



## CHAPTER 13

### ***ECONOMIC DEVELOPMENT ELEMENT***

#### **INTRODUCTION**

The Economic Development Element is one (1) of the nine (9) elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(f) of the *Statutes* requires the Economic Development Element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in Kenosha County. In addition, this element must:

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

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

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of economically productive areas.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- 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.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.

Part 1, page 2, of this chapter provides an inventory and analysis of the labor force and economic base in the City of Kenosha and County, including approximate employment and unemployment for each community participating in the planning process, employment by job type, the largest employers, wage information and household income characteristics of residents, existing and planned business/industrial parks, and environmentally contaminated land. This information, along with an assessment of the strengths and weaknesses of the City of Kenosha with respect to attracting and retaining business and industry, was used to help determine the types of new business and industry desired by the City of Kenosha.

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

Part 2, page 18, provides a description of economic development programs that apply to the City of Kenosha, including State and Regional programs. Part 3, page 29, sets forth the projected number of jobs in 2035, an assessment of desirable new businesses and industries, and an assessment of the strengths and weaknesses with respect to attracting those businesses and industries. Part 4, page 38, sets forth economic development goals and objectives through the plan design year of 2035. Recommended policies, defined as steps or actions to achieve economic development goals and objectives; and programs, defined as projects or services necessary to achieve economic development policies, are also identified in Part 4.

**PART 1: INVENTORY AND ANALYSIS**

**Labor Force**

The labor force is defined as those residents of the City of Kenosha 16 years of age and older who are employed, are actively seeking employment, or are in the armed forces. Labor force data are often referred to as employment data or “place of residence” data, as opposed to “place of work” data. The labor force is not equated with number of employment opportunities, or jobs, in the City of Kenosha because some of the resident labor force are employed outside the City, some have more than one job, some are unemployed, and some jobs in the City of Kenosha are held by non-residents.

**Employment Status**

Table 13-1 sets forth the employment status of residents 16 years of age or older for Kenosha. There were about 43,023 employed persons residing in the City of Kenosha and 46,025 residents in the labor force in 2000, which is about 59 percent of the labor force participants in Kenosha County. Employed persons comprised about 94 percent of the total population over 16 years of age in the City of Kenosha in 2000. The distribution of employed persons in 2000, closely resembled population distribution. The greatest concentrations of employed persons resided in the City of Kenosha and the Village of Pleasant Prairie. There were 2,852 unemployed persons age 16 or older, or 6 percent of the labor force, residing in City of Kenosha in 2000. By comparison, 5.4 percent of the County labor force and 4.7 percent of the State labor force were unemployed in 2000. Unemployment has trended upward between 2000 and 2007. As of March 2007, the Wisconsin Department of Workforce Development (DWD) reported the unemployment rate in Kenosha County at 5.5 percent of the labor force. The DWD reported the unemployment rate for the Milwaukee Metropolitan area<sup>2</sup> at 5.5 percent of the labor force.

**TABLE 13-1**

**EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER IN THE CITY OF KENOSHA AND KENOSHA COUNTY: 2000**

Community	In Labor Force								Not in Labor Force		Total
	Employed		Unemployed		In Armed Forces		Total		Number	Percent <sup>b</sup>	
	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>	Number	Percent <sup>b</sup>			
City of Kenosha	43,023	62.8	2,852	4.2	150	0.2	46,025	67.2	22,442	32.8	68,467
Kenosha County	73,236	64.5	4,473	3.9	271	0.2	77,980	68.7	35,553	31.3	113,533

*a Percent of the total number of persons age 16 or older in the labor force.*

*b Percent of the total number of persons age 16 or older.*

*Source: U.S. Bureau of the Census and SEWRPC.*

Table 13-2, page 3, sets forth the estimated labor force and employment estimates in the City, County, State, and Nation in 2006. The City of Kenosha labor force has grown by 2,288 resident workers, or about 5.0 percent, between 2000 and 2006. About 51 percent of City of Kenosha residents participated in the labor force, which is the same as the 2000 level. The percentage of residents participating in the labor force was about 4 percent lower than the State rate and slightly more than the National rate.

<sup>2</sup> The Milwaukee Metropolitan area consists of Milwaukee, Ozaukee, Washington, and Waukesha Counties and excludes Kenosha, Racine, and Walworth Counties in the southeastern Wisconsin region.

**TABLE 13-2**  
**ESTIMATED LABOR FORCE POPULATION: 2006**

Area	Total Population	Employed Labor Force Population		Unemployed Labor Force Population		Total Labor Force Population	
		Number	Percent	Number	Percent	Number	Percent
Kenosha	94,450	45,409	48.1	2,904	3.1	48,313	51.2
Kenosha County	162,001	78,552	48.5	4,469	2.8	83,021	51.2
Wisconsin	5,556,506	2,918,155	52.5	144,777	2.6	3,062,932	55.1
United States	299,398,484	144,419,333	48.2	6,993,667	2.3	151,413,000	50.6

Source: Wisconsin Department of Workforce Development and SEWRPC.

### ***Location of Work and Place of Residence***

Table 2-12, in Chapter 2, set forth the location of employment for employed City of Kenosha residents in 2000. About 64 percent of employed residents worked within the County, and about 36 percent of residents traveled outside the County for employment. The majority of residents who traveled outside the County for employment, about 18 percent, worked in Lake County, Illinois.

### ***Type of Occupation and Education***

The occupational and educational attainment make-up of the labor force provides useful insight into the nature of work the City of Kenosha labor force is most suited to, the type of industry that the area may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the City of Kenosha. The number of employed persons by occupation in the City of Kenosha is set forth in Table 2-11 in Chapter 2. Residents employed in management, professional, and related occupations comprised the largest percentage of the employed labor force at 28 percent, or 12,223 workers. Sales and office occupations and production, transportation, and material moving occupations ranked second and third respectively, with 27 percent, or 11,502 workers, and 21 percent, or 9,164 workers, of the employed resident workforce. Service occupations at 16 percent; construction, extraction, and maintenance occupations at 8 percent; and farming, fishing, and forestry occupations with less than 1 percent represent the remaining employed workforce.

Regionally, residents employed in management, professional, and related occupations comprised the largest percentage of the employed labor force at 34 percent, or 322,811 workers. Sales and office occupations and production, transportation, and material moving occupations ranked second and third respectively, with 27 percent, or 257,051 workers, and 18 percent, or 170,248 workers, of the employed resident workforce. Service occupations at 14 percent; construction, extraction, and maintenance occupations at 8 percent; and farming, fishing, and forestry occupations at 0.2 percent represent the remaining 21 percent of the employed Regional workforce. Slightly higher percentages of County residents were employed in production, transportation, and material moving occupations and in construction, extraction, and maintenance occupations than in the Region overall. Similar percentages were employed in all other occupational categories, except management and professional occupations.

Nearly 82 percent of residents at least 25 years of age in the City of Kenosha, or 46,522 persons, had attained a high school or higher level of education in 2000. This percentage is similar to the educational attainment of the overall population of the Region, where 84 percent of the population 25 years of age and older also had attained this level of education as of 2000. About 49 percent of the population 25 years of age and older in the City of Kenosha, or about 27,919 persons, attended some college or earned an associate, bachelor, or graduate degree, compared to about 54 percent in the Region. Educational attainment for residents of the City of Kenosha is set forth in Table 2-5 in Chapter 2.

### ***Age Composition of Labor Force***

The changing age composition of the City of Kenosha's labor force may also affect retention and attraction of business and industry to the City of Kenosha and the types of business and industry most desired by the City of Kenosha. Table 13-3, page 4, compares the age composition by general age group category in Kenosha County in

2000 to the age composition projected in future years by the Regional Land Use Plan. Age composition projections for the City of Kenosha are not available. The projected population of Kenosha County under the adopted regional land use plan for 2035 is about 210,080 persons, an estimated increase of 40 percent from the year 2000 level (149,577 persons). In comparison, the projected population for the City of Kenosha in 2035 is about 124,097 persons, an estimated increase of 37 percent from the 2000 level (90,352 persons). The County projection indicates a significant increase in the number of persons age 65 and older, from 17,169 in 2000 to an estimated 34,147 in 2035 (a 99 percent increase). In addition, the second oldest age group, those between 45 and 64 years old, is expected to increase by 57 percent, or from 31,025 persons in 2000 to 48,760 in 2035.

Conversely, the two youngest age groups, those between 20 and 44 years of age and those under 20 years old, are expected to increase by only 13,275 persons or 24 percent and 12,513 persons or 28 percent, respectively. This pattern indicates an overall aging of the population.

**TABLE 13-3  
ACTUAL AND PROJECTED POPULATION IN KENOSHA COUNTY BY AGE: 2000 - 2035**

Age Group	Actual Population	Projected Population				Change 2000 – 2035	
	2000	2010	2020	2030	2035	Number	Percent
Under 20 Years	44,939	46,984	51,072	55,600	57,452	12,513	27.8
20 to 44 Years	56,444	57,754	62,859	68,308	69,719	13,275	23.5
45 to 64 years	31,025	43,388	47,191	46,003	48,760	17,735	57.2
65 Years and Older	17,169	17,986	23,209	31,996	34,147	16,978	98.9
<b>Total Population</b>	<b>149,577</b>	<b>166,112</b>	<b>184,331</b>	<b>201,907</b>	<b>210,078</b>	<b>60,501</b>	<b>40.4</b>

Source: U.S. Bureau of the Census and SEWRPC.

Figure 7-1 in Chapter 7 illustrates the recent age composition for 2000 and the projected age composition for 2035<sup>3</sup> as a percentage of the total population. The population less than 20 years old and between the ages of 20 and 44 as a percentage of the overall total County population is expected to decline by three (3) percent and five (5) percent, respectively. Conversely, the percentage of the population ages 45 to 64 in relation to the total County population is anticipated to increase by two (2) percent, and the percentage of the population 65 and older is anticipated to increase by five (5) percent. The result will be a smaller working age percentage of the population, and an aging population that may demand an increase in certain products and services, such as those provided by the health care industry.

Assuming the year 2035 population projection and age composition projections in Table 13-3 are accurate, about 162,300 County residents will be of working age (age 16 or older<sup>4</sup>). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 109,522 County residents could be participating in the labor force in 2035. However, this method does not account for retired persons. The large percentage change in persons age 65 and older (from 11 percent to 16 percent of the total population) will likely mean a larger percentage of retired residents in 2035, who will not be participating in the labor force. Additionally, if commuting patterns remain constant, about 44 percent of employed County residents would travel outside the County for work.

**Employment**

Employment or “place of work” data are the number and type of jobs available in the City of Kenosha or Kenosha County. This information provides an important indicator of the level of economic activity for economic development and land use planning purposes. Employment data and labor force data form the baseline

<sup>3</sup> SEWRPC Technical Report No. 11 (4<sup>th</sup> Edition), The Population of Southeastern Wisconsin, July 2004, and SEWRPC Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035, June 2006.

<sup>4</sup> This definition is based on methodology used by the U.S. Bureau of the Census for compiling labor force data.

information in determining how many and what type of jobs will need to be added to serve the projected 2035 population.

**Number of Jobs**

There were about 43,330 jobs located in the City of Kenosha in 2000, shown on Table 13-5 which represented about 63.1 percent of the total jobs in the County. Table 13-4 shows historic employment growth in Kenosha County between 1950 and 2000. In 1950, there were about 29,100 jobs located in the County, which represented about 5.1 percent of the total jobs in the Region. Between 1950 and 2000, the number of jobs located in the County had grown by 136 percent. During the same time period, the number of jobs in the Region had grown by 113 percent. The decade with the largest percentage change in the County, about 45 percent or 13,100 new jobs, was between 1950 and 1960. The decade with the greatest number of new jobs added in the County, 16,500 new jobs, about a 32 percent change, was the decade between 1990 and 2000.

**TABLE 13-4  
EMPLOYMENT GROWTH IN KENOSHA COUNTY: 1950 – 2000**

Year	Number of Jobs	Change From Preceding Year		Percent of Total Region
		Number	Percent	
1950	29,100	0	---	5.1
1960	42,200	13,100	45.0	6.3
1970	42,100	-100	-0.2	5.4
1980	54,100	12,000	28.5	5.7
1990	52,200	-1,900	-3.5	4.9
2000	68,700	16,500	31.6	5.6

Source: U.S. Bureau of Economic Analysis and SEWRPC.

**TABLE 13-5  
NUMBER OF JOBS IN KENOSHA COUNTY COMMUNITIES: 2000**

Community	Number of Jobs	Percent of Jobs in Kenosha County
City of Kenosha	43,330	63.1
<b>Villages</b>		
Paddock Lake	826	1.2
Pleasant Prairie	10,996	16.0
Silver Lake	523	0.8
Twin Lakes	1,557	2.3
<b>Towns</b>		
Brighton	308	0.4
Bristol	3,526	5.1
Paris	1,006	1.5
Randall	670	1.0
Salem	2,195	3.2
Somers	3,107	4.5
Wheatland	610	0.9
<b>County</b>	<b>68,654</b>	<b>100.0</b>

Source: U.S. Bureau of Economic Analysis and SEWRPC.

### ***Number of Jobs by Industry Group***

Historical job levels by general industry group are summarized for the County and Region in Table 2-14 in Chapter 2. The 1990s saw a continuation of a shift in the Regional economy from manufacturing to service industry jobs. Manufacturing employment in the Region was virtually unchanged during the 1990s following a 15 percent decrease during the 1980s, and a modest four (4) percent increase during the 1970s. Conversely, service-related employment increased substantially during each of the past three decades – by 33 percent during the 1990s, 41 percent during the 1980s, and 53 percent during the 1970s. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups – such as wholesale trade, retail trade, government, and finance, insurance, and real estate – have been relatively stable in terms of their share of total employment in the Region over the last three decades. Agricultural jobs decreased by over 50 percent between 1970 and 2000, the only industry group other than manufacturing to lose employees.

Like the Region overall and the rest of Wisconsin, Kenosha County has also experienced a decline in manufacturing jobs. The number of manufacturing jobs in the County has decreased from about 16,520 jobs to 12,800 jobs, or by 23 percent, between 1970 and 2000. The County's percentage of jobs in manufacturing decreased from about 39 percent to about 19 percent during that period. The County experienced growth in all other employment categories between 1970 and 2000, with the exception of agricultural jobs. Agricultural jobs decreased about 57 percent, from about 1,370 jobs to 580 jobs.

There were about 76,470 jobs located in the County in 2005, which is an increase of about 7,820 jobs, or 11 percent, from the 2000 level. Table 13-6, page 7, sets forth the number of jobs by industry group in the County as of 2005. The industry groups in Table 13-6 differ from those in Table 2-14 in Chapter 2. This is because the data in Table 2-14 in Chapter 2 is based on the Standard Industry Classification (SIC) system<sup>5</sup>, and the data in Table 13-6 is based on the North American Industry Classification System (NAICS). The SIC system was used for Table 2-14 because historical employment data is only available in that form. In 1997, the U.S. government started using the NAICS to categorize and disseminate employment data. The NAICS was developed jointly by the U.S., Canada, and Mexico to provide improved comparability in statistics about business activity across North America.

### ***Major Employment Types***

The manufacturing industry led the County in number of jobs in 2005, despite the drop in the number of manufacturing jobs from 12,801 in 2000 to 10,887 in 2005. The next five (5) largest private employment categories in 2005 were:

- Retail trade – 8,716 jobs
- Health care and social assistance – 8,474 jobs
- Accommodation and food services – 5,942 jobs
- Administrative and waste services – 5,158 jobs
- Other services, except public administration – 4,759 jobs

The largest government employer in the County was local government including Kenosha County government jobs, which consisted of 7,687 jobs, or about 10 percent of total jobs. All government jobs comprised about 13 percent of total jobs in Kenosha County.

### ***Location Quotient Analysis***

A location quotient is a ratio that compares the concentration of a resource or activity, such as employment, in a defined area to that of a larger area or base. For example, location quotients can be used to compare county employment by industry type to that of other geographic areas. Kenosha County employment is compared to the Region, State, and Nation in Table 13-7, page 8.

<sup>5</sup> The SIC industrial classification structure is shown in more detail at [www.osha.gov/pls/imis/sic\\_manual.html](http://www.osha.gov/pls/imis/sic_manual.html)

A location quotient of 1.00 in Table 13-7, page 8, indicates that the County has an equal concentration of jobs in that industry type to the comparison area. If the location quotient is less than one, the County has a lower concentration of jobs by that industry type than the comparison area. If the location quotient is greater than one, the County has a higher concentration of jobs by that industry type than the comparison area. Compared to the Region, State, and Nation, Kenosha County has a relatively high concentration of arts, entertainment, recreation, accommodation, food service, and local government jobs. The County also has a higher concentration of manufacturing jobs compared to the Nation; the concentration is relatively similar in comparison to the Region and the State. In contrast, the County has a low concentration of information technology, finance and insurance, and civilian federal jobs compared to the Region, State, and Nation.

