A Comprehensive Plan for the City of Kenosha: 2035

Adopted by the Common Council: April 19, 2010
Ordinance No. 28-10

Comprehensive Plan for the City of Kenosha: 2035

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CITY OF KENOSHA

COMPREHENSIVE PLAN FOR THE CITY OF KENOSHA: 2035

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CHAPTER 1

INTRODUCTION AND BACKGROUND

INTRODUCTION

In 1999, the Wisconsin Legislature enacted a comprehensive planning law which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the "Smart Growth" law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a "consistency" requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by towns, villages, and cities must be consistent with the comprehensive plan adopted by the town board, village board, or common council, respectively. Zoning and subdivision ordinances adopted and enforced by a county must be consistent with the comprehensive plan adopted by the county board. The consistency requirement will take effect on January 1, 2010. To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Kenosha County, nine local government partners, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). As a result of the multi-jurisdictional process, comprehensive plans that satisfy the planning requirements set forth in Section 66.1001 of the *Statutes* have been developed for the County and each local government partner. The City of Kenosha has also developed a plan pertaining only to the City, which is the basis of this plan.

STATUTORY REQUIREMENTS

The multi-jurisdictional comprehensive plan presented in this report provides a long-range guide for Kenosha officials, staff, and citizens to effectively address future development and natural resource protection in the City through the year 2035, and sets forth City planning goals and objectives. The Common Council and affected committees of the Common Council should refer to the comprehensive plan as a matter of course in their deliberations on planning issues and give the plan due weight when making decisions on such matters, particularly with regard to the Statutory requirement for consistency between the City comprehensive plan and the zoning and subdivision ordinances. In addition, the comprehensive plan is intended to increase intergovernmental cooperation and the general awareness and understanding of County and local government planning goals and objectives by residents, landowners, developers, the business community, and other private interests, and among the many units, levels, and agencies of government with land use related responsibilities within the City.

Local government comprehensive plans developed as a result of this multi-jurisdictional planning process also provide long-range guides for city officials and citizens to address future development and natural resource protection. Plan commission members and members of governing bodies should refer to the comprehensive plan in the course of deliberations on city planning issues, particularly with regard to the Statutory requirement for consistency between the comprehensive plan and zoning, subdivision, and official mapping ordinances. As the County comprehensive plan is intended to increase intergovernmental cooperation, the City comprehensive plan addresses areas of mutual concern with the County and with adjacent local governments. The City's Comprehensive Plan also sets forth local planning goals and objectives.

Nine Elements of the Comprehensive Plan

The multi-jurisdictional plan documented in this report, as well as each local comprehensive plan resulting from the multi-jurisdictional planning process, contains the nine (9) elements required by Section 66.1001(2) of the *Statutes*:

1. Issues and Opportunities Element;
2. Land Use Element;
3. Housing Element;
4. Transportation Element;
5. Utilities and Community facilities Element;
6. Agricultural, Natural, and Cultural Resources Element;
7. Economic Development Element;
8. Intergovernmental Cooperation Element; and
9. Implementation Element.

Comprehensive Plan and Ordinance Consistency
To comply with the consistency requirements in Section 66.1001 (3) of the Comprehensive Planning Law, Kenosha will make the changes needed, if any, to bring the Zoning Ordinance, the zoning map, and the Subdivision Ordinance into compliance with the City Comprehensive Plan prior to January 1, 2010.

Under Section 66.1001 (3), zoning, subdivision, and official mapping ordinances adopted by the City must be consistent with the comprehensive plan adopted by the City beginning on January 1, 2010.

Fourteen Comprehensive Planning Goals
The City's comprehensive plan also addresses the 14 planning goals set forth in Section 16.965(4)(b) of the *Wisconsin Statutes*. The 14 planning goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout the City.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The 14 planning goals listed in Section 16.965 must only be addressed in comprehensive plans that have received State of Wisconsin grant funding, such as the Kenosha County Multi-Jurisdictional Comprehensive Plan and local plans prepared as part of the multi-jurisdictional process.

Public Participation Plan
Section 66.1001(4) of the *Statutes* requires that the governing body of any County or local government preparing a comprehensive plan adopt written procedures that are "designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan." Proposed plan elements must be widely

distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must also be identified.

A public participation plan (PPP) has been developed by the multi-jurisdictional advisory committee for adoption by the Kenosha County Board and the governing bodies of participating local governments. The PPP will enhance public awareness of the planning effort and its importance; educate citizens about planning issues; and provide opportunities for citizens to help identify key community issues. Public participation activities included a "Kenosha County Café" countywide visioning session; issue forums; public meetings; planning-related programs on cable TV; bus tours for County and local officials to view various types of urban and rural development; newsletters; newspaper articles; and a comprehensive planning website. A summary of the draft comprehensive plan was distributed for review and comment prior to holding public hearings for plan adoption, and copies of the draft plan were available for review on the project website, at County offices, and at all municipal halls and libraries.

The full public participation plan, including adoption dates, is included in Appendix 15-3 in Chapter 15, and is also available for review in the office of the Kenosha County Planning and Development Department and the comprehensive planning website *(www.co.kenosha.wi.us/plandev/smart_growth/)*.

Plan Review and Adoption
Section 66.1001 (4) of the *Statutes* requires that a comprehensive plan or an amendment to the comprehensive plan be adopted by an ordinance enacted by the County Board, for adoption of the Multi-Jurisdictional County Comprehensive Plan. Comprehensive plans for cities, villages, and towns must be adopted by an ordinance of the common council. The law further requires that all nine (9) elements be adopted simultaneously, and that at least one (1) public hearing be held prior to adopting the City Comprehensive Plan. The *Statutes* require that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the local government preparing a plan; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the Kenosha public library that serves the area.

RELATIONSHIP BETWEEN COUNTY AND LOCAL COMPREHENSIVE PLANS

Multi-Jurisdictional Partnership
In the fall of 2004, the Kenosha County Board, the City of Kenosha Common Council, the Village Boards of the Villages of Pleasant Prairie and Silver Lake, and the Town Boards of the Towns of Brighton, Bristol, Paris, Salem, Somers, and Wheatland each adopted a resolution agreeing to participate in a multi-jurisdictional planning process and agreeing to submit an application to the Wisconsin Department of Administration (DOA) for a comprehensive planning grant to help fund preparation of the plan.

A grant was awarded in March 2006, and a grant agreement between Kenosha County and the DOA was signed on June 9, 2006. Prior to accepting the grant, Kenosha County and SEWRPC signed a three-party Cooperative Agreement with each of the nine (9) local government partners including the City of Kenosha. Each agreement is a formal commitment among the local governments, Kenosha County, and SEWRPC to participate in a coordinated, multi-jurisdictional comprehensive planning effort. The City of Kenosha also decided to prepare its own Comprehensive Plan, based upon the multi-jurisdictional plan.

Committee Structure
The Kenosha County Multi-Jurisdictional Comprehensive Plan Advisory Committee (MJAC) was established by the Land Use Committee of the Kenosha County Board to guide preparation of the County plan, including development of planning goals and objectives and a vision for the future, review of draft plan chapters and other plan materials, and development of a recommended plan for consideration by the Land Use Committee and the Plan Commissions of local government partners. The Advisory Committee is comprised of one (1) representative and one (1) alternate appointed by each local government partner and one (1) member and one (1) alternate appointed by the Kenosha County Executive and confirmed by the County Board. The Committee also includes a representative from each of the three (3) non-partnering local governments as non-voting members, and 10 citizen and interest group representatives, who are also non-voting members.

City of Kenosha Comprehensive Plan
This City of Kenosha comprehensive planning effort is built upon the master, land use, and comprehensive plans and components thereof, adopted prior to the start of this comprehensive planning process. The City of Kenosha Comprehensive Plan was prepared by the Department of City Development with assistance from the City Plan Commission. Table 1-1, page 5, lists the plans adopted by the City of Kenosha as of May 2007. Existing plans were updated to reflect new inventory data and development conditions and supplemented as needed to include all of the nine (9) elements required under the State Comprehensive Planning Law. The preparation and adoption of local land use plans as part of the process also met the procedural requirements set forth in State law, which require adoption and implementation of a public participation plan, adoption of a local comprehensive plan by an ordinance of the governing body, a public hearing prior to adoption, and distribution of the draft and final plan to adjacent communities, State and regional agencies, and the local library.

THE PLANNING AREA

As of December 1, 2008, the planning area includes the City of Kenosha, which encompasses a total of 16,909.274 acres or about 26 square miles. The City is bordered on the north by the Towns of Somers and Paris, on the west by the Towns of Somers, Paris and Bristol and the Village of Pleasant Prairie, on the south by the Village of Pleasant Prairie and the Town of Bristol, and on the east by Lake Michigan.

REPORT FORMAT

This planning report consists of 15 chapters. Following this introductory chapter, Chapters 2 though 6 present inventory data. Inventory chapters include: Population, Household, and Employment Trends; Agricultural, Cultural, and Natural Resources; Existing Land Uses and Transportation Facilities and Services; Utilities and Community Facilities; and Existing Local Plans and Ordinances. Chapters 7 through 15 constitute the multi-jurisdictional comprehensive plan. Comprehensive plan element chapters include: Issues and Opportunities (7); Agricultural, Natural, and Cultural Resources (8); Land Use (9), Housing (10); Transportation (11); Utilities and Community Facilities (12); Economic Development (13); Intergovernmental Cooperation (14); and Implementation (15) elements.

REGIONAL CONTEXT

Kenosha is a City within Kenosha County, one of the seven (7) counties that together make up the Southeastern Wisconsin Region. Several significant urban centers are within 100 miles of the Region including the Chicago area; Madison area; and the Janesville, Beloit, and Rockford area. Most important to Kenosha County is its location directly along the corridor between the Cities of Milwaukee and Chicago. The Southeastern Wisconsin Region encompasses 2,689 square miles; includes the Milwaukee, Racine, and Kenosha urbanized areas; and in 2000 had a population of over 1.9 million residents. Kenosha County is in the southeast portion of the Region, and contains a mix of urban areas, small villages, and extensive areas of farmland and natural resources. Kenosha County is considered part of the Chicago metropolitan area by the U.S. Census Bureau.

Pursuant to Statutory requirements, SEWRPC has prepared and adopted a series of regional plan elements, including a regional land use plan, regional transportation system plan, regional water quality and water supply plans, a regional natural areas plan, and a regional park and open space plan (comprised of the seven (7) individual park and open space plans for each County), which provided a framework for development of the Kenosha County plan. The regional plan elements were refined and detailed through the preparation of the Kenosha County Comprehensive Plan.

NEED FOR COMPREHENSIVE PLANNING

Kenosha has experienced growth and increased urbanization in recent decades, which has been accompanied by a variety of development issues. Some of the development issues that have surfaced during past decades include: the rate and location of new urban development; the need to construct and expand utilities, schools, stormwater management facilities, transportation facilities, and other essential urban services and, in some cases, to coordinate

TABLE 1-1

MASTER, LAND USE, AND COMPREHENSIVE PLANS PREPARED BY THE CITY OF KENOSHA: 2007

Plan	Prepared By	Adoption Date[a,b]	
		Plan Commission	Governing Body
SEWRPC Community Assistance Planning Report No. 212, A Comprehensive Plan for the Kenosha Urban Planning District, December 1995	SEWRPC	03/05/98	03/16/98[c,d]
The City of Kenosha and Town of Bristol Cooperative Land Use Plan, July 1999	Planning and Design Institute Inc.	09/23/99	10/04/99[d,e]
SEWRPC Community Assistance Planning Report No. 200, A Land Use and Transportation System Development Plan for the IH 94 South Freeway Corridor	SEWRPC	05/07/92	05/18/92
Hillcrest Neighborhood Plan	City of Kenosha	11/19/92	12/21/92[d,e]
St. Peter's Neighborhood Plan	City of Kenosha	02/25/93	03/01/93d,[e]
South Sheridan Neighborhood Plan (Recommended)	City of Kenosha	09/09/93	11/15/93[e,f]
Gateway Neighborhood Plan	City of Kenosha	04/07/94	04/18/94[d]
CTH HH Corridor Land Use & Platting Plan	City of Kenosha	05/07/92	05/18/92[d]
Washington Park Neighborhood Revitalization Plan	Trkla, Pettigrew, Allen, and Payne	09/24/92	10/05/92[d]
Wilson Heights Neighborhood Revitalization Plan	Trkla, Pettigrew, Allen, and Payne	09/24/92	10/05/92[d]
Columbus Park Neighborhood Revitalization Plan	Trkla, Pettigrew, Allen, and Payne	09/24/92	10/05/92[d]
Kenosha Downtown Plan, A Guide for Urban Design and Development	Planning and Design Institute Inc.	05/09/91	05/20/91[e,f]
Neighborhood Revitalization Study	Trkla, Pettigrew, Allen, and Payne	09/24/92	10/15/92
Lincoln Neighborhood Plan	City of Kenosha	08/08/96	08/19/96[d]
Highway Access and Development Plan for STH 50 between IH 94 and 60th Avenue	WisDOT, Kenosha County, City of Kenosha, Town of Pleasant Prairie	05/08/86	05/19/86[e,f]
Downtown Land Use and Transportation Strategy	City of Kenosha	12/04/86	12/15/86[d]
Kenosha Regional Airport Area Land Use Study	City of Kenosha	06/03/93	06/21/93[d]
Green Bay Road/60th Street Development Plan	City of Kenosha	11/06/03	11/17/03[d]
Kenosha Corridor Land Use Plan	City of Kenosha	05/07/92	05/18/92[e,f]
Columbus Neighborhood Plan	City of Kenosha	08/08/02	08/19/02[d]
Pike Creek Neighborhood Plan	City of Kenosha	11/02/98	11/16/98[d]
Library Park Preservation Plan	Landscape Architects	11/09/00	--
Wilson Neighborhood Plan	City of Kenosha	11/04/04	11/15/04[d,e]
SEWRPC Community Assistance Planning Report No. 231, Kenosha Area Transit System Development Plan: 1998-2002	SEWRPC	03/04/99	03/15/99
Comprehensive Outdoor Recreation Plan	Landscape Architects	04/05/01	04/16/01
City of Kenosha Bicycle & Pedestrian Facilities Plan	City of Kenosha	12/08/05	12/19/05
McKinley-Roosevelt Railroad Corridor Neighborhood Plan	City of Kenosha	12/4/08	12/15/08

a *No record of adoption provided to SEWRPC if no date listed.*

b *Under the master planning statute (Section 62.23 of the Wisconsin Statutes), the Plan Commission has the authority to adopt by resolution a master plan or elements thereof. SEWRPC has traditionally recommended that master plans also be adopted by the governing body to show support for the plan and help assure its implementation. Under the State comprehensive planning law (Section 66.1001 of the Statutes), comprehensive plans must be approved by a resolution of the Plan Commission and adopted by an ordinance of the governing body. Plans for the Village of Paddock Lake, Village of Twin Lakes, and Town of Randall were adopted as comprehensive plans under Section 66.1001 of the Statutes.*

c *The City of Kenosha had since adopted a stand alone park and open space plan (April 2001).*

d *Plan was adopted by the City of Kenosha Plan Commission and certified by the Common Council.*

e *Plan was adopted by both the City of Kenosha Plan Commission and the Common Council.*

f *Amendments have been made to the plan since original date of adoption.*

Source: Local Governments and SEWRPC.

efforts in multiple jurisdictions; the availability of affordable housing; protection of the natural resource base, including the preservation of open space; and conflicts between the City and towns relating to annexations and exercise of extraterritorial authorities. These development issues, coupled with Wisconsin's comprehensive planning law, a projected increase in population and employment, a projected increase in the average age of the County population, and the continued trend of planning and development issues crossing jurisdictional boundaries,

resulted in the County, participating local governments, UW-Extension, and SEWRPC joining together to develop a multi-jurisdictional comprehensive plan, in addition to the City Plan.

BENEFITS OF COMPREHENSIVE PLANNING

In addition to development, timing, and growth issues specific to Kenosha, there are general positive results of thoughtful comprehensive planning from which Kenosha may benefit, including the following:

Planning Helps Define the Future Character of a Community

The physical design, setting, and arrangement of land uses can make it possible for people to carry out their daily lives and activities in an attractive and safe community environment. Land use planning and design can foster a distinctive sense of place. Planning allows a community to identify, preserve, and build upon the defining features of the community.

Planning Helps Protect Natural and Cultural Resources

Planning can help protect environmental features like wetlands, floodplains, woodlands, and stream corridors which provide important public benefits, such as stormwater storage and groundwater recharge areas and recreational opportunities. Such resources would be difficult and expensive to replace if lost or damaged. Planning can also help identify and preserve historic, archaeological, and other important cultural structures and sites.

Planning Can Provide a Rational Basis for Local Decisions

Plans provide a factual and objective guide that can be used by City officials and citizens to make informed decisions about land use and development. Planning is a process that can help the City prepare for change rather than react to it.

Planning Can Provide Certainty Regarding Future Development

Plans and related maps show landowners and developers the location and type of development desired by the City, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.

Planning Can Save Money

Well-planned, orderly, and phased development patterns are less expensive for the City to provide public services and infrastructure than low density and scattered development patterns.

Planning Can Promote Economic Development

Planning can provide information about existing businesses and industries and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors and whether local services and housing are adequate to handle the impacts of new economic development.

Planning Can Promote Public Health

Finally, well planned development patterns and transportation options can make recreational, educational, and commercial facilities accessible to pedestrians and bicyclists. The ability to safely walk or bike to these facilities promotes physical health and community interaction.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an "end result," but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, which may include zoning ordinances and maps, subdivision ordinances, capital improvements programming, detailed facilities planning, and other local ordinances, programs, and policies.

COMPREHENSIVE PLANNING PROCESS

The comprehensive plan presented in this report was developed through a multi-year planning process consisting of the following steps:

1. start-up tasks
2. inventory
3. issue identification
4. preparation of forecasts and analysis
5. preparation of planning elements
6. plan review, refinement, and adoption

Another key step in the comprehensive planning process will be the implementation of the plan by the City. Throughout the planning process, the active participation of citizens, landowners, government officials, and interest groups was essential for identifying important issues and preparing a plan with realistic goals for the City.

* * * * *

CHAPTER 2

POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS

INTRODUCTION

Information on the size, characteristics, and distribution of population, household, and employment levels in the City of Kenosha assists in preparing projections that will anticipate changes in these factors over time, which is essential to the comprehensive planning process. This chapter provides information on existing and historical population, household, and employment levels. The population and household projections presented in Chapter 7, the Issues and Opportunities Element, and the employment projections presented in Chapter 13, the Economic Development Element, were used to help design the plan presented later in this report.

Much of the historical demographic data in this chapter are from the U. S. Bureau of the Census. Census data are collected every ten (10) years and are derived from both short and long form questionnaires. The short form, also referred to as Summary File 1, is sent to every household and provides a complete count of all persons living in the United States. The long form, also referred to as Summary File 3, is sent to one (1) of every six (6) households. Data from Summary File 1 are more accurate than data from Summary File 3, due to sampling-related errors; however, Summary File 3 includes a wider range of topics and in some cases is the only source of information. If available, Summary File 1 data was used to prepare this chapter. Data relating to education, housing, and income is derived from Summary File 3.

POPULATION

Population Trends

The historical and current population of the City of Kenosha is set forth in Table 2-1, page 2. Between 1860 and 1890, the total population in Kenosha increased modestly from 3,990 to 6,532 residents. The City experienced rapid growth rates in the decades between 1890 and 1930, including population gains of almost 78 percent between 1890 and 1900 and over 80 percent in each of the two decades between 1900 and 1920. Growth stagnated during the 1930s Depression Era, but picked up again during the decades from 1940 to 1970, including a population gain of almost 25 percent from 1950 to 1960. Rapid growth during this period can be attributed to both the migration of new residents to Kenosha and the natural increase of the existing population (more births than deaths). After World War II, the existing population grew as soldiers returned home and began families, creating the baby-boom generation. Federal subsidies for home ownership led to suburban migration, as families sought newer single-family homes outside the central city. Federal legislation adopted in 1956 led to the construction of a new network of freeways and expressways, providing convenient highway access between suburbs and the central city. The City decreased in population between 1970 and 1980 and then grew at a rate of around 15 percent between 1980 and 1990 and almost 12 percent between 1990 and 2000. The Wisconsin Department of Administration (DOA) estimates that the City population grew almost six (6) percent between 2000 and 2008, from 90,352 to 95,910 residents.

Kenosha's population grew by 41,587 people, or about 117 percent, between 1940 and 2000. During this same period, the county increased by 86,072 residents, or 136 percent; the Southeastern Wisconsin Region[1] experienced an increase of 863,466 residents, or about 81 percent; the State experienced an increase of 2,226,088 residents, or about 71 percent; and the United States experienced an increase of about 150 million residents, or about 113 percent. Thus, Kenosha experienced a higher rate of growth than the Region, State, and Nation during this period.

[1] *The Southeastern Wisconsin Region includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.*

TABLE 2-1

HISTORICAL POPULATION LEVELS IN THE CITY OF KENOSHA: 1850-2008

Year	Population	Change From Preceding Census	
		Number	Percent
1850	3,455	- -	- -
1860	3,990	535	15.5
1870	4,309	319	8.0
1880	5,039	730	16.9
1890	6,532	1,493	29.6
1900	11,606	5,074	77.7
1910	21,371	9,765	84.1
1920	40,472	19,101	89.4
1930	50,262	9,790	24.2
1940	48,765	-1,497	-3.0
1950	54,368	5,603	11.5
1960	67,899	13,531	24.9
1970	78,805	10,906	16.1
1980	77,685	-1,120	-1.4
1990	80,426	2,741	3.5
2000	90,352	9,926	12.3
2005[a]	93,785	3,433	3.8
2008	95,910	2,125	2.3

NOTE: The City of Kenosha was originally incorporated as the Village of Southport in 1841. In 1850, the Village was incorporated as the City of Kenosha.

a The 2005 & 2008 population estimates were prepared by the WI Department of Administration. Other years are from the U.S. Census.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Population changes in Kenosha County and the City of Kenosha between 1980 and 2000, and 2005[2] population estimates from the DOA, are shown on Table 2-2. Between 1990 and 2000, about 46 percent of the County's population growth occurred in the City of Kenosha, about 25 percent occurred in towns, and about 29 percent occurred in villages. In 2000, about 60 percent of the County's population lived in the City of Kenosha.

TABLE 2-2

POPULATION TRENDS IN THE CITY OF KENOSHA: 1980-2005

Community	Year				Change 1990-2000	
	1980	1990	2000	2005[a]	Number	Percent
City of Kenosha	77,685	80,426	90,352	93,785	9,926	12.3
Kenosha County	123,137	128,181	149,577	158,219	21,396	16.7

a The 2005 population levels are estimates by the Wisconsin Department of Administration. All other years are from the U.S. Census.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Historical population in the City of Kenosha from 1850 to 2000 is shown in Table 2-1. The City's population increased in each of the decades from 1850 to 1930. Between 1850 and 1890 the population increased from 3,455 residents to 6,532 residents. The most significant growth period in the City occurred between 1890 and 1930. By 1930, the City grew to a population of 50,262, including an increase of 19,101 residents, or over 89 percent, between 1910 and 1920. The population declined by 1,497 residents, or 3 percent, during the 1930s, but growth resumed in each of the decades between 1940 and 1970, reaching a population of 78,805 in 1970. During the 1970s, the City's population decreased slightly to 77,685 residents. The City grew again from 1980 to 2000, to a population of 90,352 in 2000. The 2005 DOA population estimate for the City was 93,785, an increase of 3,433 residents from the 2000 population. The 2008 population estimate was 95,910 persons.

[2] *The DOA population estimate for Kenosha County as of January 1, 2008, was 162,094 persons.*

Age Distribution

The age distribution of the population has important implications for planning and the formation of public policies in the areas of education, health, housing, transportation, and economic development. The age distribution of Kenosha's population in 2000 is set forth in Table 2-3.

TABLE 2-3

POPULATION BY AGE GROUP AND MEDIAN AGE IN THE CITY OF KENOSHA: 2000

Community	Under 5		5 through 9		10 through 14		15 through 19		20 through 44	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City of Kenosha	6,800	7.5	7,164	7.9	6,876	7.6	6,497	7.2	34,848	38.6
Kenosha County	10,367	6.9	11,640	7.8	11,826	7.9	11,106	7.4	56,444	37.7

Community	45 through 54		55 through 64		65 and older		Total		Median Age
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
City of Kenosha	10,624	11.8	6,537	7.2	11,006	12.2	90,352	100.0	33.6
Kenosha County	19,257	12.9	11,768	7.9	17,169	11.5	149,577	100.0	34.8

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

The median age of City residents in 2000 was about 34 years. The median age in the County is about 35 years, similar to that found in the Region and lower than the median age of 36 years for the State.

In the City of Kenosha in 2000, children less than five (5) years old numbered 6,800, or about eight (8) percent of the City population, while children between the ages five (5) and 19 numbered 20,537, or 23 percent of the population. Adults ages 20 through 64 numbered 52,009, or about 58 percent of the City population, and persons age 65 and older numbered 11,006, or about 12 percent of the population. The population distribution by age group in the City was a higher percentage than that in the County for the under five (5) and 65 and older age groups, similar to that in the County for the five (5) to 19 age group, and a lower percentage of the population for the 20 to 64 age group.

Racial Composition

Table 2-4, page 4, indicates the racial composition of the City and County. The City has a relatively homogeneous population. Over 83 percent of the population in 2000 was white, or 75,566 of the total 90,352 residents. The percentage of whites in the County population was higher than in the Region, where about 79 percent were white, but below that in the State of Wisconsin, where about 89 percent of residents were white.

The second and third single largest racial groups in the City were African American, 7.7 percent or 6.943 persons, and Asian, 1.0 percent or 893 persons, respectively. Additionally, 4.8 percent or 4,366 persons identified themselves as a single race other than white, African American, American Indian and Alaska Native, Asian, or Native Hawaiian and Other Pacific Islander. Table 2-4, page 4, does not show a separate racial group for persons of Hispanic origin. This is because the Federal government considers Hispanic origin to be an ethnic group rather than a race; however, the Census collected separate data regarding Hispanic residents. A total of 9,003 persons, or 10 percent of City residents in 2000, were Hispanic.

TABLE 2-4

RACIAL COMPOSITION OF RESIDENTS IN THE CITY OF KENOSHA, KENOSHA COUNTY THE REGION, AND THE STATE: 2000

Race[a]	City of Kenosha		Kenosha County		Southeastern Wisconsin		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White Alone	75,566	83.6	132,193	88.4	1,534,464	79.4	4,769,857	88.9
Black or African American Alone	6,943	7.7	7,600	5.1	263,200	13.6	304,460	5.7
American Indian & Alaskan Native Alone	398	0.4	564	0.4	9,510	0.5	47,228	0.9
Asian Alone	893	1.0	1,381	0.9	34,438	1.8	88,763	1.7
Native Hawaiian & Other Pacific Islander Alone	40	--[b]	57	--[b]	716	--[b]	1,630	--[b]
Some Other Race Alone	4,366	4.8	4,924	3.3	58,157	3.0	84,842	1.6
Two or More Races	2,146	2.4	2,858	1.9	32,423	1.7	66,895	1.2
TOTAL	90,352	100.0	149,577	100.0	1,932,908	100.0	5,363,675	100.0

a The Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.
b Less than 0.05 percent.

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

Educational Attainment

The level of educational attainment is one indicator of earning potential, which, in turn, influences such important choices as location, type, and size of housing. Educational attainment is also an indicator of the type of occupations the County workforce is most suited to fill. This information is useful for formulating strategies to retain and expand existing businesses in the County and attract new businesses to the County over the planning period. Table 2-5 shows the educational attainment of residents at least 25 years of age for the City and County in 2000.

TABLE 2-5

EDUCATIONAL ATTAINMENT OF PERSONS 25 AND OLDER IN THE CITY OF KENOSHA: 2000

Community	Less Than 9th Grade		9th to 12th Grade No Diploma		High School Graduate		Some College or Associate Degree		Bachelor or Graduate Degree		Total Persons Age 25 & Older	
	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
City of Kenosha	3,092	5.4	7,226	12.7	18,603	32.7	17,558	30.9	10,361	18.2	56,840	100.0
Kenosha County	4,370	4.6	11,275	11.9	31,711	33.4	29,436	31.0	18,246	19.2	95,038	100.0

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

In 2000, about 82 percent of City residents at least 25 years of age had attained a high school or higher level of education. These levels are similar to the educational attainment of the overall population in the seven–county Southeastern Wisconsin Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000. Just over 49 percent of the population 25 years of age and older in the City had attended some college or earned either an associate, bachelor, or graduate degree, compared to about 54 percent in the Region. This level of education suggests that Kenosha's workforce is well suited for skilled employment such as high tech production and professional occupations. This factor is examined in greater detail in the Economic Development Element (Chapter 13) of this report.

HOUSEHOLDS

Household Trends

The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sewer, water, and parks. A household includes all persons who occupy a housing unit, which is defined by the Census Bureau as a house, apartment, mobile home, a group of rooms, or a single room that is occupied, or intended for occupancy, as separate living quarters.

The number of households and the average household size in Kenosha for 1980, 1990, and 2000 are set forth in Table 2-6, page 5. There were 34,411 households in Kenosha in 2000, with an average household size of 2.54 persons, compared to an average household size of 2.52 persons in the Region. As shown on Table 2-6, the

number of households has increased in each decade. While the number of households has increased steadily, the average number of persons per household has decreased in the City and the County since 1980. This trend has occurred throughout Wisconsin, and reflects the fact that family sizes (average number of children per family) have decreased and unmarried persons have increasingly tended to establish their own households rather than live with family.

TABLE 2-6

NUMBER OF HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE FOR THE CITY OF KENOSHA AND KENOSHA COUNTY: 1980-2005

Community	1980			1990			2000			2005
	Number of Households	Percent of County Households	Average Household Size	Number of County Households	Percent of Households	Average Household Size	Number of Households	Percent of County Households	Average Household Size	Number of Households[a]
City of Kenosha	27,964	64.9	2.69	29,919	63.6	2.61	34,411	61.4	2.54	36,537
Kenosha County	43,064	100.0	2.80	47,029	100.0	2.67	56,057	100.0	2.60	59,956

a The number of households in 2005 is an estimate prepared by the Wisconsin Department of Administration. Other years are from the U.S. Census.

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

Household Income[3]

The 1999 annual household incomes in Kenosha and the County are set forth in Table 2-7. Median annual household incomes are also included in the Table. The 1999 annual median income of all households in the City was $41,902. Median incomes tended to be higher in the towns and villages than in the City of Kenosha. This reflects the likelihood that persons with more modest or limited incomes would live in the City, which tends to have a greater range of housing choices.

TABLE 2-7

ANNUAL HOUSEHOLD INCOME FOR THE CITY OF KENOSHA: 1999

Community	Household Income Less than $15,000		Household Income $15,000 to $24,999		Household Income $25,000 to $34,999		Household Income $35,000 to $49,999		Household Income $50,000 to $74,999	
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total
City of Kenosha	4,756	13.8	4,960	14.4	4,494	13.0	5,976	17.3	7,723	22.4
Kenosha County	6,480	11.5	6,896	12.3	6,957	12.4	9,300	16.6	12,959	23.1

Community	Household Income $75,000 to $99,999		Household Income $100,000 to $149,999		Household Income $150,000 to $199,999		Household Income $200,000 Or More		Median Household Income
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	
City of Kenosha	3,837	11.1	2,142	6.2	331	1.0	284	0.8	$41,902
Kenosha County	7,445	13.3	4,632	8.3	746	1.3	678	1.2	$46,970

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

Table 2-8, page 6, sets forth the median household income for counties in southeastern Wisconsin and adjacent counties outside the seven-county region (Lake and McHenry Counties in Illinois). In 1999, the median Kenosha County household income was slightly above the annual median household income in the Region of $46,587 and about $3,000 higher than the annual median household income in the State of $43,791. Kenosha County had a higher median household income than Milwaukee and Walworth Counties in 1999 and a lower median household income than Ozaukee, Racine, Washington, and Waukesha Counties. Kenosha County also had a lower median household income than Lake and McHenry Counties in Illinois, which had respective incomes of about $64,800 and $67,000. The relative degree of economic prosperity in Kenosha County can in part be explained by the high educational attainment of the County's residents, providing an ability to compete for high-paying jobs both in and outside of the County. Economic prosperity in the County also has a significant effect on the types, sizes, and locations of housing with the County.

[3] *Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.*

TABLE 2-8

ANNUAL MEDIAN HOUSEHOLD INCOME IN SOUTHEASTERN WISCONSIN AND COUNTIES ADJACENT TO KENOSHA COUNTY: 1999

County	Median Household Income
Southeastern Wisconsin Region	
Kenosha	$46,970
Milwaukee	$38,100
Ozaukee	$62,745
Racine	$48,059
Walworth	$46,274
Washington	$57,033
Waukesha	$62,839
Seven-County Region	$46,587
Adjacent Counties Outside the Region	
Lake, Illinois	$66,973
McHenry, Illinois	$64,826

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

Although there is significant economic prosperity in the City, a number of households have experienced annual incomes below the poverty level. In 1999, there were 3,043 households, almost nine (9) percent, in the City with an annual income below the poverty level.[4] Of these households, 1,594 were family households and 1,449 were non-family households.[5] The number and percentage of households with incomes below the poverty level is set forth in Table 2-9.

TABLE 2-9

HOUSEHOLDS BELOW THE POVERTY LEVEL IN THE CITY OF KENOSHA: 1999

Community	Households Below the Poverty Level			Total Number of Households	Percent of Households Below Poverty Level
	Family Households	Non-Family Households	Total		
City of Kenosha	1,594	1,449	3,043	34,411	8.8
Kenosha County	2,094	1,997	4,091	56,057	7.3

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

Household Size

In addition to determining the number of additional housing units needed over the planning period, household size can be used to determine the type and size of housing which will best meet the needs of Kenosha residents. Table 2-10, page 7, sets forth the number of households in each size category ranging from one-person households to households containing seven (7) or more members in the County and each local government. Two-person households were the most common type of household in the City and in the County overall in 2000. About 31 percent of all households in the City were in the two-person household category, followed respectively by one-person households at about 28 percent, three-person households at about 16 percent, and four-person households at about 14 percent. Households with five (5), six (6), and seven (7) or more persons combined to make up around 10.2 percent of households in the City. Household size information coupled with household income and housing affordability information provided the basis for the housing recommendations set forth in the Housing Element (Chapter 10).

[4] *Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include: age of householder, age of family members, number of family members, and number of children present in a household related to the householder. In 1999, poverty threshold levels varied from an annual household income of $8,501 for a household with one householder under the age of 65 to an annual income of $37,076 for a household with nine or more people, one of which is a child under the age of 18 related to the householder.*

[5] *A family household includes a householder and one or more person living in the same household who are related to the householder by birth, marriage, or adoption. Non-family households include households with one person living alone or a group of people unrelated by birth, marriage, or adoption.*

TABLE 2-10

HOUSEHOLD SIZE BY CATEGORY IN THE CITY OF KENOSHA: 2000

Community	1-person Households		2-person Households		3-person Households		4-person Households		5-person-Households		6-person Households		7-or-more person Households		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
City of Kenosha	9,772	28.4	10,518	30.6	5,630	16.4	4,968	14.4	2,254	6.6	771	2.2	498	1.4	34,411	100.0
Kenosha County	14,269	25.5	17,878	31.9	9,351	16.7	8,645	15.4	3,890	6.9	1,302	2.3	722	1.3	56,057	100.0

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

EMPLOYMENT

Employment and Occupational Characteristics

The number of employed persons 16 years of age and older by occupation in the City is set forth in Table 2-11, page 7. Employed persons are the number of residents holding jobs, regardless of the location of the employer and whether the jobs are part-time or full-time. There were a total of 46,025 City residents in the labor force in 2000. Of that number, 43,023 were employed and 2,852 were unemployed at the time the Census was taken. About 67 percent of all City residents age 16 years and over were in the labor force in 2000, similar to figures found in both the Region and the State, with about 68 percent and 69 percent, respectively. The remaining 33 percent (22,442) of City residents age 16 and older who were not in the labor force were retired or not actively looking for work.

