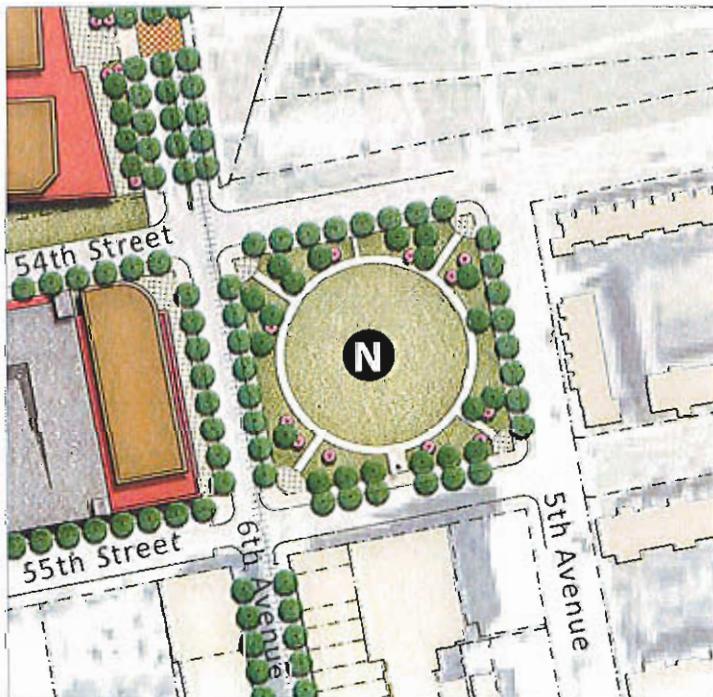


Fig. 6-17. Conceptual Plan for City Center Open Space

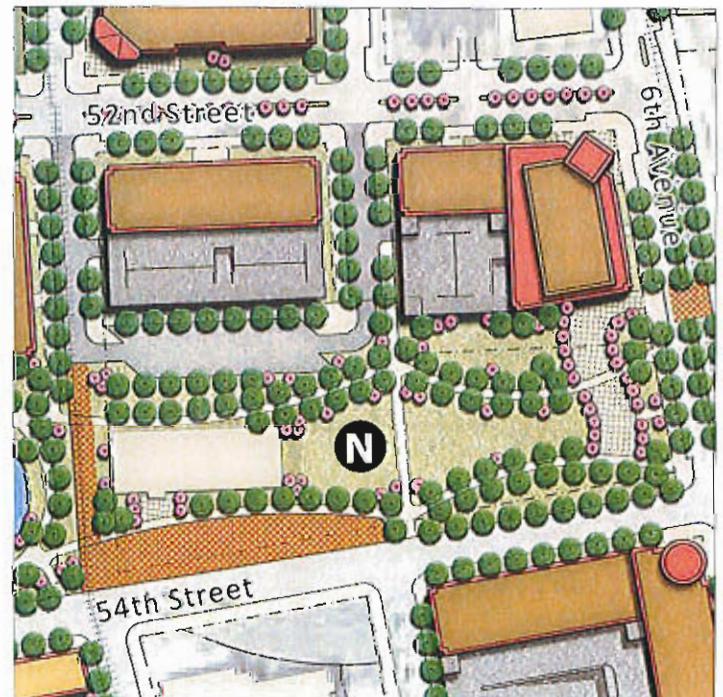


Fig. 6-18. Conceptual Plan Alternative for City Center Open Space

SECTION 6: THE PLAN

O. New City Hall

The plan accommodates for the relocation of City Hall to the block between Sheridan Road and 8th Avenue, and 55th and 56th Streets (see Figure 6-20 below). This location currently houses the Kenosha Area Convention and Visitors Bureau in an outdated building that was the former police station. The building occupies a site within the Civic Center, diagonally across from the Park. It has a prominent location on Sheridan Road and 56th Street, but also offers access to 8th Avenue, which could be the location of a future streetcar line. The concept shows a four story building with approximately 100,000 to 120,000 square feet to house municipal uses.