**TABLE 13-6  
PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY (NAICS) IN KENOSHA COUNTY: 2005<sup>a</sup>**

NAICS Industry Group	NAICS Code	Former SIC Industry Code <sup>a</sup>	SIC Division Code	Number of Jobs	Percent of Total
<b>Private Employment</b>					
Forestry, fishing, related activities & other	11	Agricultural, forestry, and fishing	A	__b	__b
Mining	21	Mining	B	__b	__b
Utilities	22	Transportation, communication, electric, gas, and sanitary services	E	__b	__b
Construction	23	Construction	C	4,616	6.0
Manufacturing	31-33	Manufacturing	D	10,887	14.2
Wholesale trade	42	Wholesale trade	F	2,602	3.4
Retail trade	44-45	Retail trade	G	8,716	11.4
Transportation and warehousing	48-49	Transportation, communication, electric, gas, and sanitary services	E	__b	__b
Information	51	Services	I	681	0.9
Finance and insurance	52	Finance, insurance, and real estate	H	1,815	2.4
Real estate and rental and leasing	53	Finance, insurance, and real estate	H	2,749	3.6
Professional and technical services	54	Services	I	2,716	3.5
Management of companies and enterprises	55	Services	I	730	1.0
Administrative and waste services	56	Services	I	5,158	6.7
Educational services <sup>c</sup>	61	Services	I	1,382	1.8
Health care and social assistance	62	Services	I	8,474	11.1
Arts, entertainment, and recreation	72	Services	I	1,876	2.5
Accommodation and food services	72	Services; Retail trade	I; G	5,942	7.8
Other services, except public administration	81	Services	I	4,759	6.2
Farm employment	11	Agricultural, forestry, and fishing	A	577	0.8
<b>SUBTOTAL<sup>d</sup></b>	--	--	--	<b>66,426</b>	<b>83.3</b>
<b>Government and Government Enterprises</b>					
Federal, Civilian	92	Public administration; Transportation, communication, electric, gas, and sanitary services	J; E	287	0.4
Military	92	Public administration	J	512	0.7
State government <sup>c</sup>	92	Public administration	J	1,558	2.0
Local government <sup>c</sup>	92	Public administration	J	7,687	10.0
<b>SUBTOTAL</b>	--	--	--	<b>10,044</b>	<b>13.1</b>
<b>TOTAL</b>	--	--	--	<b>76,470</b>	<b>100.0</b>

<sup>a</sup> SIC Industry Groups are detailed at [www.osha.gov/pls/imis/sic\\_manual.html](http://www.osha.gov/pls/imis/sic_manual.html).

*b Detailed data is not available at the County level; however, these industry groups total 2,746 jobs and 3.6 percent of the total jobs located in the County.*

*c The educational service category includes those employed by private schools and colleges. Public school employees are included in the state and local government category.*

*d Subtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs, in addition to those categories where the number of jobs are listed.*

Source: U.S. Bureau of Economic Analysis and SEWRPC.

**TABLE 13-7**  
**KENOSHA COUNTY EMPLOYMENT LOCATION QUOTIENT: 2005<sup>a</sup>**

(NAICS) Industry Group	Comparison with Region	Comparison with State	Comparison with Nation
<b>Private Employment</b>			
Forestry, fishing, related activities and other	..a	..a	..a
Mining	..a	..a	..a
Utilities	..a	..a	..a
Construction	1.30	1.10	0.97
Manufacturing	0.98	0.96	1.67
Wholesale trade	0.87	0.92	0.93
Retail trade	1.09	1.00	1.05
Transportation and warehousing	..a	..a	..a
Information	0.48	0.55	0.43
Finance and insurance	0.46	0.50	0.51
Real estate and rental and leasing	1.22	1.31	0.90
Professional and technical services	0.65	0.81	0.54
Management of companies and enterprises	0.56	0.79	0.90
Administrative and waste services	1.09	1.45	1.10
Educational services <sup>b</sup>	0.66	1.06	0.89
Health care and social assistance	0.92	1.05	1.12
Arts, entertainment, and recreation	1.25	1.37	1.22
Accommodation and food services	1.18	1.13	1.15
Other services, except public administration	1.21	1.22	1.11
Farm employment	1.55	0.26	0.45
<b>Government and Government Enterprises</b>			
Federal, civilian	0.39	0.45	0.23
Military	1.27	1.34	0.58
State government <sup>b</sup>	1.58	0.71	0.69
Local government <sup>b</sup>	1.49	1.28	1.26

*a Detailed data is not available.*

*b The educational service category includes those employed by private schools and colleges. Public school employees are included in the state and local government category.*

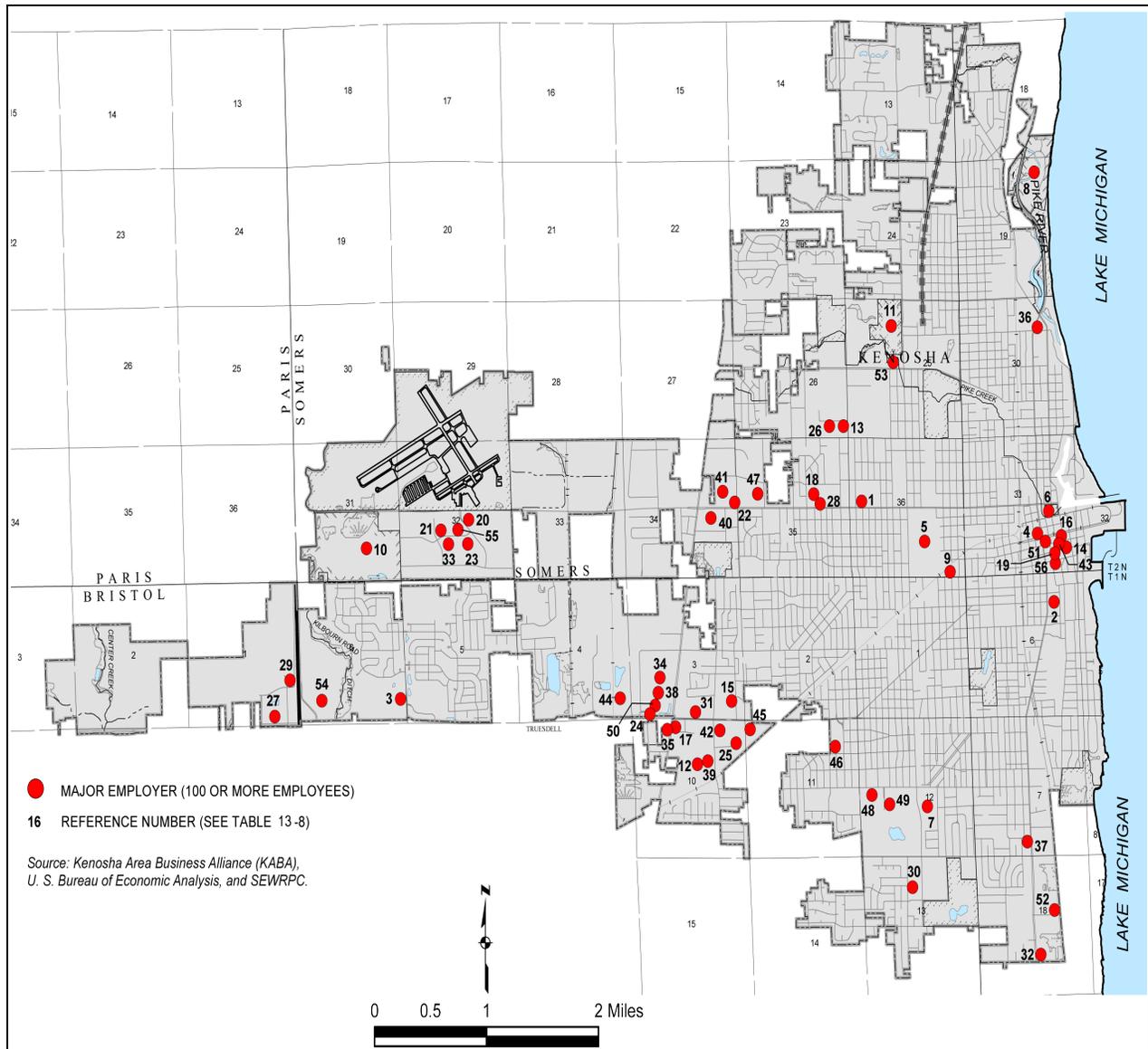
Source: U.S. Bureau of Economic Analysis and SEWRPC.

### **Major Employers**

Major employment locations in the City of Kenosha in 2006 (those with 100 or more employees) are shown on Map 13-1, page 9, and listed in Table 13-8, page 10. Specifically, in the City of Kenosha, there were four (4) employers with over 1,000 employees, three (3) employers between 500 and 999 employees, 11 employers with between 250 and 499 employees, and 38 employers with between 100 and 249 employees located in the County. For most of the values, ranges are given rather than a specific number of employees for confidentiality reasons. However, employee counts from a survey conducted in 2006 by the Kenosha Area Business Alliance (KABA)

were provided where possible. The five largest employers in the county were the Kenosha Unified School District, which serves the City of Kenosha, Village of Pleasant Prairie, and Town of Somers; United Hospital System located in the City of Kenosha and Village of Pleasant Prairie; Aurora Healthcare located in the City of Kenosha; Kenosha County government located throughout the County; and Daimler-Chrysler Corporation located in the City of Kenosha.

**MAP 13-1  
MAJOR EMPLOYERS IN THE CITY OF KENOSHA: 2006**



**Annual Wages**

Table 13-9, page 11, sets forth the “average annual wage” by industry group in the County, Region, and State in 2005. The average annual wage paid to workers employed in Kenosha County was \$33,770 in 2005. This was about five (5) percent below the State average of \$35,547. Jobs in manufacturing provided the highest average annual wage in the County at \$49,475, with jobs in construction second at \$46,627. Jobs in public administration provided the third highest average annual wage at \$37,291. Jobs in leisure and hospitality provided the lowest annual wage at \$10,323. Table 13-9 shows that annual wages by industry were generally lower in Kenosha County than the rest of the Southeastern Wisconsin Region and the State.

**TABLE 13-8  
LOCATION OF MAJOR EMPLOYERS<sup>a</sup> IN THE CITY OF KENOSHA: 2006**

No. on Map 13-1	Name	NAICS Code	NAICS Industry Title	No. of Employees <sup>b</sup>
1	Kenosha Unified School District <sup>c</sup>	611110	Educational Services	2542
2	United Hospital System, Inc. <sup>c</sup>	622110	General Medical and Surgical Hospitals	1852
3	Aurora Healthcare <sup>c</sup>	622110	General Medical and Surgical Hospitals	1076
4	Kenosha County <sup>c</sup>	921140	Executive and Legislative Offices, Combined	1001
5	Daimler Chrysler Corp.	336312	Gasoline Engine and Engine Parts Manufacturing	975
6	City of Kenosha	921140	Executive and Legislative Offices, Combined	750
7	Snap-On, Inc.	551114	Corporate, Subsidiary, and Regional Managing Offices	600
8	Carthage College	611310	Educational Services	425
9	Jockey International, Inc.	551114	Corporate, Subsidiary, and Regional Managing Offices	376
10	Dairyland Greyhound Park	711212	Racetracks	334
11	Gateway Technical College	611210	Educational Services	295
12	Ocean Spray Cranberries, Inc.	311421	Fruit and Vegetable Canning	295
13	JHT Holdings		Transportation and Distribution	280
14	Society's Assets, Inc.	624120	Services for the Elderly and Persons with Disabilities	250 – 499
15	Pick and Save	445110	Supermarkets and Other Grocery (except Convenience) Stores	250 – 499
16	QPS Companies, Inc.	561320	Temporary Help Services	250 – 499
17	Walgreen's	424210	Drugs and Druggists' Sundries Merchant Wholesalers	250 – 499
18	Wal-Mart	452112	Discount Department Stores	250 – 499
19	United Communications Corp.	511110	Newspaper Publishers	237
20	Teleflex Medical (Beere Precision Medical Instruments)	339112	Surgical and Medical Instrument Manufacturing	220
21	Martin Peterson Company, Inc.	332322	Sheet Metal Work Manufacturing	211
22	Riley Construction Company	236220	Commercial and Institutional Building Construction	185
23	Mead-Westvaco Corp.	322232	Envelope Manufacturing	151
24	Applebee's/Pizza Hut/Dos Banditos	722110	Full-Service Restaurants	100 – 249
25	ATC Leasing Co., Inc.	561110	Office Administrative Services	100 – 249
26	Bane Nelson, Inc.	238292	Other Nonresidential Equipment Contractors	100 – 249
27	Brat Stop	722410	Drinking Places (Alcoholic Beverages)	100 – 249
28	Burger King	722211	Limited-Service Restaurants	100 – 249
29	Cracker Barrel Old Country Store, Inc.	722110	Full-Service Restaurants	100 – 249
30	Extencare Homes, Inc.	623110	Nursing Care Facilities	100 – 249
31	Golden Corral	722211	Limited-Service Restaurants	100 – 249
32	I E A, Inc.	333414	Heating Equipment (except Warm Air Furnaces) Mfg.	100 – 249
33	ITT Industries	332322	Sheet Metal Work Manufacturing	100 – 249
34	Jewel Food Stores	445110	Supermarkets and Other Grocery (except Convenience) Stores	100 – 249
35	Johnson Bank	522110	Commercial Banking	100 – 249
36	Kindred Nursing Centers (Woodstock Health and Rehabilitation Center)	623110	Nursing Care Facilities	100 – 249
37	Kindred Nursing Centers (Sheridan Medical Complex)	623110	Nursing Care Facilities	100 – 249
38	Kohl's Department Stores	452112	Discount Department Stores	100 – 249
39	Lacosta, Inc.	561720	Janitorial Services	100 – 249
40	Laidlaw Transit, Inc.	485410	School and Employee Bus Transportation	100 – 249
41	Laminated Products, Inc.	337110	Wood Kitchen Cabinet and Countertop Manufacturing	100 – 249
42	Manpower, Inc.	561320	Temporary Help Services	100 – 249

No. on Map 13-1	Name	NAICS Code	NAICS Industry Title	No. of Employees <sup>b</sup>
43	Market Probe, Inc.	541910	Marketing Research and Public Opinion Polling	100 – 249
44	Menards, Inc.	444110	Home Centers	100 – 249
45	Palmen Motors, Inc.	441110	New Car Dealers	100 – 249
46	Sears Roebuck and Company	452111	Department Stores (except Discount Department Stores)	100 – 249
47	Shopko Stores	452112	Discount Department Stores	100 – 249
48	Sports Physical Therapy and Rehabilitation Services	621340	Offices of Physical, Occupational and Speech Therapists, and Audiologists	100 – 249
49	Supervalu	445110	Supermarkets and Other Grocery (except Convenience) Stores	100 – 249
50	Target Stores	452112	Discount Department Stores	100 – 249
51	U.S. Postal Service	491110	Postal Service	100 – 249
52	Vista International Packaging	311612	Meat Processed from Carcasses	100 – 249
53	Washington Manor	623110	Nursing Care Facilities	100 – 249
54	Woodman's Food Market	445110	Supermarkets and Other Grocery (except Convenience) Stores	100 – 249
55	XTEN Industries	326199	All Other Plastics Product Manufacturing	100 – 249
56	YMCA of Kenosha	813410	Civic and Social Organizations	100 – 249

a Major employers are those with 100 or more employees.

b A range of employees is listed for those employers who are unwilling to report a specific number.

c Includes employees working at multiple locations in several communities.

Source: Kenosha Area Business Alliance (KABA), U.S. Bureau of Economic Analysis and SEWRPC.

**TABLE 13-9**  
**AVERAGE ANNUAL WAGES BY INDUSTRY GROUP: 2005**

Industry Group (NAICS)	Kenosha County	Region	State	Percent of Region <sup>a</sup>	Percent of State <sup>a</sup>
Natural Resources	\$23,696	\$32,089	\$27,765	73.8	85.3
Construction	\$46,627	\$46,434	\$42,891	100.4	108.7
Manufacturing	\$49,475	\$50,372	\$44,430	98.2	111.4
Trade, Transportation, Utilities	\$31,048	\$33,347	\$31,088	93.1	99.9
Information	..b	..b	\$43,439	..b	..b
Financial Activities	\$32,788	\$54,454	\$46,267	60.2	70.9
Professional and Business Services	\$34,142	\$43,646	\$40,462	78.2	84.4
Education and Health Services <sup>c</sup>	\$34,033	\$38,881	\$37,228	87.5	91.4
Leisure and Hospitality	\$10,323	\$14,044	\$12,468	73.5	82.8
Other Services	\$18,344	\$22,065	\$20,604	83.1	89.0
Public Administration <sup>c</sup>	\$37,291	\$42,446	\$37,244	87.9	100.1
ALL INDUSTRIES	\$33,770	..b	\$35,547	..b	95.0

a Compares the Kenosha County average annual wage as a percentage of the Regional or State average annual wage.

b Date not available.

c The educational service category includes those employed by private schools and colleges. Public school employees are included in the state and local government category.

Source: Wisconsin Department of Workforce Development and SEWRPC.

**Household Income**

Income is another primary indicator of the overall economic well being of an area. Annual household income is documented in Table 2-7 in Chapter 2. The median household income of City of Kenosha residents was \$41,902 in 1999, which was \$5,068 less than the median household income in the County (\$46,970), \$4,406 less than the median household income in the Region, (\$46,308), \$1,889 less than the median household income in the State

(\$43,791), and \$92 less than the household income in the Nation (\$41,994). Household incomes of the City, County, Region, State, and Nation from 1979 – 1999 are shown in Table 13-10, page 12. The 2007 estimated median household income for the City of Kenosha was \$49,863 according to the Consumer Price Index (CPI), a measure of inflation (see Table 13-11, page 12).