Residents employed in management, professional, and related occupations made up the largest percentage of the employed Kenosha workforce at about 28 percent. Sales and office occupations and production, transportation, and material moving occupations rank second and third respectively, with about 27 percent and 21 percent of the employed resident workforce. The remaining City workforce was employed in service occupations (16 percent); construction, extraction, and maintenance occupations (8 percent); and farming, fishing, and forestry occupations (less than 0.5 percent). The implication of these figures for future economic development and workforce planning is examined in greater detail in the Economic Development Element chapter.

TABLE 2-11

EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION IN THE CITY OF KENOSHA: 2000

Occupation	Number	Percent of Total
Management, Professional, and Related Occupations		
Farmers and Farm Managers	16	--a
Other Management, Business, and Financial Operations	4,482	10.4
Professional and Related	7,725	18.0
Subtotal	***12,223***	***28.4***
Service Occupations		
Healthcare Support	953	2.2
Protective Service	1,023	2.4
Food Preparation and Serving Related	2,427	5.6
Building and Grounds Cleaning and Maintenance	1,332	3.1
Personal Care and Service	1,109	2.6
Subtotal	***6,844***	***15.9***
Sales and Office Occupations		
Sales and Related	4,740	11.0
Office and Administrative Support	6,762	15.7
Subtotal	***11,502***	***26.7***
Farmingb, Fishing, and Forestry Occupations	***55***	***0.1***
Construction, Extraction, and Maintenance Occupations		
Construction and Extraction	1,842	4.3
Installation, Maintenance, and Repair	1,393	3.2
Subtotal	***3,235***	***7.5***
Production, Transportation, and Material Moving Occupations		
Production	6,191	14.1
Transportation and Material Moving	2,973	6.9
Subtotal	***9,164***	***21.3***
TOTAL	***43,023***	***100.0***

a Less than 0.5 percent of all occupations.

b Includes farm labor contractors, agricultural inspectors, animal breeders, graders and sorters, agricultural equipment operators, and farmworkers and laborers (including crop, nursery, greenhouse, and farm/ranch workers). Farmers, who farm their own land, and farm managers are included under the "management, professional, and related" occupations.

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

Place of Work

Table 2-12, page 8, indicates the general place of work of employed City residents 16 years of age and older in 2000. The Census identified 42,293[6] employed residents 16 years of age and older in the City who were working during the last week of March 1999. Over 64 percent of City residents, or 27,105 workers, worked in Kenosha County. City residents who worked in other counties most typically commuted to Lake County in Illinois (over 17 percent), Racine County (over eight (8) percent), Cook County in Illinois (about three (3) percent), or Milwaukee County (about three (3) percent). About three (3) percent of employed Kenosha residents worked in counties other than those referenced. Figure 2-1, page 9, illustrates commuting patterns from and into Kenosha County. According to Census data, 12,468 workers were commuting into Kenosha County for work. The highest percentage, representing 11 percent of the workforce in Kenosha County, commuted from Racine County.

TABLE 2-12

PLACE OF WORK OF CITY OF KENOSHA RESIDENTS:[a] 2000

Place of Work	Number	Percent
Kenosha County		
City of Kenosha	21,164	50.0
Village of Paddock Lake	135	0.3
Village of Pleasant Prairie	3,611	8.5
Village of Silver Lake	52	0.1
Village of Twin Lakes	75	0.2
Town of Bristol	698	1.7
Town of Paris	143	0.3
Town of Randall	77	0.2
Town of Salem	284	0.7
Town of Somers	850	2.0
Remainder of Kenosha County	16	0.0
Subtotal	***27,105***	***64.1***
Milwaukee County	1,450	3.4
Racine County	3,652	8.6
Walworth County	110	0.3
Waukesha County	385	0.9
Cook County, IL	1,246	2.9
DuPage County, IL	112	0.3
Lake County, IL	7,422	17.5
McHenry County, IL	286	0.7
Worked Elsewhere	525	1.2
TOTAL	***42,293***	***100.0***

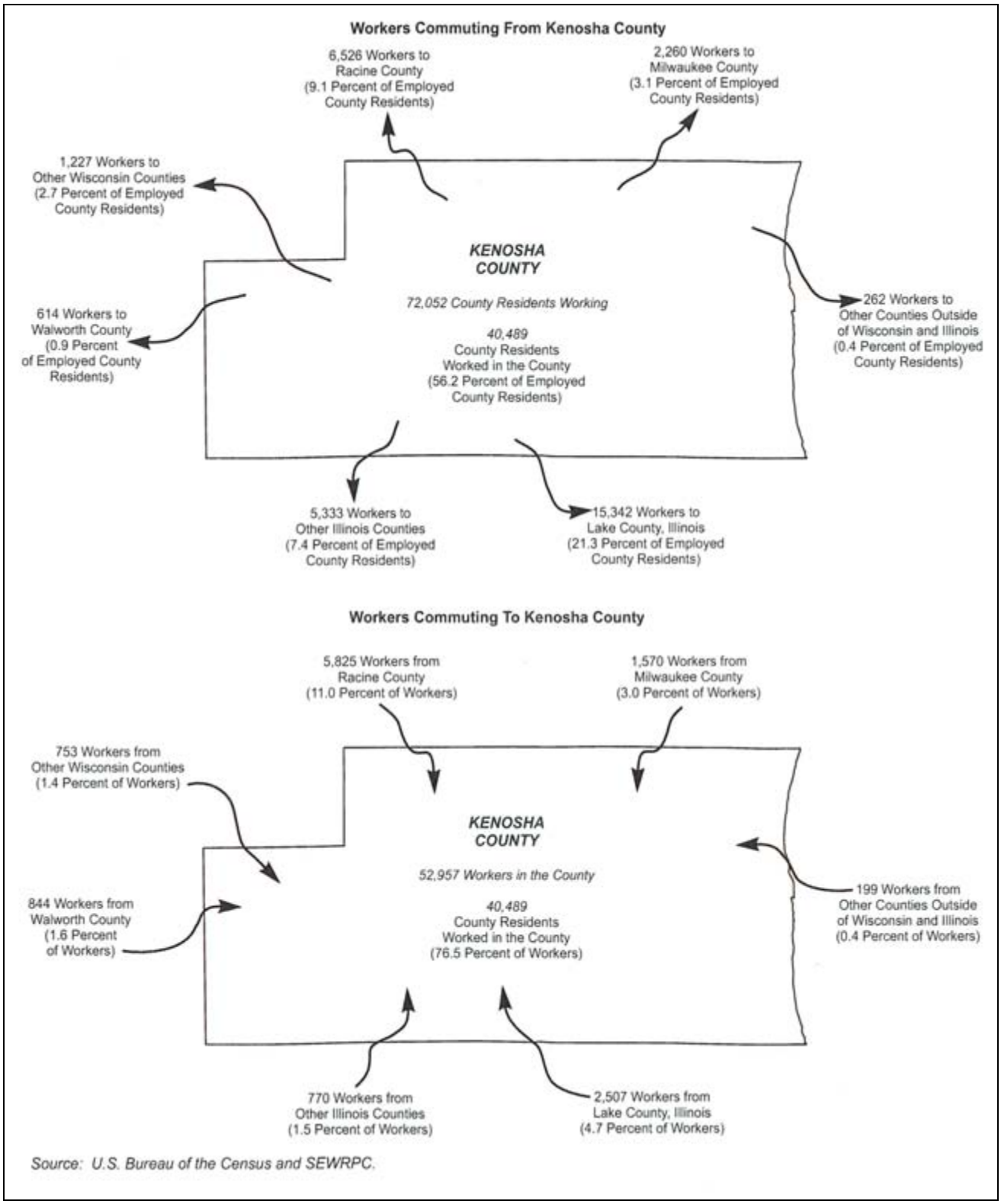
a The place of work Census Data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area.

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

[6] *The place of work Census data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area and differs from the employment total shown in Table 2-11, page 7.*

FIGURE 2-1

COMMUTING PATTERNS INTO AND FROM KENOSHA COUNTY: 2000



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

Total Employment Levels[7]

The previous two (2) sections provided information on the employment characteristics of City residents, including those that worked outside the County. Total employment in the County, that is, the number of jobs located in Kenosha County, stood at about 68,700 jobs in 2000, compared to about 52,200 jobs in 1990.

Information on 1990 and 2000 employment levels by County in the Region is shown on Table 2-13, page 10. Each County experienced an increase in employment between 1990 and 2000. Kenosha County had an increase of about 16,400 jobs, or 31 percent, during the decade. Waukesha County accounted for just over half of the total increase in the Region's employment during the 1990s, with an increase of about 81,100 jobs. Among the other six (6) counties, growth in employment during the 1990s ranged from under 4,900 jobs in Racine County to about 15,600 jobs in Washington County.

TABLE 2-13

EMPLOYMENT TRENDS BY COUNTY IN SOUTHEASTERN WISCONSIN: 1990-2000

County	Number of Jobs: 1990	Number of Jobs: 2000	Number of Jobs Increased	Percentage of Jobs Increased
Kenosha County	52,230	68,654	16,424	31.4
Milwaukee County	609,787	624,639	14,852	2.4
Ozaukee County	35,309	50,773	15,464	43.8
Racine County	89,558	94,447	4,889	5.5
Walworth County	39,957	51,815	11,858	29.7
Washington County	46,120	61,691	15,571	33.8
Waukesha County	189,661	270,796	81,135	42.8

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

Employment by Industry

Information regarding employment levels by industry provides valuable insight into the structure of the economy of an area and changes in that structure over time. This section presents current (2000) and historical employment levels for general industry groups. With the exception of government employment, the industry-related employment data presented in this section are based on the Standard Industrial Classification (SIC) system. Government employment includes all employees who work for government agencies and enterprises, regardless of the SIC code of such entities.

Current and historical job levels by general industry group are presented for Kenosha County and the Region on Table 2-14. Information is not available for the City, therefore County information is included. The 1990s saw the continuation of a shift in the regional economy from manufacturing to service 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 continually during each of the past three (3) decades – by 41 percent during the 1990s, 31 percent during the 1980s, and 47 percent during 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 (3) decades. Agricultural jobs decreased by over 50 percent between 1970 and 2000, the only industry group other than manufacturing to lose employees.

The percentage of jobs by general industry group in Kenosha County from 1970 to 2000 is shown in Figure 2-2, page 11. Similar to trend throughout the Region and the rest of Wisconsin, Kenosha County experienced a decrease in manufacturing jobs. Between 1970 and 2000, the number of manufacturing jobs in Kenosha County decreased from 16,521 to 12,801 jobs, or almost 23 percent. Accordingly, the proportion of manufacturing jobs relative to total jobs in the County decreased from over 39 percent in 1970 to fewer than 19 percent in 2000. All

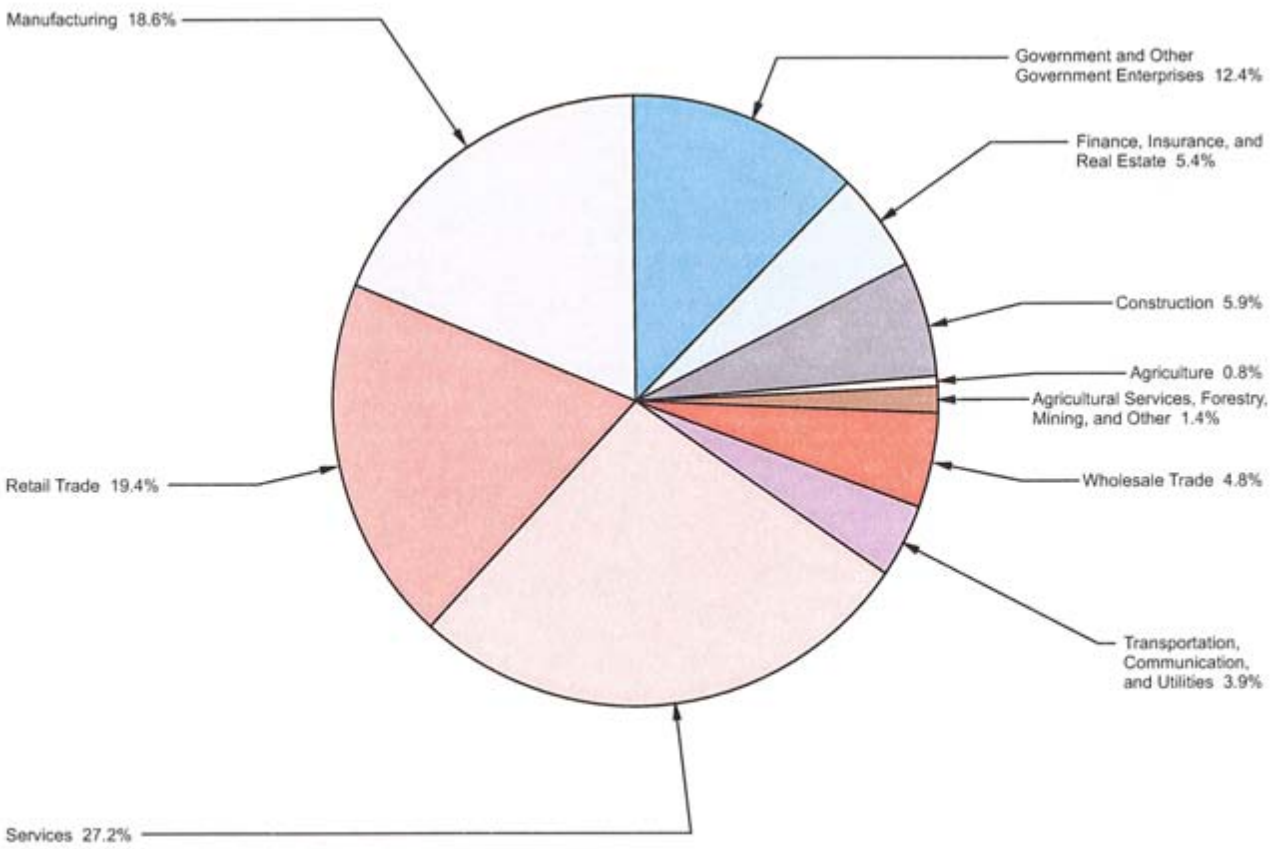
[7] *Information on jobs located in Kenosha County is derived from the U. S. Bureau of Economic Analysis, which compiles its data largely on information collected under State Unemployment Insurance programs. It should be noted that the U.S. Bureau of Economic Analysis periodically makes revisions to historic employment level data. The data presented in this report reflect revisions made through spring 2003.*

other job categories experienced employment growth between 1970 and 2000, with the exception of agricultural jobs, which decreased by over 57 percent between 1970 and 2000.

Employment distribution in Kenosha County in 2000 is shown on Map 2-1, page 12. Although generally concentrated in sewer service areas, concentrations of jobs are slightly more dispersed than concentrations of population.

FIGURE 2-2

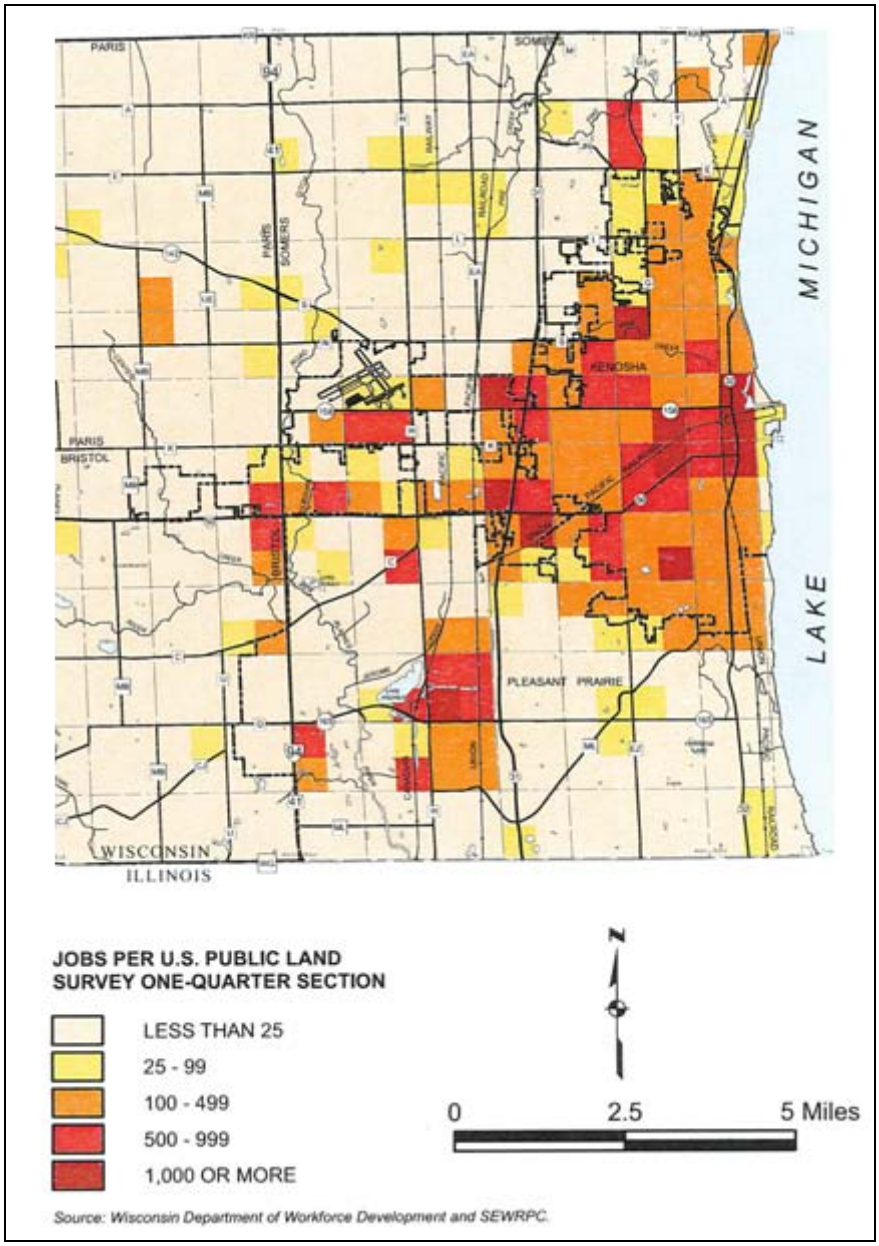
PERCENTAGE OF JOBS BY GENERAL INDUSTRY GROUP IN KENOSHA COUNTY: 2000



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

MAP 2-1

EMPLOYMENT DISTRIBUTION IN KENOSHA COUNTY: 2000



Source: Wisconsin Department of Workforce Development and SEWRPC.

TABLE 2-14

EMPLOYMENT BY GENERAL INDUSTRY GROUP IN KENOSHA COUNTY AND SOUTHEASTERN WISCONSIN: 1970-2000

General Industry Group	SIC Group Code	KENOSHA COUNTY											
		Employment								Percent Change in Number of Jobs			
		1970		1980		1990		2000					
		Jobs	% of Total	Jobs	% of Total	Jobs	% of Total	Jobs	% of Total	1970-1980	1980-1990	1990-2000	1970-2000
Agricultural	01-02	1,369	3.3	1,253	2.3	742	1.4	583	0.8	-8.5	-40.8	-21.4	-57.4
Construction	15-17	1,568	3.7	3,103	5.7	2,841	5.4	4,048	5.9	97.9	-8.4	42.5	158.2
Manufacturing	20-39	16,521	39.2	18,241	33.7	10,382	19.9	12,801	18.6	10.4	-43.1	23.3	-22.5
Transportation, Communication and Utilities	40-42; 44-49	1,352	3.2	1,720	3.2	1,809	3.5	2,651	3.9	27.2	5.2	46.5	96.1
Wholesale Trade	50-51	715	1.7	981	1.8	1,496	2.9	3,267	4.8	37.2	52.5	118.4	356.9
Retail Trade	52-59	7,408	17.6	9,085	16.8	11,776	22.5	13,349	19.4	22.6	29.6	13.4	80.2
Finance, Insurance, and Real Estate	60-67	1,344	3.2	2,299	4.2	2,846	5.4	3,726	5.4	71.1	23.8	30.9	177.2
Service	70-89	6,896	16.4	10,120	18.7	13,269	25.4	18,706	27.2	46.8	31.1	41.0	171.3
Government[a]	N/A	4,828	11.5	6,909	12.8	6,589	12.6	8,534	12.4	43.1	-4.6	29.5	76.8
Other[b]	07-09; 10-14; 99	109	0.3	413	0.8	480	0.9	989	1.4	278.9	16.2	106.0	807.3
TOTAL	**---**	**42,110**	**100.0**	**54,124**	**100.0**	**52,230**	**100.0**	**68,654**	**100.0**	**28.5**	**-3.5**	**31.4**	**63.0**

General Industry Group	SIC Group Code	SOUTHEASTERN WISCONSIN REGION											
		Employment								Percent Change in Number of Jobs			
		1970		1980		1990		2000					
		Jobs	% of Total	Jobs	% of Total	Jobs	% of Total	Jobs	% of Total	1970-1980	1980-1990	1990-2000	1970-2000
Agricultural	01-02	12,000	1.5	10,000	1.0	7,200	0.7	5,900	0.5	-16.7	-28.0	-18.1	-50.8
Construction	15-17	32,400	4.1	33,900	3.6	45,100	4.2	53,800	4.4	4.6	33.0	19.3	66.0
Manufacturing	20-39	254,400	32.4	264,200	27.9	223,500	21.0	224,400	18.3	3.9	-15.4	0.4	-11.8
Transportation, Communication and Utilities	40-42; 44-49	38,500	4.9	42,200	4.4	46,300	4.4	54,800	4.5	9.6	9.7	18.4	42.3
Wholesale Trade	50-51	37,200	4.7	46,200	4.9	55,300	5.2	64,400	5.3	24.2	19.7	16.5	73.1
Retail Trade	52-59	133,900	17.1	153,900	16.2	185,400	17.4	193,700	15.8	14.9	20.5	4.5	44.7
Finance, Insurance, and Real Estate	60-67	47,600	6.1	75,600	8.0	81,800	7.7	93,700	7.7	58.8	8.2	14.5	96.8
Service	70-89	141,800	18.1	216,700	22.8	304,700	28.7	406,000	33.2	52.8	40.6	33.2	186.3
Government[a]	N/A	84,400	10.8	101,100	10.7	106,200	10.0	114,400	9.3	19.8	5.0	7.7	35.5
Other[b]	07-09; 10-14; 99	2,700	0.3	4,400	0.5	7,100	0.7	11,700	1.0	63.0	61.4	64.8	333.3
TOTAL	**---**	**784,900**	**100.0**	**948,200**	**100.0**	**1,062,600**	**100.0**	**1,222,800**	**100.0**	**20.8**	**12.1**	**15.1**	**55.8**

a Includes all non-military government agencies and enterprises.
b Includes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

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

SUMMARY

This chapter has presented information on historical and existing population, household, and employment trends in Kenosha County. The following findings are of particular significance to the preparation of the City of Kenosha comprehensive plan:

- Kenosha has experienced an increase in population since 1870. Between 1900 and 1930 and again between 1940 and 1970 the City experienced a rapid rate of increase in population, followed by more modest growth rates in the decades between 1980 and 1990. The growth rate picked up again between 1990 and 2000, increasing by 12 percent. The City had 90,352 residents in 2000. The Wisconsin

Department of Administration estimates that the City population had increased to 95,910 residents in 2008.

- In 2000, about 31 percent of the City population was under the age of 20; about 57 percent was between the ages of 20 and 64; and about 12 percent was age 65 and over.

- In 2000, there were 34,411 households with an average size of 2.54 persons per household in Kenosha. The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sewer, water, and parks.

- The 1999 median annual household income was $41,902 for the City. Median annual household income has a significant effect on the type, size, and location of housing. Efforts to provide affordable housing for households of all income levels were addressed as part of the multi-jurisdictional planning process, and the results are documented in the Housing Element chapter.

- In 2000, about 67 percent of all City residents 16 years of age and older were employed. The majority of City workers were employed in management or professional occupations (about 28 percent), sales and office occupations (about 27 percent), and production, transportation, and material moving occupations (about 21 percent).

- In 2000, just under 50 percent of City residents 25 years of age and older had attended some college or attained an associates, bachelor, or graduate degree.

- Over 64 percent of employed City residents worked in Kenosha County in 2000. More people commuted out of the County for work than commuted into the County. Of City residents who commuted out of the County for work, the largest percentage went to work in Lake County in Illinois.

* * * * *

CHAPTER 3

INVENTORY OF AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

INTRODUCTION

The conservation and wise use of agricultural and natural resources and the preservation of cultural resources are fundamental to achieving strong and stable physical and economic development as well as maintaining community identity. The City of Kenosha Comprehensive Plan recognizes that agricultural, natural, and cultural resources are limited and very difficult or impossible to replace if damaged or destroyed. Information on the characteristics and location of agricultural, natural, and cultural resources in the City of Kenosha is needed to help properly locate future land uses. This information is necessary to avoid serious environmental problems and to ensure protection of natural resources.

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the City of Kenosha. Information regarding soil types, existing farmland, farming operations, topography and geology, non-metallic mining resources, water resources, woodland resources, natural areas, and critical species habitats, environmental corridors, park and open space sites, climate, air quality, and cultural (historical and archeological) resources is included in this chapter. The planning recommendations set forth in the Agricultural, Natural, and Cultural Resources Element chapter of this report are directly related to the inventory of the resources listed above.

The base year for inventory data presented in this chapter ranges from 1982 to 2007. Much of the inventory data has been collected through regional land use and natural area planning activities conducted by SEWRPC. Additional inventory data has been collected from and by Kenosha County, the City of Kenosha, and State and Federal agencies including the Wisconsin Department of Natural Resources (DNR), Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), State Historical Society of Wisconsin, and the U.S. Department of Agriculture (USDA).

PART 1: SOILS AND AGRICULTURAL RESOURCES

Soil Survey

The USDA Soil Conservation Service, now the Natural Resources Conservation Service (NRCS), issued a soil survey for Kenosha County including the City of Kenosha, in 1970.[1] Soils were identified and mapped and organized by soil association, soil series, and soil type. The soil survey results, including the attributes of each soil type, are now available on the NRCS website as part of the Soil Survey Geographic (SSURGO) database. Unless otherwise noted, the soil information in this chapter was obtained from the SSURGO database.

The soil survey can play an important role in land use decisions. The information contained in the soil survey can help identify which areas of the City of Kenosha have limitations for development due to wet soils or bedrock near the surface.

---

[1] *Documented in the USDA Soil Conservation Service,* Soil Survey of Kenosha and Racine Counties, Wisconsin*, 1971.*

Soil Associations
A soil association is a landscape that has a distinctive pattern of soils. It normally consists of one (1) or more major soils and at least one (1) minor soil, and is named for the major soils. Map 3-1, page 3, shows soil associations in Kenosha County. The map provides a general idea of the soils in the County and is useful for comparing different parts of the County. Planning decisions should be based on the more detailed soils information, including soil mapping units and interpretations for various land uses, contained in the soil survey. The five (5) soil associations in the City of Kenosha are briefly described below:

The ***Boyer-Granby Association*** consists of well-drained to very poorly-drained soils that have a loam-to-sand subsoil, underlain by sandy glacial outwash. The soils are nearly level or gently sloping, occupying a low, long terrace adjoining Lake Michigan. This association encompasses about one (1) percent of the County.

The ***Fox-Casco Association*** consists of well-drained soils that have a clay loam and silty clay loam subsoil. The soils are nearly level to rolling and occur mainly on terraces and on hills. This association encompasses about 12 percent of the County and is located primarily in the western portions of the County and along the Pike River in the Town of Somers.

The ***Hebron-Montgomery-Aztalan*** A***ssociation*** consists of well-drained to poorly-drained soils that have a loamy to silty clay subsoil. The soils are nearly level to rolling and are located on lake plains close to Lake Michigan, along the Fox and Des Plaines Rivers, and along other streams. This association encompasses 24 percent of the County.

The ***Morley-Beecher-Ashkum Association*** consists of well-drained to poorly-drained soils that have a silty clay or silty clay-loam subsoil. These soils are nearly level or gently sloping and occupy low, broad ridges and knobs that are dissected by drainageways and depressions. This association occurs throughout much of the County and is the second largest soil association, encompassing about 25 percent of the County.

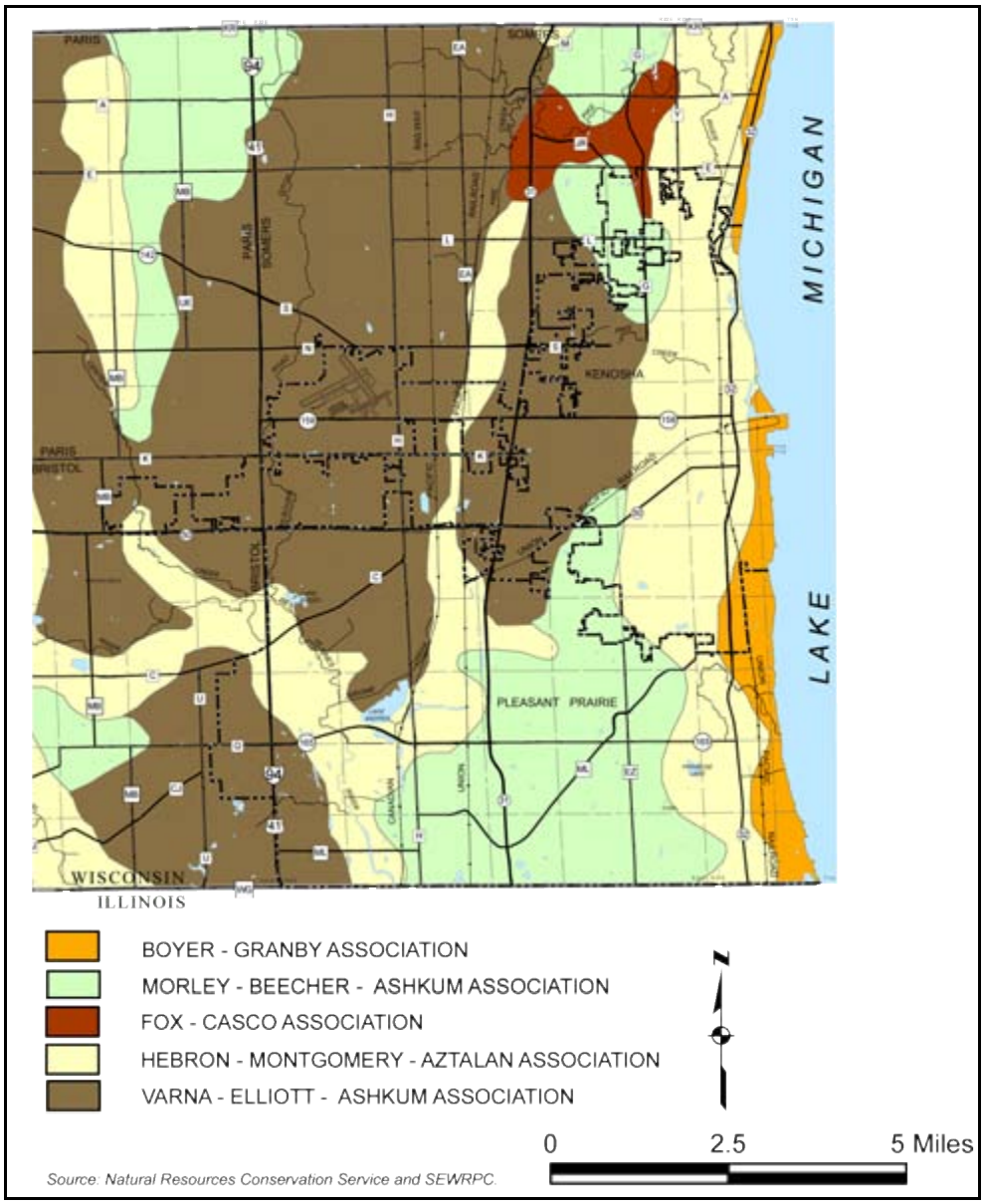
The ***Varna-Elliott-Ashkum Association*** consists of well-drained to poorly-drained soils that have a silty clay-loam-to-clay subsoil. These soils are nearly level or gently sloping and occur on low, broad ridges and knobs. This association is located throughout much of the northern and eastern areas of the County. This is the largest soil association within the County, encompassing over 32 percent of the total area.

Soil Limitations for Development
A variety of soil characteristics can impact the suitability of land for development. Severe structural soils, as identified by the Kenosha County Land and Water Conservation Division using data from the NRCS, impose significant limitations on development of dwellings with or without basements and structures requiring private on-site waste treatment system (POWTS) absorption fields. Severe structural soils possess properties or site features that are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. A high water table, flooding, shrinking and swelling, and organic layers can cause the movement of footings and affect dwellings with or without basements. Likewise, a high water table, depth to bedrock, large stones, slope, and flooding affect the ease of excavation and construction and also influence the performance of POWTS absorption fields. These factors were all considered during the identification of severe structural soils.

Soils that are saturated with water or that have a water table at or near the surface, known as hydric soils or severe wet soils, also pose significant limitations for most types of development. High water tables often cause wet basements and poorly-functioning absorption fields for POWTS. The excess wetness may also restrict the growth of landscaping plants and trees. Wet soils also restrict or prevent the use of land for crops, unless the land is artificially drained. Map 3-2, page 4, depicts severe structural soils and severe wet soils in the City of Kenosha, as identified by the NRCS and the Kenosha County Land and Water Conservation Division. The number of acres of severe structural soils total 3,463 acres and severe wet soils total 3,409 acres in the City of Kenosha as shown

MAP 3-1

GENERAL SOIL ASSOCIATIONS IN THE CITY OF KENOSHA



in Table 3-1, page 4. Although such areas are generally unsuitable for development, they may serve as important locations for restoration of wetlands, as wildlife habitat, and for stormwater detention.

Topographical features, particularly slopes, have a direct bearing on the potential for soil erosion and the sedimentation of surface waters. Slope steepness affects the velocity and, accordingly, the erosive potential of runoff. As a result, steep slopes place moderate to severe limitations on urban development, especially in areas with highly erodible soil types. Map 3-3, page 5, indicates portions of City of Kenosha that have slopes exceeding 12 percent. Poorly planned hillside development in areas of steep slopes can lead to high costs for public infrastructure development and maintenance, as well as construction and post-construction erosion problems. Information on Lake Michigan bluffs is provided in a separate section of this Chapter.