Similar to other key uses, there are several possible sites for the City Hall if it were to be relocated. The alternate concept shows the use with frontage along the west side of Sheridan Road between 53rd and 54th streets (Figure 6-21). City Hall is a large employer that attracts many visitors, so if it is relocated, it should remain centrally located within the Downtown as an activity generator.

P. Shared Public Parking Deck

The concept plan envisions a shared public parking deck adjacent to a new City Hall site, along 56th Street between 7th and 8th Avenues. This site would provide parking to support the City Hall, while also providing additional parking to support Downtown uses. As discussed previously, a central parking deck that supports a range of land uses is more efficient than smaller surface lots that support one use, and it frees up space for future development. The design of the deck should incorporate liner retail or an active 1st floor use to maintain a pedestrian friendly character along 56th Street.

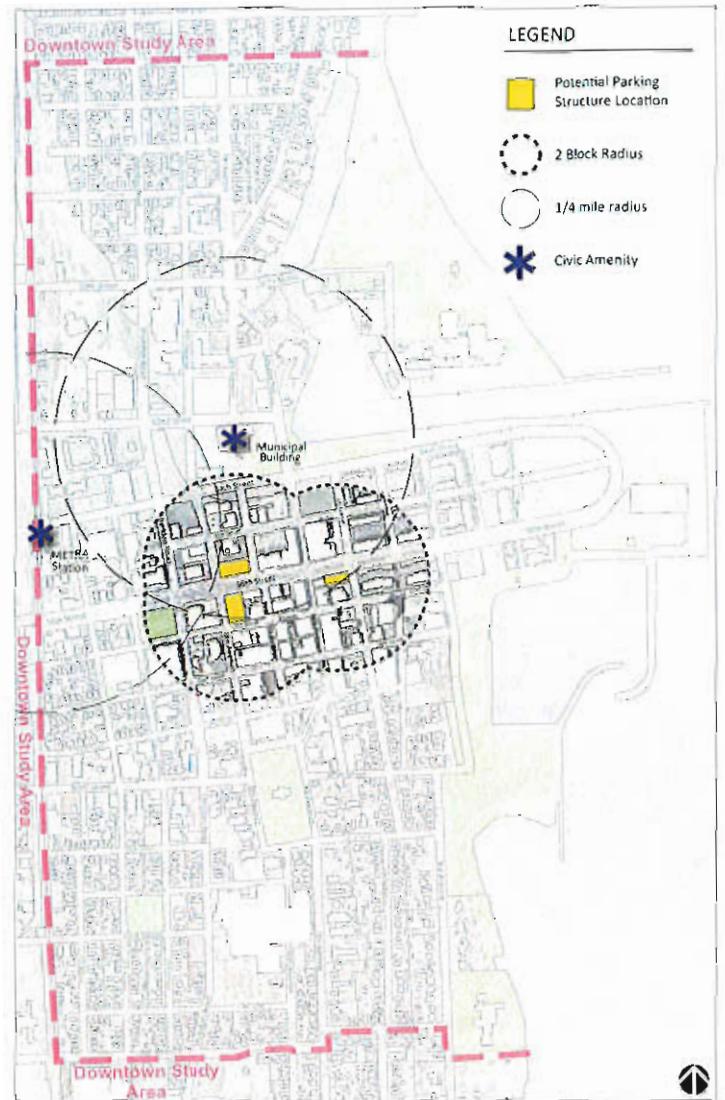


Figure 6-19: Potential Public Parking Deck Location Map



Fig. 6-20: Strategic Development Concepts O & P



Fig. 6-21: Strategic Development Concept O Alternative

Q. Harbor Park Parcel 'J' Loft Units

Harbor Park's Parcel J is another site that has remained vacant. While not a high priority development site, it may develop in the future once there is momentum in the Downtown. The concept plan shows a three-story loft residential building of 54 units to provide an alternate residential product type to the apartments, condominiums and rowhomes found in the Downtown.