**TABLE 13-10**  
**MEDIAN HOUSEHOLD INCOME: 1979 - 1999**

Community/Area	1979	1989	1999	Percent of Change 1979 - 1999
<b>City of Kenosha</b>				
Reported Dollars	\$18,927	\$27,770	\$41,902	121.4
Constant 1999 Dollars	\$43,762	\$37,632	\$41,902	(4.3)
<b>Kenosha County</b>				
Reported Dollars	\$20,084	\$30,638	\$46,970	133.9
Constant 1999 Dollars	\$46,437	\$41,519	\$46,970	1.1
<b>Region</b>				
Reported Dollars	\$20,096	\$32,146	\$46,308	130.0
Constant 1999 Dollars	\$46,456	\$43,563	\$46,308	(0.3)
<b>State</b>				
Reported Dollars	\$17,680	\$29,442	\$43,791	147.7
Constant 1999 Dollars	\$40,879	\$39,898	\$43,791	7.1
<b>Nation</b>				
Reported Dollars	\$16,841	\$30,056	\$41,994	149.4
Constant 1999 Dollars	\$38,939	\$40,730	\$41,994	7.8

Source: U.S. Bureau of the Census and SEWRPC.

**TABLE 13-11**  
**1999 MEDIAN HOUSEHOLD INCOME IN THE CITY OF KENOSHA, SURROUNDING COMMUNITIES, AND KENOSHA COUNTY ADJUSTED TO 2005 DOLLARS**

Community	1999 Reported Dollars	2007 <sup>a</sup> Estimate
City of Kenosha	\$41,902	49,863
Village of Pleasant Prairie	\$62,856	74,799
Town of Bristol	\$54,661	65,047
Town of Paris	\$54,375	64,706
Town of Somers	\$49,608	59,033
Kenosha County	\$46,970	55,894

<sup>a</sup> Adjustment based on the Consumer Price Index.

Source: U.S. Bureau of the Census and SEWRPC.

### Commercial and Industrial Areas

The City of Kenosha has a strong economic base, as indicated by the labor force and household income characteristics. In addition to positive labor force characteristics, the City of Kenosha must ensure that an adequate number of sites for business retention, expansion, and attraction are identified to maintain its strong economic base. This chapter contains an inventory of sites suitable for commercial and industrial development, including existing business parks and tax increment finance (TIF) districts. Environmentally contaminated sites were also identified to assist in analyzing whether such sites may be suitable for remediation and redevelopment for commercial or industrial uses.

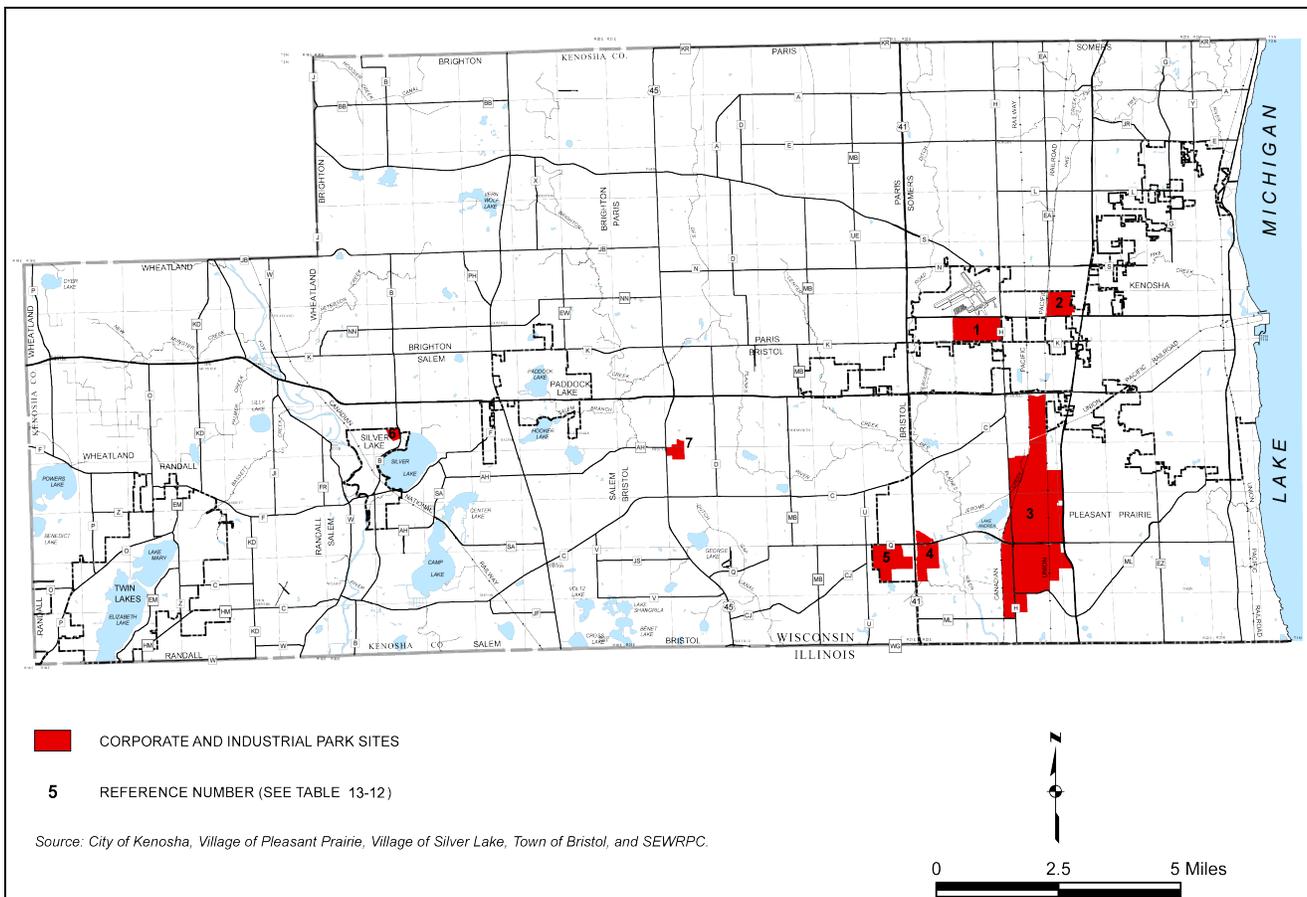
**Business/Industrial Parks**

Existing business/industrial parks located in the City of Kenosha and surrounding area are shown on Map 13-2, page 13, and listed in Table 13-12, page 15. Business/industrial parks are generally described as having the following characteristics:

- A planned and publicly-owned internal street system;
- Sanitary sewer service and public water service available;
- A minimum of ten (10) acres for brownfield sites and 35 acres for greenfield sites; and
- Land that was platted or divided by certified survey map, except for brownfield sites, and under single ownership at the time the park was created.

In 2007, there were two (2) business/industrial parks located in the City of Kenosha, encompassing 465 acres. About 83 percent of the land, or 388 acres, has been developed or is committed to development. About 17 percent of the land, or 77 acres, are currently available for development. Uses located in business/industrial parks are traditionally manufacturing, warehousing, or office uses.

**MAP 13-2  
MAJOR EMPLOYERS IN THE CITY OF KENOSHA: 2006**



**TABLE 13-12  
BUSINESS/INDUSTRIAL PARKS IN KENOSHA COUNTY: 2007**

No. on Map 13-2	Name	Total Acres	Acres Developed
City of Kenosha			
1	Business Park of Kenosha	302	230
2	Kenosha Industrial Park	163	158
Village of Pleasant Prairie			
3	Lake View East Corporate Park	2,336	1,907
4	Lake View West Corporate Park	211	128
5	Prairiewood Corporate Park	272	70
Village of Silver Lake			
6	Schenning Industrial Park	35	35
Town of Bristol			
7	Bristol Industrial Park	72	62
<b>TOTAL</b>		<b>3,391</b>	<b>2,590</b>

NOTE: There were four (4) additional business/industrial parks located in Kenosha County in 2007, the Bane-Nelson Industrial Park, CC and G Industrial Park, and Westview Industrial Park in the City of Kenosha; and the Twin Lakes Industrial Park in the Village of Twin Lakes. These four (4) business/industrial parks are not included in the table above because they do not meet all of the criteria established for such parks, which are listed on page 13.

Source: Local Governments and SEWRPC.

### ***Contaminated Sites and Former Landfills***

Section 66.1001 of the *Wisconsin Statutes* requires the economic development element of a comprehensive plan to promote the remediation of environmentally contaminated sites for commercial and industrial use.

Environmentally contaminated sites are shown on Map 13-3, page 17, and listed in Table 13-13, page 15. As of June 2007, the Wisconsin Department of Natural Resources (DNR)-Bureau for Remediation and Redevelopment identified environmentally contaminated sites at 62 locations in the City of Kenosha that had not been remediated, and which are currently being monitored. There are an additional three (3) sites located in the City growth area. Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer causing substances; however, given time, petroleum contamination naturally breaks down in the environment (biodegradation). In addition, some LUST sites may emit potentially explosive vapors. An ERP site is a site other than a LUST site that has contaminated soil and/or groundwater that is not caused by a leaking underground storage tank. Possible causes for contamination of an ERP site include industrial spills or dumping that requires long-term investigation, buried containers of hazardous substances, closed landfills that have caused contamination, and areas with petroleum contamination from above ground storage tanks.

In addition to the LUST and ERP sites, two (2) inactive landfills have been identified by the DNR in the City of Kenosha. A facility that is no longer actively involved in landfill activities is considered “inactive,” and is sometimes referred to as a “former” landfill. The DNR uses a number of sources to identify former landfills, including State databases of registered landfills and demolition permits. The inclusion of a site does not mean that environmental contamination has occurred, is occurring, or will occur in the future, but is intended to serve as a general informational source for local officials regarding the location of waste disposal sites. Such “inactive” landfill sites are shown on Map 13-4, page 18, and listed in Table 13-14, page 16.

Environmentally contaminated sites were reviewed during preparation of this plan. Typically, contaminated sites identified by the DNR are former or existing gas stations, farms, or small industrial sites. The City of Kenosha has identified 14 contaminated sites that have already been redeveloped, are currently being redeveloped, or that are planned to be redeveloped. The City has prepared and will continue to prepare

detailed neighborhood plans which will identify the specific land uses proposed to be developed on sites identified as environmentally contaminated.

**TABLE 13-13**  
**CONTAMINATED SITES IN THE CITY OF KENOSHA: 2007**

No. on Map 13-3	Name <sup>a</sup>	Location	Activity Type <sup>b</sup>
1	54 <sup>th</sup> Street & STH 32, NW Corner	54 <sup>th</sup> Street & STH 32, NW Corner	LUST
2	Arctic Laundry and Cleaners	5619 22 <sup>nd</sup> Avenue	ERP
3	Ashmus Belting	1000 50 <sup>th</sup> Street	ERP
4	Benco (Pinsker – Phillips 66)	3404 52 <sup>nd</sup> Street	LUST
5	BR Machining	1303 35 <sup>th</sup> Street	ERP
6	Brat Stop Restaurant	12304 75 <sup>th</sup> Street	ERP
7	Brookside Care Center	3506 Washington Road	LUST
8	C & L Cleaners <sup>c</sup>	8927 Sheridan Road	ERP
9	Cable & Sons Excavating	6821 28 <sup>th</sup> Avenue	LUST
10	Campus Auto Repair	4500 Sheridan Road	ERP/LUST
11	Carthage College Tennis Court Construction Site	1700 Sheridan Road	ERP
12	Central Transport	5015 38 <sup>th</sup> Avenue	LUST
13	City of Kenosha Poerio Park	20 <sup>th</sup> Avenue	ERP
14	City of Kenosha Right-of-Way (ROW)	ROW North of 2301 N. Roosevelt Road	ERP
15	City of Kenosha ROW	ROW South of 2928 to 2978 N. Roosevelt Road	ERP
16	Clark Oil Station #1602	2710 Roosevelt Road	LUST
17	Crow, Gordon L. property <sup>c</sup>	2916 Sheridan Road	ERP
18	Daimler Chrysler Corporation (multiple sites)	5555 30 <sup>th</sup> Avenue	ERP/LUST
19	Dairy property (former)	4515 Washington Road	LUST
20	Dave's American Muffler	7855 Sheridan Road	LUST
21	Dynatomic Corp. (former)	3122 14 <sup>th</sup> Avenue	LUST
22	Finishing & Plating Service, Inc.	1011 53 <sup>rd</sup> Street	ERP
23	Fouts, James property	1105 57 <sup>th</sup> Street	ERP
24	Haarstick Auto Body <sup>c</sup>	5215 Sheridan Road	ERP
25	Harborpark Lots 11 and 12	3 <sup>rd</sup> Avenue and 56 <sup>th</sup> Street	ERP
26	Heimes Garage	3418 66 <sup>th</sup> Street	LUST
27	Hertz Car and Truck Rental	3427 60 <sup>th</sup> Street	ERP
28	Infusino Construction	17 <sup>th</sup> Ct. & Birch Road	LUST
29	Kenosha Community Health Center	5215 Sheridan Road	ERP
30	Kenosha Iron & Metals, Co.	5512-5514 19 <sup>th</sup> Avenue	ERP
31	Kenosha Manufactured Gas Plant Remediation Site (MGP)	5215 Sheridan Road	ERP
32	Kenosha Streetcar Barn	724 54 <sup>th</sup> Street	ERP
33	Kenosha Youth Foundation Lot	5800 49 <sup>th</sup> Street	LUST
34	Kip Nelson Services	5700 – 5800 49 <sup>th</sup> Street	ERP
35	Lakeside Cleaners	5920 Sheridan Road	ERP
36	LeBlanc Corporation	7001 30 <sup>th</sup> Avenue	ERP
37	MacWhyte Facility (former)	2906 14 <sup>th</sup> Avenue	ERP
38	Mankowski property	26 <sup>th</sup> Avenue from 45 <sup>th</sup> Street to 48 <sup>th</sup> Street	ERP
39	Martino's Master Drycleaners	1205 65 <sup>th</sup> Street	ERP/LUST
40	Milk producers (former)	6843 29 <sup>th</sup> Street	ERP
41	Monarch Plastics	1205 65 <sup>th</sup> Street	ERP
42	Muellers Auto & Tire Center, LLC	3300 60 <sup>th</sup> Street	LUST

No. on Map 13-3	Name <sup>a</sup>	Location	Activity Type <sup>b</sup>
43	North American Salt Company	4500 13 <sup>th</sup> Court	ERP
44	Outokumpu Site (former) <sup>c</sup>	1420 63 <sup>rd</sup> Street	ERP/LUST
45	Parking Lot	52 <sup>nd</sup> Street and 8 <sup>th</sup> Avenue	ERP
46	Pneumatech, Inc. (City of Kenosha Water Utility)	8043 Sheridan Road	ERP
47	Pugh Oil	6722 39 <sup>th</sup> Avenue	LUST
48	Pugh Oil	2122 60 <sup>th</sup> Street	LUST
49	Railroad ROW	ROW West of 10 <sup>th</sup> Avenue and 47 <sup>th</sup> Street	ERP
50	Shell Gas Station	2802 52 <sup>nd</sup> Street	LUST
51	Speedway 2122	5959 75 <sup>th</sup> Street	LUST
52	Speedway Gas Station (former)	5821 Sheridan Road	ERP
53	Strawberry Creek of Kenosha	14800 75 <sup>th</sup> Street	ERP/LUST
54	Suggar property	3301 60 <sup>th</sup> Street	LUST
55	Superamerica 4130 (former)	704 75 <sup>th</sup> Street	LUST
56	Tirabassi & Sons, Inc.	NW Corner of 39 <sup>th</sup> Avenue and 85 <sup>th</sup> Street	ERP
57	Uptown Radiator and Repair	3405 60 <sup>th</sup> Street	LUST
58	Van Bree property	1308 35 <sup>th</sup> Street	LUST
59	Veal, Inc.	CTH K/Canadian Pacific RR/Union Pacific RR	ERP
60	Wisconsin Department of Transportation	Intersection of Sheridan Road and 75 <sup>th</sup> Street	LUST
61	Wisconsin Dept. of Transportation, Hessefort Sevice, Inc.	2831 Roosevelt Road	LUST
62	Zizzo Scrap Iron & Paper Dealer	1320 52 <sup>nd</sup> Street	ERP
96	George Capoun Golf Academy <sup>d</sup>	4209 Green Bay Road	ERP
97	Harvey property <sup>d</sup>	9717 60 <sup>th</sup> Street	LUST
100	Mobil Oil Corporation <sup>d</sup>	11809 Burlington Road	LUST

NOTE: This list was compiled from the Wisconsin Department of Natural Resources (DNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS), which is an inventory maintained by the DNR of contaminated properties. The inventory is updated on a continuous basis. The current inventory may be viewed on the DNR website at <http://botw.dnr.state.wi.us/botw/setupbasicsearchform.do>.

Users should be aware that sites are occasionally listed under the incorrect local government.

*a Name listed on DNR registry. Site names may have changed since they were first listed.*

*b Includes Environmental Repair (ERP sites and Leaking Underground Storage Tank (LUST) sites identified by the DNR.*

*c Site acquired by the City of Kenosha Department of City Development.*

*d Located in the City Growth Area.*

Source: Wisconsin Department of Natural Resources and SEWRPC.