TABLE 3-1

SEVERE STRUCTURAL SOILS AND SEVERE WET SOILS IN THE CITY OF KENOSHA AND KENOSHA COUNTY: 2006[a]

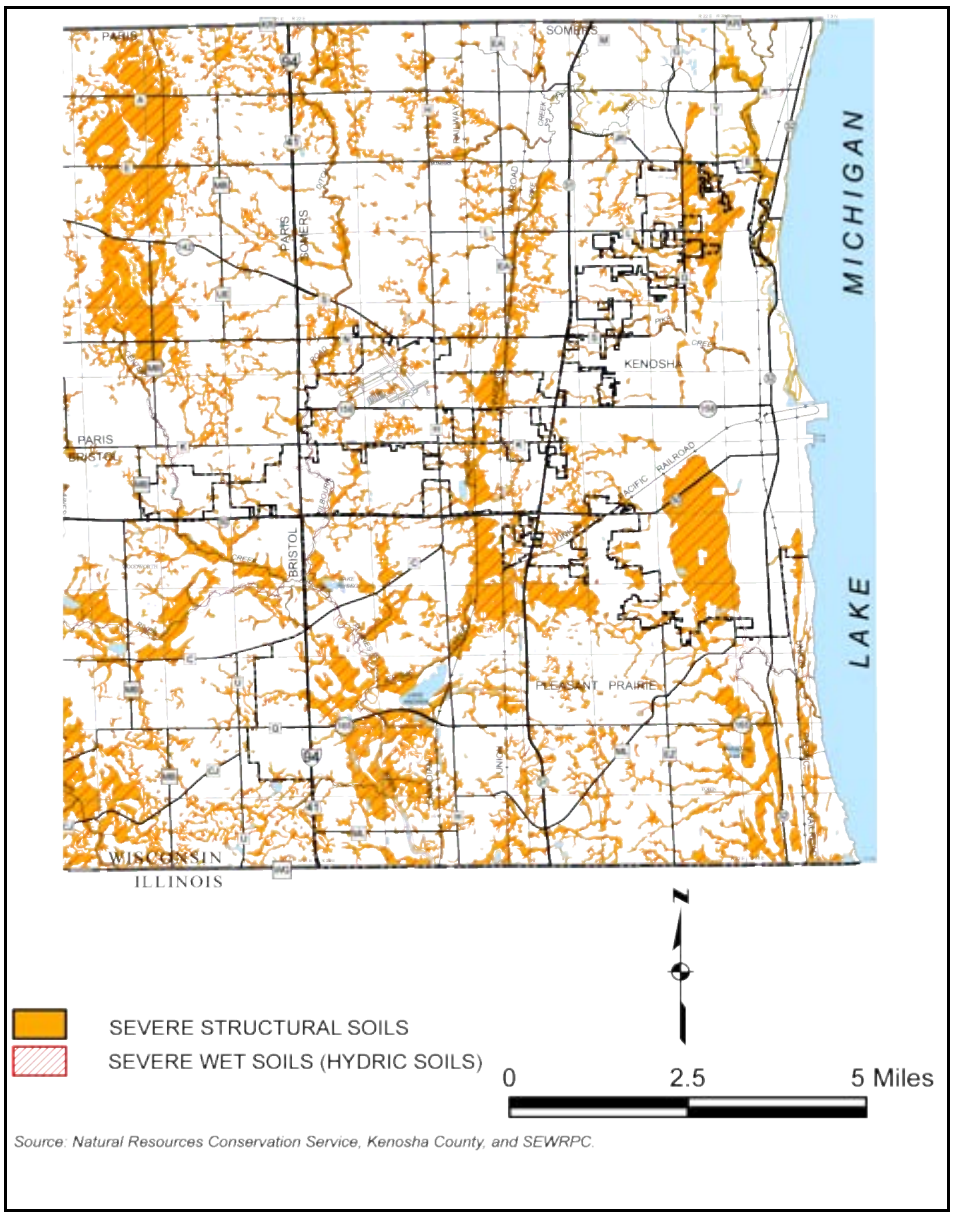
Local Government	Severe Structural Soils (acres)	Percent of Local Government	Severe Wet Soils (acres)	Percent of Local Government
City of Kenosha	3,463	20.9	3,409	20.5
Kenosha County Total	47,861	26.9	43,840	24.6

a Severe structural soils and severe wet soils are not exclusive categories. As seen on Map 3-2, significant overlap exists between the severe structural soil and severe wet soil classifications.

Source: Natural Resources Conservation Service, Kenosha County and SEWRPC.

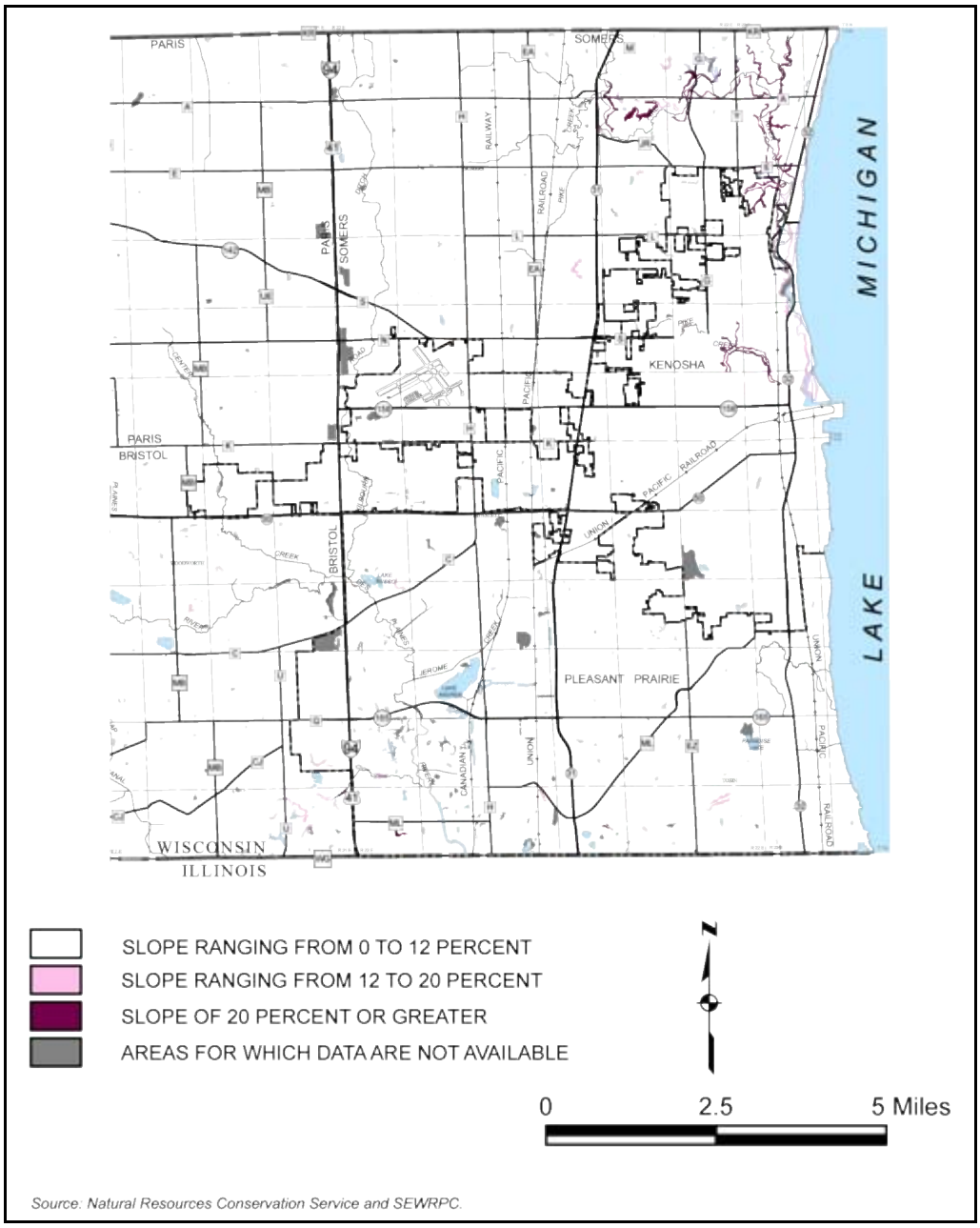
MAP 3-2

SOIL LIMITATIONS FOR DEVELOPMENT IN KENOSHA COUNTY



MAP 3-3

SLOPE ANALYSIS FOR KENOSHA COUNTY



Soil Suitability for Agricultural Production

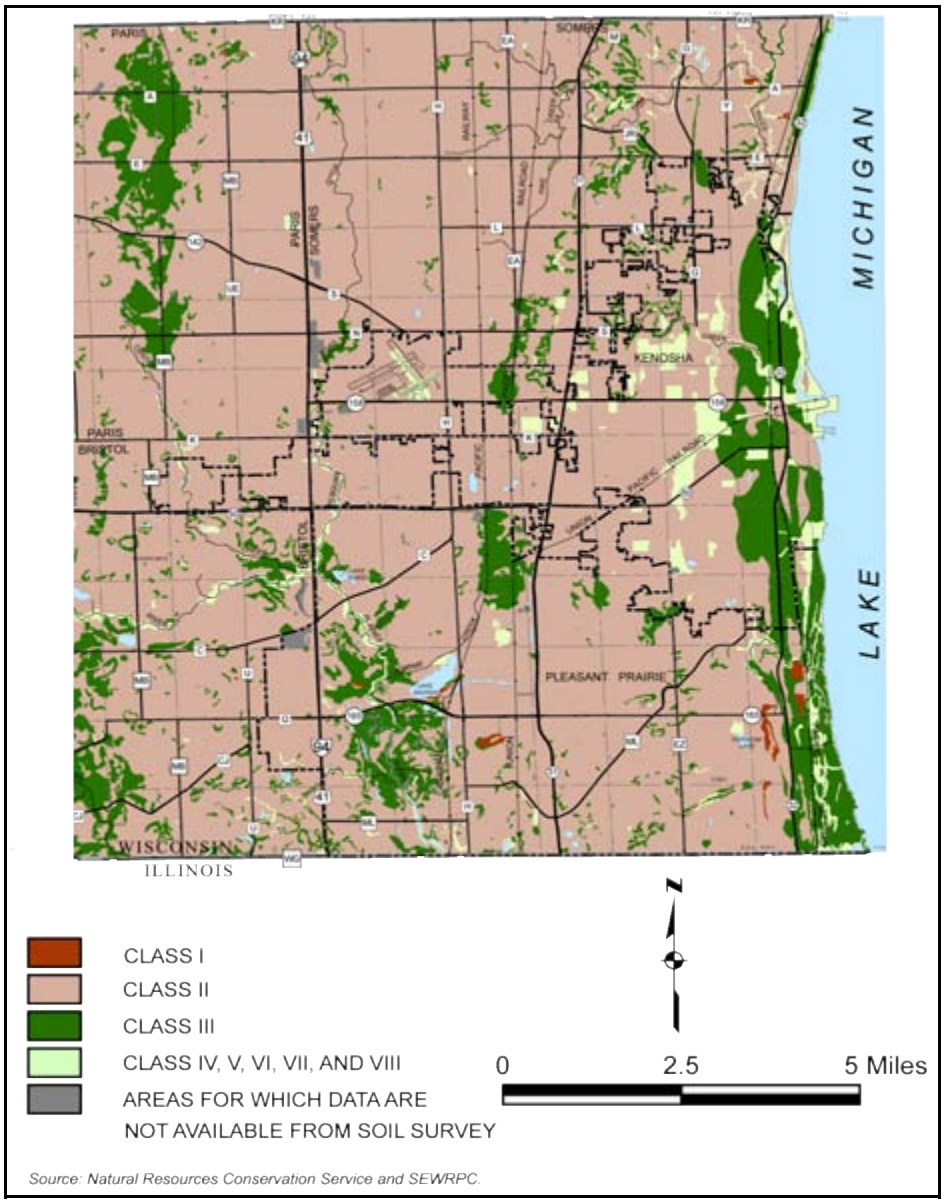
The NRCS has classified the agricultural capability of soils based on their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in which the soils respond to treatment. Generally, lands with Class I and II soils are considered "National Prime Farmlands." Almost 73 percent of the City of Kenosha is covered by prime farmland soils. Lands with Class III soils are considered "Farmlands of Statewide Significance," which cover about 16 percent of the City of Kenosha. The soils in the other classes have progressively greater natural limitations. Class II soils have some limitations that reduce the choice of plants that can be grown, or require moderate conservation practices to reduce the risk of damage when used. Class III soils have severe limitations that reduce the choice of plants, require special conservation practices, or both, and Class IV soils have very severe limitations. Class V, VI, and VII soils are

considered suitable for pasture but not for crops, and Class VIII soils are so rough, shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, or wood products.

The location and amount of Class I, II, and III soils, as set forth in Map 3-4 and Table 3-2, page 7, were an important consideration when farmland preservation areas were identified in the existing County Farmland Preservation Plan (adopted in 1981). The County Farmland Preservation Plan[2] used the following criteria to designate Prime Farmlands: farms with at least 50 percent of soils classified as Class I, II, or III, located within a farming block of at least 100 acres, and having a minimum farm size of 35 acres. Farms less than 35 acres were included if used for the production of specialty crops or livestock, provided the soil criteria and minimum farming block criteria were met.

MAP 3-4

AGRICULTURAL SOIL CAPABILITY IN KENOSHA COUNTY



[2] *Documented in SEWRPC Community Assistance Planning Report No. 45,* A Farmland Preservation Plan for Kenosha County, Wisconsin*, June 1981.*

Agricultural Land Evaluation for Cropland

Soils in Wisconsin have been rated by the NRCS based on soil type, slope, agricultural capability class (Map 3-4, page 6), and soil productivity for producing corn and soybeans. A relative value was then determined for each soil type. The best soils for crop production were assigned a value of 100. The NRCS provided these land evaluation (LE) values for soils in Kenosha County based on LE values for all soil types in Wisconsin. Soil LE values were "normalized" for Kenosha County as part of the LE analysis, meaning that each soil is rated in relative value to other soils in Kenosha County, rather than to soils in the State. Map 3-5, page 8, depicts the LE ratings for soils in Kenosha County, grouped by various ranges. Acres within each range are shown on Map 3-5, page 8, and listed in Table 3-3.

TABLE 3-2

AGRICULTURAL SOIL CAPABILITY IN THE CITY OF KENOSHA AND KENOSHA COUNTY

Area	Class I Soils (acres)	Class II Soils (acres)	Class III Soils (acres)	Class IV, V, VI, VII, and VIII Soils and Unclassified Areas (acres)	Surface Water (acres)	Total (acres)[a]
City of Kenosha	---	12,079	2,669	1,765	84	16,596
Percent of Total Lands (City of Kenosha)	---	72.8	16.1	10.6	0.5	100.0
Kenosha County	1,130	126,556	29,281	16,154	5,028	178,149
Percent of Total Lands	0.6	71.0	16.4	9.1	2.8	100.0

a Total acreage was based on 2005 civil divisions.

Source: Natural Resources Conservation Service and SEWRPC.

TABLE 3-3

SOIL PRODUCTIVITY RATINGS FOR CROPLAND (LAND EVALUATION RATINGS) IN THE CITY OF KENOSHA AND KENOSHA COUNTY

Local Government	95 to 100 (acres)	90 to 94.9 (acres)	85 to 89.9 (acres)	80 to 84.9 (acres)	70 to 79.9 (acres)	60 to 69.9 (acres)	Less than 60 or Soil Not Rated (acres)	Total (acres)[a]
City of Kenosha	---	22	5,375	4,366	2,354	2,267	2,366	16,750
Kenosha County	939	540	54,517	46,913	28,852	13,972	32,416	178,149
Percent of Total Lands	<1.0	<1.0	30.1	26.3	16.2	7.8	18.2	100.0

a Total acreage was based on 2005 civil divisions.

Source: Natural Resources Conservation Service and SEWRPC.

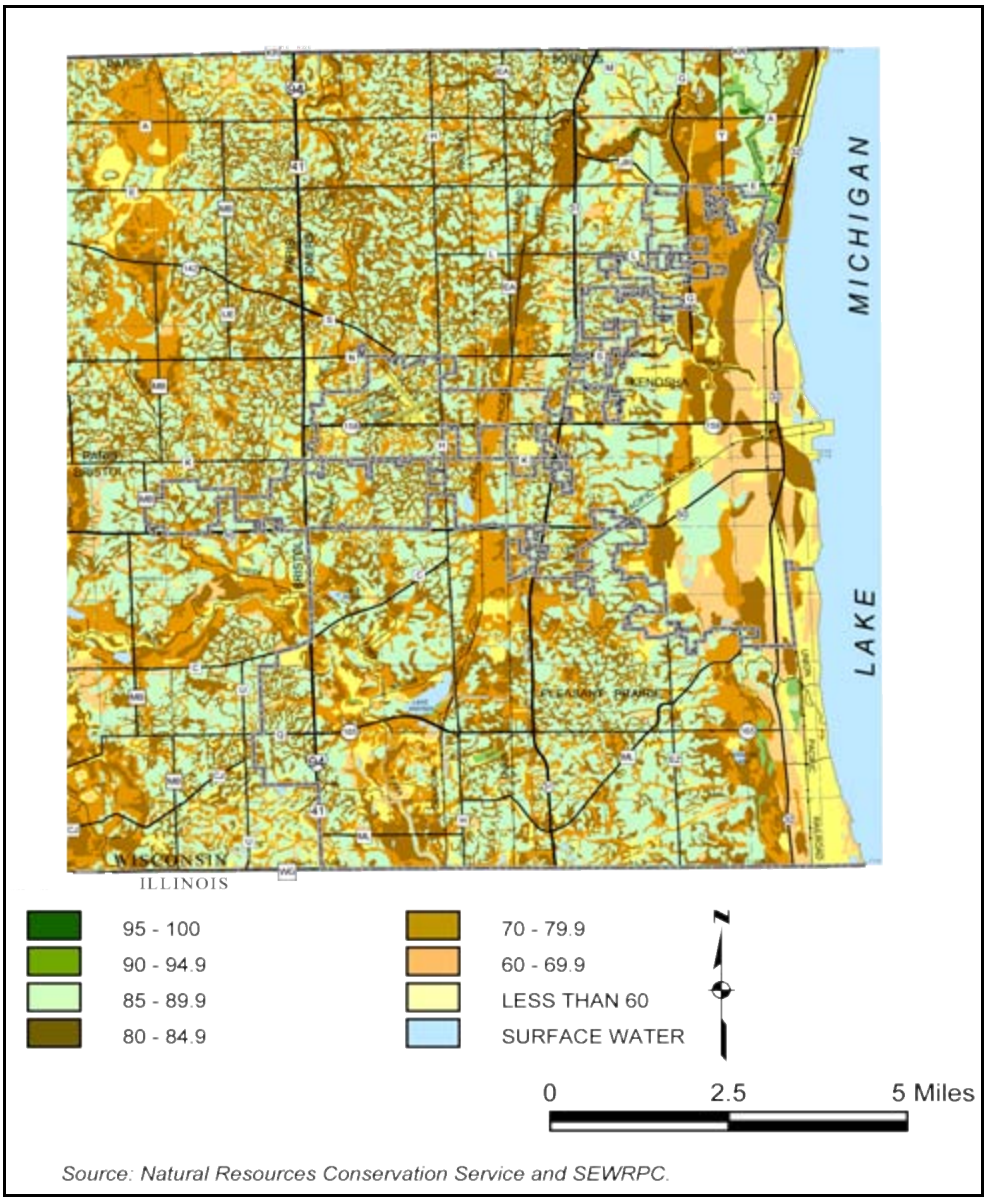
Existing Farmland

Agricultural lands in 2000 were identified by SEWRPC as part of the Regional Land Use Inventory conducted as part of the Regional Planning Program. The Land Use Inventory identified croplands, pasture lands, orchards, nurseries, specialized farming, and non-residential farm buildings. Farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses.[3] Based on the land use inventory, about 1,633 acres, or about 2.6 square miles, representing almost 10 percent of the City of Kenosha, were in agricultural use in 2000. It should be noted that this figure includes lands actually used for agriculture – primarily cultivated lands and lands used for pasture – and excludes the wetland and woodland portions of farm fields.

[3] *See Chapter 4 for more information about the SEWRPC 2000 land use inventory.*

MAP 3-5

AGRICULTURAL LAND EVALUATIONS FOR SOIL IN KENOSHA COUNTY



Source: Natural Resources Conservation Service and SEWRPC.

Map 3-6, page 9, and Table 3-4, page 10, show the area devoted to farmland use in 2000, categorized as follows:

- ***Cultivated Lands*** **–** which includes lands used for the cultivation of crops including row crops, grain crops, vegetable crops, and hay.

- ***Pasture Land and Unused Agricultural Lands*** **–** which includes lands used as pasture, or lands which were formerly cultivated or used for pasture which have not yet succeeded to a wetland or woodland plant community.

- ***Orchards, Nurseries, and Specialty Crops*** **–** which includes lands used for orchards, nurseries, sod farms, and specialty crops such as mint, ginseng, and berry fields. Greenhouses are not included in this category, but are shown as commercial on the Land Use Map in Chapter 4.

- ***Farm Buildings*** **–** which includes barns, silos, and other buildings used to store farm equipment or supplies or house farm animals.

As shown on Map 3-6, page 9, and Table 3-4, page 10, cultivated lands were the predominant type of agricultural use in the City of Kenosha, accounting for about 86 percent of agricultural land in the City of Kenosha in 2000.

MAP 3-6

EXISTING AGRICULTURAL LANDS AND SIGNIFICANT NATURAL AREAS IN KENOSHA COUNTY: 2000

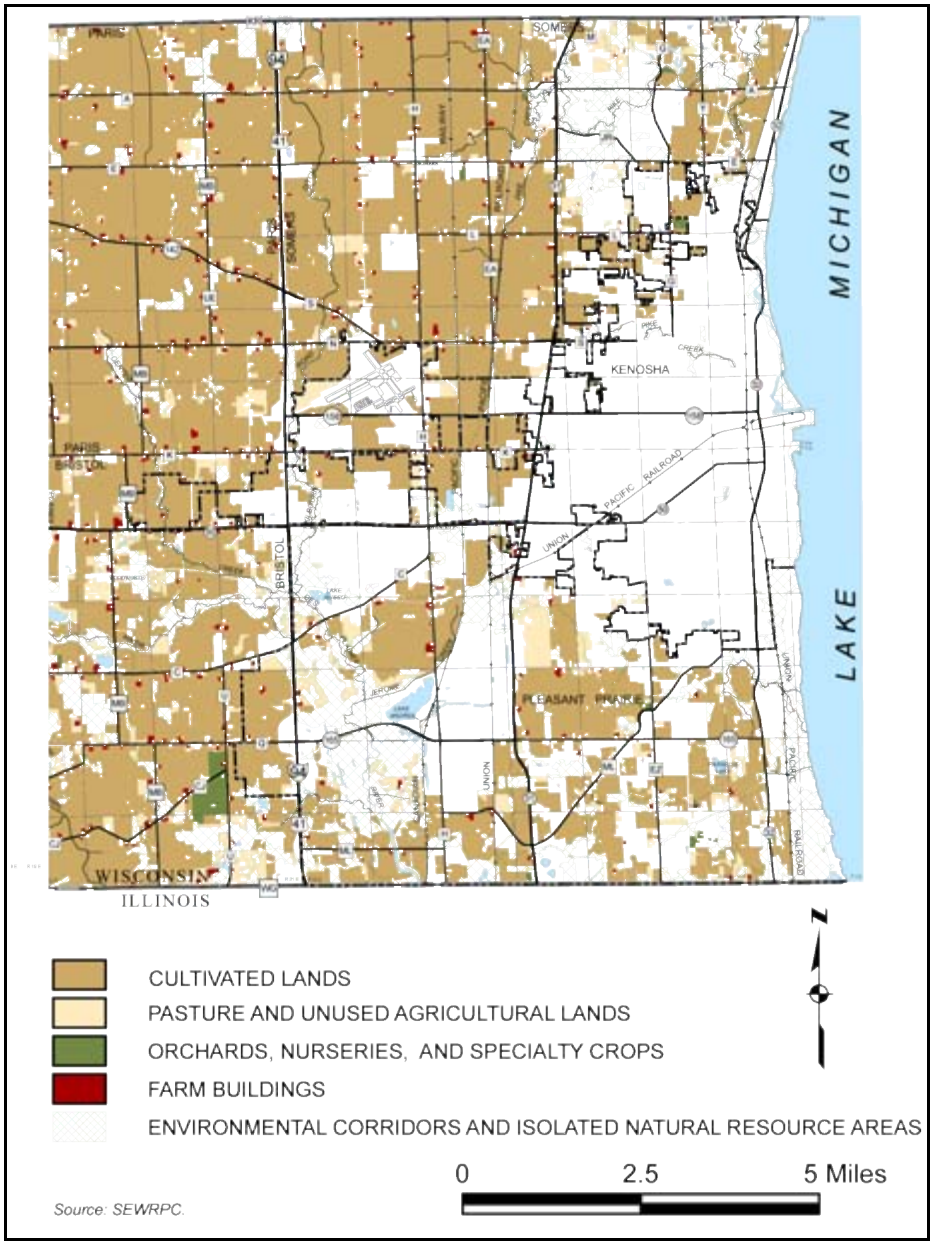


TABLE 3-4

AGRICULTURAL LANDS IN THE CITY OF KENOSHA AND KENOSHA COUNTY: 2000

Area	Cultivated Lands (acres)	Percent of Ag Lands	Pasture Land and Unused Ag Land (acres)	Percent of Ag Lands	Orchards, Nurseries and Specialty Crops	Percent of Ag Lands	Farm Buildings (acres)	Percent of Ag Lands	Total Ag Lands (acres)
City of Kenosha	1,401	85.8	217	13.3	---	0.0	15	0.9	1,633
Kenosha County	82,202	100.0	9,981	100.0	956	100.0	1,576	100.0	94,715
Percent of Total Lands	86.8	---	10.5	---	1.0	---	1.7	---	100.0

Source: SEWRPC.

PART 2: NATURAL RESOURCES

Topography and Geology

The landforms and physical features of the City of Kenosha, such as topography and drainage patterns, are an important determinant of growth and development. The physiography of the area not only must be considered in sound land use and supporting transportation, utility, and community facility planning and development, but it also contributes directly to the natural beauty and overall quality of life in the City of Kenosha. The City of Kenosha varies from sand dunes and bluffs in the eastern half to gently rolling glacial plains in the western half. Additionally, the subcontinental divide, which separates the Mississippi River Basin and the Great Lakes-St. Lawrence River Basin, traverses the City of Kenosha. The City of Kenosha is adjacent to Lake Michigan, one of the five (5) Great Lakes.

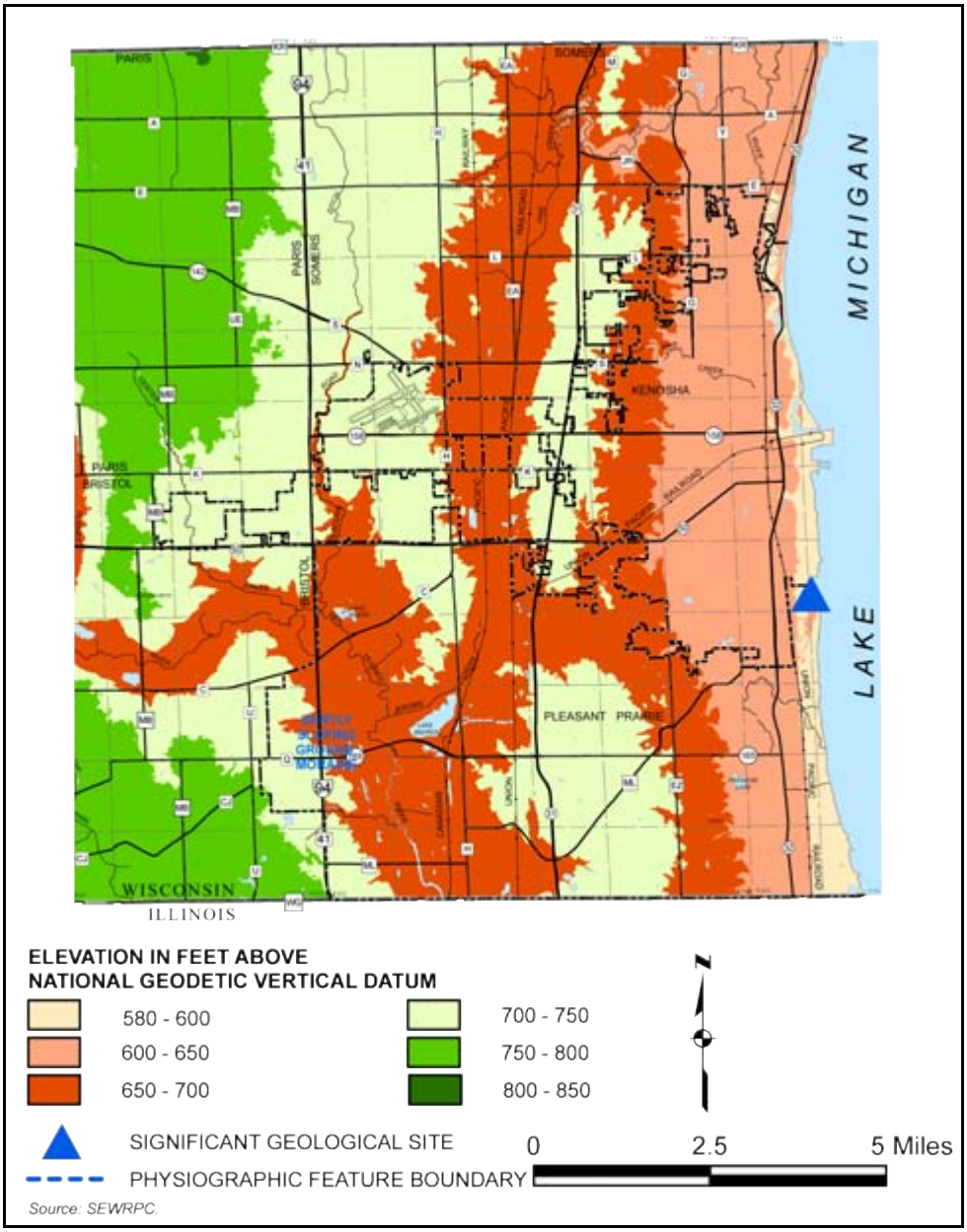
Glaciation has largely determined the physiography and topography, as well as the soil, within the City of Kenosha. Generalized landforms and topographic characteristics in about 50-foot interval contours are shown on Map 3-7, page 11. Topographic elevations range from 580 feet above sea level at the Lake Michigan shoreline to approximately 750 feet near the airport and the western growth areas. There is evidence of four (4) major stages of glaciation in the Southeastern Wisconsin Region. The last, and most influential in terms of present physiography and topography in the City of Kenosha, was the Wisconsin stage, which is believed to have ended in the State about 11,000 years ago.

The majority of the City of Kenosha is dominated by gently sloping ground moraines. Ground moraines were laid down directly by the glacier, and are typically made up of dense basal till, which contains a combination of silt and clay. The City of Kenosha also contains wetland areas made up of peat and organic materials. Glacial outwash deposits are common along the major rivers and streams. Outwash is alluvial in origin and was deposited by glacial meltwaters. A few places also contain lacustrine deposits which consist of sediments from glacial lakebeds. In addition, there are areas of steep bluffs along the Lake Michigan shoreline near Carthage College.

One site of geological importance, the Kenosha Dunes and Buried Forest shown on Map 3-7, page 11, was identified in 1994 as part of the Regional Natural Areas Plan. Geological sites included in the inventory were selected on the basis of scientific importance, significance in industrial history, natural aesthetics, ecological qualities, educational value, and public access potential. The Kenosha Dunes and Buried Forest, encompassing 36 acres, is a glacial geology site of countywide or regional significance that lies wholly within the established project boundary of the Chiwaukee Prairie-Carol Beach State Natural Area within the Village of Pleasant Prairie, adjacent to the City of Kenosha. There were no bedrock geology sites of local, countywide, regional, or statewide significance identified in the City of Kenosha.

MAP 3-7

PHYSIOGRAPHIC FEATURES, GENERALIZED TOPOGRAPHIC CHARACTERISTICS, AND SIGNIFICANT GEOLOGICAL SITE IN KENOSHA COUNTY



Lake Michigan Bluff and Ravine Areas

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of lands located along Lake Michigan. These conditions can change over time because they are related to changes in climate, water level, the geometry of the near shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreland areas. In 1995 SEWRPC completed a study of shoreline erosion and bluff stability conditions along Lake Michigan for its entire length in the Southeastern Wisconsin Region. The findings for the City of Kenosha are summarized in Table 3-5, page 12 and depicted on Map 3-8, page 12. The findings shown in Table 3-5, page 12, are from multiple research points along several shoreline "reaches" which begin at the Wisconsin-Illinois

State line and progress northward along the shoreline to the Village of Mt. Pleasant in Racine County. The linear expanse of each reach was determined by the presence of similar shoreline characteristics.

TABLE 3-5

BLUFF STABILITY AND SHORELAND RECESSION ALONG LAKE MICHIGAN IN THE CITY OF KENOSHA: 1995

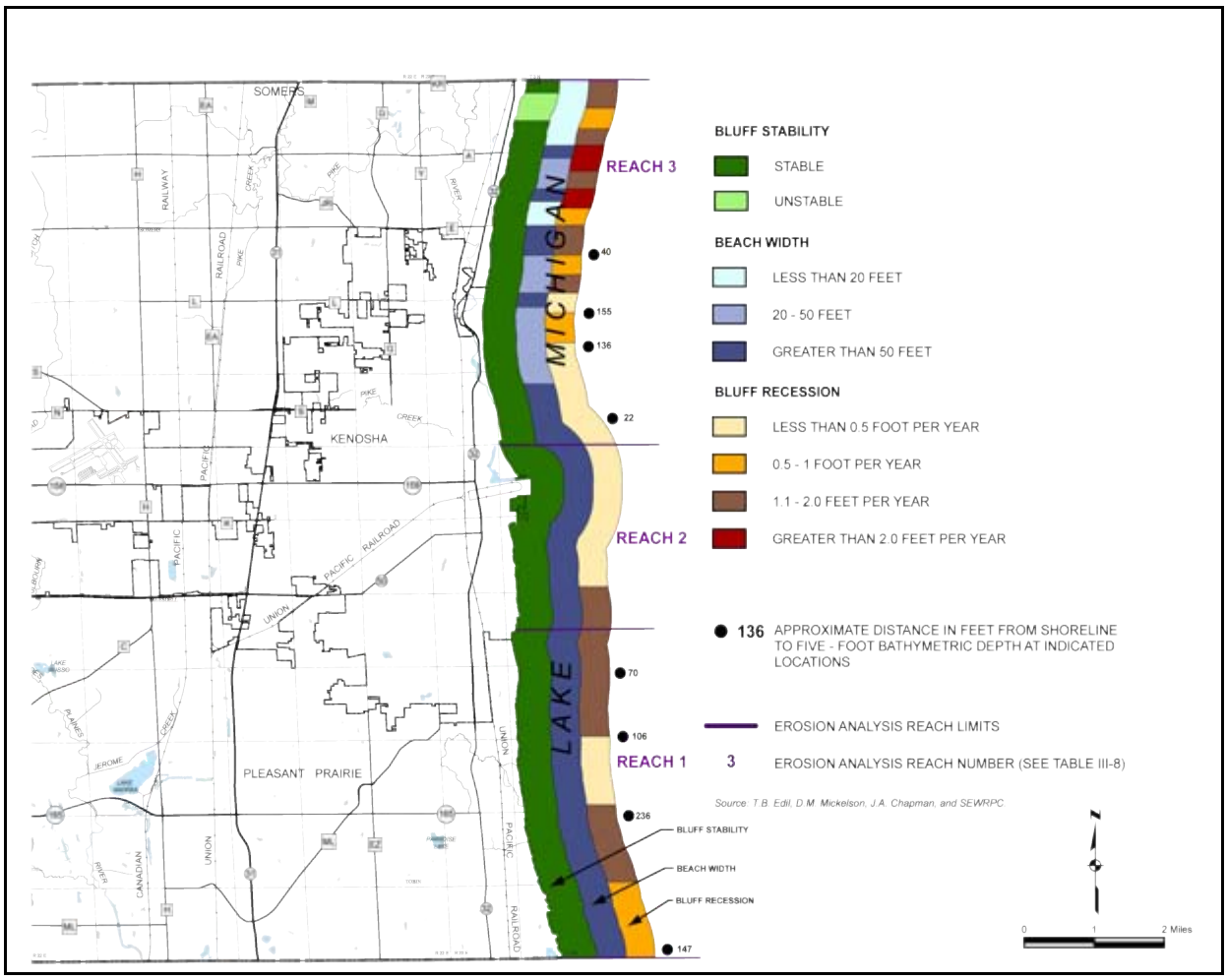
Shoreline Analysis Reach (see Map 3-7)	Bluff Heights (feet)	Deterministic Bluff Stability Safety Factor		Shoreline Recession Data 1963 - 1995		Estimated Beach Width (feet)	
		1995 Conditions	1977 Conditions	Total (feet)	Annual Average (feet per year)	1995 Conditions	1977 Conditions
Reach 1	0 – 20	N/A	N/A	20 – 190	0.6 – 5.9	0 – 150	0 – 100
Reach 2	0 – 20	N/A	N/A	10 – 50	0.3 – 1.5	0 – 200	0 – 100
Reach 3[a]	0 – 40	0.72 – 5.55	0.21 – 1.25	0 – 140	0.0 – 4.4	0 – 300	0 – 275

a Includes a portion of Racine County.