R. Indoor Market

Parcel J can also support additional uses on the east edge of the site. This location fronts on the plaza that is the extension of 2nd Avenue. This is a challenging site for any non-residential use, as the distance of four blocks from the Downtown Core discourages walking and exploration. However, one potential use is to house a future indoor market. As the Harbor Market already operates along 2nd Avenue, this location would be a logical site based on existing patterns. The concept shows a 15,000 square foot space that could serve as retail, restaurant or house the indoor market.

An indoor market was heavily supported throughout the public process and should be incorporated into the future of the Downtown. While the Harbor Market currently operates along 2nd Avenue, there are potential synergies associated with locating the Indoor Market, and potentially a relocated Harbor Market, closer to the 6th Avenue corridor (Figure 6-23, below).

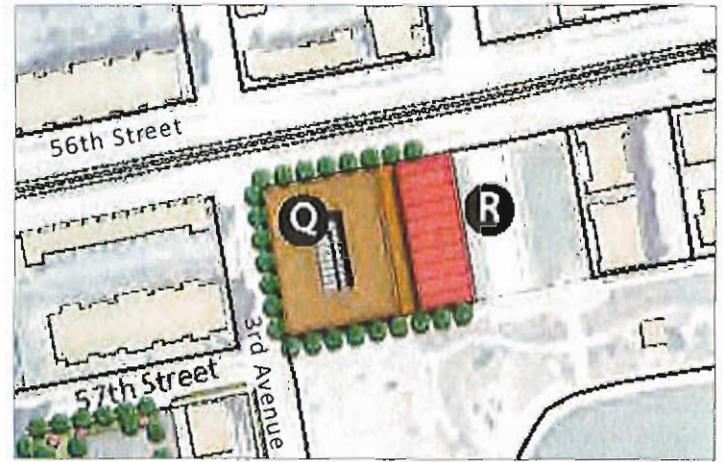
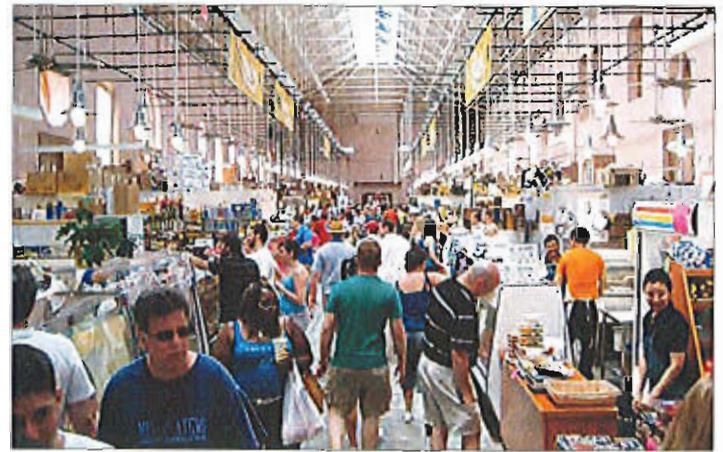


Fig. 6-22: Strategic Development Concepts Q & R



Eastern Market in Washington D.C.