**TABLE 13-14**

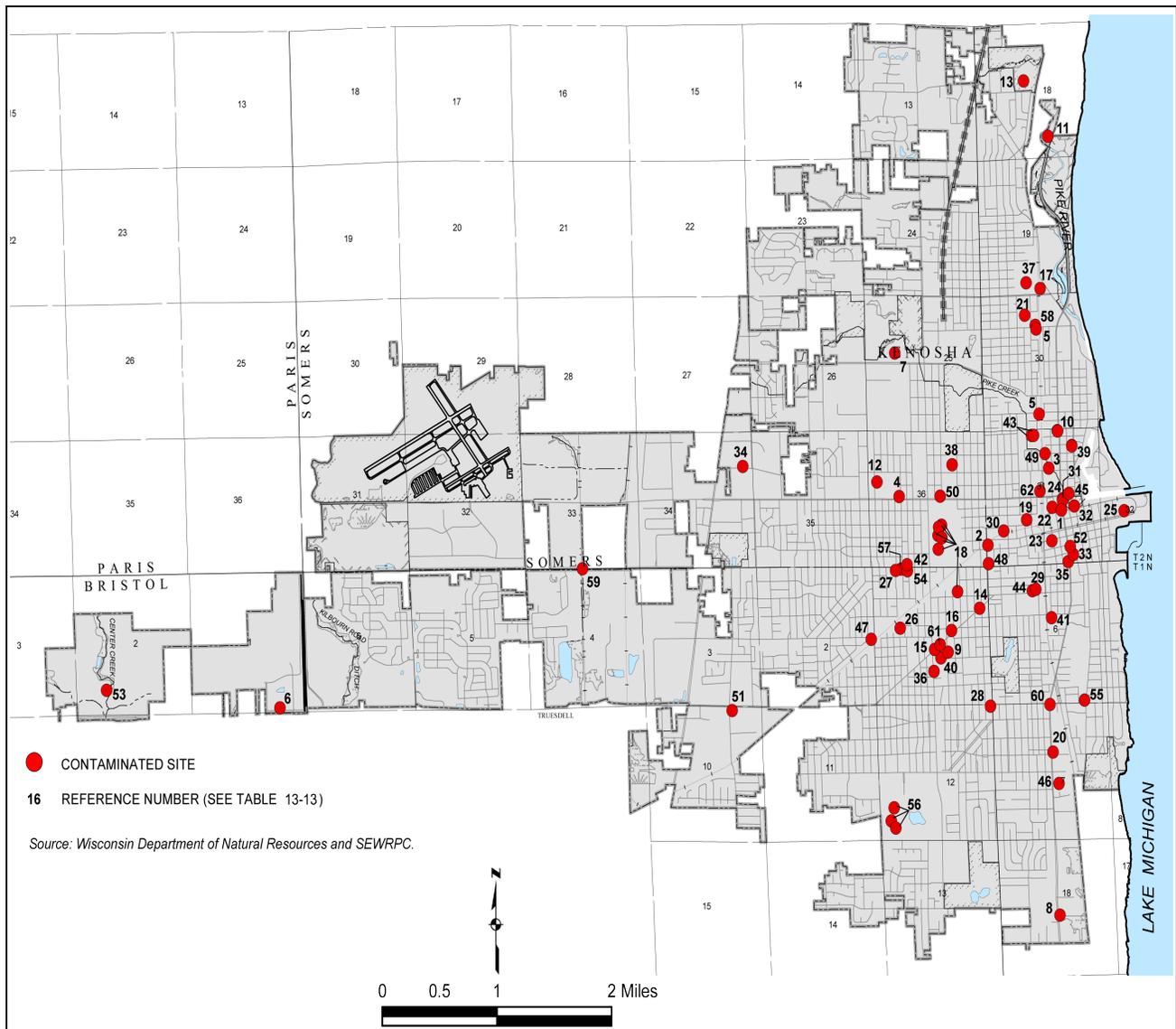
**INACTIVE AND TRANSITIONAL LANDFILLS IN THE CITY OF KENOSHA: JULY 2008**

No. on Map 13-4	Operator	DNR Activity Type	Size (acres)
1	Kenosha County Trucking	Inactive	.. <sup>a</sup>
2	Ron's Rubbish	Inactive	.. <sup>a</sup>

*a Data not available.*

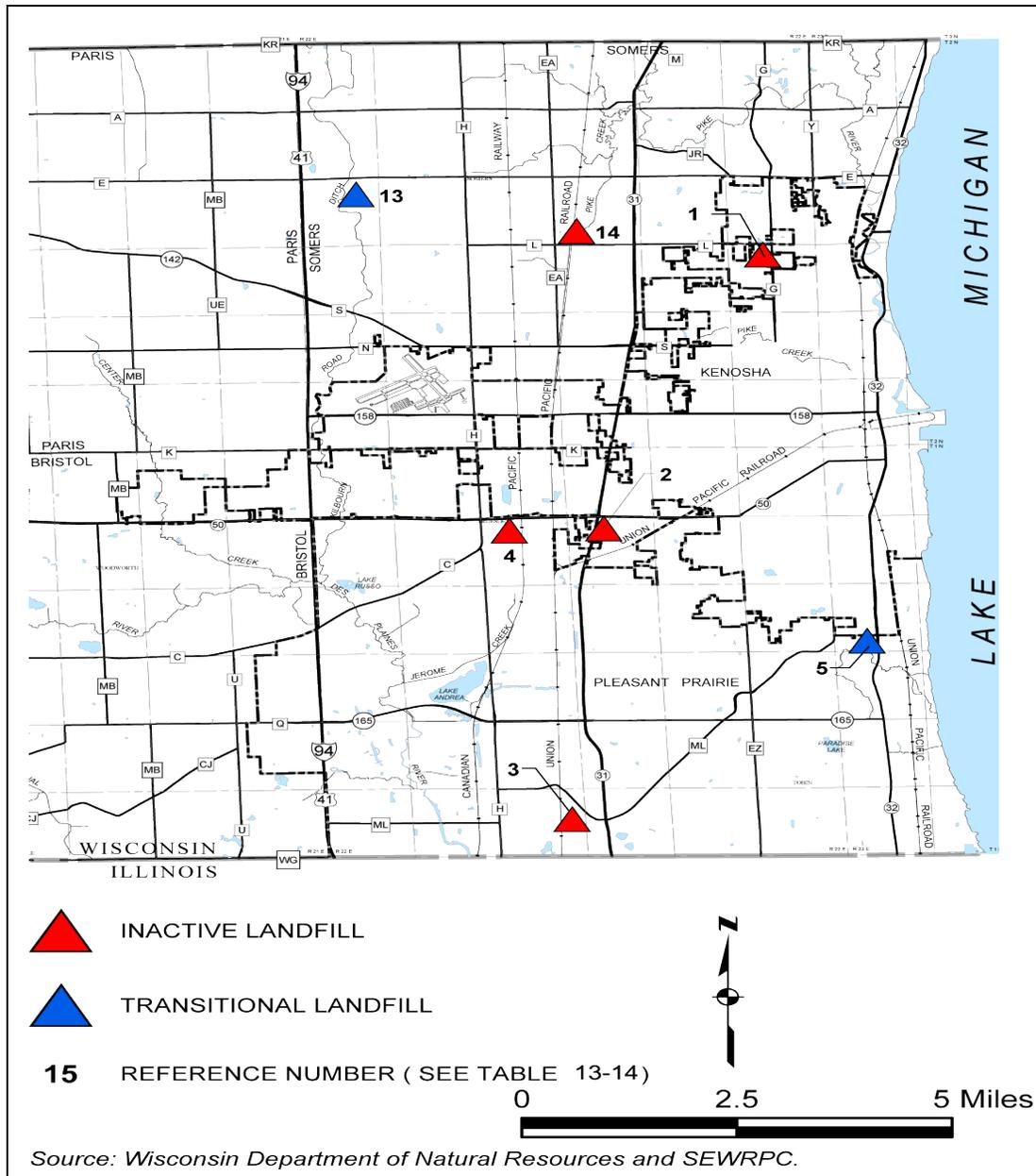
Source: U.S. Bureau of the Census and SEWRPC.

### MAP 13-3 KNOWN CONTAMINATED SITES IN KENOSHA COUNTY: 2007



MAP 13-4

INACTIVE AND TRANSITIONAL LANDFILLS IN KENOSHA COUNTY: 2007



## PART 2: ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS

### General Economic Development Organizations and Programs

A number of economic development organizations and programs have been established to assist in the establishment, retention, and expansion of area businesses as described below.

#### ***Kenosha Area Business Alliance, Inc. (KABA)***

The Kenosha Area Business Alliance, Inc. (KABA) is a non-profit organization created in 1996 through the merger of the Kenosha Area Development Corporation and the Kenosha Area Manufacturers and Employers Association. KABA’s mission is to be the lead business organization that drives economic development throughout Kenosha County, and to support and provide services to its members and Kenosha County

communities to ensure quality growth, a robust economy, and a positive business climate for the Kenosha area. Predecessor organizations can be traced back to the Greater Kenosha Development Corporation, founded in 1983.

The KABA Board consists of 35 members representing leaders from business, education, health care, energy, and local governments, and is served by six (6) full-time KABA staff members. Current membership in KABA is about 400 members, representing a diverse group of companies and individuals interested in the economic development of the Kenosha County area. Members range in size from Fortune 100 companies to small business owners, sole proprietors, and individuals.

KABA assists businesses in Kenosha County by facilitating loans for businesses, by providing job training and assistance to area businesses, by developing reports and conducting surveys to collect economic and educational data in Kenosha County, by providing marketing tools, and by reaching out to youths through educational assistance and mentoring programs. In 2007, the KABA staff prepared the *2006 Kenosha County Comprehensive Economic Development Strategy Report* (CEDS). The CEDS report outlines current and historic economic trends in Kenosha County, defines economic development goals and objectives for the year 2007, and provides an assessment of results from goals defined in the previous year's report. Other reports and survey results produced by KABA are available on the KABA website at <http://www.kaba.org/news/reportsresults.htm> and include the following:

- *2007 Economic Outlook Survey Report*
- *2007 Holiday Survey Report*
- *2006 Fringe Benefit Survey Report*
- *2006 Wage & Salary Survey Sample*
- *2006 Economic Outlook Survey*
- *2006 Holiday Survey*
- *2005 Kenosha County School Systems Comparative Analysis*
- *2005 Economic Outlook Survey*
- *2005 Holiday Survey Report*
- *2004 Benefit Survey Report*

Business retention and growth services provided by KABA include visits and presentations to businesses and service groups, services to connect businesses to business resources, worker training programs, and business management certification. Business attraction and marketing services include providing a quarterly KABA newsletter, the KABA website as a business attraction resource, economic and demographic data to the public, the economic surveys, and business site location listings. KABA maintains partnerships with several economic development organizations and participates in several economic development programs in the Region including the Regional Economic Partnership and the Milwaukee 7 (see below).

KABA is further involved with assisting in packaging loan requests, working with financial institutions to expedite lending processes, administering two Wisconsin Department of Commerce tax credit programs, and marketing various revolving loan funds. KABA manages an extensive portfolio of community revolving loan funds that provide low interest loans and financing to companies that are creating jobs in Kenosha County either by expanding existing businesses or establishing a new business in the County. Some of the programs and services provided by, or coordinated through KABA are described below.

#### *Technology Zone Tax Credits*

The Wisconsin Department of Commerce's Technology Zone program offers tax credit incentives to new and growing businesses in the State's high-technology sectors. High technology businesses planning to expand existing operations in a designated Technology Zone area, individuals planning to start a new business in a Technology Zone area, or businesses considering relocation to a Technology Zone area from outside Wisconsin may be eligible for a maximum \$500,000 tax credit. Kenosha County, along with Racine and Walworth Counties,

is part of the Southeast Tri-County Technology Zone. As an administering agency, KABA works with eligible businesses to secure tax credits.

#### *Community Development Zone Tax Credits*

The Wisconsin Department of Commerce's Community Development Zone Program (CDZ) is a tax benefit initiative used to help business owners expand existing businesses, start new businesses, or relocate existing businesses to Wisconsin through the use of tax credits. KABA provides assistance to eligible businesses to secure CDZ tax credits.

There are three methods in which businesses would be eligible for development zone tax credits. The first provides non-refundable tax credits of up to \$6,500 for each new full-time job created and filled by members of target groups. Eligible target groups include W-2 participants, dislocated workers, Federal Enterprise Community residents, vocational rehabilitation program referrals, Vietnam-era veterans, ex-felons, and youth from low-income families. The City of Kenosha is the sole designated CDZ in Kenosha County. The second provides non-refundable tax credits of up to \$6,500 for each new full-time job created and filled by Wisconsin residents who are not members of target groups. In this case, the actual amount of credits is dependent upon wages and benefits; wages must be at least 150 percent of federal minimum wage. A full-time job means a regular non-seasonal job consisting of at least 2,080 working hours per year. One-third of the allocated tax credits must be claimed for jobs that are filled by target group members. The third method provides a non-refundable environmental remediation tax credit of 50 percent for all remediation costs affected by environmental pollution in a brownfield development. Twenty-five percent of all credits allocated to the business must be used for creating full time jobs.

According to KABA, certain properties within the City of Kenosha are included in Kenosha's Community Development Zone and are therefore eligible to take advantage of tax credits based on either the creation of new full-time jobs or for eligible environmental site remediation costs. Phase II of the Business Park of Kenosha and most of the properties in the City's Downtown lakefront area are included in the Community Development Zone. Recent beneficiaries include Roundy's Supermarket, which was awarded a \$250,000 CDZ tax credit for the construction of a new food processing plant in the City of Kenosha in 2005.

#### *Revolving Loan Funds*

The Wisconsin Community Development Block Grant (CDBG) Program, administered by the Wisconsin Department of Commerce, provides local governments or government agencies with funds to use for business start-ups and expansion. These funds, received from the U.S. Department of Housing and Urban Development, are used to provide grants to local units of government that use the funds to loan to a business. The business, in return for use of the public funds, provides private investment towards the assisted activity and most importantly creates job opportunities, principally for the benefit of low- and moderate-income persons.

When a business repays the community the loan (principal and interest payments), the funds are used to capitalize a local revolving loan fund (RLF). With the RLF, the community can make additional loans to businesses wishing to expand or locate in the community. These loans typically are smaller loans (\$20,000-\$100,000). The community's revolving loan fund can expand the amount in its RLF to an amount in excess of the original when successfully administered. This happens when the community exercises due diligence by performing a thorough credit analysis to determine business viability and adequately securing and servicing the loan. In administering a RLF, a community becomes a "bank" and accepts responsibilities similar to that of a commercial lender when it makes a CDBG or RLF loan to a business.

To be eligible for funding, a proposed project must meet specified minimum requirements based on the terms of the RLF. Such terms may include a specified amount of private sector investment, such as a ratio of borrowed money to investment, or require that a certain number of jobs be created or retained for the specified amount of RLF funds requested. Additionally, an applicant would need to demonstrate that the proposed project is viable and that the business has the ability to repay the funds under the terms of the agreement. Time limits on loan repayment may also be set forth in an RLF.

Funding from RLF programs is used to create employment opportunities, encourage private investment, and provide a financing alternative for new business start-ups or expanding existing businesses. Loans may be used for the purchase, rehabilitation, renovation, or construction of a building; site acquisition and preparation; purchase of furniture, fixtures, and equipment; financing and working capital; tenant improvements; and buyouts by purchase of assets or stock. There were four (4) businesses approved for KABA revolving loans in 2006 and four (4) in 2005. Table 13-15, page 22, shows KABA's revolving loan fund allocations for 2006. The following is a list of available revolving loan funds managed by KABA:

- *KABA Revolving Loan Fund (KABA RLF)*  
This program is funded by private donations to KABA for the purpose of creating jobs and development in Kenosha County. Loan approval and amount is up to the discretion of the KABA Board.
- *City of Kenosha Revolving Loan Fund (City RLF)*  
This program is funded by the City of Kenosha General Fund for businesses within the City. Its focus is on reinvestment areas including the City's business parks and businesses which pay high wages. The maximum loan is \$500,000, or 50 percent of the project cost, whichever is less.
- *Economic Development Authority Revolving Loan Fund (EDA RLF)*  
This program is federally funded by the U.S. Department of Commerce through Kenosha County, with a focus on manufacturing and manufacturing related businesses. The maximum loan amount is \$350,000, or not more than 1/3 of the total project cost, whichever is less. The loan cannot be used to relocate a business from another regional market.
- *Kenosha County Revolving Loan Fund (CRLF)*  
This program is funded by the Kenosha County General Fund to create development and jobs in Kenosha County. The funds can also assist eligible non-profit agencies that provide services through, and/or to, the County. The maximum loan is \$800,000, or 50 percent of the project cost, whichever is less.
- *Consolidated Kenosha County Revolving Loan Fund (CKC RLF)*  
This program is federally funded through the Wisconsin Community Development Block Grant Program (CDBG); funds are granted to the County and assigned to KABA upon the repayment of the assigned loans. These funds can only be used by businesses located outside the City of Kenosha and to create or retain jobs. The maximum loan is \$750,000, or not more than 50 percent of the project cost, whichever is less.
- *Urban Development Action Grant Revolving Loan Fund (UDAG RLF)*  
This program is federally funded through the City of Kenosha for City businesses which have specific needs, or to create or retain jobs. Preference is given to revitalization and redevelopment projects.
- *Business Improvement District Revolving Loan Fund (BID RLF)*  
This program is funded through the City of Kenosha's federal block grant program to be used by the Business Improvement District (BID) to assist in revitalization of a BID area. This is strictly a loan program for the BID; grant funds cannot be awarded through this program. However, these funds may be used by the BID as equity or subordinated debt.

TABLE 13-15

**KENOSHA AREA BUSINESS ALLIANCE (KABA) REVOLVING LOAN FUND ALLOCATIONS: 2006**

<b>Fund</b>	<b>Total Annual Allocation</b>	<b>Percent</b>
KABA Revolving Loan Fund (KABA RLF)	\$8,291,144	35.1
City of Kenosha Revolving Loan Fund (City RLF)	\$2,172,684	8.6
Economic Development Administration Revolving Loan Fund (EDA RLF)	\$3,224,420	12.7
Kenosha County Revolving Loan Fund (CRLF)	\$3,409,284	13.4
Consolidated Kenosha County Revolving Loan Fund (CKC RLF)	\$5,189,379	20.4
Urban Development Action Grant Revolving Loan Fund (UDAG RLF)	\$2,468,844	9.7
<b>TOTAL</b>	<b>\$25,385,755</b>	<b>100.0</b>

Source: Kenosha Area Business Alliance.