Source: SEWRPC.

MAP 3-8

LAKE MICHIGAN SHORELINE EROSION AND BLUFF STABILITY ANALYSIS FOR KENOSHA COUNTY: 1995



Information summarized in Table 3-5, page 12, includes bluff height, bluff stability, shoreline recession data, and beach width. The same information is documented in greater detail in the 1995 SEWRPC Lake Michigan Shoreline Recession and Bluff Stability Report. Bluff stability field research was conducted at 18 sites in Kenosha County, which are summarized in Table 3-5, page 12. A safety factor score was calculated for potential failure surfaces within the bluffs using shear strengths and stresses. The score is defined as the ratio of the forces resisting shear, such as soil cohesion and friction, to the forces promoting shear, such as soil mass, along a failure surface. A score of less than 1.0 is considered unstable, a score of 1.0 to 1.1 is considered marginally stable, and a score of greater than 1.1 is considered stable.

There are approximately five (5) linear miles of Lake Michigan shoreline in the City of Kenosha. The nature of the shoreline varies considerably within the City of Kenosha. The height of the bluff is about 20 feet high at the northern limits of the City of Kenosha and typically four (4) or five (5) feet along the southern shoreline reaches. Bluff stability safety factors ranged greatly, from 0.72 to 5.55, in Reach 3. Shoreline recession rates also ranged greatly from an average of 0 to 5.9 feet per year between 1963 and 1995. The beach width varies considerably ranging from complete absence of beach in some places to over 275 feet in others.

Non-metallic Mineral Resources[4]

Non-metallic minerals include sand, gravel, crushed stone, building (dimension) stone, peat, clay, and asbestos. Non-metallic mines (quarries and pits) in Southeastern Wisconsin provide sand, gravel and crushed limestone or dolomite for structural concrete and road building; peat for gardening and horticulture; and dimension stone for use in buildings, landscaping, and monuments. Non-metallic minerals are important economic resources that should be taken into careful consideration whenever land is being considered for development. If an adequate supply of stone and sand is desired for the future, wise management of non-metallic mineral resources and access to them is important.

Existing Non-metallic Mining Sites

Map 3-9, page 14, shows existing non-metallic mining sites in Kenosha County. There are currently no non-metallic mining sites in the City of Kenosha.

Notification Requirements

Section 66.1001(4) of the *Statutes* requires any unit of government that prepares and adopts a comprehensive plan to prepare and adopt written procedures to foster public participation. These written procedures must describe the methods the local government will use to distribute proposed elements of a comprehensive plan to owners or persons with a leasehold interest in property to extract non-metallic mineral resources in or on property in which the allowable use or intensity of use of the property is proposed to be changed by the comprehensive plan.

Potential Sources of Sand, Gravel, Clay, and Peat

Map 3-10, page 15, shows the location and Table 3-6, page 14, sets forth the acres of potential commercially workable sources of sand, gravel, clay, and peat in the City of Kenosha. The Wisconsin Geological and Natural History Survey (WGNHS) identified these resources using a variety of sources, including geologic studies,[5] data from Road Material Survey records collected by WGNHS for the Wisconsin Department of Transportation, information on existing extractive sites, and information on closed extractive sites that were recently active. The sand and gravel potential is categorized as high, medium, and low by the WGNHS based on the glacial geology.

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[4] *There are no known marketable metallic mining resources in Kenosha County.*

[5] *Bedrock geology from Preliminary Bedrock Maps of Kenosha County (WOFR 2004-13) by R.M. Peters, WGNHS.*

TABLE 3-6

POTENTIAL SOURCES OF SAND, GRAVEL, CLAY AND PEAT IN THE CITY OF KENOSHA AND KENOSHA COUNTY

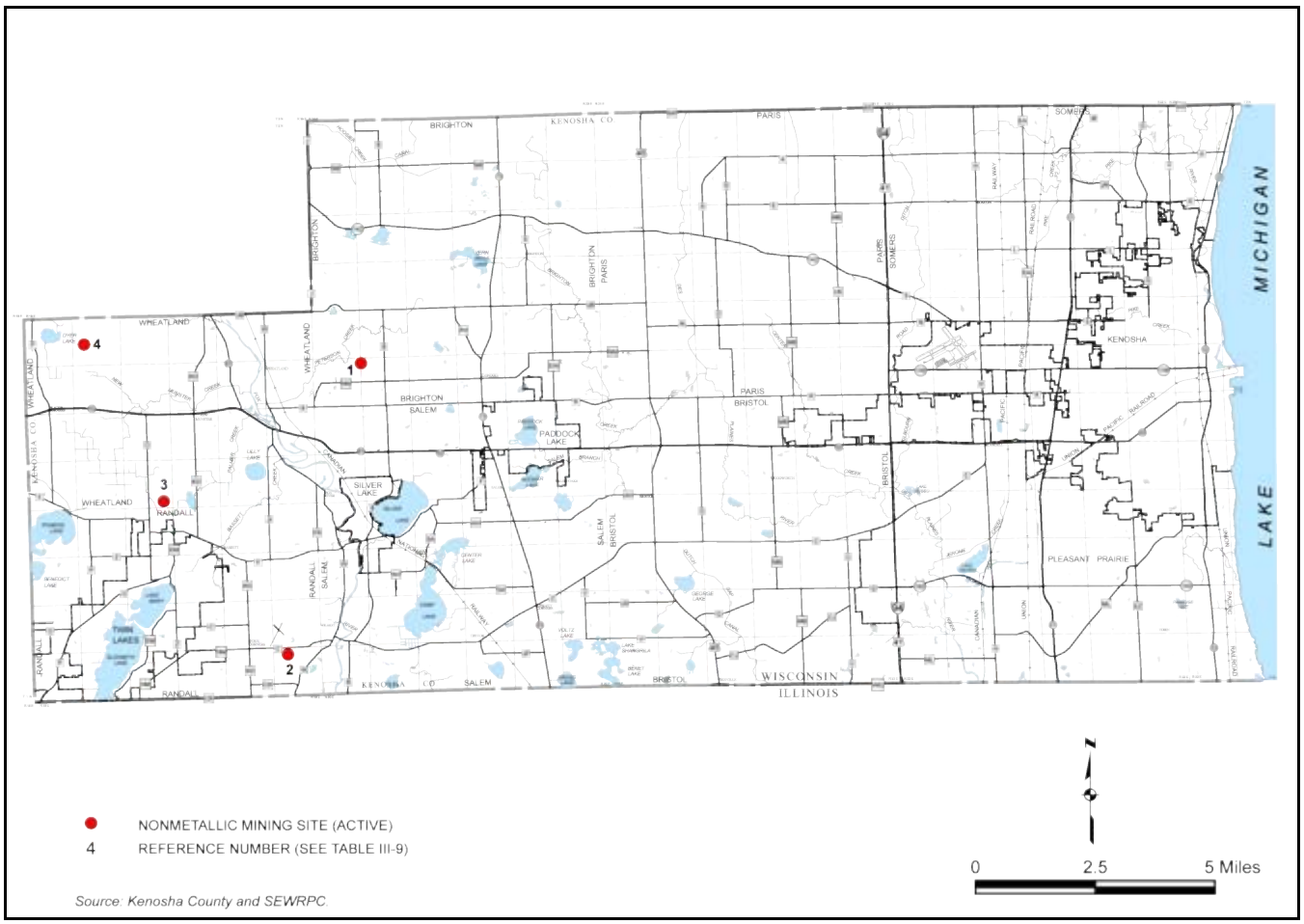
Community	High Sand & Gravel Potential (Outwash Deposits) (acres)	Medium to Low Sand & Gravel Potential (Glacial Till) (acres)	Peat (Peat & Organic Sediment) (acres)	Clay (Glacial Lake Deposits) (acres)	Lake Michigan Beach Sediments (acres)	Surface Water (acres)	Man-Made Features (acres)	Total[a] (acres)
City of Kenosha	---	9,814	45	---	6,697	44	70	16,596
Kenosha County	19,641	117,017	8,715	13,450	12,408	4,494	2,498	178,150

a Total acres in this table differ from acreages reported in other tables because WGNHS uses the USGS survey control system, rather than the SEWRPC survey control system. The total area of the County using the more precise SEWRPC system is 178,202 acres.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

MAP 3-9

NON-METALLIC MINING SITES IN KENOSHA COUNTY: 2006

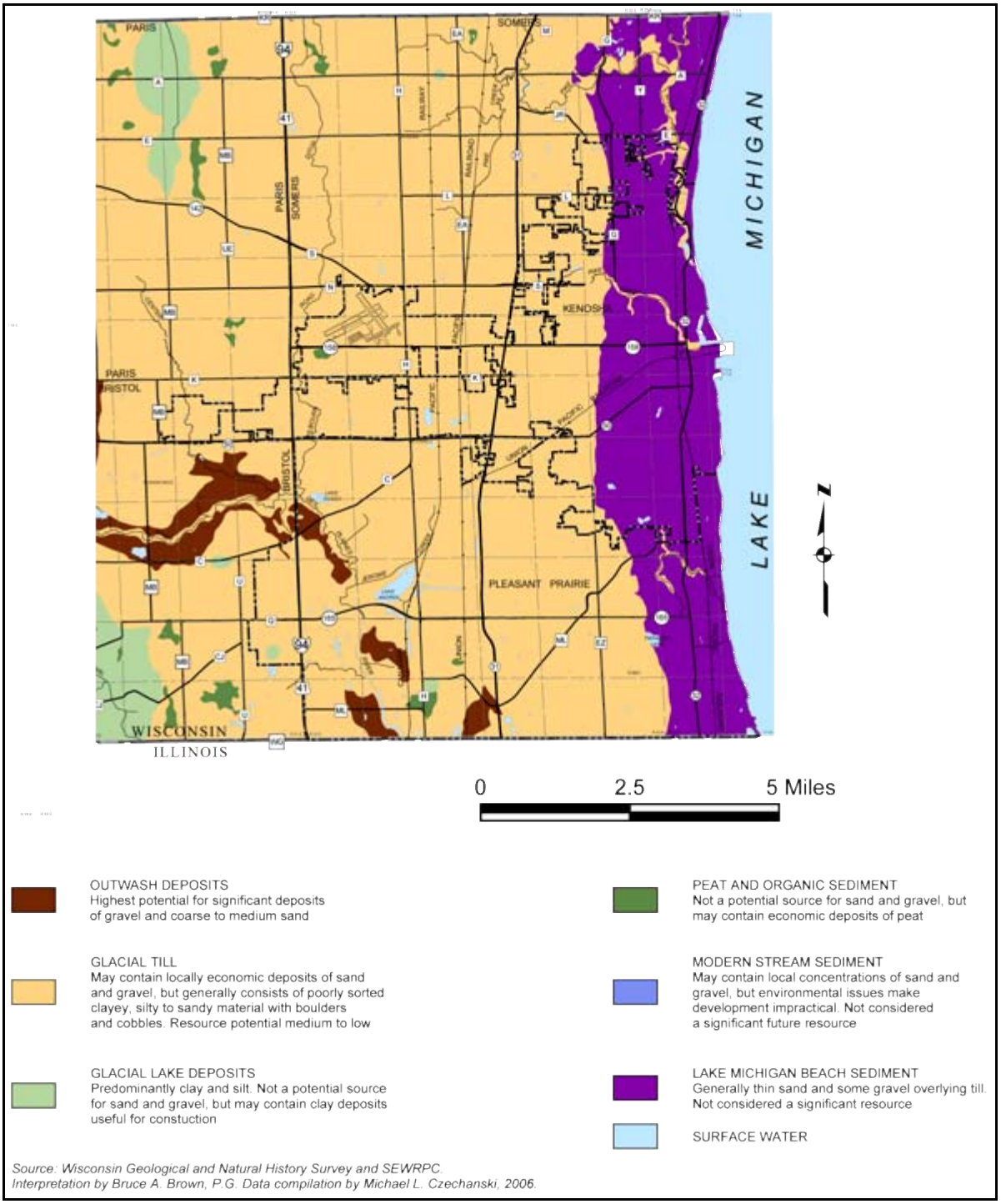


The City of Kenosha has a moderate supply of sand and gravel deposits as a result of its glacial history. The City of Kenosha doesn't have any areas categorized as "outwash deposits" which have the highest potential for significant deposits of sand and gravel. Areas categorized as "glacial till" have medium to low potential for yielding commercial workable sources of sand and gravel which totals 59% of the City of Kenosha's total. Areas categor-

ized as "peat and organic sediment" may contain economic deposits of peat. These areas are located near the Airport, generally in association with wetlands, which limits access to the peat due to regulatory constraints. The other major area of the City of Kenosha is classified as Lake Michigan Beach Sediment, a thin sand layer and gravel overlaying till, an insignificant resource.

MAP 3-10

POTENTIAL SOURCES OF SAND, GRAVEL, CLAY AND PEAT IN KENOSHA COUNTY



Depth to Bedrock and Potential Sources of Crushed or Building Stone

Information on depth to bedrock is not only important in terms of indicating areas where bedrock at or near the surface may pose development limitations, but also is relevant for identifying areas for potential economically viable extraction of such resources. The advances of glacial ice sheets, and the landforms they created, resulted in a wide range of thickness of glacial deposits over the bedrock. This thickness, represented as depth to bedrock on Map 3-11, page 17, ranges from 25 feet up to 250 feet. Bedrock at or near the surface may be difficult and expensive for trenching, tunneling, and constructing basements and conventional Private Onsite Waste Treatment Systems (POWTS), which may also operate poorly. The NRCS rates the limitations as severe if the depth to bedrock is equal to or less than three (3) feet from the surface; no such areas have been identified in the City of Kenosha. Conversely, Map 3-11, page 17, shows the location of potential commercially workable sources of stone suitable for crushed or building (dimension) stone. An area near the City of Kenosha with bedrock near enough to the surface to economically quarry stone is limited to an approximately 134-acre area located northeast of the City of Kenosha. This area is underlain by Silurian dolomite/limestone, between 25 and 50 feet from the surface. The limestone is potentially high quality material for crushed or building (dimension) stone, but may not be economically viable in the short term.

Water Resources

Surface water resources consist of lakes, rivers, streams, and their associated wetlands, floodplains, and shorelands that form important elements of the natural resource base of the City of Kenosha. Their contribution to economic development, recreational activity, and scenic beauty is immeasurable. The number of acres of surface waters, wetlands, and floodplains in the City of Kenosha is listed in Table 3-7.

TABLE 3-7

SURFACE WATER, WETLANDS, AND FLOODPLAINS IN THE CITY OF KENOSHA AND KENOSHA COUNTY

Area[a]	Surface Water (acres in 2000)	Floodplains[b] (acres)	Wetlands (acres in 2000)	Wetlands (acres in 2005)
City of Kenosha	84	877	298	372
Kenosha County	5,028	21,309	16,068	19,467

a 2006 civil divisions were used

b Acres based on SEWRPC detailed floodplain delineations and FEMA approximate floodplain delineations (see text description). These preliminary acreages will be revised, if necessary, when the Map Modernization Program for Kenosha County is complete.

Source: Federal Emergency Management Agency, Wisconsin Department of Natural Resources, and SEWRPC.

Surface water resources from Lake Michigan constitute the major source of supply for domestic, municipal, and industrial water users in the City of Kenosha.

Both surface water and groundwater are interrelated components of a single hydrologic system. The groundwater resources are hydraulically connected to the surface water resources inasmuch as the former provide the base flow of streams and contribute to inland lake levels.

Watersheds and Subwatersheds

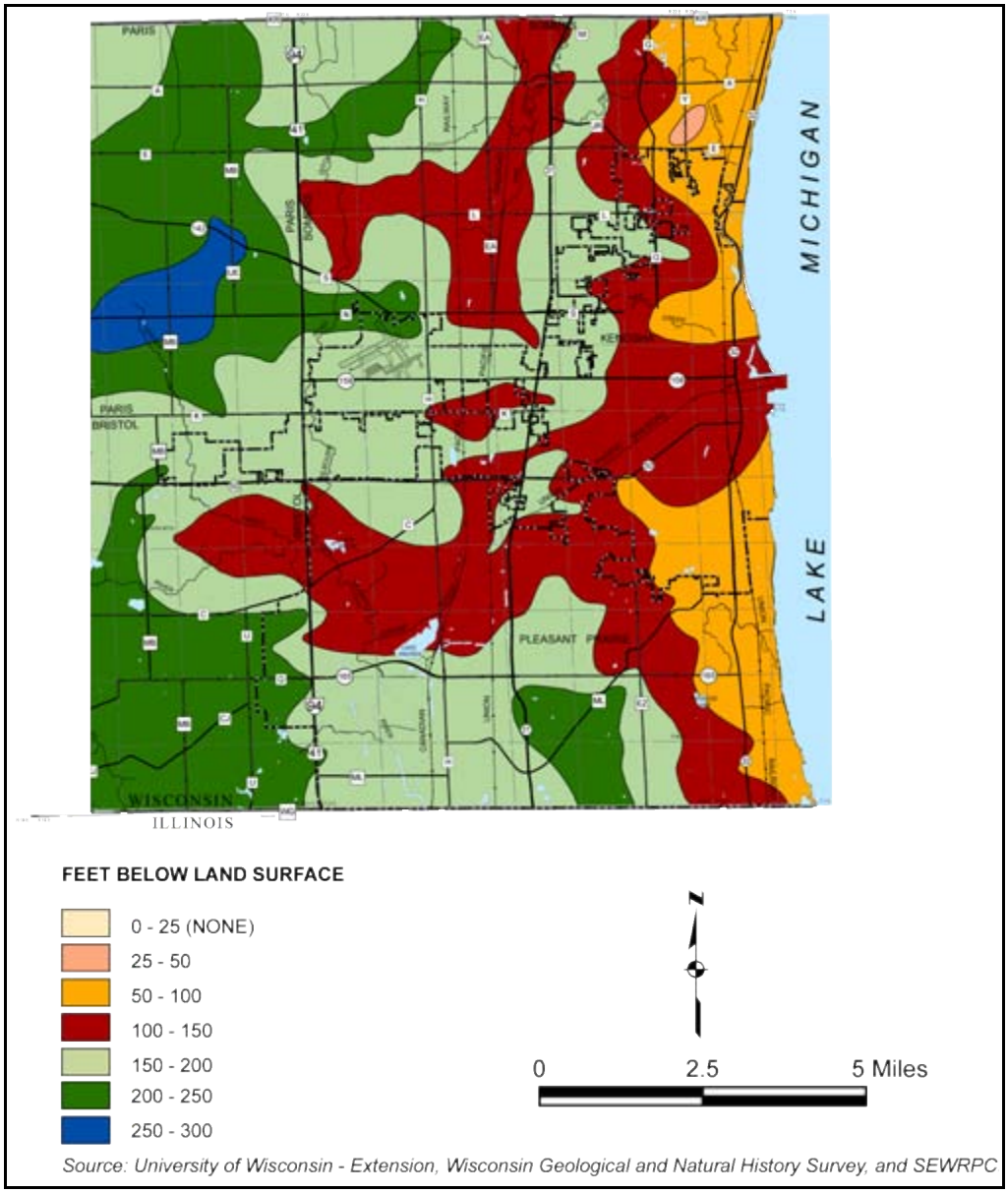
A subcontinental divide that separates the Mississippi River and the Great Lakes – St. Lawrence River drainage basins crosses the City of Kenosha from the Town of Somers on the north to the Village of Pleasant Prairie on the south, as shown on Map 3-12, page 18. The majority of the City of Kenosha drains to the Great Lakes-St. Lawrence River system; the remaining or far western portion of the City of Kenosha, drains south and west to the Mississippi River.

The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the County, but also carries with it legal constraints that, in effect, would prohibit any new diversion of substantial

quantities of Lake Michigan water across the divide. Areas east of the divide can utilize Lake Michigan as a source of water supply, with the spent water typically returned to the lake via the sanitary sewerage system. Areas west of the divide must utilize groundwater as the water source. The Great Lakes Charter Annex, signed by the governors of the eight (8) States bordering the Great Lakes[6] and the premiers of the Canadian provinces of Ontario and Quebec in June 2001, would ban most diversions of Great Lakes water outside the drainage basin, but make limited exceptions for communities and counties that straddle the watershed boundary. The accord must be approved by each State Legislature and the U. S. Congress before taking effect. If approved, each State and Province would develop regulations to carry out the accord.

MAP 3-11

GENERALIZED DEPTH TO BEDROCK AREAS AS POTENTIAL SOURCES OF CRUSHED OR BUILDING STONE IN KENOSHA COUNTY



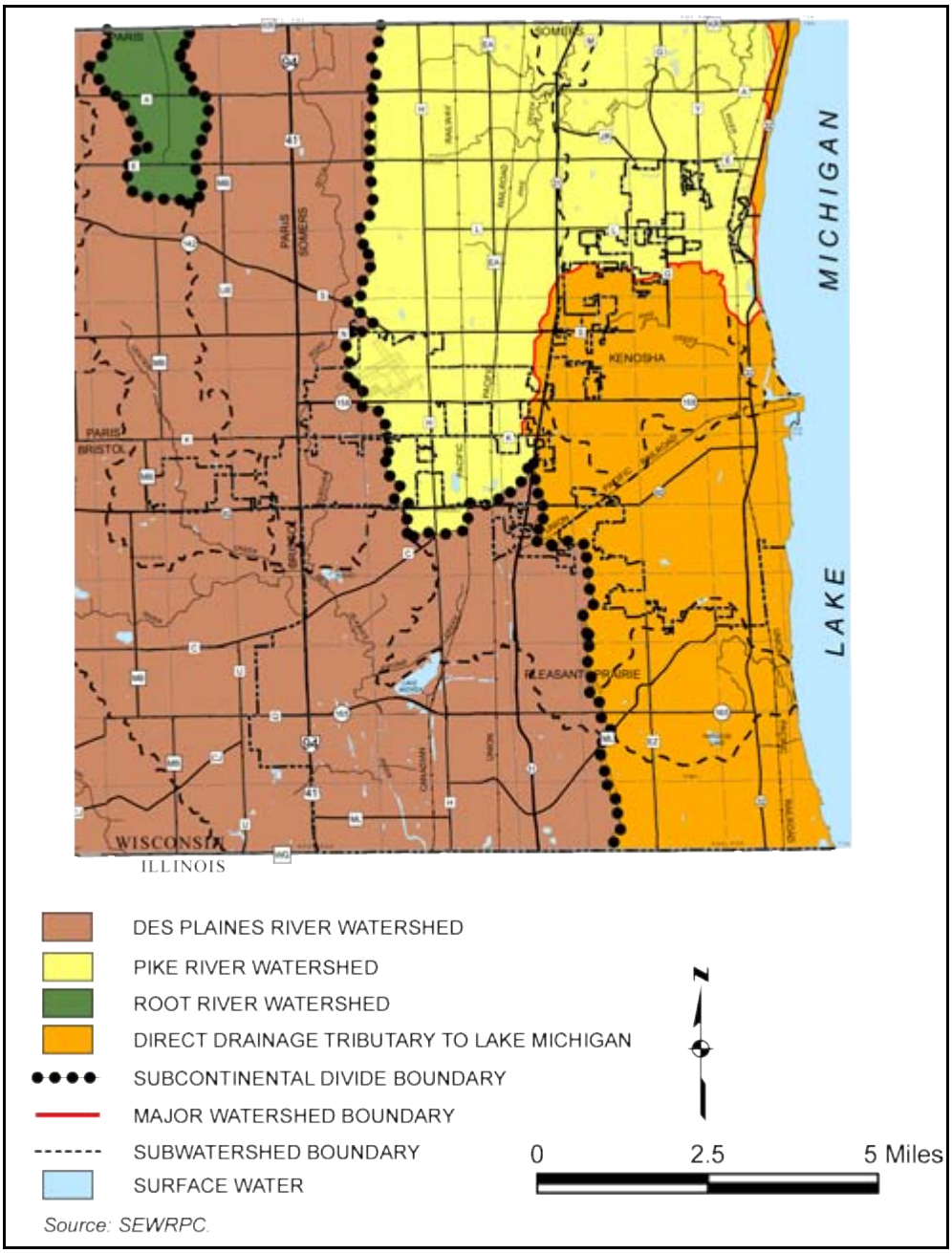
Source: University of Wisconsin - Extension, Wisconsin Geological and Natural History Survey, and SEWRPC

[6] *Includes the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.*

Watersheds and subwatersheds are shown on Map 3-12. The Great Lakes – St. Lawrence River drainage basin includes the Pike River watershed. A large portion of the City of Kenosha drains directly to Lake Michigan. The Mississippi River drainage basin includes the Des Plaines River watershed, which is primarily located west of the airport.

MAP 3-12

WATERSHEDS IN KENOSHA COUNTY



Lakes, Rivers, and Streams

Rivers and streams are identified as either perennial or intermittent. Perennial streams are defined as those which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year.

There are approximately 10 miles of named perennial rivers and streams in the City of Kenosha. As noted above, the City of Kenosha includes portions of the Des Plaines River and the Pike River watersheds. Major streams in the Des Plaines River watershed, which is located in the central portion of the County, are Center Creek and Kilbourn Road Ditch. Major streams in the Pike River watershed include the Pike River and Pike Creek located in the eastern portion of the City of Kenosha, which all drain to Lake Michigan. Pike Creek drains directly into Lake Michigan.

Of the 10.4 stream miles for which data were available in 1982[7], about eight (8) miles, or about 79 percent, were reported to be of poor quality, and about 2 miles, or about 21 percent were reported to be of fair quality, based upon calculated biotic indices[8,9] and/or the best professional judgment of DNR staff conducting the assessments, as shown in Table 3-8. With the exception of Pike Creek and Pike River, where modifications were recently implemented to these channels, it is likely that the water quality conditions of the perennial streams have not significantly changed since 1982. Major streams are shown on Map 3-13, page 20.

The majority of the streams and lakes within Kenosha County are fully or partially meeting recommended water use objectives in accordance with the Land and Water Resource Management Plan for Kenosha County. The DNR, however, identified in 2006 portions of the Pike River and several Lake Michigan beaches (Eichelman, Pennoyer Park, and Simmons Island Lake Michigan beaches) in the City of Kenosha as being impaired or threatened by impairment.

TABLE 3-8

PERENNIAL STREAM CHARACTERISTICS IN THE CITY OF KENOSHA: 1982

River or Stream	Length (river miles)	Watershed	Water Quality[a]
Center Creek	0.4	Des Plaines	Poor[b]
Kilbourn Road Ditch	4.1	Des Plaines	Poor[b]
Pike Creek	3.7	Direct Drainage to Lake Michigan	Poor[c]
Pike River	2.2	Pike	Fair[d]
Total	10.4	----	-----

a Water quality status as determined by the Wisconsin Department of Natural Resources based upon a calculated biotic index and/or the best professional judgment of staff conducting assessment.

b The Des Plaines River and its tributary streams, excluding Brighton Creek, have had major physical modifications to their channels, are impacted by high rates of siltation, and generally have had reported water quality problems associated with low dissolved oxygen, high phosphorus, and high fecal coliform concentrations. The lower reaches of the Des Plaines River mainstem have had reported water quality problems associated with toxic contaminants (heavy metals, hydrocarbons, and the pesticide heptachlor epoxide).

c Pike Creek has had major modifications to its channel, is impacted by high rates of sedimentation, and has had reported water quality problems associated with high fecal coliform concentrations.

d The Pike River and its tributary streams have had moderate to major physical modifications to their channels, are impacted by high rates of sedimentation, and generally have had reported water quality problems associated with low dissolved oxygen and high fecal coliform concentrations.

Source: Wisconsin Department of Natural Resources and SEWRPC.

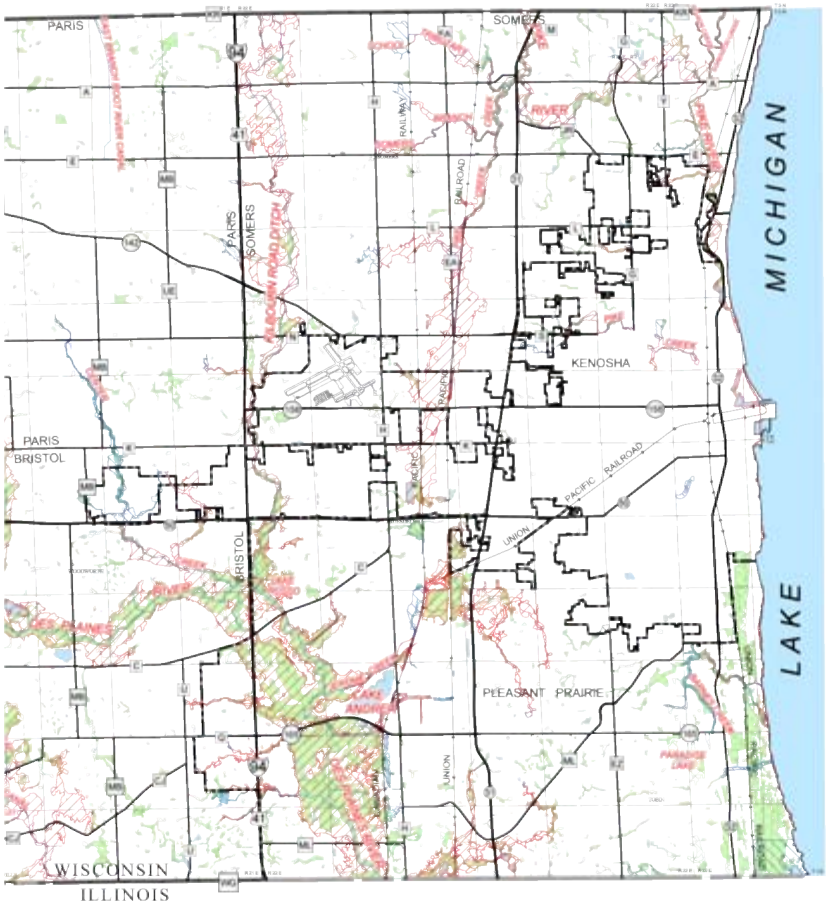
[7] *Does not include mileage for Karcher Creek, Nelson Creek, School Tributary, Somers Branch, and Sorenson Creek on Table 3-8, page ?. The five (5) streams were not part of the water quality analysis conducted in 1982, but were added to the table because they are perennial streams that are located wholly or partially in Kenosha County.*

[8] *Wisconsin Department of Natural Resources Technical Bulletin No. 132,* Using a Biotic Index to Evaluate Water Quality in Streams*, 1982.*

[9] *U.S. Department of Agriculture, Forest Service General Technical Report No. NC-149,* Using The Index of Biotic Integrity (IBI) to Measure Environmental Quality in Warmwater Streams of Wisconsin*, April 1992.*

MAP 3-13

SURFACE WATERS, WETLANDS, AND FLOODPLAINS IN KENOSHA COUNTY



Note: Floodplains will be updated, if necessary, when the Map Modernization program is completed.

DETAILED 100 - YEAR FLOODPLAIN

APPROXIMATE 100 - YEAR FLOODPLAIN

WETLAND (2000)

NONFARMED WETLAND (2005)

SURFACE WATER (2000)

N

0 2.5 5 Miles

Source: Federal Emergency Management Agency, Wisconsin Department of Natural Resources, and SEWRPC

Lakes and streams are readily susceptible to degradation through improper land use development and management. Water quality can be degraded by either point source[10] or nonpoint source[11] pollution sources including excessive pollutant loads, including nutrient loads, which enter from malfunctioning and improperly located onsite waste treatment systems, from sanitary sewer overflows, from construction and other urban runoff, and from careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riparian areas and by the filling of peripheral wetlands, which remove valuable nutrient and sediment traps while adding nutrient and sediment sources. It is important that existing and future development in riparian areas be managed carefully to avoid further water quality degradation and to enhance the recreational and aesthetic values of surface water resources.

Wetlands

Wetlands are generally defined as areas that have a predominance of hydric soils and that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of hydrophytic (water loving) vegetation.[12] Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Wetlands may, however, under certain conditions, occur on slopes and even on hilltops. Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion.

The 2000 Land Use Inventory conducted by SEWRPC identified 298 acres of wetlands in the City of Kenosha, which are shown on Map 3-13, page 20. SEWRPC recently completed, under contract with the DNR, an updated Wetland Inventory Map for Kenosha County based on 2005 orthophotographs. The updated wetland inventory has been approved by DNR as the official Wisconsin Wetland Inventory maps, and includes wetlands of ¼ acre or larger in size. The new DNR wetland inventory includes a "farmed wetland" category, which has not been included in previous inventories. "Farmed wetlands" are defined by the Natural Resources Conservation Service (NRCS) as "land that is partially altered but because of wetness, cannot be farmed every year."[13] The Wetland Conservation provisions of the 1985 Farm Bill, as amended, require agricultural producers to protect the wetlands on the farms they own or operate if they want to remain eligible for farm program benefits. Normal farming practices, including plowing, harrowing, planting, cropping, fertilizing, and grazing, can be conducted on farmed wetlands; however, there may be restrictions on drainage improvements in farmed wetlands. Farmers should consult with the NRCS before making any drainage improvements. Farmed wetlands are shown on Map 9-1 in Chapter 9. Because agriculture is the principal use of farmed wetlands, they are not shown on Map 3-13, page 20. Nonfarmed wetlands identified as part of the 2005 update are shown as an overlay on Map 3-13, page 20. Nonfarmed

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[10] *Point source pollution is defined as pollutants that are discharged to surface waters at discrete locations, such as a sanitary sewer overflow.*

[11] *Nonpoint source pollution, also referred to as diffuse source pollution, consists of various discharges of pollutants to the surface waters which cannot be readily identified as point sources. Nonpoint source pollution is transported from the urban or rural land areas of a watershed to the surface waters by means of direct runoff from the land via overland routes (i.e .runoff from parking lots or farmlands) and by flow during and shortly after rainfall or snowmelt events. Nonpoint source pollution also includes pollutants conveyed to surface waters via groundwater discharge, also known as base flow, which is a major source of stream flow between runoff events.*

[12] *The definition of "wetlands" used by SEWRPC is the same as that of the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency (EPA). Under this definition, wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. This definition differs somewhat from the definition used by the DNR. Under the DNR definition, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. As a practical matter, application of either the DNR definition or the EPA-Army Corps of Engineers-SEWRPC definition has been found to produce relatively consistent wetland identification and delineations in the majority of the situations in southeastern Wisconsin.*

[13] *Definition taken from the "*Wetland Restoration Handbook for Wisconsin Landowners*, 2nd edition, written by Alice L. Thompson and Charles S. Luthin, DNR Publication No. PUB-SS-989, 2004.*

wetlands encompassed about 372 acres, or 2 percent of the City of Kenosha in 2005. Wetland acreage within the City of Kenosha is provided in Table 3-7, page 16.

Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are necessary to precisely identify wetland boundaries on individual parcels. Field investigations are generally conducted at the time a parcel is proposed to be developed or subdivided.

Floodplains

The natural floodplain of a river is a wide, flat-to-gently sloping area contiguous with, and usually lying on both sides of, the river channel and the channel itself. The floodplain, which is normally bounded on its outer edges by higher topography, is gradually formed over a long period of time by the river during flood stage as that river meanders in the floodplain, continuously eroding material from concave banks of meandering loops while depositing it on the convex banks. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a one (1) percent chance of being equaled or exceeded in any given year. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and/or the presence of wet soils.

Floodplains in the City of Kenosha were identified as part of the Flood Insurance Study (FIS) and the accompanying Flood Insurance Rate Maps (FIRMS)[14] produced by the Federal Emergency Management Agency (FEMA). FEMA prepared FISs and FIRMs for the City of Kenosha in 1982. The FIRMs for the City of Kenosha were updated and revised in 1996.[15] Flood elevations and floodplain limits were identified through detailed studies along the Des Plaines River, Pike River, Root River,[16] and selected tributaries as part of the FIS. The FIS depicts "approximate" floodplains along streams and lakes where no detailed engineering studies were conducted. The Pike River Watershed Plan[17] delineates floodplains in the Pike River watershed. Floodplain delineations for the City of Kenosha are based on the FIS. Floodplain delineations developed as part of the FIS, the Des Plaines River and Pike River watershed studies, and Chiwaukee Prairie-Carol Beach Land Use Plan are shown on Map 3-13, page 20.[18] The SEWRPC floodplain shown on that map will be incorporated into Federal floodplain maps under the Map Modernization Program described below.

FEMA is currently conducting a Map Modernization Program for the City of Kenosha which will result in updated FEMA floodplain maps. Preliminary maps are currently available, and final maps are expected to be available in 2009. The City of Kenosha will be required to update its floodplain zoning maps and ordinances to reflect the new floodplain mapping and to be consistent with the State Model Floodplain Ordinance.

Shorelands

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a

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[14] *Flood Insurance Studies and the accompanying Flood Insurance Rate Maps usually generate the following flood hazard information: Base Flood Elevations (100-year flood elevations) presented as water-surface elevations; water-surface elevations for the 10-year, 50-year, 100-year, and 500-year floods; boundaries of the regulatory 100-year floodway; and boundaries of the 100- and 500-year floodplains.*

[15] *The 1996 Flood Insurance Rate Map revisions updated corporate limits and map format, added base flood elevations and special flood hazard areas, and changed special flood hazard areas and zone designations.*

[16] *There are no floodplains for the portion of the Root River watershed located in Kenosha County.*

[17] *Documented in SEWRPC Planning Report No. 35,* A Comprehensive Plan for the Pike River Watershed*, June 1983 and amended March 1996.*

[18] *A zoning map amendment was approved by Kenosha County in 2004 to incorporate the floodplains identified in the Des Plaines River watershed study.*

river or stream, or to the landward side of the floodplain, whichever distance is greater. In accordance with the requirements set forth in Chapters NR 115 (shoreland regulations) and NR 116 (floodplain regulations) of the *Wisconsin Administrative Code*, the Kenosha County Shoreland and Floodplain Zoning Ordinance restricts uses in wetlands located in the shorelands, and limits the uses allowed in the 100-year floodplain to prevent damage to structures and property and to protect floodwater conveyance areas and the storage capacity of floodplains. The ordinance also limits the removal of vegetation and other activities in shoreland areas and requires most structures to be set back a minimum of 75 feet from navigable waters. State law requires that counties administer shoreland and floodplain regulations in unincorporated areas.

Under Chapter NR 117 of the *Wisconsin Administrative Code*, cities and villages are required to restrict uses in wetlands located in the shoreland area. The provisions of NR 115, which regulate uses in unincorporated portions of the shoreland, apply in cities and villages in shoreland areas annexed to a city or village after May 7, 1982.[19] The same floodplain regulations set forth in NR 116 for unincorporated areas also apply within cities and villages. Each city and village administers the floodplain regulations within its corporate limits.

Groundwater Resources

Groundwater resources constitute another key element of the natural resource base of the City of Kenosha. Groundwater not only sustains inland lake levels and wetlands and provides the base flow of streams, but also serves as the water supply for domestic, municipal, and industrial water users, with the exception of the City of Kenosha, which obtains their water from Lake Michigan. Map 3-14, page 24, indicates depth to shallow groundwater.

Environmental corridors and isolated natural resource areas were overlaid on Map 3-15, page 25, to indicate the correlation between such areas and groundwater recharge potential.

Forest Resources

Woodlands

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat. Woodlands identified in the SEWRPC Land Use Inventory are shown on Map 3-16, page 26. Woodlands are defined as upland areas of one (1) acre or more in area, having 17 or more trees per acre, each deciduous tree measuring at least four (4) inches in diameter, 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. Table 3-9 lists the number of acres of woodlands in the City of Kenosha. In 2000, woodlands encompassed over 138 acres, or about 1.5 percent of the City of Kenosha.[20]

TABLE 3-9

WOODLANDS AND MANAGED FOREST LANDS IN THE CITY OF KENOSHA AND KENOSHA COUNTY

Local Government	Woodlands (acres in 2000)	Managed Forest Lands (acres in 2006)
City of Kenosha	138	0
Kenosha County	9,243	574

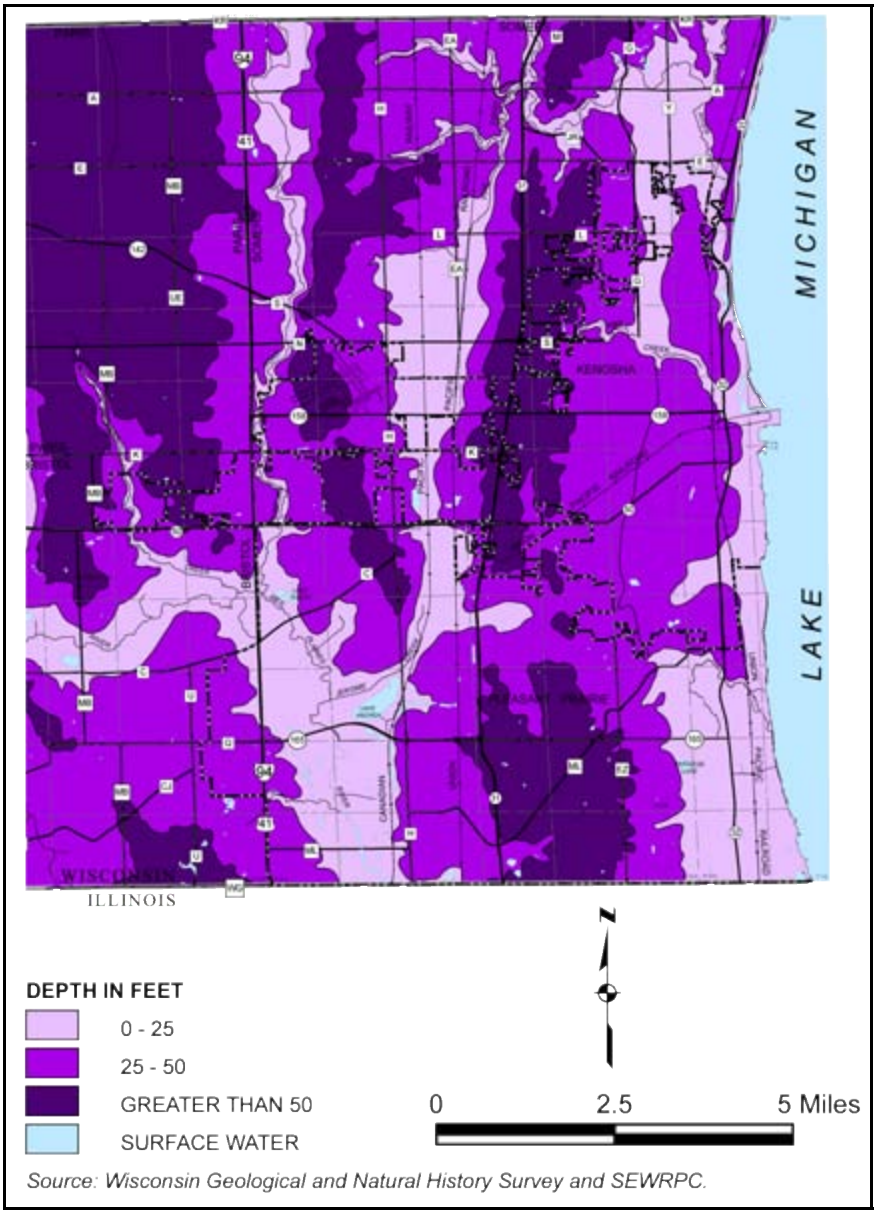
Source: Kenosha County, Wisconsin Department of Natural Resources, and SEWRPC.

[19] *Following its incorporation in 1989, the Village of Pleasant Prairie included all Kenosha County shoreland zoning regulations in the Village zoning ordinance. The regulations apply to areas that were in the shoreland area at the time the Village incorporated.*

[20] *This data includes upland woods only, not lowland woods classified as wetlands, such as tamarack swamps. Lowland woods may be enrolled in the Managed Forest Law Program as discussed in the following section.*

MAP 3-14

GENERALIZED DEPTH TO SEASONAL HIGH GROUNDWATER TABLE IN KENOSHA COUNTY



Source: Wisconsin Geological and Natural History Survey and SEWRPC.

Natural Areas and Critical Species Habitat Sites

A comprehensive inventory of important plant and animal habitats was conducted by SEWRPC in 1994 as part of the Regional Natural areas and Critical Species Habitat Protection and Management Plan. The inventory systematically identified all remaining high-quality natural areas, critical species habitat, and sites having geological significance. Ownership of identified natural areas and critical species habitat sites and the size of each area in the City of Kenosha were reviewed and updated in 2006.

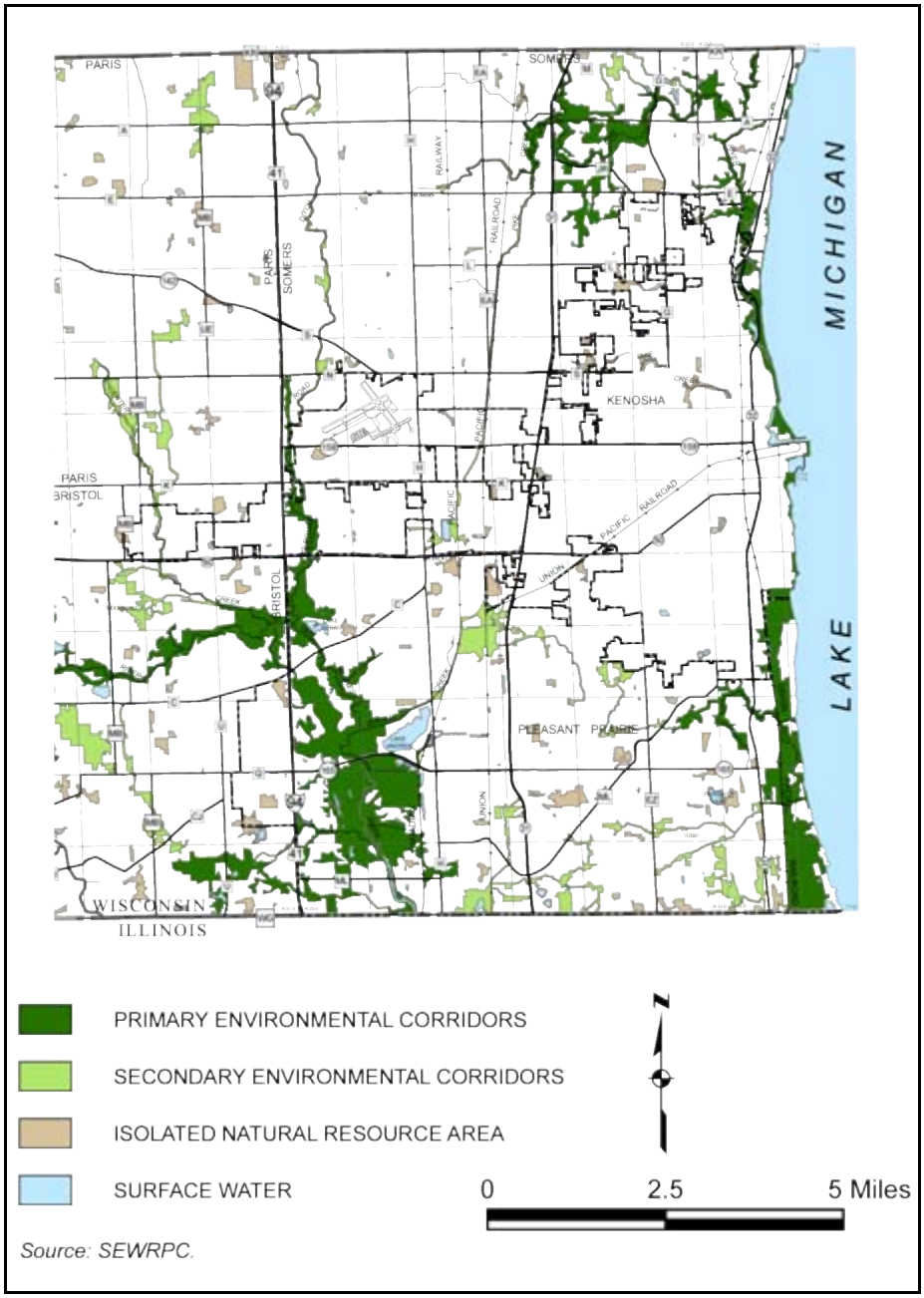
Natural Areas

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one (1) of three (3) categories:

natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one (1) of these three (3) categories is based on consideration of the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of natural features, the size of the site, and the educational value.

MAP 3-15

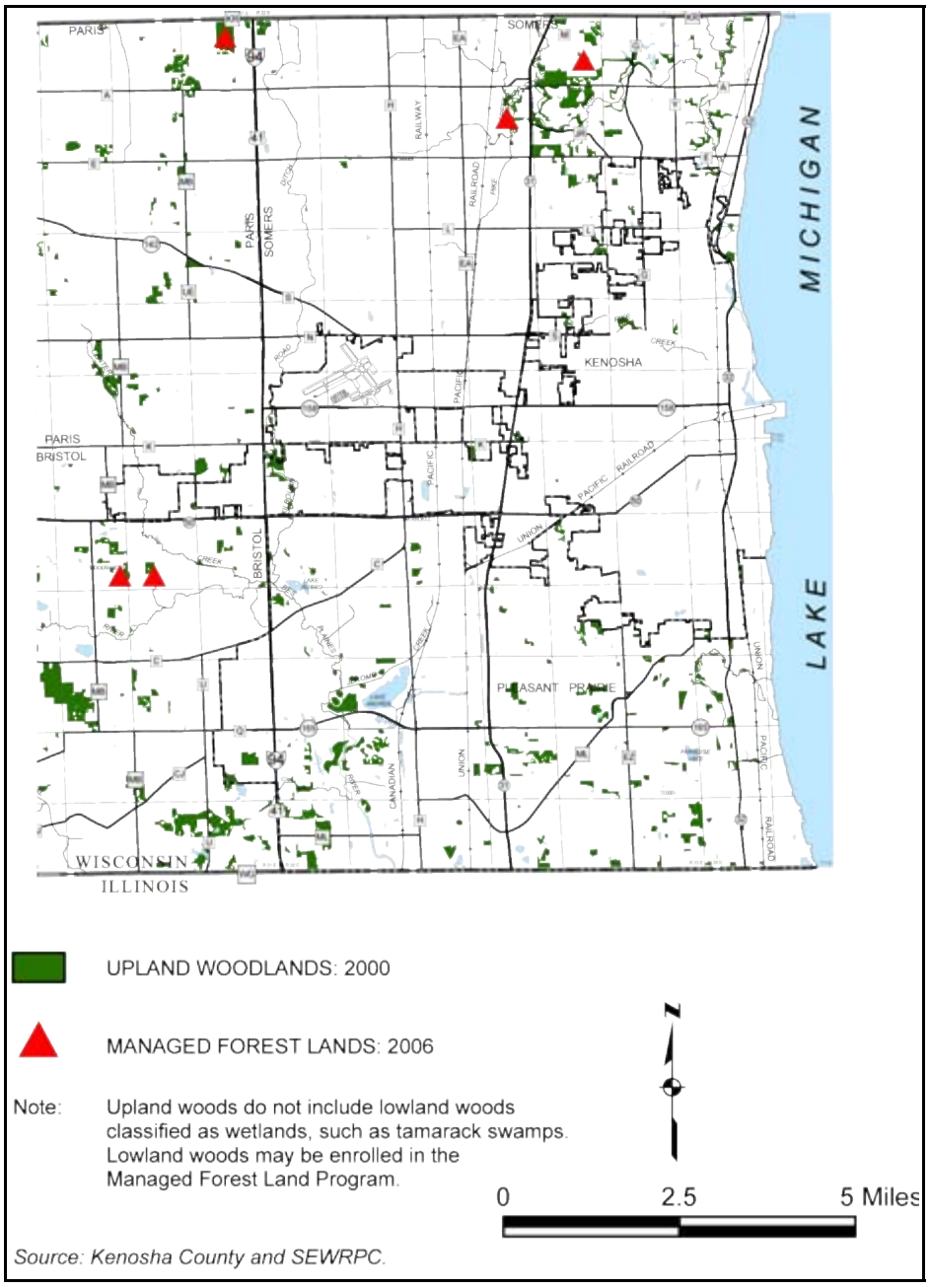
ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN KENOSHA COUNTY: 2000



Source: SEWRPC.

MAP 3-16

UPLAND WOODLANDS AND MANAGED FOREST LANDS IN KENOSHA COUNTY



One (1) natural area has been identified in the City of Kenosha in Table 3-10, page 27. This site, the Kenosha Sand Dunes and Low Prairie, is classified as a NA-1 site, and encompasses 99 acres. Natural areas are shown on Map 3-17, page 28.

TABLE 3-10
NATURAL AREAS IN KENOSHA COUNTY: 2006[a]

Number on Map 3-12	Area Name	Classification Code[b]	Location	Ownership	Size (Acres)	Description and Comments
6	Kenosha Sand Dunes and Low Prairie	NA-1 (RSH)	T1N, R23E, Sections 7 and 8; City of Kenosha and Village of Pleasant Prairie	City of Kenosha, Department of Natural Resources, and private	99	One-half mile of Lake Michigan frontage containing well-developed dunes and dune succession patterns (fore dunes to swale to wet prairie). The dunes are disturbed by off-road vehicle use, and the shore has been riprapped. An ancient hardwood forest lies beneath the dunes. This is one of the few dune systems in Southeastern Wisconsin. Several uncommon species are present, including sea rocket (Cakile edentula), sand reed (Calamovilfa longifolia), seaside spurge (Euphorbia polygonifolia), common bugseed (Corispermum hyssopifolium), smooth phlox (Phlox glaberrima), and marsh blazing-star (Liatris spicata).

a Inventory conducted in 1994; ownership and acreage information were updated in 2006.
*b **NA-1** identifies Natural Area sites of Statewide or greater significance.*
***NA-2** identifies Natural Area sites of countywide or regional significance.*
***NA-3** identifies Natural Area sites of local significance.*
***SNA,** or State Natural Area, identifies those sites officially designated as State Natural Areas by the State of Wisconsin Natural Areas Preservation Council.*
***RSH**, or Rare Species Habitat, identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.*

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the Regional Natural Areas Plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997.*

Critical Species Habitat and Aquatic Sites

Critical species habitat sites consist of areas outside natural areas that are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute "critical" habitat considered to be important to the survival of a particular species or group of species of special concern. These sites are shown on Map 3-17, page 28, and described in Table 3-11, page 29. Four (4) critical species habitat sites, each supporting an endangered, threatened, or rare plant species, have been identified in the City of Kenosha. These four (4) sites, together encompassing 54 acres, include the Martin Band Parcel, Nedweski Parcel, Thompson Woods, and Bradford School Woods. There is also one (1) aquatic site supporting a rare fish species, including portions of the Kilbourn Road Ditch, which contains about 2.2 stream-miles. Critical aquatic habitat sites are shown on Map 3-17, page 28, and described in Table 3-12, page 29.

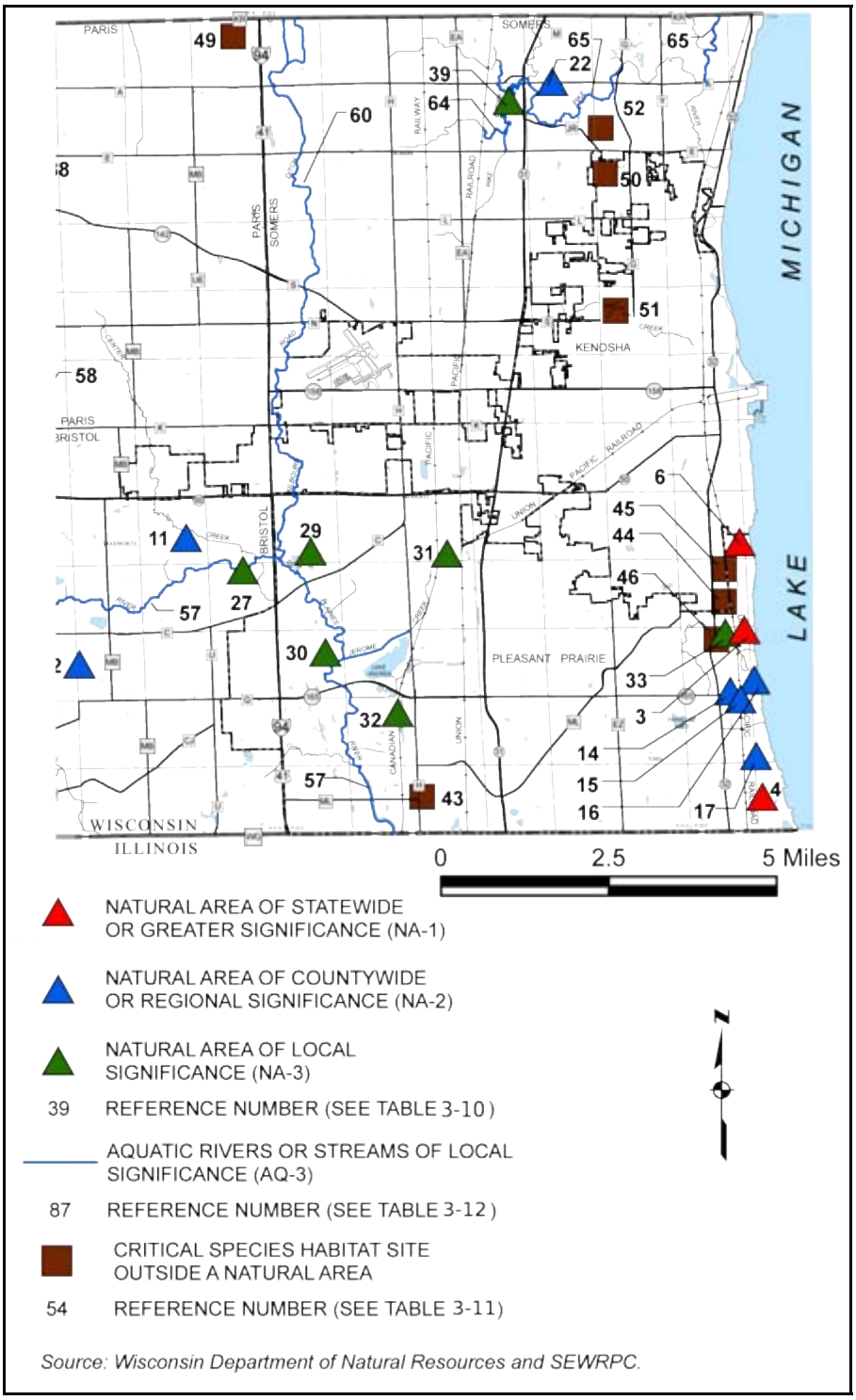
Invasive Plants and Animals

Invasive plant and animal species threaten the biodiversity of high-quality natural resources in Wisconsin. The DNR recognizes 148 species of plants and 24 species of animals as invasive to the State of Wisconsin as of 2007. Purple loosestrife and reed canary grass have been identified as significant invasive plant species present in Kenosha County. Additional invasive plant species that can be found in Kenosha County include garlic mustard and buckthorn. Certain invasive animals, such as the gypsy moth and forest tent caterpillar, pose threats to native plant species. Prevalent throughout the Midwest, although not yet discovered in Wisconsin, the emerald ash borer (a type of beetle) potentially poses a threat to ash tree populations in the State. Figures 3-1, page 31, and 3-2, page 32, list the invasive plant and animal species found in the State.[21]

[21] *Several of the plants and animals listed in Figure 3-1, page 31, and Figure 3-2, page 32, may not be found in Kenosha County due to the statewide scope of the DNR invasive species listing.*

MAP 3-17

NATURAL AREAS, CRITICAL SPECIES SITES, AND AQUATIC HABITAT SITES IN KENOSHA COUNTY: 1994



Source: Wisconsin Department of Natural Resources and SEWRPC.

TABLE 3-11

CRITICAL SPECIES HABITAT SITES LOCATED OUTSIDE NATURAL AREAS IN THE CITY OF KENOSHA: 2006[a]

No. on Map 3-17	Site Name and Classification Code[b]	Location	Site Area (acres)	Ownership	Species of Concern[c]
44	Martin Band Parcel (CSH-P)	T1N, R23E, Section 18	9	Private	Phlox glaberrima (E)
45	Nedweski Parcel (CSH-P)	T1N, R23E, Section 18	16	Private	Calamovilfa longifolia (T)
50	Thompsom Woods (CSH-P)	T2N, R22E, Section 13	8	Private	Trillium recurvatum (R)
51	Bradford School Woods (CSH-P)	T2N, R22E, Section 25	21	Kenosha County, Kenosha Unified School District, Gateway Technical College and Private	Trillium recurvatum (R)

a Inventory conducted in 1994; ownership and acreage information were updated in 2006.
*b **CSH-P** identifies a critical plant species habitat site.*
__CSH-B__ identifies a critical bird species habitat site.
*c **R** refers to species designated as rare or special concern.*
__T__ refers to species designated as threatened.
__E__ refers to species designated as endangered.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the regional natural areas plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997.*

TABLE 3-12

CRITICAL AQUATIC HABITAT AREAS IN THE CITY OF KENOSHA: 2006[a]

No. on Map 3-17	River, Stream, or Lake	Size[b]	Rank[c]	Description[d] and Comments
60	Kilbourn Road Ditch	2.2 miles	AQ-3 (RSH)	Sedimentation and other water quality problems exist, but this reach is an important reservoir for the pirate perch, a "special concern" fish species

a Inventory conducted in 1994; ownership and acreage information were updated in 2006.
b Size is listed as stream miles for rivers and streams and lake surface area (in acres) for lakes.
c ***AQ-3** identifies Aquatic Area sites of local significance.*
__RSH__, or Rare Species Habitat, identifies those aquatic areas which support rare, endangered, threatened, or "special concern" species officially designated by the Wisconsin Department of Natural Resources.
d Lake or stream is located partially within Kenosha County. Number refers to stream miles or acreage located within the City of Kenosha only.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the Regional Natural Areas Plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, *September 1997.*

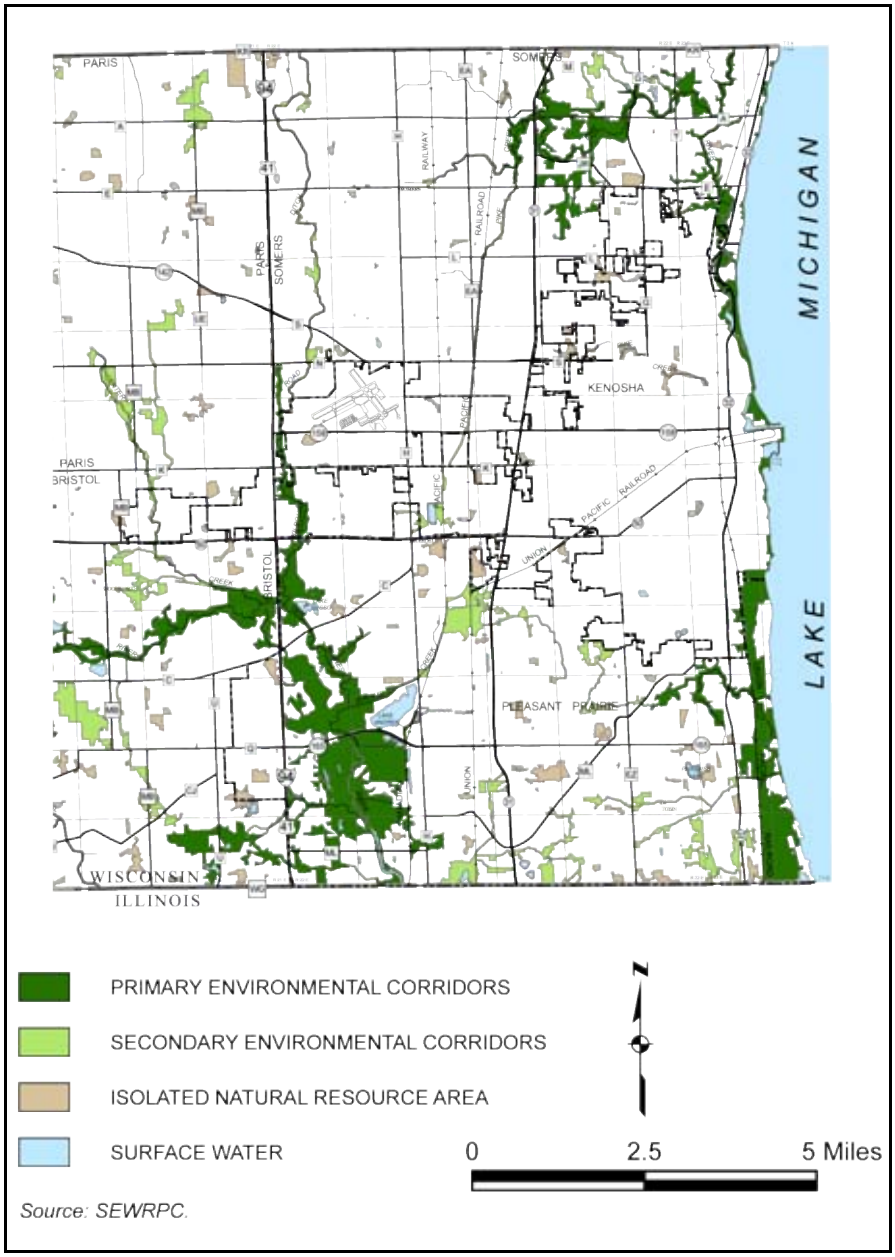
Wisconsin Legacy Places

In 2006, the DNR completed an inventory intended to identify the places believed to be most critical to meet the State's conservation and recreation needs over the next fifty years. The resulting report provides background information for use by landowners, nonprofit conservation groups, local governments, State and Federal agencies, and other interests in decision-making about land protection and management in the vicinity of the identified legacy places. A total of 229 such legacy places were identified statewide. The study is documented in a report entitled *Wisconsin Land Legacy Report*, dated 2006.

The inventory identified five (5) legacy places in Kenosha County, one (1) of which is partially located in Kenosha's Pike River.

MAP 3-18

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN KENOSHA COUNTY: 2000



Source: SEWRPC.

Environmental Corridors and Isolated Natural Resource Areas

One (1) of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the Region and to the continued provision of the amenities required to maintain a high quality of life for residents.

FIGURE 3-1

INVASIVE PLANT SPECIES IN WISCONSIN: 2007

Autumn Olive	European Barberry	Poison Hemlock
Amur Honeysuckle	European Frog-Bit	Poison Ivy
Amur Maple	European Highbush Cranberry	Porcelain Berry
Aquatic Forget-Me-Not	European Marsh Thistle	Plumeless Thistle
Baby's Breath	European Mountain-Ash	Prickly Ash
Bella Honeysuckle	Everlasting Pea	Purple Loosestrife
Big-Tooth Aspen	Field Bindweed	Quackgrass
Bird's-Foot Trefoil	Field Sorrel	Quaking Aspen
Bishop's Gout-Weed	Flowering Rush	Queen Anne's-Lace
Black (European) Alder	Garden Forget-Me-Not	Queen-of-the-Meadow
Blackberries & Raspberries	Garden-Heliotrope	Red Clover
Black Jet-Bead	Giant Hogweed	Red Osier Dogwood
Black Locust	Garlic Mustard	Reed Canary Grass
Black Swallow-Wort	Giant Knotweed	Round-Leaved Bittersweet
Bladder-Campion	Giant Ragweed	Russian Knapweed
Bouncing-Bet	Glossy Buckthorn	Russian Olive
Box Elder	Grapes	Scotch Pine
Bull Thistle	Grecian Foxglove	Siberian Elm
Burning Bush	Greenbriar	Siberian Pea Shrub
Canada Bluegrass	Grey Dogwood	Silky Bush-Clover
Canada Goldenrod	Ground Nut	Smooth Brome
Canadian Thistle	Hairy Willow-Herb	Smooth Sumac
Cattail Hybrid (Typha x Glauca)	Helleborine	Spotted Knapweed
Celandine	Horsetail	Spreading Hedge Parsley
Chicory	Hydrilla	St. John's-Wort
Chinese Elm	Japanese Barberry	Star-of-Bethlehem
Common Buckthorn	Japanese Hedge-Parsley	Staghorn Sumac
Common Burdock	Japanese Honeysuckle	Tall Fescue
Common Cattail	Japanese Hops	Tall Goldenrod
Common Mullein	Japanese Knotweed	Tartarian Honeysuckle
Common Privet	Japanese Stilt Grass	Tree-of-Heaven
Common Reed Grass	Johnson Grass	Viola
Common Tansy	Kentucky Bluegrass	Virginia Waterleaf
Common Teasel	Large-Toothed Aspen	Watercress
Creeping Bellflower	Leafy Spurge	Water Chestnut
Creeping Charlie	Lesser Celandine	Wayfaring Tree
Crown Vetch	Lily-of-the-Valley	White Clover
Curly Dock	Moneywort	White Sweet-Clover
Curly-Leaf Pondweed	Morrow's Honeysuckle	White Mulberry
Cut-Leaved Teasel	Multiflora Rose	White Snakeroot
Cypress Spurge	Musk Thistle	Wild Parsnip
Dame's Rocket	Narrow-Leaved Cattail	White Poplar
Deadly Nightshade	Nipplewort	Willows
Dodder	Norway Maple	Wineberry
Dog-Strangling Vine	Orange Daylily	Wintercreeper
Eastern Cottonwood	Orange Hawkweed	Wood Nettle
Eastern Red-Cedar	Ox-Eye Daisy	Yellow Sweet-Clover
English Ivy	Pale Swallow-Wort	Yellow Hawkweed
Eurasian Water Milfoil	Periwinkle	Yellow Water Flag

Source: Wisconsin Department of Natural Resources and SEWRPC.