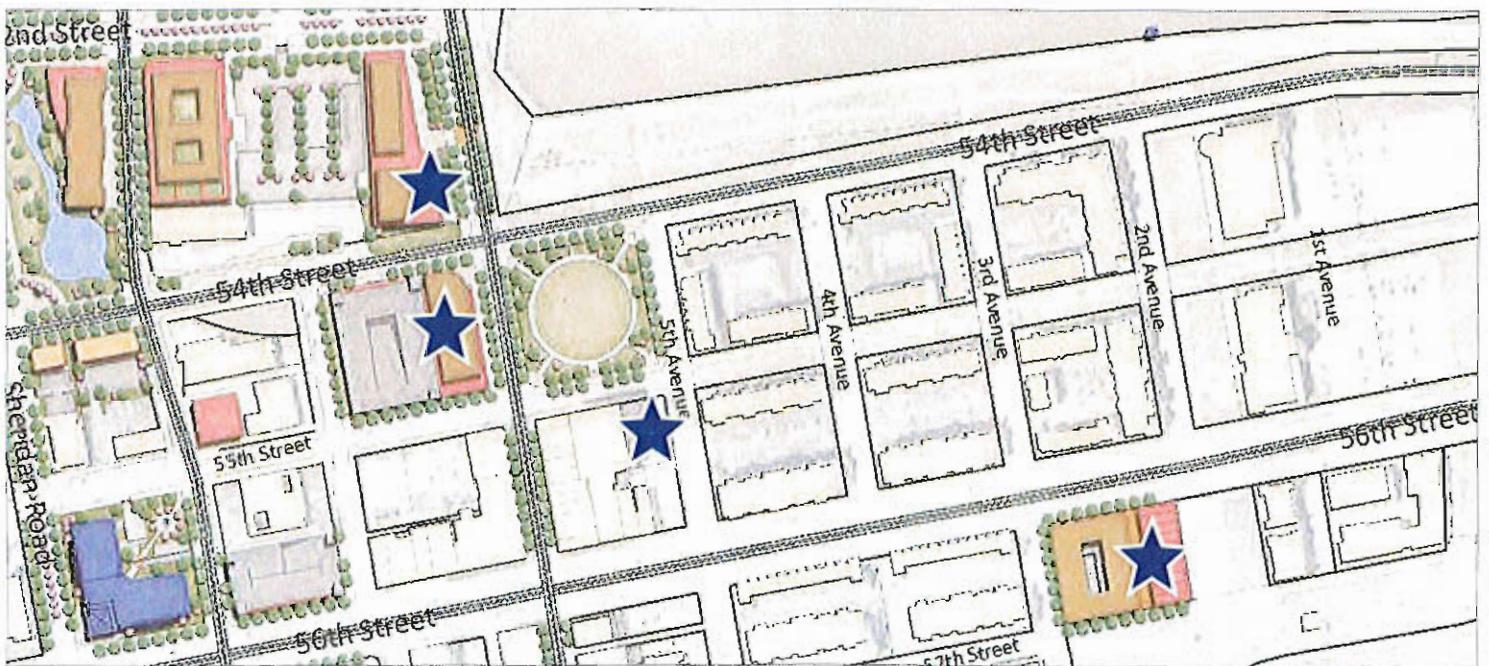


Fig. 6-23: Potential Indoor Market locations marked with blue star

Section Thirteen: Subparagraph 3.155 C.3 of the Zoning Ordinance for the City of

Kenosha, Wisconsin, is hereby repealed and recreated as follows:

3. Community Living Arrangements, ~~that are both:~~

~~(a) in conformance with §62.23 (7)(I), Wisconsin Statutes, and Subparagraph 4.06 A.1., Zoning Ordinance; and (b) either (i) in conformance with §62.23 (7)(i), Wisconsin Statutes, or (ii) not in conformance with §62.23 (7)(i) but all of the persons served are disabled or handicapped under the Fair Housing Amendment Act (FHAA) or the Americans with Disabilities Act (ADA) and are living in the Community Living Arrangement because of their disability or handicap. In the latter circumstance, compliance with §62.23 (7)(i) is not required.~~

Section Fourteen: Subparagraph 3.155 E.2 of the Zoning Ordinance for the

City of Kenosha, Wisconsin, is hereby repealed and recreated as follows:

2. Commercial, Office, Institutional, Multiple-Family Residential, Elderly and/or Handicapped Multi-Family Units, Elderly and Handicapped Community Living Arrangements and Assisted Living Facilities.

~~a. There shall be no minimum lot area or width requirements, except that for Commercial, Office, Institutional, Multiple-Family Residential, or Elderly and/or Handicapped Multi-Family uses, shall be required to have a minimum of five hundred (500) square feet of lot area per dwelling unit.~~

~~b. Lots used for Community Living Arrangements, Elderly and Handicapped Community-Living Arrangements and Assisted Living Facilities shall be required to have a minimum of five hundred (500) square feet of lot area per bed.~~

Section Fifteen: This Ordinance shall become effective upon passage and

publication.

ATTEST: _____ City Clerk

APPROVED: _____ Mayor

Passed:

Published:

Drafted By:
EDWARD R. ANTARAMIAN
City Attorney