#### *KABA Training Programs and Master's Certificate Programs*

KABA offers and coordinates training courses, workshops, briefings, and roundtable discussions for its business members and City of Kenosha. KABA has also established a partnership with Gateway Technical College, which allows KABA to offer three (3) Master's Certificate Programs that each lead to six (6) credit hours of advanced standing toward a Gateway Technical College Associate's Degree in Management. The program includes instruction in Supervisory Management, Human Resource Management, and Quality Specialist.

#### *KABA Foundation, Inc. and KABA's Education Foundation*

In 1996, the KABA Foundation, Inc. was formed as a subsidiary of KABA to develop education initiatives with local schools to increase graduation rates, improve the overall quality of education, and to help foster and create a good educational system in Kenosha County.

KABA's Education Foundation promotes educational outreach in Kenosha County through a Mentor Program. Adult mentors from the business community mentor 3rd through 5th grade students to provide at-risk students with a positive role model. In 2006, the Education Foundation awarded \$14,000 in scholarships to high school seniors planning on pursuing post-secondary education.

#### *Community Development Block Grant Program -ED*

The CDBG program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a city, village, town, or county, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund; in the case of the City of Kenosha, funds retained were placed into the various revolving loan funds administered by KABA. These funds can then be utilized to finance additional economic development projects within the City of Kenosha. The City of Kenosha maintains its own CDBG program; in 2006, 17 businesses took part in the City of Kenosha CDBG program.

#### *Kenosha County Department of Human Services - Division of Workforce Development*

The Kenosha County Division of Workforce Development administers local, state and federal public assistance programs, including the Wisconsin Works program (W-2), Childcare, Medicaid/BadgerCare, Food Stamps and the Low Income Heating and Energy Assistance Program (LIEAP), and the Dislocated Worker Program. The Division is part of the Wisconsin Department of Workforce Development discussed in Appendix 13-1. The Kenosha County Division is part of the greater Southeastern Wisconsin Workforce Development Area, which consists of Kenosha, Racine, and Walworth Counties. Workforce development divisions for these three counties pool resources to provide training and assistance for those seeking employment, and to help employers seeking qualified candidates to fill positions. The Kenosha Division provides most services at the Kenosha County Jobs Center in the City of Kenosha. The Kenosha County Job Center has facilities to conduct on-site job recruitments, interviews, testing, orientations, trainings, union negotiations, and human resources and employee relations functions.

Although much of its activities are focused on assisting workers to find jobs, and providing interim financial and welfare assistance, additional services and programs are provided by the Division of Workforce Development that focus on economic development and job growth. These include the following:

#### *Employer Outreach Services*

Employer Outreach Services provides assistance to employers searching for qualified applicants, provides labor market information, provides small business development services, and works directly with employers to coordinate and conduct job fairs. Employer Outreach Services assists local employers in the recruitment process on a local, statewide, and national level, and provides employers with assessments and training of new and existing employees. Job Fairs allow a company the opportunity to meet with hundreds of applicants at one specific time and ensure exposure to a large pool of potential employees.

#### *Dislocated Worker Program*

The objective of the Dislocated Worker Program is to assist laid-off workers in obtaining full-time employment in a job compatible with the worker's capabilities and interests at a competitive wage. The Southeastern Wisconsin Workforce Development Area manages the Dislocated Worker program, which is a "Work First" program with emphasis on opportunities for employment. Participation requires that the worker be committed to intensive efforts toward obtaining full-time employment. Program staff develops an Individual Employment Plan (IEP) with each participant to identify full-time employment objectives and what steps will be taken to achieve the objectives. The IEP specifies the occupational goals of the enrollee, based on assessment, testing, and individualized counseling.

If, after an initial period of intensive work search the participant is unsuccessful in obtaining employment, additional training may be considered, subject to availability of funds. Those who are deemed eligible to receive additional training are given an Individual Training Account (ITA), and information on providers, which includes the cost of training and the success rate of the training provider.

#### *Kenosha Area Resume Matrix*

This web resource is used by employers to access the resumes of candidates interested in working for companies located in Kenosha County. The Resume Matrix includes resumes from a variety of individuals, from professional, technical, skilled trade, administrative, and entry level workers, who are actively seeking employment. Referrals come from a variety of sources including people affected by downsizing, individuals currently working, and people referred from the "Hot Jobs" Workshop and the Kenosha County Job Center. The matrix is updated on a regular basis and contains a thumbnail profile of the candidates.

#### ***Kenosha County Workforce Development Board***

The Kenosha County Workforce Development Board was established in response to the Workforce Investment Act of 1998 (WIA). The Board is a non-profit corporation dedicated to providing workforce development services to residents and businesses of Kenosha County. It works in collaboration with County and local elected officials, economic development corporations (such as KABA), and businesses to address workforce issues. The Board is dedicated to finding solutions to local workforce needs through long-term planning and timely responses to the changing economy.

#### ***Economic Summits***

In August 2001, the first Kenosha County Economic Summit<sup>6</sup> was hosted by the Blue Ribbon Strategic Plan Task Force, a subcommittee of the Kenosha County Workforce Development Board, appointed by the County Executive. The format of the Summit divided attendees into focus groups and recommendations were put forth by each focus group on topics including education, infrastructure, quality of life, economic base and diversification, income and ability to pay, and technology zones. Outcomes of the 2001 economic summit report are discussed in Chapter 6.

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<sup>6</sup> Documented in Kenosha County Economic Summit Report, November 2001, prepared by the Office of the Kenosha County Executive, Kenosha County Workforce Development Board, and the Blue Ribbon Strategic Plan Task Force.

In March 2007, over 150 business, government, education, and community service leaders attended a second Kenosha County economic summit, “Solutions for the Future”<sup>7</sup>. A subcommittee of the Kenosha County Workforce Development Board, appointed by the County Executive, developed the summit program. The morning session gave attendees information about the County's growth, economic issues to consider, and links with the Chicago region.

Attendees broke into focus groups charged with developing specific action plans that the County should consider to ensure that Kenosha County is poised to grow and have high-skill, high-wage jobs while maintaining and improving the quality of life. The six (6) focus groups are listed below along with the group recommendations developed at the 2007 summit:

*Focus Group 1: Meeting Employer Training Needs in a Non-Traditional Way*

- Create regional clusters or focus groups with education and employer sectors to discuss job specific skills and specialized training programs; bring together similar companies with the same specific training needs
- Explore underutilized labor markets, such as expanding choices for previously incarcerated individuals, and by recommending that technical schools target non-traditional students
- Expand the existing and develop additional programs that connect education with business, such as mentoring programs (existing mentor programs include the Junior Achievement Program, Skills USA, and the KABA Mentoring program)

*Focus Group 2: Infrastructure for the Near Future*

- Support the expansion of commuter rail
- Fully fund infrastructure support
- Build telecommunications structure for broadband
- Improve lakefront access for quality of life

*Focus Group 3: Employing the Hard-to-Employ*

- Develop clearinghouse with community resources for high risk populations (Kenosha County Jobs Center and educational system as recommended agencies)
- Develop a master list of jobs for high risk groups; identify types of jobs and employers for hard-to-employ populations (Kenosha County Jobs Center, business community, and educational system as recommended agencies)
- Segment groups or types of the hard-to-employ population and develop support systems through encouragement and mentors (Kenosha County Jobs Center, business community, and judicial system as recommended agencies)

*Focus Group 4: Supporting Entrepreneurship*

- Coordination of information - compile, market, and make resources available to potential and current small business owners
- Develop or establish a group of investors who are interested in funding or financing primarily small businesses
- More cooperation and collaboration by city and county governments. Provide more helpful and constructive information to potential and small business owners. Establish a task force to help small businesses with city and county zoning and permitting processes

*Focus Group 5: Directions for Economic Development*

- Attract creative and non-traditional industries
- Engage and involve the younger generation, ages 25-45, especially in community leadership

<sup>7</sup> Documented in a report titled Kenosha County Economic Summit 2007 “Solutions for the Future,” March 2007, prepared by the Office of the Kenosha County Executive, Kenosha County Workforce Development Board, and the Blue Ribbon Strategic Plan Task Force.

- Rehabilitate the older infrastructure and add new infrastructure
- Develop a strategy for involving and attracting retirees
- Develop a healthy downtown City of Kenosha

#### *Focus Group 6: Recruitment and Retention*

- Improve and enhance the image and services of the Kenosha County Job Center with employers
- Start educating students on the importance of working while they are still in school
- Make recruiting efforts in Kenosha easier (examples include a County-wide job posting board, marketing campaign to lure commuters back from Illinois jobs)

#### ***Kenosha Area Chamber of Commerce***

The Kenosha Area Chamber of Commerce was established in 1916 to support and promote Kenosha businesses. The Chamber's website provides a variety of area information for newcomers and those seeking to relocate or visit the area. Information includes maps, community profiles, directories, government resources, and free newcomer packages. The Chamber provides services and sponsors local events such as 'Business After 5', 'Leadership Kenosha', the Kenosha Consumer Expo, a Business to Business Tradeshow, as well as other informative resources.

#### ***University of Wisconsin-Parkside Small Business Development Center (SBDC)***

The University of Wisconsin – Parkside Small Business Development Center (SBDC) provides assistance to new and existing businesses in the form of classes and business counseling services, including assistance in the development of business plans and marketing. The UW-Parkside SBDC is located in the Center for Advanced Technology and Innovation (CATI) building in Sturtevant to serve both Racine and Kenosha counties. The SBDC provides business counseling and assistance in both pre-venture (business formation) and venture (business growth and enhancement) areas at little or no cost to its clients.

#### ***Regional Economic Partnership (REP)***

The REP includes economic development organizations in each of the Region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha) plus We Energies, the City of Milwaukee, the Metropolitan Milwaukee Association of Commerce, and SEWRPC. The REP was formed in 1993 to provide:

- A development partner to assist with financing, workforce training programs, and technology development programs
- Assistance with business permits and regulations
- Continuing assistance beyond project completion

#### ***The Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties – Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth. Milwaukee 7 is engaged in efforts focusing on regional strategic planning for economic development. Among the council's goals are to compile comprehensive information about the Region, creating a way for businesses to tap easily into data that can help them plan expansion or location decisions, identifying "clusters" of industries well suited to the area, and creating jobs to retain more Wisconsin college graduates.

In April 2007, the Milwaukee 7 released its Strategic Framework, which includes a vision for the Region and recommended steps on how to achieve this vision. The Strategic Framework identifies the Region's assets that pose a unique opportunity for the Region's long-term prosperity; identifies "Regional Export Drivers," which are industries that drive the export of goods and services beyond our regional borders; maps opportunity zones; and outlines a strategic agenda for each of the Regional Export Drivers. The Milwaukee 7 resource center and Strategic Framework are found on the Milwaukee 7 website ([www.choosemilwaukee.com](http://www.choosemilwaukee.com)).

**Tax Increment Financing**

Wisconsin’s Tax Increment Finance (TIF) program was approved by the Legislature in 1975. Its purpose is to provide a way for a city or village to promote tax base expansion. TIF is aimed at eliminating blight, rehabilitating declining property values, and promoting industry and mixed-use development.

When a TIF is created, the aggregate equalized value of taxable and certain municipality-owned property is established by the Department of Revenue. This is called the Tax Incremental Base. The municipality then installs public improvements, and property taxes generally increase. Taxes paid on the increased value are used to pay for improvements funded by the community. This is the Tax Increment. It is based on the increased values in the Tax Increment District (TID) and levies of all the taxing jurisdictions that share the tax base. Other taxing jurisdictions do not benefit from taxes collected on value increases until project costs have been recovered and the TID is retired. At this point, the added value is included in the apportionment process and all taxing jurisdictions share the increase in property value. The City of Kenosha had nine (9) active TIF districts (1,042 acres) in 2007, which are identified in Table 13-16 and on Map 13-5, page 27.

**TABLE 13-16**

**ACTIVE TAX INCREMENTAL FINANCE DISTRICTS IN THE CITY KENOSHA: 2007**

No. on Map 13-5	TIF No.	Name	Acres	Year Created
1	1	City of Kenosha Industrial Park	215	1979
2	4	Lakefront/Marina Area	138	1989
3	5	Business Park of Kenosha Phase I	199	1994
4	6	Harborpark	15	1997
5	7	Brass/Frost (American Brass Works/Frost Manufacturing Co)	42	2002
6	8	Business Park of Kenosha Phase II	104	2002
7	9	MacWhyte	118	2003
8	10	KAT (Kenosha Auto Transport)	115	2005
9	11	First Industrial	96	2007
---	---	<b>TOTAL</b>	<b>1,042</b>	---

Source: City of Kenosha and SEWRPC.

**City of Kenosha Economic Development Organizations and Activities**

*Community Redevelopment Authorities*

Under Section 66.1333 of the *Wisconsin Statutes*, cities are granted the ability to create redevelopment authorities for the purpose of carrying out blight elimination, slum clearance, and urban renewal programs and projects. Members of a city’s common council may resolve, by two-thirds vote, to create a redevelopment authority. Upon confirmation by four-fifths of the common council, the mayor or city manager appoints seven residents of the city to act as commissioners. The powers of the redevelopment authority are vested in the appointed commissioners.

Redevelopment authorities are granted powers to prepare redevelopment and urban renewal plans, and to undertake and carry out redevelopment and urban renewal projects within the city’s corporate limits, and to employ personnel to carry out those activities. Redevelopment authorities may enter into contracts; acquire by purchase, lease, eminent domain, or other means, any real or personal property or any interest in the property, together with improvements; and carry out any transactions regarding redevelopment of such properties.

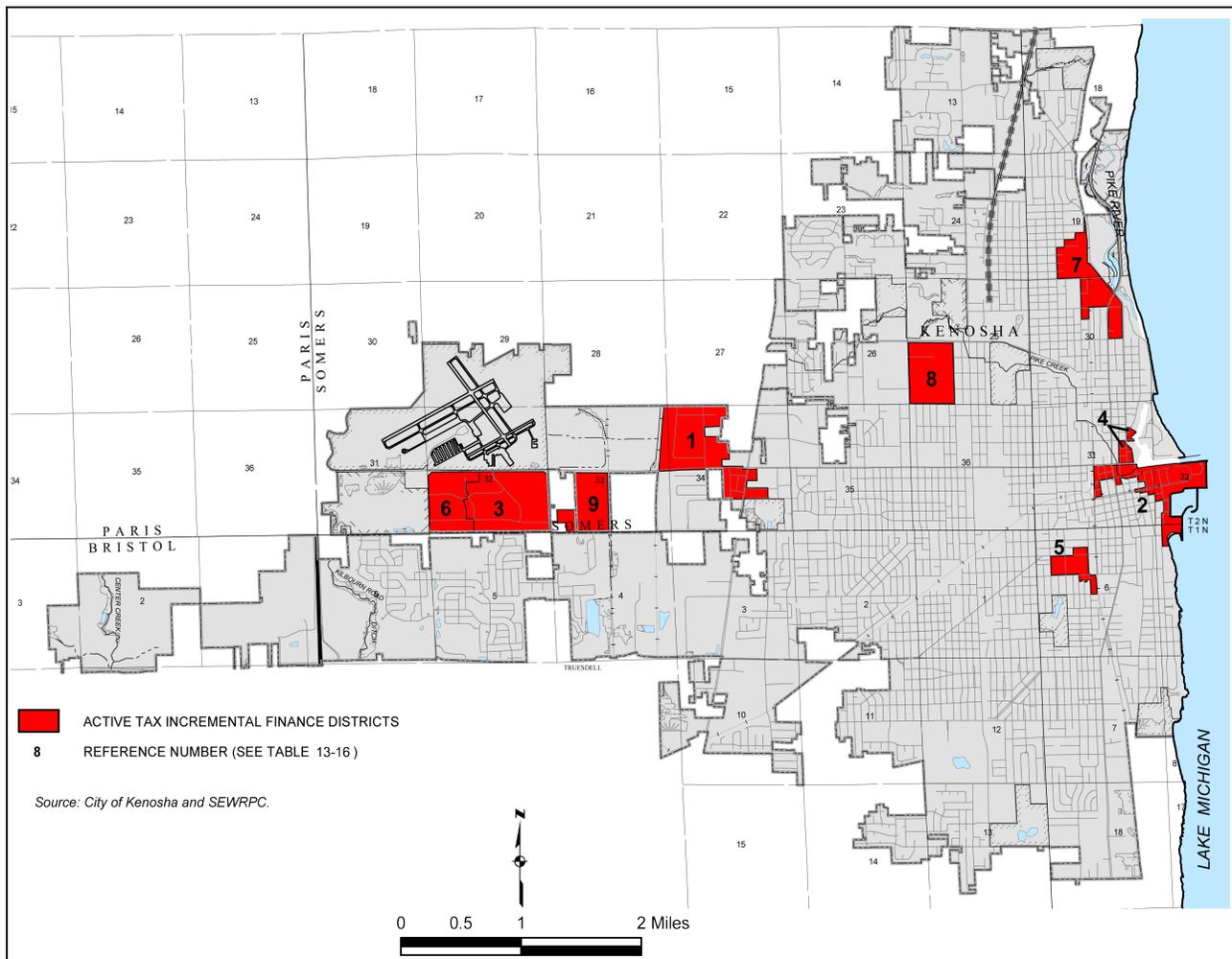
The City of Kenosha established a Redevelopment Authority in 1981. Recent projects that the City of Kenosha Redevelopment Authority have undertaken include the redevelopment of the Harbor Park area and downtown

Kenosha. In 2002, the City of Kenosha Redevelopment Authority was given a \$1,000,000 loan from the Environmental Protection Agency (EPA) through the Brownfields Cleanup Revolving Loan Fund (BCRLF) pilot program to assist in the cleanup of the Outokumpu Copper site.