FIGURE 3-2

INVASIVE ANIMAL SPECIES IN WISCONSIN: 2007

Asian Lady Beetle	Forest Tent Caterpillar	Round Goby
Asian Longhorned Beetle	Giant Snakehead	Ruffe
Beech Bark Disease	Gypsy Moth	Rusty Crayfish
Bighead Carp	Hemlock Wooly Adelgid	Sea Lamprey
Common Carp	Mute Swan	Silver Carp
Emerald Ash Borer	Oak Wilt	Spiny Waterflea
Feral Pig	Quagga Mussels	White Perch
Fishhook Waterflea	Rainbow Smelt	Zebra Mussel

Source: Wisconsin Department of Natural Resources and SEWRPC.

Seven (7) elements of the natural resource base are considered essential to the maintenance of the ecological balance and the overall quality of life in the Region, and served as the basis for identifying the environmental corridor network. These seven elements are: 1) lakes, rivers, and streams and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly-drained, and organic soils; and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of the natural resource base, are closely related to the natural resource base and were used to identify areas with recreational, aesthetic, ecological, and natural value. These features include existing park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

The mapping of these 12 natural resource and resource-related elements results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas that have been termed "environmental corridors" by SEWRPC. Primary environmental corridors include a wide variety of the most important natural resources and are at least 400 acres in size, two (2) miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size. Where secondary environmental corridors serve to link primary corridors, no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary corridors must be at least 100 acres in size and one (1) mile long. An isolated concentration of natural resource features at least five (5) acres in size and 200 feet wide, but not large enough to meet the size or length criteria for primary or secondary environmental corridors, is referred to as an isolated natural resource area. Environmental corridors and isolated natural resource areas in the City of Kenosha in 2000 are shown on Map 3-18, page 30.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open uses can help reduce flood flows, reduce noise pollution, and maintain air and water quality. Corridor preservation is important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships between living organisms and their environment, the destruction and deterioration of any one (1) element of the natural resource base may lead to a chain reaction of deterioration and destruction. For example, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any single environmental change may not be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, reduction in groundwater recharge, as well as a decline in the scenic beauty. The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

As shown on Map 3-18, page 30, and listed in Table 3-13, page 33, the primary environmental corridors in the City of Kenosha generally lie along rivers and streams and adjacent to lakes, or are associated with woodlands, wetlands, or park and open space sites. In 2000, about 479 acres were encompassed within primary environmental corridors. Secondary environmental corridors are located chiefly along the smaller perennial

streams and intermittent streams including wetlands associated with these streams. About 113 acres were encompassed within secondary environmental corridors in 2000. Isolated natural resource areas within the City of Kenosha include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These areas encompassed about 256 acres in 2000.

TABLE 3-13

EXISTING ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE CITY OF KENOSHA: 2000[a]

Local Government	Primary Environmental Corridors (acres)	Secondary Environmental Corridors (acres)	Isolated Natural Resource Areas (acres)
City of Kenosha	479	113	256
Kenosha County	27,960	6,373	3,874

a Inventory conducted in 2000; based on 2006 civil divisions.

Source: SEWRPC.

Park and Open Space Sites

A comprehensive region wide inventory of park and open space sites was conducted in 1973 under the initial Regional Park and Open Space Planning Program conducted by SEWRPC. The inventory is updated periodically, and was updated in 2006 as part of this planning process. The inventory identified all park and open space sites owned by a public agency, including Federal, State, County, and local units of government and school districts. The inventory also included privately owned outdoor recreation sites such as golf courses, campgrounds, boating access sites, hunting clubs, group camps, and special use outdoor recreation sites. Sites owned by nonprofit conservation organizations, such as The Nature Conservancy and the Conservancy Club of Kenosha, were also identified. As of 2006, there were 24 acres of park and open space land in fee simple ownership in the City of Kenosha. The sites in Table 3-14, page 33, and shown on Map 3-19, page 34, are located within the City of Kenosha:

Park and Open Space Sites

Park and open space sites are shown on Maps 3-20, page 35, and are listed in Table 3-15, page 36. As shown on Table 3-15, the City of Kenosha owns 74 sites encompassing 1,020 acres. There are 30 public schools in the City, providing 261 acres within park and open space sites. There are also 16 private sites located in the City encompassing 255 acres, for a total of 1,536 acres within park and open space sites.

TABLE 3-14

PARK AND OPEN SPACE SITES IN THE CITY OF KENOSHA: 2006

No. on Map 3-19	Site Name	Location	Size (acres)
1	Kemper Center	T1N, R23E, Section 5	16
13	Kenosha County Bike Trail	T1N, R22E, Section 13 T1N, R23E, Sections 5,7, 8, & 18 T2N, R22E, Sections 13, 24 & 25 T2N, R23E, Sections 18, 29, 30, 31 & 32	50

Climate

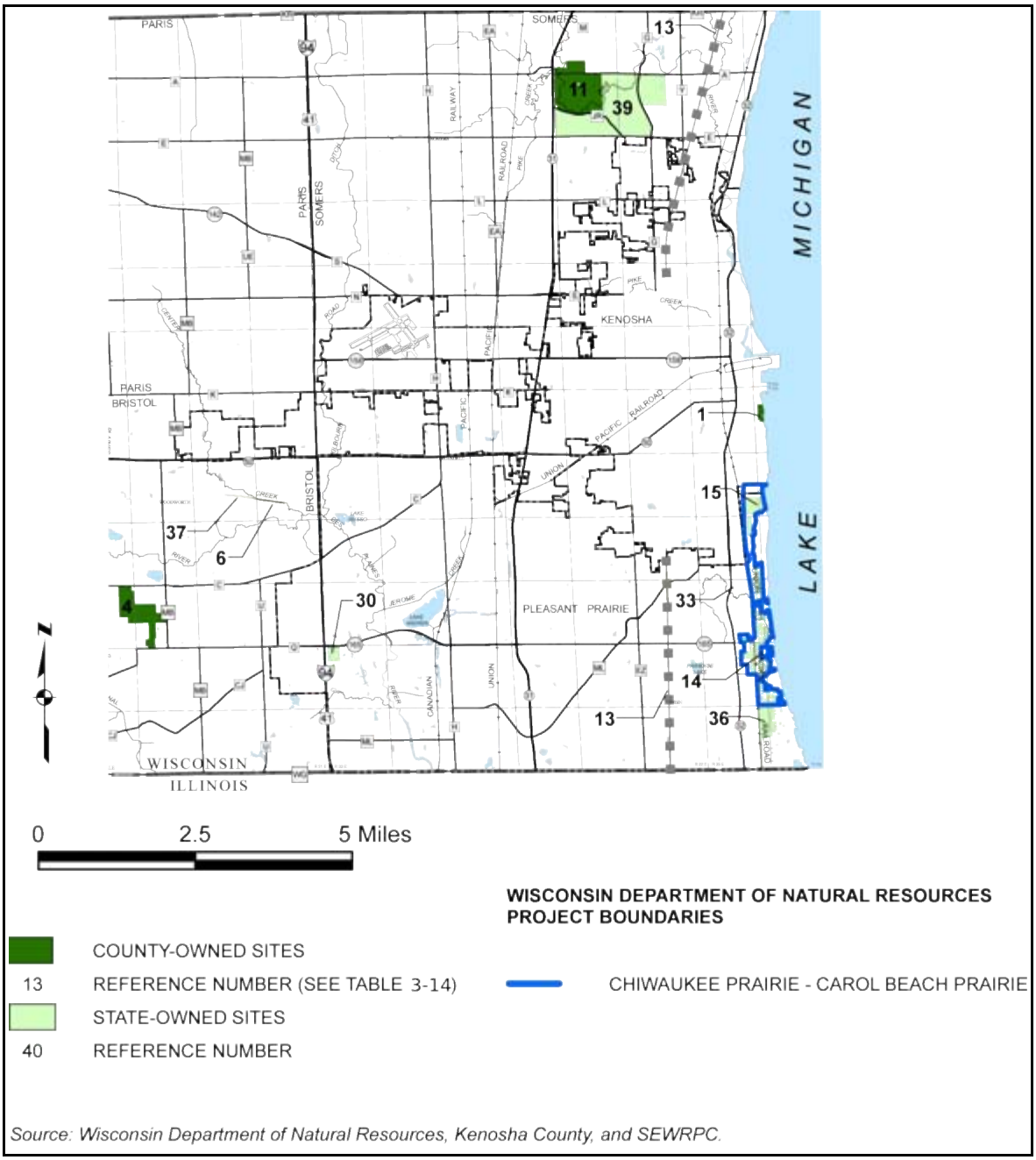
Its mid-continental location gives the City of Kenosha a continental climate that spans four (4) seasons. Summers generally occur during the months of June, July, and August. They are relatively warm, with occupation periods of hot, humid weather and sporadic periods of cool weather. Lake Michigan often has a cooling effect on the City of Kenosha during the summer. Winters are cold and generally occur during the months of December, January, and February. Winter weather conditions can also be experienced during the months of November and March in some years. Autumn and spring are transitional weather periods in the City of Kenosha when widely varying temperatures and long periods of precipitation are common. The median growing season, the number of days

between the last freeze in the spring and the first freeze in the fall, is 170 days and can range from 150 to 192 days.

Precipitation can occur in the form of rain, sleet, hail, and snow and ranges from gentle showers to destructive thunderstorms. The more pronounced weather events, such as severe thunderstorms and tornadoes, can cause major property and crop damage, inundation of poorly drained areas, and lake and stream flooding.

MAP 3-19

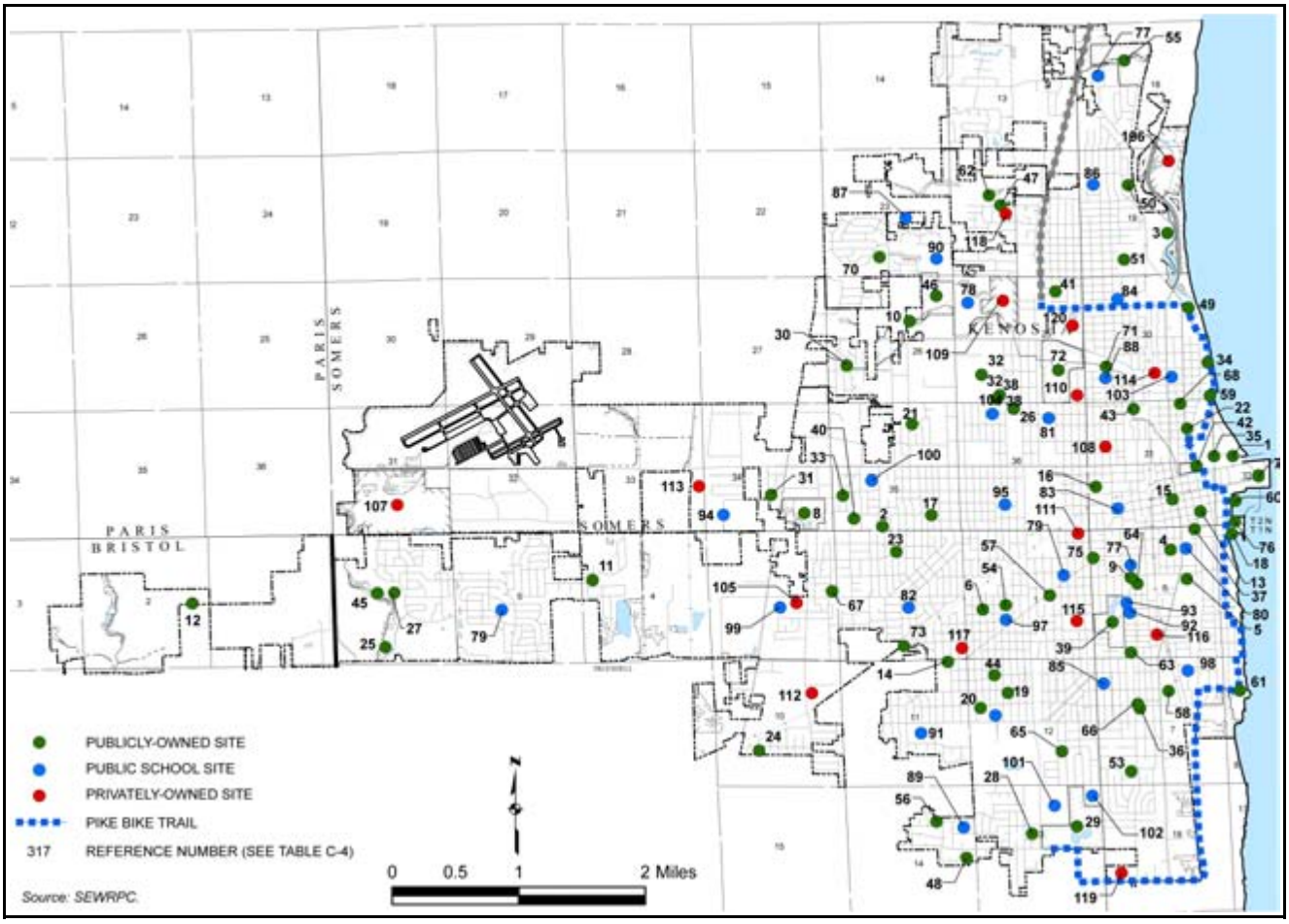
COUNTY- AND STATE-OWNED PARK AND OPEN SPACE SITES IN KENOSHA COUNTY: 2006



Source: Wisconsin Department of Natural Resources, Kenosha County, and SEWRPC.

MAP 3-20

LOCAL PUBLIC AND PRIVATELY-OWNED PARK AND OPEN SPACE SITES IN THE CITY OF KENOSHA: 2006



Air Quality

The Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to set national ambient air quality standards (NAAQS) for six (6) criteria pollutants (carbon monoxide, lead, nitrogen dioxide, particulate matter, ozone, and sulfur oxides) which are considered harmful to public health and the environment. Areas not meeting the NAAQS for one (1) or more of the criteria pollutants are designated as nonattainment areas by the EPA. In areas where observed pollutant levels exceed the established NAAQS and which are designated as "nonattainment" areas by the EPA, growth and development patterns may be constrained. For example, major sources of pollutants seeking to locate or expand in a designated nonattainment area, or close enough to impact upon it, must apply emission control technologies. In addition, new or expanding industries may be required to obtain a greater than one-for-one reduction in emissions from other sources in the nonattainment area so as to provide a net improvement in ambient air quality. Nonattainment area designation may therefore create an economic disincentive for industry with significant emission levels to locate or expand within or near the boundaries of such an area. In order to eliminate this disincentive and relieve the potential constraint on development, it is necessary to demonstrate compliance with the NAAQS and petition EPA for redesignation of the nonattainment areas.

The EPA has designated a single six-county ozone nonattainment area within the Region which is made up of Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties. Ozone is formed when precursor

pollutants, such as volatile organic compounds and nitrogen oxides, react in the presence of sunlight. The ozone air quality problem within the Region is a complex problem because ozone is meteorologically dependent. In addition, the ozone problem in the Region is believed to be attributable in large part to precursor emissions which are generated in the large urban areas located to the south and southeast and carried by prevailing winds into the Region. The ozone problem thus remains largely beyond the control of the Region and State and can be effectively addressed only through a multi-state abatement effort.

TABLE 3-15

PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE CITY OF KENOSHA: 2006

No. on Map 3-20	Public Sites	Size[a] (acres)	No. on Map 3-20	Public Sites	Size[a] (acres)
1	Sixth Avenue Park	1	2	60th Street Tennis Courts	1
3	Alford Park	70	4	Bain Park	2
5	Baker Park	5	6	Bullamore Park	2
7	Celebration Place	15	8	Charles W. Nash Park	52
9	Cicchini Park	1	10	City-Owned Land	7
11	City-Owned Land	5	12	City-Owned Land	5
13	City-Owned Land	4	14	City-Owned Land	1
15	Civic Center Park	1	16	Columbus Park	7
17	Davis Park	1	18	Eichelman Park	9
19	Elmwood Park	1	20	Elmwood School Site	1
21	Endee Park	2	22	Fireman's Park	1
23	Forest Park	6	24	Gangler Park	5
25	Gateway Center Park	18	26	Hobbs Park	5
27	Horizons at White Caps	15	28	Isetts Park	6
29	Anderson Park	95	30	Jamestown Park	2
31	Johnson Highland Park	1	32	KAT Park	23
33	Kenfair Park	1	34	Kennedy Park	24
35	Kenosha Yacht Club	1	36	Kirchner Highlands	1
37	Library Park	5	38	Limpert Park and City Nursery	5
39	Lincoln Park	43	40	Little League Park	5
41	Matoska Park	3	42	Navy Memorial Park	1
43	Nedweski Park	10	44	Newman Park	2
45	Open Space Site	55	46	Open Space Site	49
47	Open Space Site	17	48	Open Space Site	9
49	Pennoyer Park	35	50	Petretti Park	8
51	Petzke Park	10	52	Pike Recreational Trail	--[b]
53	Red Arrow Park	7	54	Roosevelt Park	6
55	Sam Poerio Park	70	56	Schulte Park	3
57	Senior Citizen's Park	1	58	Simmons Athletic Field	8
59	Simmons Island Park	42	60	Southport Marina	11
61	Southport Park	29	62	St. Peter's Park	5
63	Strawberry Park	1	64	Streeter Park	1
65	Sunnyside Park	5	66	Sunrise Park	15
67	Tot Park	1	68	Towerline Park	3
69	Union Park	1	70	Washington Park	29
71	Washington Park Golf Course	71	72	Werve's Park	1
73	Wilson Triangle Park	1	74	Wolfenbuttel Park	15
---	**Subtotal (74 Sites)**	**1,020**			

No. on Map 3-20	Public Sites	Size[a] (acres)	No. on Map 3-20	Public Sites	Size[a] (acres)
School District Sites			**School District Sites**		
75	Bose Elementary School	15	76	Bradford High School	40
77	Brass Elementary School[c]	6	78	Brompton School	1
79	Charles Nash Elementary School	16	80	Columbus Elementary School	1
81	Durkee Elementary School[d]	1	82	Ed Bain School of Language and Art	2
83	Forest Park Elementary School	5	84	Frank Elementary School	1
85	Grant Elementary School	2	86	Grewenow Elementary School	3
87	Harvey Elementary School	4	88	Hillcrest School	12
89	Jefferson Elementary School	1	90	Jeffery Elementary School	4
91	John Bullen Middle School	27	92	Lance Middle School	15
93	Lincoln Elementary School	1	94	Lincoln Middle School	1
95	Mahone Middle School/Indian Trail Academy High School	55	96	McKinley Elementary and Middle Schools	1
97	Roosevelt Elementary School	1	98	Southport Elementary School	2
99	Stocker Elementary School	4	100	Strange Elementary School	7
101	Tremper High School	23	102	Vernon Elementary School	4
103	Washington Middle School	1	104	Wilson Elementary School	5
---	**Subtotal (30 Sites)**	**261**			
Private Sites			**Private Sites**		
105	Boys and Girls Club of Kenosha/CYC Sports	8	106	Carthage College	
107	Dairyland Greyhound Park	117	108	Friedens Lutheran School	1
109	Gateway Technical College	15	110	Holy Rosary School	4
111	Jockey International Walking Track	1	112	Kenosha Ice Arena	6
113	Kenosha Youth Foundation	19	114	St. Elizabeth School	1
115	St. Joseph's High School	4	116	St. Mark's School	1
117	St. Mary's School	1	118	St. Peter's School	7
119	St. Therese School	11	120	Woodhaven Girl Scout Camp	9
---	**Subtotal (16 Sites)**	255			
---	**TOTAL – 120 SITES**	**1,536**			

a Site area is rounded to the nearest whole number. Sites less than one (1) acre are rounded up to one (1) acre.

b The trail is located in the City of Kenosha and the Village of Pleasant Prairie. Within the City of Kenosha, the trail encompasses about six (6) linear miles.

c Brass Elementary School was constructed in 2008 and inhabits students from the closed Durkee Elementary School and Lincoln Elementary School.

d Durkee Elementary School closed at the end of the 2007-2008 school year. The school will be razed and the land will be used to construct a parking garage.

Source: SEWRPC Park and Open Space Site Inventory.

The EPA has designated a single six-county ozone nonattainment area within the Region which is made up of Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties. Ozone is formed when precursor pollutants, such as volatile organic compounds and nitrogen oxides, react in the presence of sunlight. The ozone air quality problem within the Region is a complex problem because ozone is meteorologically dependent. In addition, the ozone problem in the Region is believed to be attributable in large part to precursor emissions which are generated in the large urban areas located to the south and southeast and carried by prevailing winds into the Region. The ozone problem thus remains largely beyond the control of the Region and State and can be effectively addressed only through a multi-state abatement effort.

In March 2008, the EPA revised the eight-hour ozone standard from 85 parts per billion (ppb) to 75 ppb. Nonattainment designations based on 2007 through 2009 air quality data, and the new standard, are expected to take effect in 2010.

The State of Wisconsin is currently designated as an attainment area for particulate matter. In August 2008, the EPA proposed nonattainment designations in six (6) counties for the 24-hour fine particulate matter air quality standard. The proposed nonattainment counties are Milwaukee, Racine, and Waukesha Counties in southeastern Wisconsin, and Brown, Dane, and Columbia Counties outside the Region. EPA's final determination on the nonattainment designation for particulate matter is expected in December 2008. If the designation changes from attainment to nonattainment, the State of Wisconsin will develop measures to control particulate emissions, in accordance with EPA guidelines, so that the Region will be in attainment by 2010.

Over the past decade, the combination of local controls and offsets implemented within and outside the Region, along with national vehicle emissions control requirements, have resulted in a significant improvement in ambient air quality within the Region as well as nationally, and projections of future emissions indicate a continued decline in precursor emissions and a continued improvement in air quality.

PART 3: CULTURAL RESOURCES

The term cultural resource encompasses historic buildings, structures and sites; archaeological sites; and museums. Cultural resources in the City of Kenosha have important recreational and educational value. Cultural resources help to provide the County and each of its distinct communities with a sense of heritage, identity, and civic pride. Resources such as historical and archaeological sites and historic districts can also provide economic opportunities through tourism.

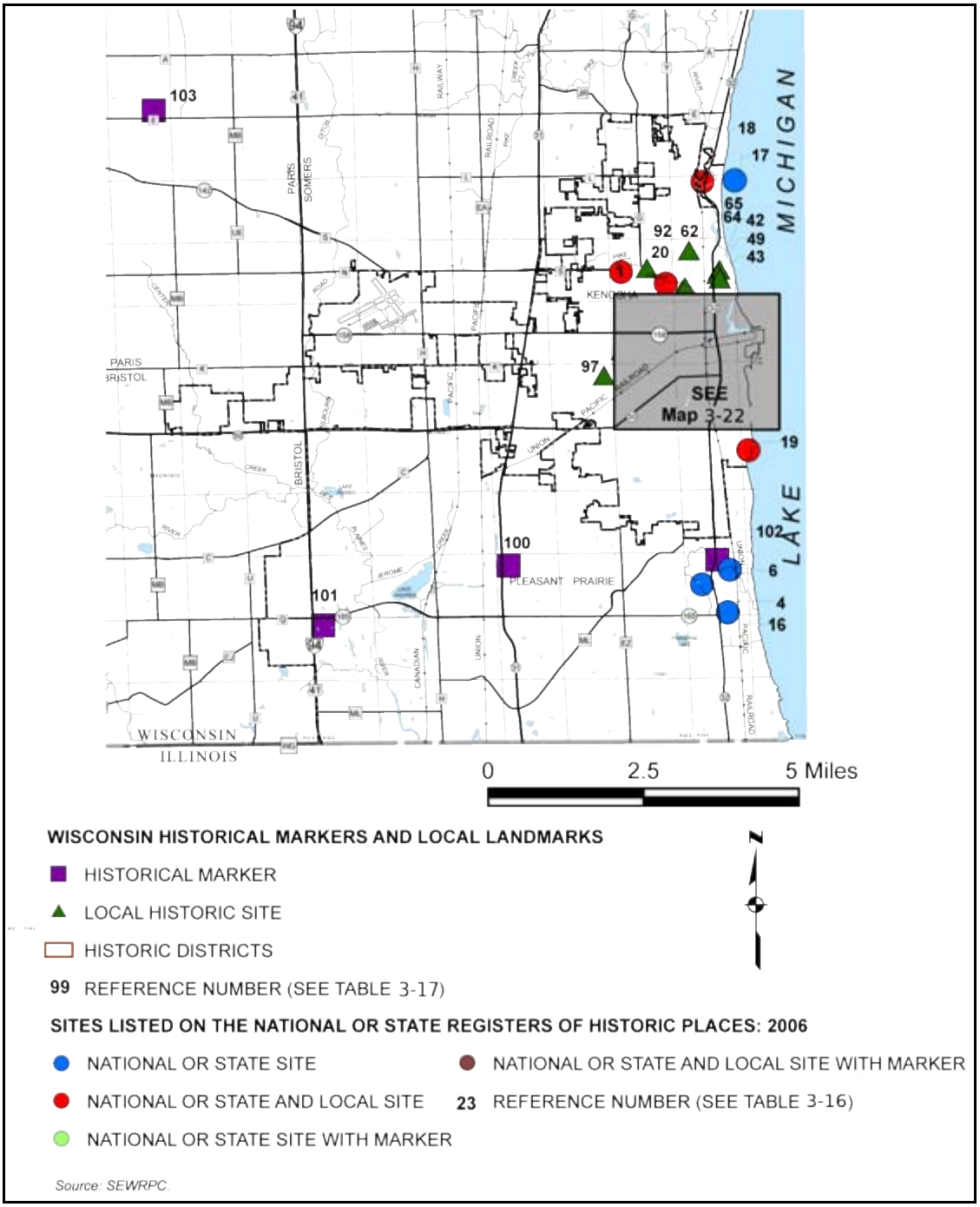
Historical Resources

In 2006, there were 20 historic places and districts in the City of Kenosha and one (1) shipwreck located 12 miles east of the City of Kenosha in Lake Michigan, listed on the National Register of Historic Places and/or the State Register of Historical Places, as displayed on Maps 3-21, page 39 and 3-22, page 40, and listed in Table 3-16, page 41. In most cases, historic places or districts listed on the National Register are also listed on the State Register. Since the State Register was created in 1991, all properties nominated for the National Register must first go through the State Register review process. Upon approval by the State review board, a site is listed on the State Register of Historic Places and recommended to the National Park Service for review and listing on the National Register of Historic Places. The only exceptions to this process are federally-owned properties, which may be nominated for the National Register directly by the National Park Service. Of the 21 historic places and districts listed on the National and/or State Registers, 16 are historic buildings or structures, three (3) are historic districts, and one (1) is a historic or prehistoric site and one (1) is a shipwreck. Sites and districts listed on the National and State Registers of Historic Places have an increased measure of protection against degradation and destruction. Listing on the National or State Register requires government agencies to consider the impact of their activities, such as the construction or reconstruction of a highway, or a permit which they issue, on the designated property. If the property would be adversely affected, the agency must work with the State Historic Preservation Officer to attempt to avoid or reduce adverse effects.

The City of Kenosha is also home to five (5) Wisconsin State Historical Markers through a program administered by the Wisconsin Historical Society's Division of Historic Preservation. These historical markers are intended to identify, commemorate, and honor the important people, places, and events that have contributed to the State's rich heritage. The program serves as a vital educational tool, informing people about the most significant aspects of Wisconsin's past. State Historical Markers in the City of Kenosha are identified on Map 3-22, page 40, and listed in Table 3-17, page 42. The Kemper Hall and Kenosha (Southport) Lighthouse markers are also associated with sites listed on the National and State Registers referenced above.

MAP 3-21

HISTORIC SITES AND DISTRICTS LISTED ON THE NATIONAL OR STATE REGISTERS OF HISTORIC PLACES, WISCONSIN HISTORICAL MARKERS, AND LOCAL LANDMARKS IN KENOSHA COUNTY: 2006

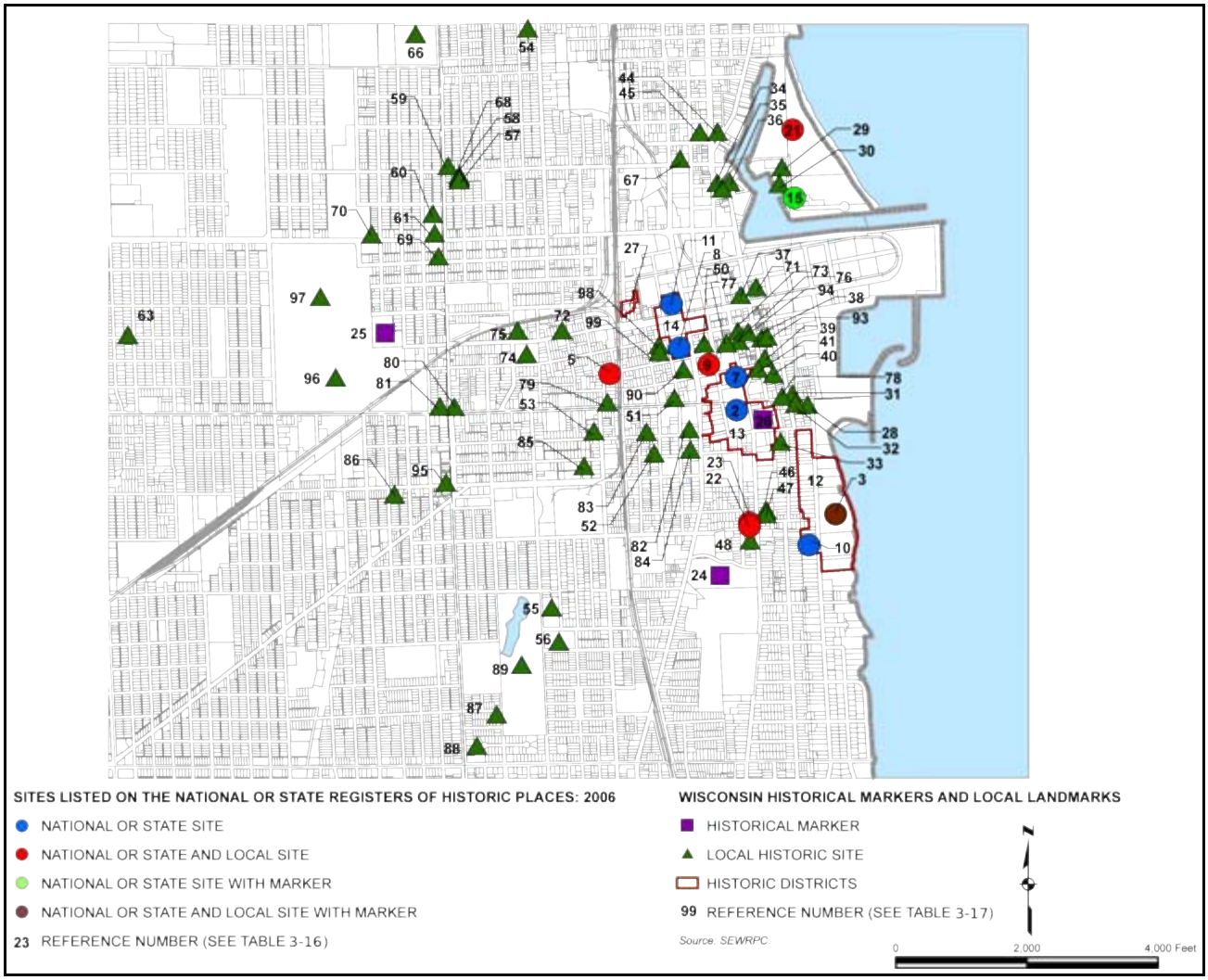


The 21 historic places and districts listed on the National and/or State registers of historic places are only a small fraction of the buildings, structures, and districts listed in the Wisconsin Architecture and History Inventory. The Wisconsin Architecture and History Inventory is a database administered by the State Historical Society of Wisconsin that contains historical and architectural information on approximately 120,000 properties statewide. The listed sites have architectural or historical characteristics that may make them eligible for listing on the

National and State registers of historic places. Currently, there are 684 properties in the City of Kenosha included in the Wisconsin Architecture and History Inventory. The inventory can be accessed through the State of Wisconsin Historical Society website at www.wisconsinhistory.org/ahi.

MAP 3-22

HISTORIC SITES AND DISTRICTS LISTED ON THE NATIONAL OR STATE REGISTERS OF HISTORIC PLACES, WISCONSIN HISTORICAL MARKERS, AND LOCAL LANDMARKS IN THE CITY OF KENOSHA: 2006



In addition to historic sites and districts listed on the National and State Registers of Historic Places, four (4) historic districts, 75 historic structures, and seven (7) historic sites have been designated as local landmarks by the City of Kenosha Historic Preservation Commission. Local landmarks are shown on Maps 3-21 and 3-22, pages 39 and 40, and listed on Table 3-17, beginning on page 42, (note that some of the landmarks are also on the National or State Register of Historic Places). County and local governments may designate landmarks once a Landmarks Commission or Historic Preservation Commission has been established by ordinance and certified by the State Historical Society. Landmark Commissions and Historic Preservation Commissions are typically seven (7) to nine (9) member boards that review applications for local landmark status and may also review proposed alterations to historic properties or properties located in historic districts. Landmark and historic preservation

commissions may also designate local historic districts; however, designation of districts typically requires approval from the local governing body. Properties identified as local landmarks must be protected in accordance with the requirements of the historic preservation ordinance. Generally, such ordinances require review by the local landmarks or historic preservation commission before a historic property can be altered or demolished.

TABLE 3-16

HISTORIC SITES AND DISTRICTS IN THE CITY OF KENOSHA LISTED ON THE NATIONAL OR STATE REGISTERS OF HISTORIC PLACES: 2006

No. on Maps 3-21 & 3-22	Site Name	Location	Year Listed
1	Justin Weed House	3509 Washington Road	1974
2	Gilbert M. Simmons Memorial Library	711 59th Place	1974
3	Kemper Hall	6501 Third Avenue	1976
5	John McCaffary House	5732 13th Court	1978
7	St. Matthew's Episcopal Church	5900 Seventh Avenue	1979
8	Kenosha High School	913 57th Street	1980
9	Boys and Girls Library	5810 Eighth Avenue	1980
10	Manor House	6536 Third Avenue	1980
11	Kenosha County Courthouse and Jail	912 56th Street	1982
12	Third Avenue Historic District	T1N, R23E, Section 5	1988
13	Library Park Historic District	T1N, R23E, Section 5 and T2N, R23E, Section 31	1988
14	Civic Center Historic District[a]	T2N, R23E, Section 31	1989
15	Kenosha Light Station	5117 Fourth Avenue	1990
2	Library Park	711 59th Place	2000
17	Rosinco (shipwreck)	12 miles east of the City of Kenosha in Lake Michigan	2001
18	Alford Park Warehouse	1885 Sheridan Road	2002
19	Southport Beach House	7825 First Avenue	2003
20	Washington Park Clubhouse	2205 Washington Road	2003
21	Simmons Island Beach House	5001 Simmons Island	2003
22	Anthony and Caroline Isermann House	6416 Seventh Avenue	2004
23	Frank and Jane Isermann House	6500 Seventh Avenue	2004

a Civic Center Historic District is only listed on the National Register of Historic Places. All other sites are listed on both the National and State Registers of Historic Places.