**Additional Economic Development Programs**

Information on additional economic development grants and programs is provided in Appendix 13-1.

**MAP 13-5  
ACTIVE TAX INCREMENTAL FINANCE DISTRICTS IN KENOSHA COUNTY: 2007**



**Brownfield Remediation Grants**

The comprehensive planning law places an emphasis on the remediation and reuse of environmentally contaminated, or brownfield, sites. Brownfields are defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination. The following grant programs are available to assist in the identification and clean up (remediation) of brownfield sites:

**Brownfield Site Assessment Grants (SAG)**

Brownfield Site Assessment Grants (SAG) assist local governments in taking preliminary steps to stimulate redevelopment of brownfield areas. Counties, cities, villages, towns, redevelopment authorities, community

development authorities, and housing authorities are eligible for the grant. The applicant may not have caused the environmental contamination, and the party responsible for the contamination must be unknown, unable to be located, or financially unable to pay for grant eligibility. The grant may fund Phase I and II environmental site assessments, environmental investigation, demolition, removal of underground storage tanks, and removal of abandoned containers. The State budget typically includes \$1.7 million per year for SAG funding. The grants are administered by the Wisconsin Department of Natural Resources (DNR).

#### ***Blight Elimination and Brownfield Redevelopment (BEBR) Grants***

Blight Elimination and Brownfield Redevelopment (BEBR) grants are administered by the Wisconsin Department of Commerce and provide funding for blight elimination and brownfield projects that promote economic development and have a positive effect on the environment at abandoned, idle, or underused industrial and commercial sites. Counties, cities, villages, towns, non-profit organizations, individuals, and businesses are eligible for the grant. The grant may fund property acquisition, Phase I and II environmental site assessments, environmental investigation, removal of abandoned containers and some underground storage tanks, environmental cleanup, demolition, rehabilitation of buildings, and redevelopment. This program is funded by a combination of State and Federal funds and typically receives about \$7.5 million in funding per year.

#### ***Brownfield Green Space and Public Facilities Grants***

Brownfield Green Space and Public Facilities Grants assist local governments in cleaning up brownfields that are intended for future public use. This includes developing green spaces and public facilities. Cities, villages, towns, counties, redevelopment authorities, community development authorities, and housing authorities that have completed an environmental investigation and are ready to clean up the contaminated property are eligible for the grants. The maximum grant awarded is \$200,000. The program is administered by the DNR.

#### ***Petroleum Environmental Cleanup Fund Award (PECFA)***

The PECFA program was created by the Wisconsin Department of Commerce in response to enactment of Federal regulations requiring release prevention from underground storage tanks and cleanup of existing contamination from those tanks. PECFA is a reimbursement program returning a portion of incurred remedial cleanup costs to owners of eligible petroleum product systems, including home heating oil systems. Program funding is generated from a portion of a \$0.02/gallon petroleum inspection fee.

#### ***Brownfield Economic Development Initiative (BEDI) Grants***

The Brownfield Economic Development Initiative (BEDI) provides eligible communities with grants to clean up and redevelop brownfields. Local governments that are Federal entitlement communities or non-entitlement communities may apply for BEDI grants.

Activities funded by BEDI grants must meet one of the following National objectives:

- Benefit low-to-moderate income people
- Prevent or eliminate slum or blight
- Address imminent threats or urgent needs

The grant funds may be used for planning, property acquisition, Phase I and II environmental site assessments, environmental investigation, removal of underground storage tanks and abandoned containers, environmental cleanup, demolition, rehabilitation of buildings, redevelopment and marketing, and public facility and infrastructure improvements. The maximum grant awarded is \$2 million.

#### ***Federal Brownfield Assessment Grants***

The Federal Brownfield Assessment Grants are administered by the U.S. Environmental Protection Agency (EPA) and are for assessment of brownfield sites. Local governments, regional planning commissions, redevelopment authorities, non-profit organizations, and some other governmental organizations are eligible for the grants. The grants are available to fund planning; Phase I and II environmental site assessment;

environmental investigation; removal of some petroleum tanks; and remediation, planning, and design. The maximum grant award is \$200,000. An applicant may request a total of \$400,000 per year.

#### ***Federal Brownfield Site Cleanup Grants***

The Federal Brownfield Site Cleanup Grants are administered by the U.S. EPA for the clean up of a brownfield site. Local governments, regional planning commissions, non-profits, redevelopment authorities, and some other governmental organizations are eligible for the grants. The grants may fund environmental cleanup, demolition, and removal of some abandoned containers and underground petroleum tanks. The maximum grant award is \$200,000 with a 20 percent cost share required in the form of money or in kind services.

#### ***Additional Brownfield Grants***

Information on additional brownfield grants is provided in Appendix 13-1.

### **PART 3: ECONOMIC PROJECTIONS AND DESIRABLE BUSINESSES**

#### **Employment Projections**

Future employment, or job, levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Regional Planning Commission's economic study,<sup>8</sup> which was prepared as part of the regional land use planning program, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035.

The Commission used a disaggregate approach to the preparation of regional employment projections. This approach involved the explicit consideration of employment in dominant and subdominant industry groups and the preparation of projections for those groups. Dominant industries are those which accounted for at least four (4) percent of total regional employment in 2000 and subdominant industries are those that accounted for two (2) to 3.9 percent. At the regional level, employment projections for industries were developed based on consideration of past industry trends, available indicators of future trends nationally and in the State and Region, and relative industry and sector strength in the Region as compared to the State and Nation. Another variable taken into account was the future available labor force. Population projections indicate a leveling-off in the regional labor force may be expected as much of the baby-boom generation reaches retirement age in the middle of the projection period. The anticipated leveling-off of the labor force is expected to moderate the number of jobs able to be accommodated in the Region and in Kenosha County.

Projections of total employment, or jobs, for Kenosha County were prepared within the framework of the regional employment projection largely on the basis of trend analysis. Figure 13-1, page 30, shows actual and projected employment in Kenosha County between 1970 and 2035. Based on the regional land use plan, the total number of jobs in the County is projected to increase by 19,850 jobs, or by about 29 percent, to about 88,500 jobs by 2035.

The number of jobs by industry group in 2000 and the projected number of jobs in 2035 are shown on Table 13-17, page 30. Most of the job growth is expected to occur in the "General" category, which includes service jobs and jobs in finance, insurance, and real estate. Retail jobs are also expected to increase, while the number of industrial, government, transportation, communications, and utilities, and those categorized as 'other' jobs are expected to remain the same or to slightly decrease.

Existing and projected employment is set forth in Table 13-18, page 31, for each urban (sewered) service area and unsewered areas in Kenosha County. Because the urban service areas include lands adjacent to existing city and village corporate limits, existing employment totals for urban service areas will be greater than those for the corresponding city or village and less in unsewered areas than the corresponding town. Projected urban service areas for 2035 are shown on Map 7-1 in Chapter 7.

<sup>8</sup> Documented in SEWRPC Technical Report No. 10 (4<sup>th</sup> Edition), The Economy of Southeastern Wisconsin, July 2004.

FIGURE 13-1

ACTUAL AND PROJECTED NUMBER OF JOBS LOCATED IN KENOSHA COUNTY: 1970 - 2035

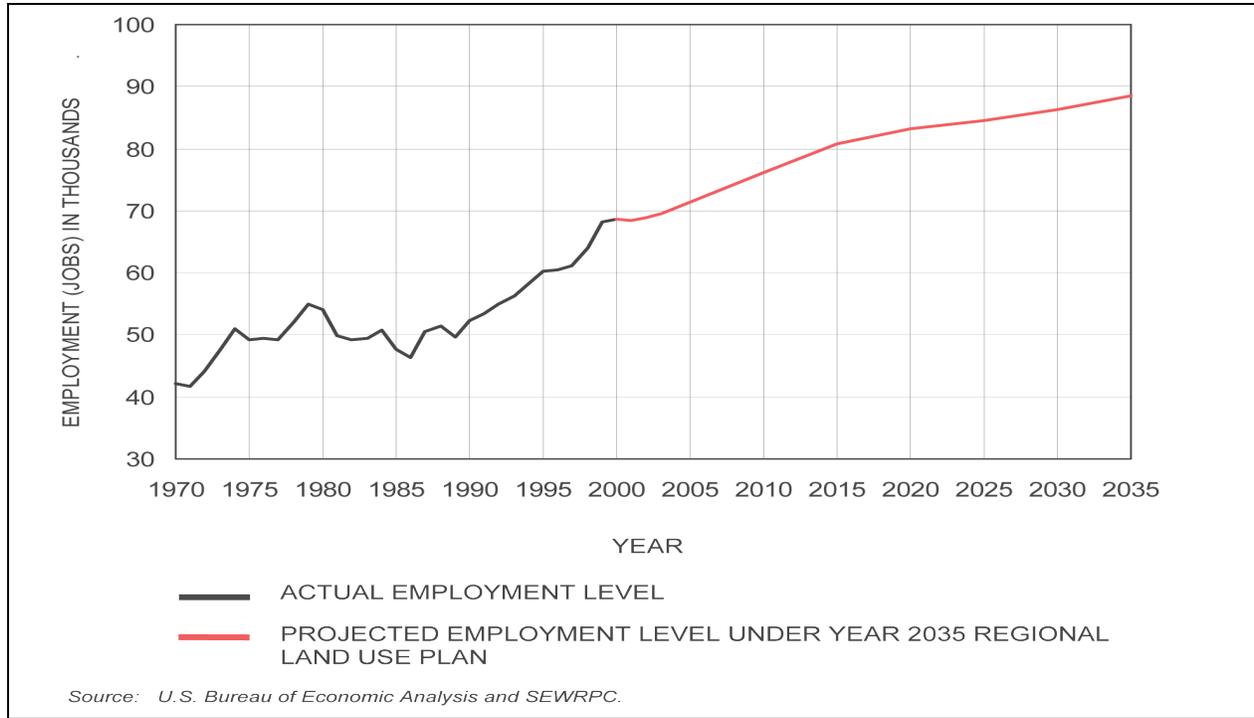


TABLE 13-17

EMPLOYMENT PROJECTIONS FOR KENOSHA COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000 – 2035

Industry Group	Existing No. of Jobs 2000	Projected No. of Jobs 2035	2000 – 2035 No. Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial <sup>a</sup>	20,116	19,569	-547	29.3	22.1
Retail	13,349	15,674	2,325	19.4	17.7
General <sup>b</sup>	22,432	40,705	18,273	32.7	46.0
Transportation, Communications, and Utilities	2,651	2,504	-147	3.9	2.8
Government <sup>c</sup>	8,534	8,636	102	12.4	9.8
Other <sup>d</sup>	1,572	1,416	-156	2.3	1.6
<b>TOTAL</b>	<b>68,654</b>	<b>88,504</b>	<b>19,850</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> Includes construction, manufacturing, and wholesale trade categories.

<sup>b</sup> Includes finance, insurance, and real estate (FIRE), and service categories, including educational services for those employed by private schools and colleges.

<sup>c</sup> Includes government and public education jobs.

<sup>d</sup> Includes agricultural, agricultural services, forestry, mining, and unclassified jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

**Employment Projections by Industry Sector in Southeastern Wisconsin**

As noted above, employment projections for Kenosha County were developed as part of the regional land use planning program. More detailed employment projections for specific industry sectors were developed for the seven-county region as a whole. A description of existing and projected regional employment trends on an

industry-by-industry basis follows, and is summarized in Table 13-19, page 32. The data are not available at the County or local level.

**TABLE 13-18**  
**EMPLOYMENT PROJECTIONS BY SUB-AREA IN KENOSHA COUNTY UNDER**  
**THE REGIONAL LAND USE PLAN: 2035<sup>a</sup>**

Sub-Area (see Map 7-1 in Chapter 7)	Existing: 2000			Intermediate Projection: 2035 <sup>a</sup>			2000 – 2035 Change	
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent
<b>Urban Service Areas</b>								
Bristol East	696	204	900	1,206	---	1,206	306	34.0
Bristol West	1,071	238	1,309	2,187	---	2,187	878	67.1
George Lake	77	39	116	106	---	106	-10	-8.6
Kenosha	44,064	226	44,290	47,043	---	47,043	2,753	6.2
Paddock Lake	824	11	835	1,182	---	1,182	347	41.6
Pleasant Prairie	10,760	390	11,150	19,955	---	19,955	8,805	79.0
Powers Lake	0	99	99	107	---	107	8	8.1
Salem	1,860	321	2,181	3,634	---	3,634	1,453	66.6
Silver Lake	521	203	724	1,068	---	1,068	344	47.5
Somers	2,495	274	2,769	7,426	---	7,426	4,657	168.2
Somers North	45	0	45	60	---	60	15	33.3
Twin Lakes	1,505	281	1,786	2,113	---	2,113	327	18.3
<b>SUBTOTAL</b>	<b>63,918</b>	<b>2,286</b>	<b>66,204</b>	<b>86,187</b>	<b>---</b>	<b>86,187</b>	<b>19,983</b>	<b>30.2</b>
<b>Unsewered Areas<sup>ab</sup></b>								
Brighton	---	303	303	---	298	298	(5)	-1.7
Bristol	---	336	336	---	324	324	-12	-3.6
Paris	---	1,006	1,006	---	989	989	(17)	-1.7
Pleasant Prairie	---	17	17	---	17	17	---	0.0
Randall <sup>c</sup>	---	122	122	---	148	148	26	21.3
Salem	---	80	80	---	72	72	(8)	-10.0
Somers	---	16	16	---	15	15	(10)	-6.3
Wheatland	---	570	570	---	554	554	(16)	-2.8
<b>SUBTOTAL</b>	<b>---</b>	<b>2,450</b>	<b>2,450</b>	<b>---</b>	<b>2,317</b>	<b>2,317</b>	<b>(133)</b>	<b>-5.4</b>
<b>COUNTY TOTAL<sup>b</sup></b>	<b>63,918</b>	<b>4,736</b>	<b>68,654</b>	<b>86,187</b>	<b>2,317</b>	<b>88,504</b>	<b>19,850</b>	<b>28.9</b>

*a The 2035 employment job projection is based on the intermediate growth scenario that was used to prepare the 2035 Regional Land Use Plan, which was considered the most likely projection to be achieved. The high projection for the County is 93,700 jobs, and the low projection is 78,700 jobs. The high and low projections are intended to provide an indication of the employment (jobs) levels that could be achieved under significantly higher and lower, but nevertheless plausible, growth scenarios. The high and low 2035 County projections are documented in SEWRPC Technical Report No. 10, 4<sup>th</sup> Edition, The Economy of Southeastern Wisconsin, July 2004.*

*b Areas located outside planned urban service areas. See Map 7-1 in Chapter 7.*

*c Includes small portions of the Village of Genoa City located in Kenosha County.*

Source: SEWRPC.

### **Manufacturing Industries**

Following the deep recession of the early 1980s, the regional manufacturing sector demonstrated a relatively stable level of employment through much of the 1980s and 1990s, but recently lost numerous jobs. The outlook for manufacturing in the Region does not look promising, except for the printing and publishing sector. Labor intensive sectors may be expected to continue to lose workers due to productivity gains and to lower-cost foreign competition. Labor supply may be a problem for the manufacturing sector toward the middle of the projection period.

**TABLE 13-19**  
**EXISTING AND PROJECTED EMPLOYMENT BY INDUSTRY GROUP IN THE REGION: 2000 – 2035**

Industry	Existing 2000	Projected Employment (Number of Jobs)			
		2010	2020	2030	2035
<b>Manufacturing</b>					
Printing and Publishing	24,500	22,700	24,000	24,300	24,700
Fabricated Metal Products	25,600	15,700	14,000	12,200	11,600
Industrial Machinery and Equipment	48,000	32,000	29,400	26,100	24,900
Electronic and Other Electrical Equipment	27,000	19,300	18,000	15,900	15,300
All Other Manufacturing	99,200	87,400	86,300	83,900	83,900
<b>SUBTOTAL Manufacturing</b>	<b>224,300</b>	<b>177,100</b>	<b>171,700</b>	<b>162,400</b>	<b>160,400</b>
Construction	53,800	53,600	56,000	56,500	57,100
Retail Trade	193,700	192,200	198,100	202,400	205,400
Wholesale Trade	64,400	60,400	62,600	63,400	64,400
Transportation, Communication, and Utilities	54,800	50,900	51,400	50,500	51,100
<b>Services</b>					
Business Services	102,800	122,800	141,800	156,600	164,600
Health Services	97,700	108,900	118,200	126,100	132,000
Social Services	34,300	45,700	53,500	59,100	62,100
All Other Services <sup>a</sup>	171,200	197,700	216,300	226,600	231,300
<b>SUBTOTAL Services</b>	<b>406,000</b>	<b>475,100</b>	<b>529,800</b>	<b>568,400</b>	<b>590,000</b>
Finance, Insurance, and Real Estate	93,700	98,800	103,100	103,600	103,600
Government and Government Enterprises <sup>b</sup>	114,400	113,500	114,900	114,900	115,300
Agriculture	6,000	5,300	5,100	4,900	4,800
Other <sup>c</sup>	11,700	13,200	15,300	16,100	16,200
<b>TOTAL REGIONAL EMPLOYMENT</b>	<b>1,222,800</b>	<b>1,240,100</b>	<b>1,308,200</b>	<b>1,343,100</b>	<b>1,368,300</b>

*a Includes educational services for those employed by private schools and colleges. Public school employees are included in the government and government enterprise category.*

*b Includes all nonmilitary government agencies and enterprises, regardless of SIC code and public school employees.*

*c Includes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.*

*Source: U.S. Bureau of Economic Analysis and SEWRPC.*

A key factor expected to impact the manufacturing sector in the Region, and also the State and the Nation, is the movement of jobs overseas. Overseas labor, particularly in Asia, is substantially cheaper than the American counterpart. Low overseas labor costs more than offset the transportation costs of raw materials and finished goods to market. Some of this dynamic will change as the overseas demand for personnel and material raises prices, decreasing the profit margins for goods produced overseas. However, that shift is not expected to offset job losses in U.S. manufacturing over the foreseeable future.