Source: The State Historical Society of Wisconsin and SEWRPC.

Procedures for designating local landmarks can and do vary depending on the local government. The City of Kenosha Historic Preservation Commission has developed a straightforward set of landmark designation procedures. The City Historic Preservation Commission – composed of seven (7) individuals appointed by the Mayor and subject to confirmation by the Common Council – may, after notice and public hearing, nominate districts, structures, and sites for historic designation to the Common Council. Nominations and recommendations made by the Historic Preservation Commission are not final until approved by the Common Council. Criteria used by the Commission to make decisions on local landmarks aim to regulate and preserve historic districts, structures, and sites with a special character, historic interest, aesthetic interest or other significant value.

TABLE 3-17

WISCONSIN HISTORICAL MARKERS AND LOCAL LANDMARKS IN THE CITY OF KENOSHA: 2006

No. on Maps 3-21 and 3-22	Designation	Site Address	Historic Name
3	Wisconsin Historical Marker and City of Kenosha Historical Structure	6501 Third Avenue	Kemper Hall
15	Wisconsin Historical Marker and City of Kenosha Historical Structure	5117 Fourth Avenue	Kenosha (Southport) Lighthouse
24	Wisconsin Historical Marker	6604 Seventh Avenue	John McCaffary Burial Site
25	Wisconsin Historical Marker	24th Avenue and 56th Street	Auto Production in Kenosha
26	Wisconsin Historical Marker	6027 Seventh Avenue	Reuben Deming
12	City of Kenosha Historical District	T1N, R23E, Section 5	Third Avenue Historic District
13	City of Kenosha Historical District	T1N, R23E, Section 5 and T2N, R23E, Section 3	Library Park Historic District
14	City of Kenosha Historical District	T2N, R23E, Section 3	Civic Center Historic District
27	City of Kenosha Historical District	T2N, R23E, Section 31	Pearl Street Historic District
28	City of Kenosha Historical Structure	6004 Third Avenue	Patrick and Elizabeth English House
29	City of Kenosha Historical Structure	5012 Fourth Avenue	Bullen House
30	City of Kenosha Historical Structure	5036 Fourth Avenue	United States Coast Guard Station
31	City of Kenosha Historical Structure	5935 Fifth Avenue	William Donley House
32	City of Kenosha Historical Structure	6005 Fifth Avenue	Benjamin Stahl House
33	City of Kenosha Historical Structure	6114 Fifth Avenue	Albert Buckmaster House
34	City of Kenosha Historical Structure	5002 Sixth Avenue	Bindt Block
35	City of Kenosha Historical Structure	5036-38 Sixth Avenue	Graham Block
36	City of Kenosha Historical Structure	5041 Sixth Avenue	Mathias Zievers House
37	City of Kenosha Historical Structure	5522 Sixth Avenue	Old First National Bank
38	City of Kenosha Historical Structure	5725-27 Sixth Avenue	Schwartz Building
39	City of Kenosha Historical Structure	5819-31 Sixth Avenue	Orpheum Theater
40	City of Kenosha Historical Structure	5919 Sixth Avenue	Kenosha Theater
41	City of Kenosha Historical Structure	5910 Sixth Avenue "A"	Flat Iron Building
42	City of Kenosha Historical Structure	3802 Seventh Avenue	Joseph and Victoria Palt House
43	City of Kenosha Historical Structure	4010 Seventh Avenue	Francis Myers House
44	City of Kenosha Historical Structure	4815 Seventh Avenue	Fire Station No. 4
45	City of Kenosha Historical Structure	4816 Seventh Avenue	St. George's Church Complex
46	City of Kenosha Historical Structure	6349 Seventh Avenue	John and Anne Dale House
47	City of Kenosha Historical Structure	6403 Seventh Avenue	Frank and Emma Wells House
22	City of Kenosha Historical Structure	6416 Seventh Avenue	Anthony and Caroline Isermann House
23	City of Kenosha Historical Structure	6500 Seventh Avenue	Frank and Jane Isermann House
48	City of Kenosha Historical Structure	6522 Seventh Avenue	Crangle-Fisher House
49	City of Kenosha Historical Structure	3833 Eighth Avenue	St. John's Lutheran Church
50	City of Kenosha Historical Structure	5706 Eighth Avenue	Elk's Club
9	City of Kenosha Historical Structure	5810 Eighth Avenue	Simmons Memorial Church
51	City of Kenosha Historical Structure	5922 Tenth Avenue	Shirley Apartments
52	City of Kenosha Historical Structure	6122 11th Avenue	Van Arsdale-Van Wie House
5	City of Kenosha Historical Structure	5732 13th Court	McCaffary House
53	City of Kenosha Historical Structure	6030 14th Avenue	George and Mary Washburn House
54	City of Kenosha Historical Structure	4313 18th Avenue	St. Nicholas' Church
55	City of Kenosha Historical Structure	6729 18th Avenue	Lincoln Middle School
56	City of Kenosha Historical Structure	6811 18th Avenue	Lincoln Elementary School

No. on Maps 3-21 and 3-22	Designation	Site Address	Historic Name
57	City of Kenosha Historical Structure	5004 21st Avenue	Ritacca Triplex (Unit 2)
58	City of Kenosha Historical Structure	5008 21st Avenue	Ritacca Triplex (Unit 3)
59	City of Kenosha Historical Structure	4923 22nd Avenue	Ritacca Brothers Service Station
60	City of Kenosha Historical Structure	5100 22nd Avenue	St. Anthony's Church
61	City of Kenosha Historical Structure	5116 22nd Avenue	Old St. Anthony's Church
62	City of Kenosha Historical Structure	1716 35th Street	Grant Elementary School
63	City of Kenosha Historical Structure	5540 37th Avenue	George Moskopf House
64	City of Kenosha Historical Structure	1808 41st Place	Orthopedic and Open Air School
65	City of Kenosha Historical Structure	1832 43rd Street	Jefferson Elementary School
66	City of Kenosha Historical Structure	2224 45th Street	Holy Rosary Church
67	City of Kenosha Historical Structure	812 50th Street	Weiskopf School
68	City of Kenosha Historical Structure	2103 50th Street	Ritacca Triplex (Unit 1)
69	City of Kenosha Historical Structure	2217 52nd Street	Italian American Club
70	City of Kenosha Historical Structure	2508 52nd Street	Grand Avenue Fire Station No. 4
71	City of Kenosha Historical Structure	514 56th Street	Rhode Opera House
72	City of Kenosha Historical Structure	1602 56th Street	B'nai Zedek Synagogue
73	City of Kenosha Historical Structure	625 57th Street	Kenosha National Bank
74	City of Kenosha Historical Structure	1816 57th Street	Frank School
75	City of Kenosha Historical Structure	302 58th Street	Eagle's Club
76	City of Kenosha Historical Structure	622 58th Street	Barden's Building
77	City of Kenosha Historical Structure	702-714 58th Street	Alford Building
78	City of Kenosha Historical Structure	510 60th Street	Bernard and Julia Eichelman House
79	City of Kenosha Historical Structure	1320 60th Street	Alexander M. Kent Home
80	City of Kenosha Historical Structure	2122 60th Street	Gregario Gallo Gas Station
81	City of Kenosha Historical Structure	2200-14 60th Street	Parmentier Block
82	City of Kenosha Historical Structure	920 61st Street	St. Joseph's Home of the Sacred Heart
83	City of Kenosha Historical Structure	1116-18 61st Street	Reverend Ruben H. Deming House
84	City of Kenosha Historical Structure	910 62nd Street	David and Louisa Thiers House
85	City of Kenosha Historical Structure	1420 63rd Street	American Brass Company Office Building
86	City of Kenosha Historical Structure	2419 63rd Street	West Branch Library
87	City of Kenosha Historical Structure	2005 73rd Street	Charles and Hilda Greening
88	City of Kenosha Historical Structure	2032 74th Place	Harold Jensen House
89	City of Kenosha Historical Structure	Lincoln Park	Lincoln Park Bridge
90	City of Kenosha Historical Structure	5804 Sheridan Road	St. James Catholic Church
91	City of Kenosha Historical Structure	3901 Taft Road	Kermit Caves House
20	City of Kenosha Historical Structure	2205 Washington Road	Washington Road Park Golf Course Clubhouse
21	City of Kenosha Historical Structure	5001 Simmons Island Drive	Simmons Island Beach House
19	City of Kenosha Historical Structure	7825 First Avenue	Southport Beach House
1	City of Kenosha Historical Structure	3509 Washington Road	Justin Weed House
18	City of Kenosha Historical Structure	1885 Sheridan Road	Alford Park Warehouse
92	City of Kenosha Historical Structure	2814 Washington Road	Weed-Runals House
93	City of Kenosha Historical Structure	508 58th Street	Frank's Diner
2	City of Kenosha Historical Structure	711 59th Place	Library Park
94	City of Kenosha Historical Structure	5708 Sixth Avenue	Gottfredsen and Nicoll Store
95	City of Kenosha Historical Structure	6222 22nd Avenue	Danish Brotherhood Hall
96	City of Kenosha Historical Structure	5700 24th Avenue	Sterling Building
97	City of Kenosha Historical Structure	5626 25th Avenue	Nash Office Building

No. on Maps 3-21 and 3-22	Designation	Site Address	Historic Name
98	City of Kenosha Historical Structure	1015 57th Street	Landmark Bench
99	City of Kenosha Historical Structure	58th Street between 10th and 11th Avenues	Kenosha High School Boulder

Source: Wisconsin Historical Society, City of Kenosha, and SEWRPC.

Archaeological Resources

Preservation of archaeological resources is also important in preserving the cultural heritage of the City of Kenosha. Like historical sites and districts, significant prehistoric and historic archaeological sites provide the City of Kenosha with a sense of heritage and identity, which can provide for economic opportunities through tourism if properly identified and preserved. Archaeological sites fall under two (2) categories: prehistoric sites and historic sites. Prehistoric sites are defined as those sites which date from before written history. Historic sites are sites established after history began to be recorded in written form (the State Historical Society of Wisconsin defines this date as A.D. 1650).

Local Historical Societies and Museums

There is one (1) local historical society affiliated with the State Historical Society of Wisconsin in the City of Kenosha, the Kenosha County Historical Society. The historical society maintains facilities that contain items of historical or archaeological significance as well as historical records. The Kenosha County Historical Society also maintains the Southport Lighthouse and the adjacent Kenosha Water Utility Pumping Station, which together form the campus of the Kenosha History Center on Historic Simmons Island in the City of Kenosha. The Kenosha History Center is the headquarters of the Kenosha County Historical Society. Kenosha County operates the Durkee Mansion and Anderson Arts Center, both located on the grounds of the Kemper Center. The City of Kenosha owns and operates the Kenosha Public Museum, a natural history and fine and decorative arts museum located on HarborPark; and the Dinosaur Museum located in Civic Center. A third facility, the Civil War Museum, is located on HarborPark, adjacent to the Public Museum.

SUMMARY

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the City of Kenosha. Information regarding soil types, existing farmland, farming operations, non-metallic mining resources, topography and geology, water resources, forest resources, natural areas and critical species habitat sites, environmental corridors, park and open space sites, historical resources, and archeological resources is included in this chapter. The planning recommendations set forth in the Agricultural, Natural, and Cultural Resources Element chapter are directly related to the inventory information presented in this chapter. Inventory findings include:

- There are five (5) soil associations in the City of Kenosha: the Boyer-Granby Association, Fox-Casco Association, Hebron-Montgomery-Aztalan Association, Morley-Beecher-Ashkum Association, and the Varna-Elliott-Ashkum Association.

- Lands used for agriculture were identified in the SEWRPC 2000 Land Use Inventory and include all croplands, pasture lands, orchards, nurseries, and non-residential farm buildings. In 2000, agricultural lands occupied 1,633 acres, or about 2.5 square miles.

- Surface elevations in the County range from a low of 580 feet above sea level along the Lake Michigan shoreline to a high of 750 feet near the airport and western City of Kenosha growth areas.

- One (1) site of geological importance was identified in the County in 1994 as part of the regional natural areas study. The Kenosha Dunes and Buried Forest, a glacial geology site, encompasses 36 acres along the Lake Michigan shoreline in the Village of Pleasant Prairie, adjacent to the City of Kenosha.

- There are approximately five (5) linear miles of Lake Michigan shoreline in the City of Kenosha. The shoreline contains areas of clay bluffs with heights of up to 35 feet in the northern reaches of the County and only four (4) or five (5) feet in the southern reaches. Beach width varies from a complete absence of beach in some areas and over 275 feet in others. Shoreline recession rates varied greatly along different segments of the lakeshore.

- About 16 percent of the City of Kenosha is located west of the subcontinental divide and drains to the Mississippi River. The remaining 84 percent of the City of Kenosha is east of the divide and drains to the Great Lakes-St. Lawrence River. The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the City of Kenosha, but also carries with it legal constraints that, in effect, prohibit any new diversions of substantial quantities of Lake Michigan water across the divide.

- There are no major inland lakes located in the City of Kenosha. There were approximately 10.4 miles of perennial streams and approximately 372 acres of non-farmed wetlands in the City of Kenosha in 2005.

- Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. One (1) natural area has been identified in the City of Kenosha. This site encompass 99 acres.

- Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Four (4) sites supporting rare or threatened plant and animal species have been identified in the City of Kenosha. These sites encompass an area of 54 acres. There is also one (1) aquatic site supporting threatened or rare fish, herptile, or mussel species in the City of Kenosha, including 2.2 stream miles.

- Environmental corridors and isolated natural resource areas include the best remaining woodlands, wetlands, plant and wildlife habitat areas, and other natural resources and have truly immeasurable environmental and recreational value. Environmental corridors and isolated natural resource areas are identified by SEWRPC and classified depending on their size. Primary environmental corridors are at least 400 acres in area, two (2) miles in length, and 200 feet in width. Secondary environmental corridors are between 100 and 400 acres in size and at least one (1) mile in length except where secondary corridors serve to link primary environmental corridors, in which case no minimum area or length criteria apply. Isolated natural resource areas are between five (5) and 100 acres in size and at least 200 feet in width.

- Primary environmental corridors in the City of Kenosha are located along major stream valleys, around major lakes, and in large wetland areas. In 2000, about 479 acres were encompassed within primary environmental corridors. Secondary environmental corridors are located chiefly along the smaller perennial streams and intermittent streams. About 113 acres were within secondary environmental corridors in 2000. Isolated natural resource areas include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These areas encompassed about 256 acres of the City of Kenosha in 2000.

- In 2006, Kenosha County owned two (2) park and open space sites, including the Kenosha County Bike Trail and Kemper Center totaling 66 acres in the City of Kenosha.

- In 2006, there were not any State-owned park and open space sites located in the City of Kenosha.

- In addition to County and State owned park and open space sites, there were 120 park and open space sites owned by the City of Kenosha, public schools, or other public agencies in the City of Kenosha in 2006. Those sites encompassed about 1,536 acres of the City of Kenosha. The City of Kenosha owned 74 of the park and open space sites, public schools owned 30 of the sites, and another 16 sites were privately owned.

- In 2005, there were 16 privately owned park and open space sites encompassing about 1,020 acres. These sites include privately-owned golf courses, schools, subdivision parks, hunting clubs, campgrounds, boat access sites, horse stables, and soccer parks. This total does not include sites owned by private organizations for resource-protection purposes, which are described in the following paragraph.

- There were 20 historic places and districts and one (1) shipwreck located 12 miles east of the City of Kenosha in the planning area listed on the National Register of Historic Places and/or the State Register of Historical Places in 2006. Of the 21 historic places and districts listed on the National and State Registers, 16 are historic buildings or structures, three (3) are historic districts, one (1) is a historic site and one (1) is a shipwreck. In addition to those historic structures, sites, and districts nominated to the National and State Registers of Historic Places, 75 structures, four (4) districts, and seven (7) sites have been designated as landmarks by the City of Kenosha. There are also five (5) Wisconsin State Historical Markers located in the City of Kenosha.

- There is one (1) local historical society in the City of Kenosha affiliated with the State Historical Society of Wisconsin, the Kenosha County Historical Society.

* * * * *

CHAPTER 4

INVENTORY OF EXISTING LAND USES AND TRANSPORTATION FACILITIES AND SERVICES

INTRODUCTION

This chapter presents an inventory of the built environment and is divided into two (2) parts: an inventory of historical and existing land uses and an inventory of existing transportation facilities and services. The planning recommendations set forth in the Land Use and Transportation Elements in Chapters 9 and 11, respectively, are directly related to the inventory information presented in this chapter.

PART 1: LAND USE

An Urban Growth Ring Analysis and a Land Use Inventory were used to inventory and monitor urban growth and development in the City of Kenosha. The Urban Growth Ring Analysis delineates the outer limits of concentrations of urban development and depicts the urbanization over the past 150 years. The Land Use Inventory is a more detailed inventory that places all land and water areas in the City of Kenosha into one of 66 land use categories, providing a basis for analyzing specific urban and non-urban land uses. Both the Urban Growth Ring Analysis and the Land Use Inventory for the City of Kenosha have been updated to the year 2000 under the continuing regional planning program. Changes in land use between 2000 and 2007 were also identified and mapped as part of this comprehensive planning process.

Urban Growth Ring Analysis and Historical Urban Growth

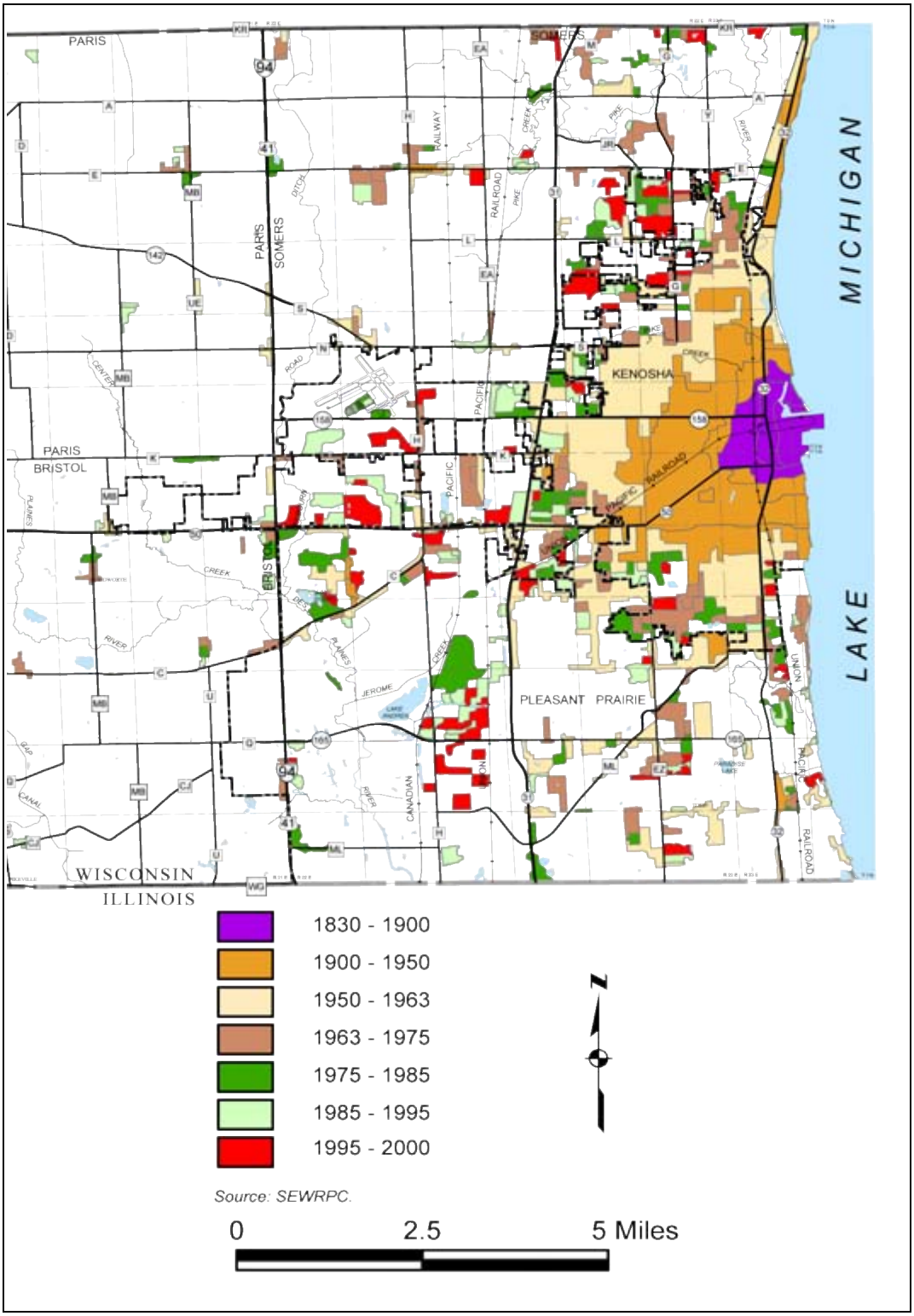
The Urban Growth Ring Analysis shows the historical pattern of urban settlement, growth, and development of the City of Kenosha since 1830 for selected points in time. Areas identified as urban under this time series analysis include portions where residential structures or other buildings were constructed in relatively compact areas, thereby indicating a concentration of residential, commercial, industrial, governmental, institutional, or other urban uses. These areas must be at least five (5) acres in size. In the case of residential uses, such areas must include at least 10 homes over a maximum distance of one-half mile along a linear feature such as a street or lakeshore, or at least 10 homes located in a relatively compact group within a residential subdivision. Uses such as cemeteries, airports, public parks, and golf courses do not meet the criteria as urban land uses because they lack the concentration of buildings or structures required. However, these land uses are identified as urban uses if they are surrounded on at least three (3) sides by urban land uses that do meet the above criteria.

Historical urban growth in the City of Kenosha between 1830 and 2000 is shown on Map 4-1, page 2. Urban growth for the years prior to 1940 was identified using a variety of sources, including the records of local historical societies, subdivision plat records, farm plat maps, U.S. Geological Survey maps, and Wisconsin Geological and Natural History Survey records. Urban growth for the years 1950, 1963, 1975, 1985, 1995, and 2000 was identified using aerial photographs.

The City of Kenosha was originally incorporated as the Village of Southport in 1841, and was incorporated as a City in 1850. The City continued to grow between 1900 and 1950. The period between 1950 through today saw significant growth outward from existing urban areas.

MAP 4-1

HISTORICAL URBAN GROWTH IN THE CITY OF KENOSHA: 1830 – 2000



Source: SEWRPC

Land Use Trends

The number of acres in various land use categories in the City of Kenosha for selected years from 1980 to 2000 is shown on Table 4-1, page 4. Between 1980 and 2000, the amount of land used for urban uses in the City of Kenosha, including residential, commercial, industrial, and transportation uses, increased by about 2,800 acres, from about 8,000 acres to about 11,000 acres, or about 35 percent.

The percentage of land classified as "non-urban" more than doubled between 1980 and 2000. Some of the land developed for urban uses between 1980 and 2000 was converted from agricultural to urban use. The amount of land used for agriculture increased by about 940 acres through annexations. The number of acres in the "open lands" category, that is, lands that are vacant and apparently unused, increased by about 1,100 acres during the same period. Much of the increase in the "open lands" category is likely due to land being taken out of agriculture or annexed, but not converted to another use. The acreage of wetlands, surface waters, and woodland all increased slightly.

Urban Service Areas

Urban service areas are identified in the Regional Land Use Plan based on the sanitary sewer service areas delineated in the Regional Water Quality Management Plan. Urban service areas are currently served, or have the capacity and are eventually planned to be served, by a public sanitary sewer system and public sewage treatment plant. These services allow for relatively dense residential, commercial, and industrial uses, which characterize urban areas. Urban service areas are also typically served by public parks, middle and high schools, and shopping areas. All urban service areas have portions of their areas that do not provide sewer and water services; however, sewer services are planned to be provided to all areas within a sewer service area within a maximum 20-year period. The Greater Kenosha sewer service area includes a small portion of the Town of Paris. Sewer service areas are shown on Map 5-1 in Chapter 5. The City of Kenosha and portions of the Village of Pleasant Prairie and Towns of Bristol and Somers sewer service areas are served by public water supply systems. Remaining areas rely on private water supply systems or private wells as their water source.

Existing Land Uses – Kenosha County

Land uses in 2000 are shown on Map 4-2, page 5, and quantitatively summarized in Table 4-1, page 4. Figure 4-1, page 6, illustrates a comparison of the percentage of land uses in each category. Map 4-2, page 5, reflects the actual use of land in 2000, rather than zoning or future planned land use. Planned land uses are shown in Chapter 9 (Land Use Element). The total acreage in each community reflects 2000 corporate limits, although Map 4-2, page 5, shows 2006 corporate limits.

The existing land use map is based on the SEWRPC Land Use Inventory conducted in 2000. The Land Use Inventory is intended to serve as a relatively precise record of land use for the entire Region. The Land Use Classification System used in the inventory consists of 66 categories and is detailed enough to provide a basis for developing future land use plans. (Appendix 4-1, at the end of this Chapter, identifies each land use category, and indicates how the various categories were grouped to produce Map 4-2, page 5, and Table 4-1, page 4.) Aerial photographs serve as the primary basis for identifying existing land uses, augmented by field surveys as appropriate. The most recent Land Use Inventory was based on aerial photography taken in the spring of 2000. A later section of this chapter identifies major development projects that occurred between 2000 and 2007, in an effort to obtain the most current information available prior to beginning work on the Land Use Element of this plan.

TABLE 4-1

LAND USE TRENDS IN THE CITY OF KENOSHA: 1980 – 2000

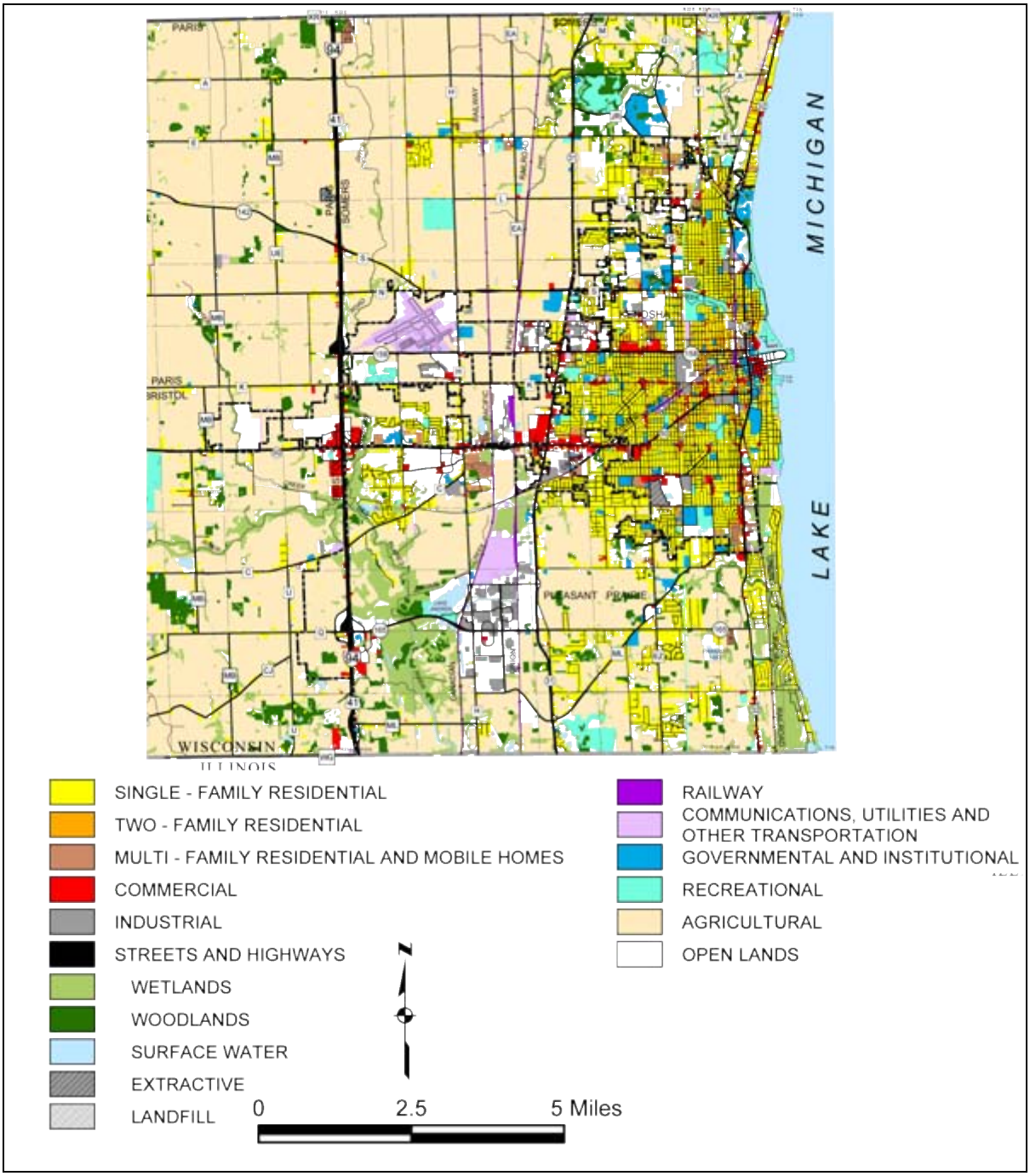
Land Use Category	Area (acres)			Change in Area					
				1980-1990		1990-2000		1980-2000	
	1980	1990	2000[a]	Acres	Percent Change	Acres	Percent Change	Acres	Percent Change
Urban									
Residential									
Single-Family	3,320	3,583	3,973	263	7.9	390	10.9	653	19.7
Two-Family	278	292	304	14	5.0	12	4.1	26	9.4
Multi-Family	218	325	504	107	49.1	179	55.1	286	131.2
Mobile Homes	23	26	52	3	13.0	26	100.0	29	126.1
SUBTOTAL	3,839	4,226	4,833	387	10.1	607	14.4	994	25.9
Commercial	423	543	776	120	28.4	233	42.9	353	83.5
Industrial	621	518	673	-103	-16.6	155	29.9	52	8.4
Transportation, Communications, and Utilities									
Arterial Street Rights-of-Way	395	459	606	64	16.2	147	32.0	211	53.4
Non-arterial Street Rights-of-Way	1,326	1,437	1,765	111	8.4	328	22.8	439	33.1
Railroad Rights-of-Way	79	161	151	82	103.8	-10	-6.2	72	91.1
Communications, Utilities, and Other Transportation	257	580	624	323	125.7	44	7.6	367	142.8
SUBTOTAL	2,057	2,637	3,146	580	28.2	509	19.3	1,089	52.9
Governmental and Institutional	669	696	803	27	4.0	107	15.4	134	20.0
Recreational	462	484	683	22	4.8	199	41.1	221	47.8
URBAN SUBTOTAL	8,071	9,104	10,914	1,033	12.8	1,810	19.9	2,843	35.2
Non-Urban									
Natural Resource Areas									
Woodlands	59	125	118	66	111.9	-7	-5.6	59	100.0
Wetlands	57	201	268	144	252.6	67	33.3	211	370.2
Surface Water	84	84	109	0	0.0	25	29.8	25	29.8
SUBTOTAL	200	410	495	210	105.0	85	20.7	295	147.5
Agricultural	690	2,279	1,633	1,589	230.3	-646	-28.3	943	136.7
Extractive	0	60	59	60	---	-1	-1.7	59	---
Landfills	0	0	0	0	---	0	---	0	---
Open Lands	1,001	1,934	2,089	933	93.2	155	8.0	1,088	108.7
NON-URBAN SUBTOTAL	1,891	4,683	4,276	2,792	147.6	-407	-8.7	2,385	126.1
TOTAL	9,962	13,787	15,190	3,825	38.4	1,403	10.2	5,228	52.5

a As part of the Regional Land Use Inventory for the year 2000, the delineation of existing land use was referenced to real property boundary information not available for prior inventories. This change increases the precision of the Land Use Inventory and makes it more usable to public agencies and private interests throughout the Region. As a result of the change, however, year 2000 Land Use Inventory data are not strictly comparable with data from the prior inventories. At the county level, the most significant effect of the change is to increase the transportation, communication, and utilities category due to the use of actual street and highway rights-of-way as part of the 2000 Land Use Inventory, as opposed to the use of narrower estimated rights-of-way in prior inventories. This treatment of streets and highways generally diminishes the area of adjacent land uses traversed by those streets and highways in the 2000 Land Use Inventory relative to prior inventories.

Source: SEWRPC

MAP 4-2

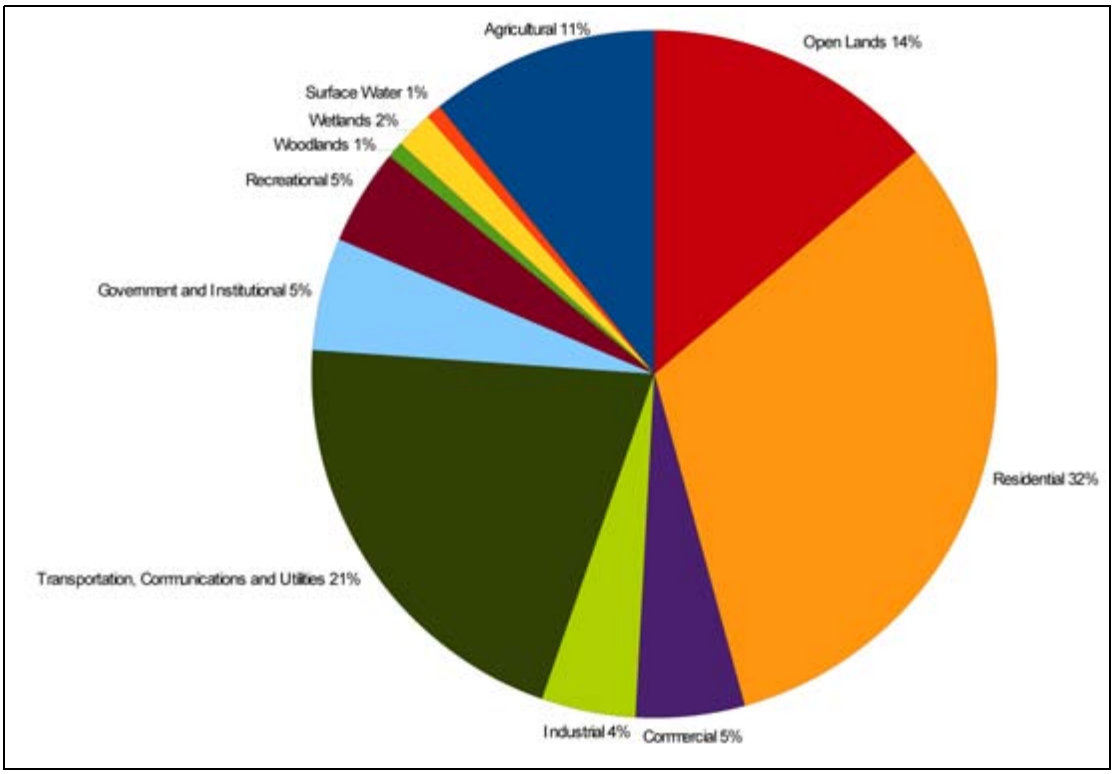
LAND USES IN KENOSHA COUNTY: 2000



Source: SEWRPC 2000 Land Use Inventory

FIGURE 4-1

LAND USES IN CITY OF KENOSHA



Urban Land Uses

Urban land uses consist of residential; commercial; industrial; governmental and institutional; and transportation, communication, and utility uses. As indicated in Table 4-2, page 7, and on Map 4-2, page 5, urban land uses encompassed about 10,914 acres, or about 72 percent of the City of Kenosha in 2000.