Productivity gains are also expected to affect manufacturing employment. Manufacturing output continues to increase, but with less labor. There is relatively less demand for manufacturing labor even within growing manufacturing industries as a result. The rate of decline in manufacturing employment may be expected to slow somewhat later in the projection period as increases in the U.S. and global economies create greater demand for manufactured products. The labor force may also be expected to show some expansion during the later years of the projection period, supplying a slightly larger labor pool for manufacturing.

#### *Printing and Publishing*

Printing and publishing is one manufacturing industry that is projected to retain its overall strength. This industry includes establishments engaged in printing; in services for the printing trade such as bookbinding; and in publishing newspapers, books, and periodicals. The outlook for this sector is promising due to the continued

expansion of periodical publications and bookbinding, which are expected to offset the reduced growth in newspaper publishing due to new media technologies. In addition, this sector requires investment in the latest of technologies to control costs and enhance product quality. The regional projection in 2035 for this industry sector is 24,700 jobs, which is nearly the same as 2000 (24,500 jobs).

#### *Fabricated Metal Products*

Fabricated metal products establishments produce items such as metal cans, tin ware, hand tools, cutlery, general hardware, fabricated structural metal products, and metal stampings. A number of these jobs are expected to move overseas for lower labor costs resulting in a projected 55 percent decrease in the Region from 25,600 jobs in 2000 to 11,600 jobs in 2035.

#### *Industrial Machinery and Equipment*

The industrial machinery and equipment industry includes the manufacture of engines, turbines, farm and garden machinery, construction machinery, metalworking machinery, and computer and office equipment. Jobs in this industry are projected to decrease from 48,000 to 24,900 in 2035 in the Region.

#### *Electronic and Other Electrical Equipment*

This industry includes business that manufacture electricity distribution equipment, electrical industrial apparatus, household appliances, electrical wiring and lighting, and electronic components. The projected number of jobs in this sector for the Region in 2035 is 15,300. This would result in a 43 percent decrease from the number of jobs in 2000 (27,000 jobs).

#### *Other Manufacturing*

These are jobs in a wide range of manufacturing businesses that taken individually are not large enough to be considered as a separate category. The number of jobs in other types of manufacturing jobs in the Region is projected to decline by 15 percent from 99,200 in 2000 to 89,400 jobs in 2035.

#### **Construction**

Construction industry establishments are engaged in all forms of building construction as well as heavy construction such as roads, bridges, sewer and water lines, and sewage treatment facilities. The industry includes employment in activities involving new construction, additions, alterations, reconstructions, installations, and repairs. The number of jobs in this industry is projected to grow by six (6) percent in the Region, from 53,800 in 2000 to 57,100 in 2035.

#### **Retail Trade**

Retail trade industry establishments sell merchandise primarily for personal and household consumption. It includes a wide variety of establishments, ranging from discount department stores to automobile dealerships to restaurants and coffee shops. Retail trade employment is projected grow in the Region and through 2035; however, a focus on reducing costs, more emphasis on e-commerce, and the lower wages associated with the retail sector are all issues that may slow job growth. The rate of growth will also depend on the health of the economy and personal income. Retail trade jobs are projected to grow by six (6) percent between 2000 and 2035, from 193,700 to 205,400 jobs in the Region.

#### **Wholesale Trade**

Wholesale trade industry establishments primarily sell merchandise to retailers and industrial, commercial, institutional, farm, construction contractor, and professional business customers; or to other wholesalers. The highly competitive nature of this industry and the constant need to control costs may limit the overall growth in wholesale trade employment. The recent decline in manufacturing employment is reflected in the decline in wholesale trade employment because the industries are closely linked. Therefore, as the employment outlook for the manufacturing sector is not promising, the wholesale trade sector is not projected to support a large increase in employment. These jobs are projected to decrease in the earlier portion of the projection period and recover in the later portion of the period to the 2000 level of 64,400.

### ***Transportation, Communication, and Utilities***

This industry includes establishments which provide—to the general public or to other business enterprises—all forms of passenger and freight transportation; shipping services; communications services; and gas, electricity, steam, water, and sanitary services. Regional employment in this industry is expected decrease by seven (7) percent from 54,800 jobs in 2000 to 51,100 jobs in 2035.

### ***Services Sector***

The greatest future gains in employment for the Region, State, and Nation may be expected to be in the services sector. Employment in the business services sector, in particular, may be expected to experience significant growth in the future. As companies focus on core competencies, cost competition, and market expansion, many tasks that were completed in-house will be subcontracted to other firms specializing in auxiliary tasks such as marketing, payroll, human resources, and information technology.

Employment in the health and social services may also be expected to increase. The most profound effect on health and social services in the Region will be the aging of the population. As the baby-boomers reach retirement age, health and social services will be in greater demand, directly affecting employment in these sectors. The outlook for entertainment services is also promising; rising personal income and retirees having more leisure time in the future are expected to play a role in that growth.

### ***Business Services***

These establishments provide services such as advertising, computer programming, data processing, security systems services, and building cleaning and maintenance services to other businesses. Business services also include workers with temporary employment firms and people that provide services on a contract or fee basis to others (businesses that provide engineering, accounting, research, management, and other related services are included in other services). This sector is expected to continue to grow rapidly. Under the regional projection, business services employment will increase by 60 percent from 102,800 in 2000 to 164,600 jobs in 2035.

### ***Health Services***

Health services industry establishments provide medical, surgical, and other health services including hospitals, offices and clinics of physicians and health care practitioners, nursing and rest homes, medical and dental laboratories, and home health care services. This sector is poised for growth due to the County's aging population. Under the regional projection, health services employment is expected to exceed 132,000 jobs in 2035, an increase of 35 percent over the 2000 level.

### ***Social Services***

Social services establishments provide help and rehabilitation services to individuals with needs requiring special care. This industry group also includes child day-care facilities and certain residential facilities for children, the aged, and others with limits on ability for self care, but where medical care is not a major element. This sector is expected to see significant growth as the aging of the County's population continues, along with the movement to outpatient care and more home based assistance living. Social services employment is expected to increase by almost 81 percent from 34,300 jobs in 2000 to 62,100 in 2035.

### ***Other Services***

This category includes those service activities that are not large enough, in terms of their employment levels, to be accorded dominant or subdominant industry status. It includes a wide range of service establishments such as lodging places; laundry and dry-cleaning facilities; funeral homes; automotive repair facilities; miscellaneous repair shops; motion picture theaters and various other amusement and recreation places; and establishments which provide engineering, accounting, research, management, and related services. Employment of this nature is expected to increase by 35 percent from 171,200 jobs in 2000 to 231,300 jobs in 2035.

### ***Finance, Insurance, and Real Estate***

These establishments include banks and credit unions; other personal and business credit institutions; security brokerages; insurance carriers, agencies, and brokerages; real estate agencies; and land development firms.

Regulatory changes, the increasing use of the Internet, demographic trends, and legislation allowing financial institutions to provide a greater variety of financial products and services may result in growth in this industry. However, new technology applications, including increasing Internet transactions and data base management tools, will continue to be used to control costs, as firms substitute technology for labor. This sector is expected to grow by 11 percent from 93,700 jobs in 2000 to 103,600 jobs in 2035.

**Government**

Government includes employment in all nonmilitary government agencies and enterprises, regardless of SIC code. This includes city, village, town, county, state, and federal units and agencies of government; public schools; publicly owned enterprises; and the U.S. Postal Service. Government employment is projected to increase slightly over the next 30 years from 114,400 in 2000 to 115,300 by 2035.

**Agriculture**

This industry includes establishments (e.g., farms, orchards, greenhouses, nurseries) primarily engaged in the production of crops, plants, and trees, excluding forestry operations. It also includes establishments (e.g., farms, dairies, feedlots, egg production facilities) primarily engaged in raising livestock for sale or for the sale of livestock products. The continued conversion of farmland to urban uses may also be expected to reduce agricultural employment in the Region. Agricultural employment is expected to decrease by 20 percent, from 6,000 jobs in 2000 to 4,800 jobs in 2035.

**Other Employment**

This category includes jobs in forestry, commercial fishing, mining, and agricultural services such as crop services, veterinary services, landscaping services, and lawn and garden services. The regional projection shows a 39 percent increase, from 11,700 jobs in 2000 to 16,200 jobs in 2035.

**Employment Projections Selected by the City of Kenosha**

As part of the comprehensive planning effort, existing 2000 and projected 2035 employment levels were compiled for consideration. The two projections, set forth in Table 13-20 provided a range to consider while determining a final employment projection. One of the projections was based on the intermediate growth projections from the 2035 Regional Land Use Plan, and assigned future employment to cities, villages, and towns assuming that areas within a planned city or village sewer service area would be annexed by the city or village (similar to the urban service area and unsewered area projections for the County set forth in Table 13-18, page 31), unless a boundary agreement was in place that established future corporate limits.

**TABLE 13-20**

**ALTERNATIVE EMPLOYMENT PROJECTIONS FOR THE CITY OF KENOSHA: 2035**

	Actual No. of Jobs			Trend Based <sup>a</sup>			Recommended Regional Land Use Plan (Intermediate Projection) <sup>b</sup>		
	1980	1990	2000	Jobs in 2035	Change 2000 – 2035		Jobs in 2035	Change 2000 – 2035	
					Number	Percent		Number	Percent
Kenosha	43,133	34,954	43,330	58,160	14,830	34.2	46,128	2,798	6.5

*a The trend-based projection assumes a continuation of past employment change in each community since 1980, with the change for more recent years weighted more heavily than change for earlier years. In developing this projection, employment change between 1990 and 2000 was weighted more heavily than the employment change during the 1980s.*

*b These projections are based on the year 2035 Regional Land Use Plan. The Regional Land Use Plan recommends that much of the future increase in employment within the County be accommodated in urban service areas (see Map 7-1 in Chapter 7) that provide sanitary sewer and other urban services. The projections assume that new development within a planned city or village sewer service area would be annexed by the city or village. Adjustments were made to the Regional Land Use Plan projections to reflect boundary agreements that establish future corporate limits (see Map 6-3 in Chapter 6).*

Source: U.S. Bureau of Economic Analysis and SEWRPC.

The second projection represents an extrapolation of historic job trends. The trend-based projection assumes a continuation of past employment change between 1980 and 2000, with the change for more recent years weighted more heavily than change for earlier years. Thus, in developing the trend-based projection, the employment change between 1990 and 2000 was weighted more heavily than the employment change during the 1980s. The 2035 employment projection for the City of Kenosha totals 58,160 jobs, or an increase of 14,830 jobs from 2000, a 34 percent increase.

The year 2035 employment projection for the City of Kenosha as shown on Table 13-21, based on the projections selected by the City totals 58,160 jobs. This represents an increase of 14,830 jobs, or about 34 percent, over the number of jobs in 2000. In order to accommodate the increased projected number of jobs, the City of Kenosha may need to allocate more land for commercial and industrial development than designated on the regional plan, and/or develop commercial and industrial areas at a higher density than envisioned under the regional plan.

TABLE 13-21

## SELECTED EMPLOYMENT PROJECTIONS FOR THE CITY OF KENOSHA: 2035

Community	Total Employment (Jobs)			
	Actual 2000	Projected 2035	2000 – 2035 Change	
			Number	Percent
City of Kenosha	43,330	58,160	14,830	34.2
Kenosha County	68,654	109,422	40,768	59.4

Source: U.S. Bureau of Economic Analysis and SEWRPC.

### Desired Businesses

Section 66.1001 of the *Wisconsin Statutes* requires that an assessment of categories or particular types of new businesses and industries desired by the Kenosha County and City of Kenosha be identified in the Economic Development Element of the Comprehensive Plan. The following provides a list of businesses and industries that the City of Kenosha should consider attracting, retaining, or expanding, based on a list developed at a brainstorming session held at an MJAC meeting, and also includes the appropriate Standard Industry Classification (SIC) group codes, as shown in Figure 2-4 in Chapter 2, and the North American Industry Classification System (NAICS) general codes, as listed in Table 13-6, page 7. More intensive businesses may not be suitable in local governments that lack public sewer, water, and other urban services.

- Data and information technology – high-tech industries (SIC – 70-89; NAICS – 51 and 54)
- Advanced technology manufacturing and engineering (SIC – 20-39 and 70-89; NAICS – 31-33 and 54)
- Bio-fuel technology and bio-technology in general (SIC – 40-49; NAICS - 22)
  - Alternative energies research and development
  - Research and development of alternative crops for fuel
  - Environmental industry – “green” buildings and infrastructures, and energy-efficiency
- Recreation (SIC – 70-89; NAICS - 71)
  - Athletic facilities (similar to the Village of Pleasant Prairie’s RecPlex) and outdoor activities
- Hospitality and tourism industries – hotels, restaurants, and entertainment venues (SIC – 70-89 and 44-45; NAICS - 72)
- Professional and technical services (SIC – 70-89; NAICS - 54)
- Business and corporate management (SIC – 70-89; NAICS - 55)
- Jobs that support agriculture and rural lifestyles – agricultural businesses (SIC – 01-09; NAICS - 11)
- Home-based businesses and jobs that allow workers to work from home<sup>9</sup> (No specific code, applies to many types of businesses)
- Service sector – lawn and maintenance (SIC – 70-89; NAICS - 81)

<sup>9</sup> According to the 2000 Census, 2.3 percent of employed Kenosha County residents worked from home.

- Healthcare related businesses (SIC – 70-89; NAICS - 62)
- Assisted living – senior care (SIC – 70-89; NAICS - 62)

### **Kenosha County Economic Development Strengths and Weaknesses**

Section 66.1001 of the *Wisconsin Statutes* also requires that an assessment of Kenosha County’s strengths and weaknesses with respect to attracting and retaining businesses and industries be completed as part of the economic development element. This section includes a list of perceived strengths and weaknesses, based on findings from the SWOT workshop, the Kenosha County Café, and an MJAC brainstorming session.

The County’s perceived strengths for attracting and retaining businesses and industries include:

- Active organizations and community leaders committed to attracting and retaining business, industry, jobs, and workers (the KABA and Kenosha County Division of Workforce Development)
- Strong local intergovernmental cooperation
- Location between Chicago and Milwaukee
- Proximity to areas with fast growth (neighboring Illinois counties)
- Access to national and international markets
- Good infrastructure and accessibility; for example, good roads, interstate, and rail (compared to neighboring Illinois counties)
- A long history of planning and zoning
- Strong projected population growth
- Skilled workforce with good work ethic
- Availability of workforce, land, and housing options
- Availability of business resources and financing
- Lake Michigan – good water quality
- Lack of congestion and reasonable commuting distances
- Good quality schools
- Good quality of life in general (including parks and other amenities)
- Low crime rate
- Tourism and recreation opportunities
- Community has begun to attract a dynamic and diverse business mix; need to keep up momentum
- Current increase in construction (particularly for industrial development)
- History rooted in manufacturing (strength and weakness)

The County’s perceived weaknesses regarding attracting and retaining desirable businesses and industries include:

- Lack of mass transit (no train and limited bus service in western portion of County)
- Lack of dedicated funding for mass transit (Kenosha-Racine-Milwaukee commuter rail)
- ‘Brain Drain’ problem: many educated and skilled young people leave Kenosha County for jobs elsewhere
- Mismatch between educational attainment/skills and job skills desired by employers
- Perception of deteriorating air quality<sup>10</sup>
- Need to prepare for, and invest in, the expansion of infrastructure to meet projected growth demands
- Lack of entertainment venues and cultural attractions or amenities

<sup>10</sup>Based on U.S.E.P.A. monitor trends report data from the monitoring station in the Chiwaukee Prairie, levels of reported criteria air pollutants indicate an improvement in air quality since 2003.

- Lack of hospitality services (hotels, fine-dining establishments)
- Perceived reputation as “blue-collar”/“lunch-bucket town” may hinder attracting certain types of industries
- Perceived reputation as thrifty and unwilling to spend money on non-essentials may hinder attracting certain types of retail and service industries
- Growing concerns over housing needs due to both a growing and aging population
- Generally, jobs in Kenosha County pay lower wages and salaries than jobs in neighboring (Illinois) counties
- Negative perception associated with casinos (low paying jobs, attract crime)
- Lack of retail, especially in comparison to Racine
- History rooted in manufacturing (strength and weakness); the economy may be seen as undiversified and could face difficulty in today’s fast-changing economy

## **PART 4: ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Economic Development Issues**

A variety of economic development issues surfaced in the county-wide SWOT workshop, Kenosha County Café exercise, and in the MJAC strengths and weaknesses assessment. Although a good workforce, low unemployment rate<sup>11</sup> and leadership encouraging economic development were identified as strengths, the lack of high-paying local jobs, the loss of a skilled and educated workforce to other locations, and the decline of traditional industries and loss of jobs were viewed as weaknesses for Kenosha County. Opportunities identified included the diversification of jobs and businesses, the development or attraction of new businesses and industries, and the expansion of transportation (particularly, the Kenosha-Racine-Milwaukee commuter rail). Interestingly, the history of manufacturing in Kenosha County was identified as both a weakness and strength. While the availability of a skilled labor force with a strong work ethic rooted in manufacturing provides a strong basis for attracting new advanced manufacturing industries, Kenosha’s past history of relying predominantly on manufacturing may make it difficult to adapt to today’s fast-changing economy.

Based on information provided by KABA, the MJAC was advised that although it is anticipated that the County will see future investment and growth in niche manufacturing and engineering industries, the County must be willing and able to attract a diverse business mix, and not limit its focus on attracting or retaining selected job sectors. Diversification of jobs and businesses was viewed as one of the top three opportunities in the County SWOT analysis. The ability to attract and retain a diverse business mix, to provide job opportunities to residents who currently commute out of Kenosha County for work, and to prepare and provide job opportunities for future generations have been identified as the critical components of desirable economic development in the County.

### **Overall Economic Development Goals and Objectives (from Chapter 7)**

#### **Goals:**

- Identify and encourage desirable, diverse, and sustainable businesses.
- Attract and retain jobs that provide employment opportunities for residents.
- Identify economic and educational opportunities that will help ensure job growth for future generations.

#### **Objectives:**

- Identify a variety of business “clusters” to be encouraged within the City of Kenosha.
- Encourage Countywide and regional cooperation of economic development issues including business creation, retention, and expansion and the creation of a range of employment opportunities that improve and enhance the economic vitality of the City of Kenosha.

<sup>11</sup> Although low unemployment was identified in the SWOT workshop as a strength, Kenosha County’s unemployment rate was higher than the Region and the State in 2006.

- Encourage cooperation between schools and businesses to develop educational programs that provide the labor force with skills to meet the employment needs of businesses and to provide services needed by residents.
- Capitalize on tourism amenities, including historic, cultural, recreational, and natural resources, and particularly, activities that focus on Lake Michigan's recreational opportunities.
- Encourage and support entrepreneurialism (i.e. small businesses and home-based businesses).

The following specific economic development issues have been identified:

- Employment Issue
- Labor Force Issue
- Business Location Issue
- Attracting and Retaining Desirable Businesses Issue

Each set of goals, objectives, policies, and programs corresponds to the economic development issue listed in the preceding section. Goals and objectives were developed using the inventory data and public input outlined in the desired businesses and strengths and weakness section of Part 3 of this Chapter. Recommendations have been developed to address each of the economic issues through the identification of goals, objectives, policies and programs.

### **Employment Issue**

Employment refers to the number and type of jobs located in the County. Employment data and labor force data form the baseline information in determining how many and what types of jobs need to be located in the County to serve the projected County population in the plan design year 2035. Kenosha County has experienced employment growth over the last 50 years. The number of jobs located in the County has grown by about 136 percent over this period, compared to about 113 percent job growth in the Southeastern Wisconsin Region. Although it had experienced a nearly 23 percent decline in the County between 1970 and 2000, from 16,521 jobs to 12,801 jobs, manufacturing was still the largest industry sector employer in the County in 2005, with 10,887 jobs. Following manufacturing, the five largest categories of private employers in the County in 2005 were retail trade (8,716 jobs), health care and social assistance (8,474 jobs), accommodation and food services (5,942 jobs), administrative and waste services (5,158 jobs), and other services except public administration (4,759 jobs). The manufacturing and health care and social assistance sectors had high average annual wages compared to other industry sector employers in the County. Retail trade, accommodation and food services, and other services had relatively low wages compared to other Kenosha County industry sectors.

Based on the 2005 location quotient analysis, Kenosha County had a high concentration of existing industries that have been identified as desirable to attract and retain, such as manufacturing, and arts, entertainment, and recreation sector jobs, when compared to the State and the Nation. The high concentration of these types of jobs may help the County create industry clusters of desirable employment sectors. While the County has a comparatively high concentration of jobs in several of the job types identified as desirable, such as hospitality and retail jobs, it has a comparatively low concentration in some other job types identified as desirable, most notably information technology, professional and technical services, and management of companies and enterprises (business or corporate management). These jobs tend to have higher average annual wages than hospitality and retail jobs, and would complement growth in the advanced manufacturing job sector.

Although the number of jobs in Kenosha County has grown at a significantly faster rate than in the Region, commuting patterns indicate that a large portion of the workforce commutes to jobs located outside of the County, and considerably fewer workers were commuting into the County for jobs. In 2000, of the 72,052 Kenosha County residents who worked, about 31,563 (43 percent) commuted to areas outside of Kenosha County for work. Only 12,468 workers from other counties commuted into Kenosha County for work.

**Goal:**

- Promote an adequate number of jobs in the City of Kenosha to serve the projected 2035 population of 124,097 persons.

**Objectives:**

- Promote the addition of 14,830 jobs in the City of Kenosha through the comprehensive plan design year of 2035 for a total of 58,160 jobs in 2035.
- Encourage business development that provides a living wage for its employees and enables employees to afford housing in the City of Kenosha.
- Encourage business development that matches the educational attainment of residents within the City of Kenosha.

**Policies:**

- Promote the retention of manufacturing, and arts, entertainment, and recreation jobs. The location quotient analysis in Part 1 of this Chapter indicates that the County has a high percentage of these types of jobs in relation to the State and Nation.
- Promote an increase in information and technology, management of companies and enterprises, finance and insurance, and professional and technical services industry sector jobs in Kenosha County. The location quotient analysis in Part 1 indicates that the County has a relatively low percentage of such jobs.
- Promote the tourism industry, including eco-tourism, in Kenosha County.
- Promote economic development incentives to attract businesses to Kenosha County and to retain existing businesses.
- Support the Labor Force policies to attract and retain businesses.

**Programs:**

- Continue administration of the Kenosha County Revolving Loan Fund (RLF) to create employment opportunities, encourage private investment, and provide a means to finance new and expanding businesses, including small businesses in the County.
- Assist Kenosha County in marketing and linking Kenosha County agricultural products, including organic products to restaurants and stores in the City of Kenosha and surrounding areas.
- Continue to support KABA in its efforts to develop and distribute educational materials regarding various funding and incentive opportunities available for businesses located in Kenosha County or wishing to relocate to the County, including Wisconsin Department of Commerce, WHEDA, and Federal Financing programs inventoried in Part 2 of this Chapter and Appendix 13-1.
- Continue to support KABA in its efforts to develop the Kenosha Development Opportunity Zone.
- Support economic development efforts in the City of Kenosha with a focus on historic preservation, redevelopment, or adaptive re-use.
- Encourage an Expedited Permitting System for businesses wishing to relocate to or expand in the City of Kenosha.
- Continue the use of TIF Districts to encourage redevelopment and to assist in the creation of new jobs.
- Implement the Economic Goals and Objectives of the 2010 – 2014 Consolidated Plan.

**Labor Force Issue**

An available, well educated, skilled labor force is an important influence in attracting and retaining desirable businesses. About 82 percent of the City of Kenosha residents age 25 and older (46,522 persons) have attained a high school degree; slightly less than the Region, at 84 percent. About 49 percent of City of Kenosha residents have attended some college or attained an associates, bachelors, or graduate degree, which is slightly less than the Regional level of 54 percent. About 76 percent of City of Kenosha residents are of working age, the same as the Region, at 76 percent, and very similar to the State, at 78 percent.

It is projected that 14,830 jobs will be added in the City of Kenosha by the plan design year of 2035, for a total of 58,160 jobs in 2035. This is an increase of 34 percent between 2000 and 2035. The projected population for the City of Kenosha for 2035 is 124,097 persons, an increase of 33,745 residents, or about a 37 percent increase.

The County's resident labor force is skilled and prepared for jobs in the manufacturing industry sectors and could be considered well-suited for advanced manufacturing jobs, which have been identified as desirable jobs to attract and retain within the County. In addition, the perception that there are currently too many service-based economy jobs has been viewed as a threat to the County by those who participated in the SWOT analysis conducted at the Countywide Kickoff meeting. Such jobs are often low-paying, compared to manufacturing and professional jobs. This issue is closely connected to the issue of workforce housing (see Chapter 10) and may have an impact on the future labor pool available in Kenosha County to work in the retail trade and accommodation and food services industry sectors, currently the second and fourth largest employers in the County.

The Kenosha County labor force has many positive attributes and has been recognized as a strength with respect to attracting and retaining business and industry in the County; however, concerns regarding the resident labor force have been expressed during the planning process. The aging of the Kenosha County resident population, with 16 percent of the population projected to be age 65 or older by 2035 compared to 11 percent in 2000, has been identified as a concern by MJAC members. The aging population was also identified as a threat during the SWOT analysis conducted at the comprehensive plan kickoff meetings because of the implications for the potential decrease in the labor force and an increase in the cost of government services for the elderly.

The loss of young educated people to areas outside the County due to various factors, such as lack of job opportunities and better paying jobs outside the area, has also been identified as a factor that may reduce the size of the resident labor force over the planning period. The loss of skilled and educated workers in Kenosha County was identified as a weakness by citizens who participated in the SWOT analysis conducted at the Countywide Kickoff meeting and by MJAC members during the assessment of economic development strengths and weaknesses. This potential loss will not only diminish the size of the labor force, it will also inhibit the retention and attraction of desired businesses, including data and information technology, advanced manufacturing and engineering, bio-technology, professional and technical services, and business or corporate management.

**Goal:**

- Promote an adequate supply of workers to meet the employment needs of businesses located in the County.

**Objectives:**

- Promote educational programs to prepare workers for jobs in the desired businesses identified in Part 3 of this Chapter on page 29.
- Promote a labor force of about 58,160 workers available to City of Kenosha County businesses in 2035.

**Policies:**

- Encourage cooperation between schools and the business community to develop educational programs that provide the labor force with skills to meet the employment needs of businesses and to provide the services needed by residents.
- Encourage cooperation between high schools and two- and four-year colleges and universities located in Kenosha County, such as UW-Parkside, Carthage University, Concordia University, and Gateway Technical College, and in the Region, such as UW-Milwaukee and Marquette University, to develop educational programs that provide the City of Kenosha's labor force with skills to meet the employment needs of businesses and to provide the services needed by residents.
- Promote affordable housing choices for people who work in Kenosha County, or who wish to live and work in the County.
- Promote convenient, flexible, and affordable public transportation options within Kenosha County and between Kenosha County and neighboring counties.

**Programs:**

- Continue to support KABA's involvement and partnership with educational and training programs such as Gateway Technical College Associate's Degree in Management and other programs through UW-Parkside, Carthage University, KUSD and Kenosha County Job Center.
- Continue to support KABA's Education Foundation in its efforts to develop education initiatives with local schools to improve the quality of education and increase the number of County residents completing post-high school education.
- Continue to support KABA's administration of additional partnerships and educational opportunities designed to develop the job skills sought by employers and potential employers in Kenosha County.
- Support the development of the Kenosha-Racine-Milwaukee commuter link as a means to connect Kenosha workers with employment opportunities in a greater physical area.
- Continue operation of the Kenosha Area Transit System and continue to monitor and evaluate transit services to ensure they are serving the needs of residents and businesses.
- Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.

**Business Location Issue**

The City of Kenosha must ensure that an adequate number of sites for business retention, expansion, and attraction are identified to maintain its strong economic base and meet the requirements set forth in Section 66.1001 of the *Wisconsin Statutes*. Business parks, Tax Increment Finance (TIF) Districts, and brownfield sites have been identified, and inventoried in Parts 1 and 2 of this Chapter, as the sites most suitable for new commercial and industrial development in the City of Kenosha. Adequate infrastructure should also be provided, including transit and other transportation facilities and services; an adequate water supply; sanitary sewers; stormwater management; and communications facilities.

Home-based businesses and telecommuting may also account for a greater number of jobs in residential areas in the future due to advances in telecommunications and other technologies. Advantages of home-based businesses and “live-work units” include less travel and reduced costs to households for services such as childcare; however, local zoning ordinances may need to be updated to take into consideration new types of home-based businesses and “live-work units” made possible by emerging technologies.

**Goal:**

- Promote an adequate number of sites for business retention, expansion, and attraction in the City of Kenosha.

**Objectives:**

- Promote an adequate amount of available and suitable land with supporting infrastructure for business retention, expansion, and attraction in the City of Kenosha.
- Promote redevelopment of underutilized commercial and industrial land in the City of Kenosha.

**Policies:**

- Promote commercial and industrial development in business/industrial parks and TIF Districts (TID).
- Promote commercial redevelopment in the downtown areas of the City of Kenosha.
- Promote the remediation and reuse of environmentally contaminated sites for commercial and industrial uses, where feasible.
- Promote the development of new businesses, or business expansion, in areas with existing infrastructure and community services, or in areas near or contiguous to existing service areas that can readily be served by extending infrastructure.

**Programs:**

- Continue to use Transportation Economic Assistance (TEA) funds and Freight Railroad Infrastructure Improvement Program funds for transportation projects and improvements that may help attract employers to the City of Kenosha or encourage existing businesses to remain and expand.
- Review and amend City Zoning Ordinances, if necessary, to allow home-based businesses that would be compatible with surrounding uses.
- Encourage the use of flexible floor plans for large and multi-tenant buildings to facilitate reuse of vacant structures and tenant spaces and to attract new businesses to the community.
- Support the development of “live-work units” and business condominiums, where appropriate, to accommodate new small businesses.
- Allocate an adequate amount of land on the Land Use Map (Map 9-6) to allow for the construction and expansion of industrial and commercial sites, including industrial or commercial development or environmentally contaminated sites or other sites identified by the City of Kenosha as potential redevelopment sites.

***Attracting and Retaining Desirable Businesses Issue***

Desirable types of businesses have been identified by the MJAC and are described in Part 3, page 29, of this Chapter. The City of Kenosha has many positive attributes, or strengths, that may be used to attract these target businesses, such as a location, good quality of life, an available workforce, development incentives, a good existing infrastructure, water resources, and a lower cost of doing business than in neighboring Illinois counties. Weaknesses for attracting and retaining desirable businesses, also inventoried in Part 3, include the lack of a diversified economy, the perception of the City of Kenosha as “blue collar” and unable to attract desirable businesses due to the employment needs of a high-skilled and fast-changing economy.

Historically, the City of Kenosha, along with many other communities in Wisconsin and in the Midwest, relied heavily on manufacturing and businesses that supported manufacturing industries. Although the 2005 location quotient analysis indicates that Kenosha County still has a high concentration of manufacturing industries (identified as desirable to attract and retain), it also has a comparatively low concentration in some other job types identified as desirable, most notably information technology, professional and technical services, and management of companies and enterprises (business or corporate management) that would allow it to diversify economically.

High-tech industries, advanced technology manufacturing and engineering, bio-technology, business and corporate management, professional and technical services, and healthcare and assisted living businesses all require that portions of their labor force be highly skilled and educated. The perception of the City of Kenosha's workforce as being “blue collar,” and therefore unable to fill jobs that require advanced skills, is most likely a misperception associated with the historical decline in manufacturing in the ‘Rust Belt’. Improving the image of the workforce requires improving educational attainment rates, reversing the ‘brain drain’ trend, and marketing or matching the existing labor force skills to the right businesses.

The idea that “brain drain” is considered one of the weaknesses regarding attracting and retaining desired businesses indicates that there is at least a portion of the workforce that is qualified for jobs that demand high skills and education, but these workers are unable to find such jobs in the City of Kenosha or Kenosha County. This, coupled with the low concentrations of such high skill-demanding jobs, as indicated by the 2005 location quotient analysis, indicates that either there is a need that is not being currently served, or more likely, that need is being served in a neighboring county.

**Goals:**

- Attract desirable businesses to the City of Kenosha.
- Retain and grow existing businesses in the City of Kenosha.

**Objectives:**

- Maintain the positive attributes or strengths of the City of Kenosha for attracting desirable businesses.
- Address the weaknesses regarding business attraction identified in Part 3, page 29.
- Encourage and support entrepreneurialism (i.e. small businesses and home-based businesses).

**Policies:**

- Aggressively promote the positive attributes (strengths) of the City of Kenosha to desirable businesses that may be considering relocating or expanding.
- Use a cluster-based economic development strategy which focuses investment and energy in attracting industries where Kenosha County and the Southeastern Wisconsin Region have a competitive advantage over other areas.
- Work cooperatively with KABA and local economic development organizations.
- Encourage cooperation between schools and the business community to develop educational programs that provide the labor force with skills to meet the employment needs of businesses and to provide the services needed by residents.
- Encourage cooperation between high schools and two- and four-year colleges and universities located in Kenosha County, such as UW-Parkside, Carthage University, Concordia University, and Gateway Technical College, and in the Region, such as UW-Milwaukee and Marquette University, to develop educational programs that provide the labor force with skills to meet the employment needs of businesses and to provide the services needed by residents.
- Support the Employment, Labor Force, and Business Location Issues policies to address weaknesses regarding business attraction and retention.

**Programs:**

- Continue partnership with the Milwaukee 7 in an effort to promote a regional approach to economic growth, which will benefit economic development efforts in the City of Kenosha.
- Continue to support KABA and the Kenosha Area Chamber of Commerce in marketing the City of Kenosha's quality of life and availability of infrastructure directly to businesses.
- Support KABA and the Milwaukee 7 in promoting the City of Kenosha to businesses considering expanding or relocating to Kenosha from outside the Southeastern Wisconsin region.
- Utilize the KABA, Milwaukee 7, and the City of Kenosha websites to compile and publicize information about the City to desirable businesses that may be considering relocating or expanding.
- Develop an incentive program to attract businesses that utilize sustainable and environmentally-friendly economic development concepts such as the use of renewable energy sources; building and landscape designs that reduce the use of toxic chemicals, reduce the use of impervious building materials, and utilize other “green” development measures; and provide jobs that pay wages sufficient to meet the cost of living in the City of Kenosha.

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