Residential

Residential land comprised the largest urban land use category, encompassing 4,833 acres, or about 44 percent of all urban land and about 32 percent of the total City in 2000. The Land Use Inventory identifies single-family, two-family, and multi-family structures and mobile homes. Single-family homes occupied 3,973 acres or about 26 percent of the City of Kenosha in 2000. Of the land developed for residential uses, about 82 percent consisted of single-family homes, about six (6) percent consisted of two-family dwellings, and about 10 percent consisted of multi-family dwellings (three (3) or more dwellings in a building). Mobile homes occupied about 52 acres, or less than one (1) percent of the City of Kenosha.

TABLE 4-2

LAND USES IN THE CITY OF KENOSHA: 2000

Land Use Category[a]	Acres	Percent of Subtotal (Urban or Non-urban)	Percent of Total
Urban			
Residential			
Single-Family[b]	3,973	36.4	26.2
Two-Family	304	2.8	2.0
Multi-Family	504	4.6	3.3
Mobile Homes	52	0.5	0.3
SUBTOTAL	4,833	44.3	31.8
Commercial	776	7.1	5.1
Industrial	673	6.2	4.4
Transportation, Communications, and Utilities			
Arterial Street Rights-of-Way	606	5.5	4.0
Non-arterial Street Rights-of-Way	1,765	16.2	11.6
Railroad Rights-of-Way	151	1.4	1.0
Communications, Utilities, and Other Transportations[c]	624	5.7	4.1
SUBTOTAL	3,146	28.8	20.7
Governmental and Institutional[d]	803	7.4	5.3
Recreational[e]	683	6.2	4.5
URBAN SUBTOTAL	10,914	100.0	71.8
Non-urban			
Natural Resource Areas			
Woodlands	118	2.8	0.8
Wetlands	268	6.3	1.8
Surface Water	109	2.5	0.7
SUBTOTAL	495	11.6	3.3
Agricultural	1,633	38.2	10.7
Extractive	59	1.4	0.4
Open Lands[f]	2,089	48.8	13.8
NON-URBAN SUBTOTAL	4,276	100.0	28.2
TOTAL	15,190	----	100.0

a Parking included in associated use.

b Includes farm residences and land under development for single-family residential uses. Other farm buildings are included in the agricultural land use category.

c "Other Transportation" includes bus depots, airports, truck terminals, and transportation facilities not classified as street or railroad rights-of-way.

d Includes public and private schools, government offices, police and fire stations, libraries, cemeteries, religious institutions, hospitals, nursing homes, and similar facilities.

e Includes only that land which is intensively used for recreational purposes.

f Open lands includes lands in rural areas that are not being farmed; land under development, except for single-family residential uses; and other lands that have not been developed including residual lands or outlots attendant to existing urban development that are not expected to be developed.

Source: SEWRPC 2000 Land Use Inventory.

Commercial
Commercial land encompassed about 776 acres or about seven (7) percent of all urban land and about five (5) percent of the total City of Kenosha in 2000. Commercial development is concentrated in the urban service areas. The City of Kenosha has a central business district with concentrations of commercial development ranging from retail and service establishments to offices. Commercial development, including retail and service establishments and offices, are also located along highways and arterial streets in the City of Kenosha.

Industrial
Industrial land encompassed about 673 acres, or about six (6) percent of all urban land and about four (4) percent of the total City of Kenosha in 2000. Much of the industrial land in the City of Kenosha is concentrated in business and industrial parks. Business and industrial parks and other areas with concentrations of industrial land are located adjacent to arterial streets and highways to allow for good trucking and freight access. Large industrial parks in the City of Kenosha (100 acres or larger) include the Business Park of Kenosha and Kenosha Industrial Park. A complete inventory of industrial parks is included in the Economic Development Element (Chapter 13).

Transportation, Communication, and Utilities
Land used for transportation, utilities, and communications facilities comprised the second largest urban land use category in 2000. These uses encompassed about 3,146 acres, or about 29 percent of all urban land and about 21 percent of the total City of Kenosha. Streets and highways encompassed about 2,371 acres, or about 16 percent of the City of Kenosha, and railroad right-of-ways encompassed about 151 acres, or about one (1) percent of the City of Kenosha. A description of highway and street classifications is provided in Part 2 of this chapter on page 12. Part 2 also includes a description of bus, airport, rail, and other transportation facilities and services.

In 2000, land used for communication facilities and utilities encompassed about 624 acres, or less than one (1) percent of the total City of Kenosha. There are three (3) power plants near the City of Kenosha, one (1) located in the Village of Pleasant Prairie and two (2) in the Town of Paris. The Pleasant Prairie Power Plant is owned by WE Energies and uses coal as its source of fuel. The Paris Generating Station, also owned by WE Energies, uses natural gas as its source of fuel. The Pheasant Run Recycling and Disposal Facility in the Town of Paris also includes a power plant, which converts landfill gas into energy. A complete inventory of utility services is provided in Chapter 5.

Governmental and Institutional
Land used for government and institutional uses encompassed about 803 acres, or about seven (7) percent of all urban land and less than five (5) percent of the City of Kenosha in 2000. Governmental and institutional lands in the City of Kenosha generally accommodate the County Courthouse, County Administration Building, and Municipal Office Building; post offices; public and private schools; libraries; colleges; hospitals and other special medical centers; and cemeteries. Information about these community facilities is presented in Chapter 5.

Recreational
Intensively used recreational land encompassed about 683 acres, or about six (6) percent of all urban land and about four (4) percent of the total City of Kenosha in 2000. Intensive recreational land includes only parks or portions of parks that have been developed with facilities such as playgrounds, major trails, tennis courts, baseball diamonds, soccer fields, and other playfields. A complete inventory of park and open space sites, including name and total acres in each site, is included in Chapter 3.

Non-Urban Land Uses
Non-urban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; landfills; and unused land. As indicated in Table 4-2, page 7, and on Map 4-2, page 5, non-urban land uses encompassed about 4,276 acres, or about 28 percent of the City of Kenosha in 2000. Figure 4-1, page 6, illustrates a comparison of these uses.

Agricultural Lands
Agricultural land encompassed 1,633 acres, or about 38 percent of non-urban land uses and 11 percent of the total City of Kenosha. Much of the existing agricultural land is outside the urban service areas. Agricultural lands include all croplands, pasture lands, orchards, nurseries, and nonresidential farm buildings. A more detailed inventory of agricultural land in the City of Kenosha is included in Chapter 3.

Natural Resource Areas
Natural resource areas, consisting of surface water, wetlands, and woodlands, combined to encompass 495 acres, or about 12 percent of non-urban land uses and about three (3) percent of the total City of Kenosha in 2000. A complete inventory of natural resource areas is included in Chapter 3.

Extractive Sites and Landfills
Extractive sites[1] encompassed about 59 acres, or one (1) percent of non-urban land uses and less than one (1) percent of the total City of Kenosha in 2000. There is one (1) landfill site located near the City of Kenosha in 2000. The largest of these is the Pheasant Run Recycling and Disposal Facility in the Town of Paris, owned and operated by Waste Management. More detailed information about solid waste management facilities is presented in Chapter 5. Information on former landfills is provided in Chapter 9, and data on contaminated sites is provided in Chapter 13.

Open Lands
Open lands encompassed about 2,089 acres, or about 49 percent of non-urban land and about 14 percent of the total City of Kenosha in 2000. Open lands include lands in rural areas that are not being farmed, and other lands that have not been developed. Examples of lands in the latter category include undeveloped portions of park sites, excess transportation rights-of-way, lots that have been platted but not yet developed, subdivision outlots, and undeveloped portions of commercial and industrial lots.

Recent Development (2000 to 2007)
The City of Kenosha Comprehensive Plan must look ahead at least twenty years to ensure adequate supplies of land for urban and non-urban land uses. To ensure that future planning reflects land use development that has occurred to date, the 2000 Land Use Inventory was supplemented by identifying major development projects that occurred between 2000 and 2007, based on the 2005 aerial photographs produced by SEWRPC, field checks, and consultation with local officials and staff. Subdivision and condo plats and certified survey maps recorded with the County between 2000 and 2007 were also used to update existing land use information.

Recent Residential Development
Map 4-3, page 10, shows the locations of residential development activity in the City of Kenosha between 2000 and 2007. The map shows areas that have been developed or subdivided for residential development, including subdivision plats that were recorded with the Kenosha County Register of Deeds from 2000 through 2007. The locations of recent multi-family developments are also shown. Table 4-3, page 11, lists residential subdivisions recorded with the County from 2000 through 2007.

Other Recent Development
Between 2000 and 2007 there were several major non-residential development projects that occurred within the City of Kenosha, including the following projects:

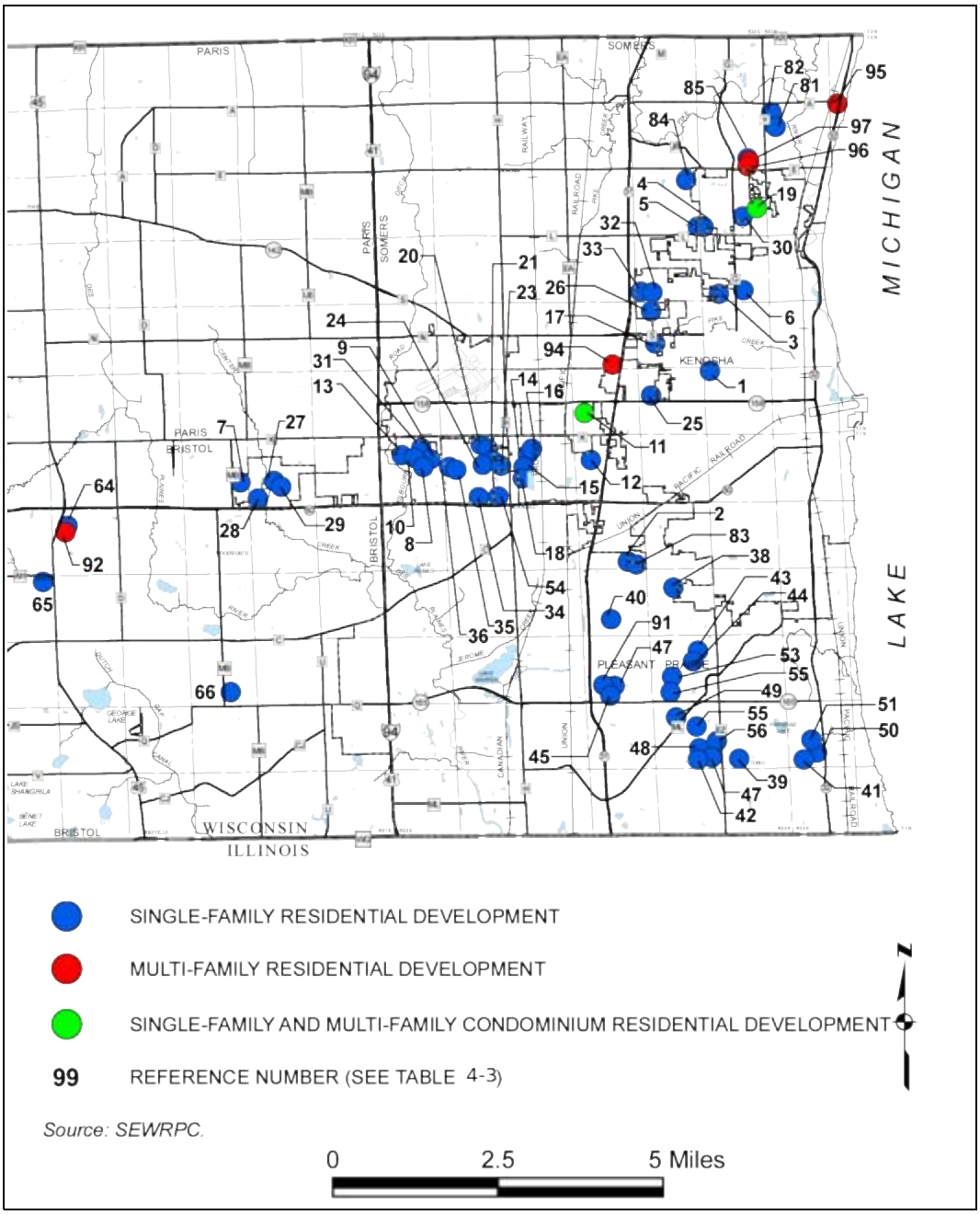
- Continued development of the Harbor Park project in Downtown Kenosha, including completion of the Kenosha Public Museum, and elements of Pike Creek Plaza.
- The Mahone Middle School located at 6900 60th Street.
- The YMCA Callahan Family Branch at 7101 53rd Street.

[1] *For purposes of the Regional Land Use Inventory, an extractive site is defined as an open pit from which stone, sand, gravel, or fill is extracted. Such areas are also referred to as non-metallic mining sites.*

- New manufacturing and industrial developments in the Business Park of Kenosha just south of the Kenosha Regional Airport.
- New commercial developments at the intersection of IH 94 and STH 50.
- Strawberry Creek Golf Course located along 75th Street west of IH 94.
- Kenosha Area Transit garage and maintenance facility located at 4303 39th Avenue.

MAP 4-3

MAJOR RESIDENTIAL DEVELOPMENT IN KENOSHA COUNTY: 2000 – 2007



Source: SEWRPC.

TABLE 4-3

RESIDENTIAL SUBDIVISIONS IN THE CITY OF KENOSHA: 2000 – 2007

No. on Map 4-3	Name of Single-Family Subdivision	No. of Lots	Size (Gross Acres)	Density[a]
1	45th Street Station Estates	20	3.7	5.46
2	Bradford Estates	62	24.6	2.52
3	Cavanagh Court Subdivision	27	13.8	1.96
4	Cavanagh Court West	17	8.9	1.90
5	Fireside Estates	18	6.6	2.71
6	Forest Meadow Subdivision	15	4.9	3.06
7	Heritage Heights	101	39.9	2.53
8	Horizons at Whitecaps – Phase 1	59	43.8	1.35
9	Horizons at Whitecaps – Phase 2	75	23.6	3.18
10	Horizons at Whitecaps – Phase 3	53	16.0	3.31
11	Indian Trail Estates[b]	70	30.9	2.27
12	Indian Trail Plaza	6	66.1	0.09
13	Kilbourn Woods	98	71.4	1.37
14	Leona's Rolling Meadows	88	76.1	1.16
15	Leona's Rolling Meadows – Addition No. 1	27	10.0	2.71
16	Leona's Rolling Meadows – Addition No. 2	76	26.9	2.83
17	Meadows Height Subdivision	27	8.4	3.21
18	Neuvillage	49	16.4	3.00
19	North Pointe Subdivision[c]	68	22.3	3.05
20	Parkview Heights	38	15.2	2.50
21	Peterson's Golden Meadows	86	31.0	2.78
22	Peterson's Golden Meadows – Addition No. 1	70	21.0	3.33
23	Peterson's Golden Meadows South	65	24.9	2.61
24	Peterson's Golden Meadows South – Addition Number 1	11	4.9	2.26
25	Peterson's Golden Meadows South – Addition Number 2	105	30.4	3.46
26	Stone Creek Subdivision	112	68.8	1.63
27	Strawberry Creek	16	320.9	0.05
28	Strawberry Creek – Addition 1	120	36.2	3.31
29	Strawberry Creek – Addition 2	62	25.9	2.40
30	The Meadows at Hunter's Ridge	51	23.7	2.15
31	Tyler's Ridge	154	57.6	2.67
32	Walnut Grove – Addition No. 1	36	13.6	2.65
33	Walnut Grove – Addition No. 2	28	15.0	1.86
34	Whitecaps Unit 10	50	12.0	4.18
35	Whitecaps Unit 11	65	17.2	3.78
36	Whitecaps Unit 12	49	11.6	4.24
	TOTAL = 36 Single-Family Subdivisions	**2,074**	**1,244.2**	**1.67**

No. on Map 4-3	Name of Multi-Family Subdivision/Condominium Plat	No. of Lots	Size (Gross Acres)	Density[d]
11	Indian Trail Estates[b]	112	13.5	8.3
19	North Pointe Subdivision[c]	85	7.6	11.18
	TOTAL = 2 Multi-Family Subdivisions/Condominiums	**197**	**21.1**	**9.34**

Note: Includes subdivisions recorded by plat between 2000 and 2007.

a Homes per gross acre.

b Indian Trail Estates includes 70 single-family lots encompassing 30.9 acres and two (2) lots containing condominiums encompassing an additional 13.5 acres.
c North Pointe Subdivision includes 68 single-family lots encompassing 22.3 acres, two (2) outlots containing condominiums encompassing an additional 7.6 acres, and a third outlot encompassing 9.0 acres occupied by a church.
d Units per gross acre.

Source: City of Kenosha and SEWRPC.

PART 2: TRANSPORTATION FACILITIES AND SERVICES

This section presents inventories of the existing transportation system in the City of Kenosha. Much of the inventory information included in this section is drawn from the Regional Transportation System Plan. An update of the plan to a design year of 2035 was adopted by the Regional Planning Commission in June 2006. The 2035 Regional Transportation Plan, and the preceding plan for the year 2020, includes five (5) elements: public transit; transportation systems management; travel demand management; bicycle and pedestrian facilities; and arterial streets and highways. Inventory information relating to these elements is presented in this section. Information on rail, harbors, and airport services is also provided.

Streets and Highways

The street and highway system serves several important functions, including the movement of through vehicular traffic; providing vehicular access to abutting land uses; providing for pedestrian and bicycle circulation, and serving as the location for utilities and stormwater drainage facilities. Two (2) of these functions – traffic movement and land access – are basically incompatible. As a result, street and highway system design is based on a functional grouping or classification of streets and highways, based on the primary function served. The three (3) functional classifications of streets and highways are arterial streets, collector streets, and land access streets.

Arterial Streets

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The Regional Transportation System Plan[2] identifies the location, number of lanes, and the level of government recommended to have jurisdiction over each arterial street and highway. Recommendations for the location and number of lanes of arterial streets and highways are determined in part by travel simulation models, which are used to determine the existing and potential travel demand on proposed transportation networks, based on the development pattern recommended by the Regional Land Use Plan. Map 11-6 in Chapter 11 shows the arterial street and highway system recommended by the Regional Transportation System Plan.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. The Wisconsin Department of Transportation (WisDOT) has jurisdiction over the State trunk highway system, Kenosha County has jurisdiction over the County trunk highway system, and the City of Kenosha has jurisdiction over local arterial streets within the City. Arterial streets and highways in the City of Kenosha in 2006, categorized by jurisdiction, are shown on Map 4-4, page 13.

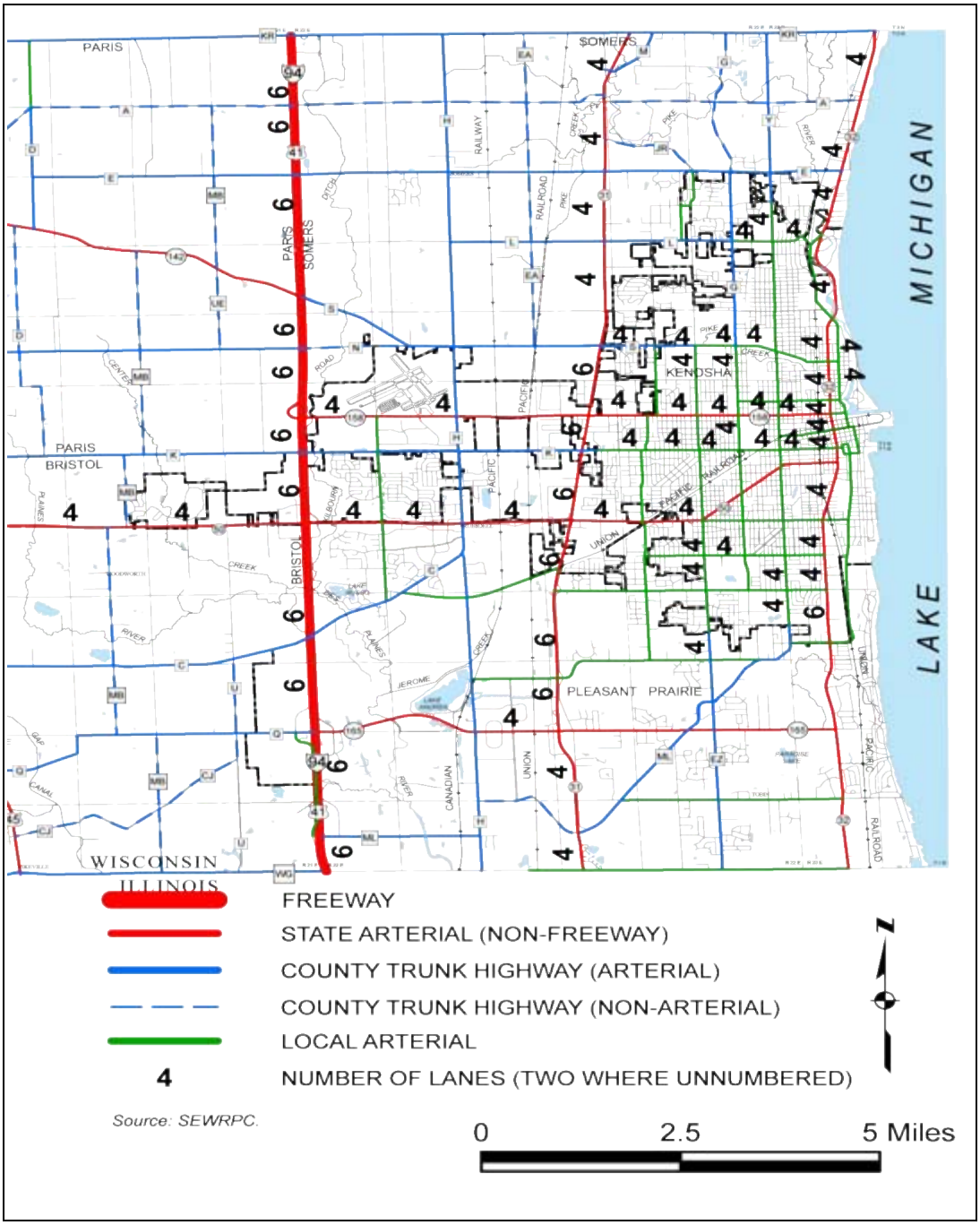
The State trunk highway system, which includes Interstate Highways, U.S.-numbered highways (USH), and State trunk highways (STH), generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of statewide or regional significance. Interstate and State trunk highways serve the longest trips, principally carrying traffic traveling through Kenosha County and between Kenosha County and other counties or states. County trunk highways (CTH) should form an integrated system with State highways and principally serve traffic between communities in the County and land uses of countywide

[2] *The most recent Regional Transportation System Plan is documented in SEWRPC Planning Report No. 49,* A Regional Transportation System Plan for Southeastern Wisconsin: 2035, June 2006 .

importance. Local arterial streets and highways would serve the shortest trips, serve locally-oriented land uses, carry the lightest traffic volumes on the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within the City of Kenosha.

MAP 4-4

ARTERIAL STREETS AND HIGHWAYS IN KENOSHA COUNTY: 2006



Collector and Land Access Streets

The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and land access streets. In addition

to collecting and distributing traffic to and from land access streets, collector streets usually perform a secondary function of providing access to abutting property. The right-of-way width and cross-section for collector and land access streets are generally uniform throughout the City of Kenosha compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads.

County and Local Street Inventory
WisDOT maintains a detailed database of county and local street information in the "Wisconsin Information System for Local Roads" (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. Under Section 86.302 of the *Wisconsin Statutes*, pavement ratings must be submitted to WisDOT by each county and local government every other year. The PASER method (pavement surface evaluation and rating) is the most commonly used method in Wisconsin.

Systems Management
The existing Freeway Traffic Management System in Southeastern Wisconsin consists of many elements which are often referred to as intelligent transportation systems. The elements of the Freeway Traffic Management System include: traffic detectors, ramp metering, high-occupancy vehicle bypass ramps, variable message signs, highway advisory radio, closed-circuit television, service patrols, crash investigation sites, and enhanced reference markers. Traffic detectors, a variable message sign, a crash investigation site, a freeway service patrol, and closed-circuit television cameras are present on portions of the Kenosha County section of the freeway system.

Traffic detectors measure the speed, volume, and density of freeway traffic. This data is monitored at the Wisconsin Department of Transportation's Traffic Operation Center in Milwaukee for disruptions in traffic flow and for use in determining the operation of the ramp meter system in southeastern Wisconsin. Traffic detectors are located at one (1) to two (2) mile intervals along IH 94 in Kenosha County.

Variable message signs provide real-time information to travelers about downstream freeway traffic conditions. WisDOT uses variable message signs to display current travel times to selected areas and to display information about lane and ramp closures as well as where travel delays begin and end. In the event of child abduction, the variable message signs are also used to display an amber alert. There is one (1) variable message sign in Kenosha County, located along the northbound lane of IH 94 at CTH C in the Village of Pleasant Prairie.

Freeway service patrols assist disabled motorists with specially equipped vehicles. When freeway service patrols encounter severe incidents, they have the appropriate communication equipment to ensure that the appropriate personnel and equipment may be dispatched to the scene, prior to arrival by a first responder. In Kenosha County, the freeway service patrol is known as the Gateway Patrol. Gateway Patrol involves four (4) vehicles under contract with the Wisconsin Department of Transportation. The Gateway Patrol Vehicles are tow vehicles which have been painted bright lime green for better visibility at night and during inclement weather. The Gateway Patrol operates on IH 94 in Kenosha County.

There are also four (4) closed-circuit television cameras along IH 94 in Kenosha County, which provide real-time video for the identification and confirmation of congested areas and incident locations. Video is monitored at the WisDOT Traffic Operation Center in Milwaukee. Video is supplied to some emergency response agencies so that their dispatchers can provide personnel with incident locations and information. WisDOT also provides some of its camera images to the media and to its website for viewing by the general public.

Public Transportation

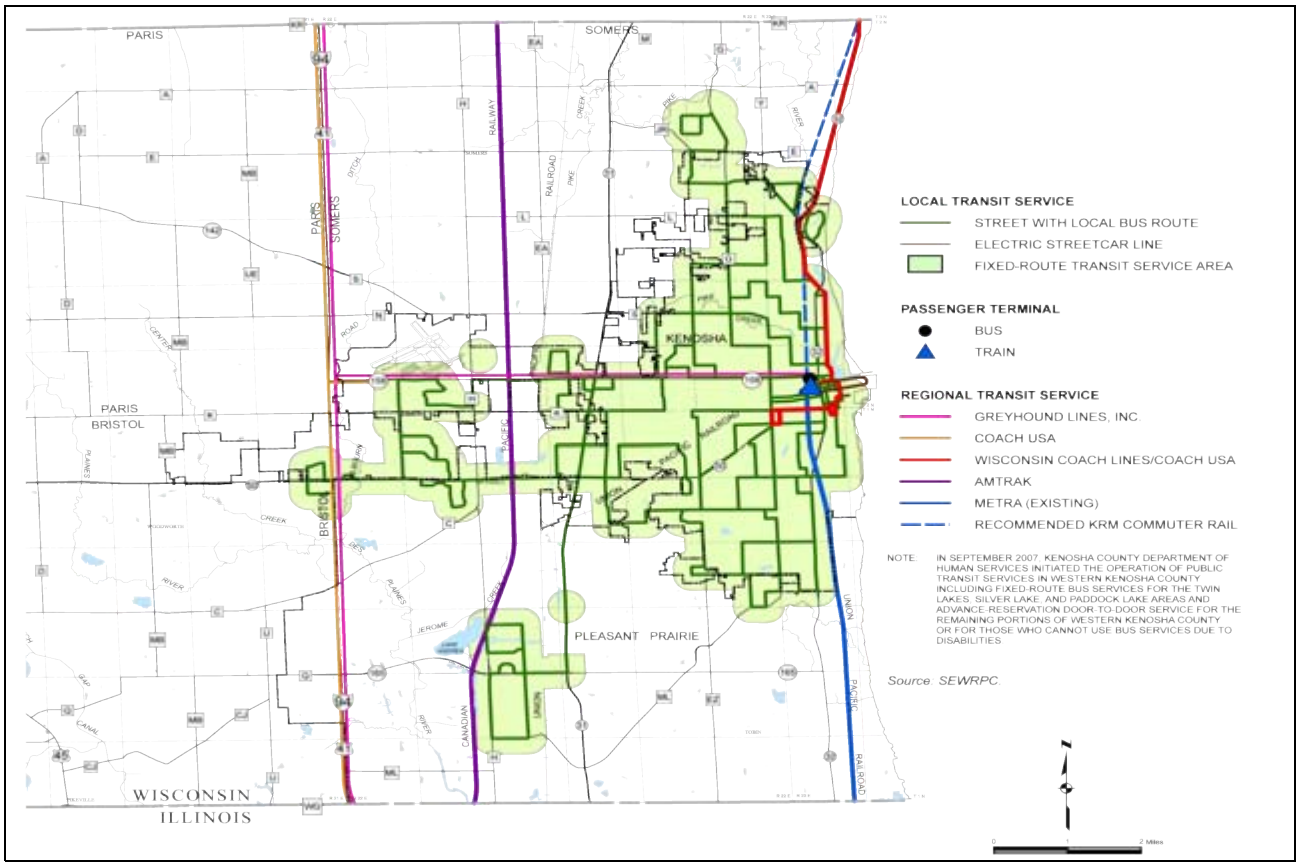
Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Examples of special group public transportation include yellow school bus service operated by area school districts, and fixed-route bus and paratransit van service provided by counties or municipalities for the elderly and disabled. Public transportation service to the general public may further be divided into the following two (2) categories:

- Intercity or interregional public transportation, which provides service across regional boundaries, and includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
- Urban public transportation, commonly referred to as public transit, is open to the general public and provides service within and between large urban areas. Urban public transit serves intraregional travel demand, is open to the general public, and operates with and between large urban areas. The City of Kenosha has express transit service and local levels of service. The fixed-route Kenosha Area Transit and fixed-route Kenosha-Racine-Milwaukee commuter bus fall into this category.

Public transit is essential in any metropolitan area to meet the travel needs of persons unable to use personal automobile transportation; to provide an alternative mode of travel, particularly in heavily traveled corridors within and between urban areas and in densely developed urban communities and activity centers; to provide choice in transportation modes as an enhancement of quality of life; and to support and enhance the economy. Map 4-5 shows existing public transit services provided in the City of Kenosha in 2006.

MAP 4-5

PUBLIC TRANSIT SERVICE IN KENOSHA COUNTY: 2006



Interregional Public Transportation
Rail, bus, ferry, and airline carriers provide the City of Kenosha residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country, as described in the following paragraphs.

Rail Service
Commuter rail service is provided between the City of Kenosha and Chicago by METRA's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago in the north shore suburbs of northeastern Illinois. The railway station at 54th Street and 13th Avenue in Kenosha is the northern terminus of this service. On weekdays in 2006, this service consisted of nine (9) commuter trains in each direction between Kenosha and Chicago. On Saturdays, five (5) southbound trains and seven (7) northbound trains operate throughout the day. On Sundays and holidays three (3) trains operate in each direction. Ridership information specific to the Kenosha station is available for selected years from surveys conducted every two (2) to three (3) years by METRA. While passenger boardings and alighting at any METRA station will vary from day to day, the counts resulting from the surveys are considered to be representative of weekday passenger activity at individual stations. In 2002, the most recent survey data available, there were on average 341 southbound passengers boarding at Kenosha and 348 northbound passengers alighting. These figures represent an increase from the previous survey conducted in 1999, in which there were 301 southbound passengers boarding at Kenosha and 300 northbound passengers alighting. Studies are underway to potentially extend commuter rail service coordinated with the METRA service from Chicago/Kenosha to Milwaukee.

The National Rail Passenger Corporation, or Amtrak, provides intercity passenger service between Chicago, Milwaukee, and Minneapolis-St. Paul over Canadian Pacific Railway lines. Amtrak Empire Builder route provides one (1) daily round trip between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle. In addition, the Hiawatha route provides seven (7) daily Milwaukee-Chicago round trips scheduled throughout the day, with the first early morning trip in each direction not operating on Sundays or holidays. Currently, there are no stops within the County; the nearest stop is located in the Village of Sturtevant in Racine County, which is served by all Milwaukee-Chicago Amtrak trains.

Bus Service
Intercity bus service in the City of Kenosha is provided by Coach USA and Greyhound Lines. Coach USA operates two (2) intercity bus routes serving the City of Kenosha. The Airport Express route provides service over IH 94 between downtown Milwaukee and Chicago's O'Hare International and Midway Airports, including a stop at Milwaukee's General Mitchell International Airport. Service over the route consists of 14 daily round trips, which includes a stop in Kenosha at the intersection of IH 94 and STH 50. Coach USA also operates a Dairyland Greyhound Park route between Milwaukee and Dairyland Greyhound Park at 5522 104th Avenue in the City of Kenosha. Service over that route consists of two (2) round trips on Wednesdays and Saturdays, and one (1) round trip on Thursdays, Fridays, and Sundays.

Service provided by Greyhound in Southeastern Wisconsin is centered in Milwaukee, which the carrier uses as a regional hub at which passengers have the opportunity to transfer between buses. Greyhound operates between nine (9) and 11 daily round trips between Milwaukee and Chicago, two (2) of which include stops in Kenosha (at the METRA passenger terminal in downtown Kenosha). The company's Milwaukee-Chicago service is strongly oriented towards providing connections for Milwaukee area passengers with other long-distance buses at its Chicago hub, as well as accommodating Milwaukee-Chicago trips.

Ferry Service
There is no Lake Michigan cross-lake ferry service directly to Kenosha County, but a passenger and car cross-lake ferry service is available between Milwaukee and Muskegon, Michigan. The ferry service operates in the months of May through October of each year.

Commercial Air Service
There are no airports in the City of Kenosha providing public commercial (passenger) air service. The Kenosha Regional Airport discussed later in this chapter, play a crucial role, however, in fostering business growth and providing certain public services such as facilities for emergency medical flights, law enforcement, pilot training, and other community services. Passenger air service for City of Kenosha residents is provided by a number of air carriers at Milwaukee County's General Mitchell International Airport, located 40 miles to the north. In 2005, there were over 450 scheduled nonstop weekday flights between Mitchell International and 50 other cities and metropolitan areas, with connections available to any destination served by air. Chicago's O'Hare and Midway International Airports, offering public commercial air service to destinations throughout the world and are located 40 and 60 miles, respectively, to the south.

Urban Public Transportation
Express Transit
The Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines/Coach USA, offers fixed-route express transit service between the Cities of Kenosha, Racine, and Milwaukee. Service over this express route consists of eight (8) round trips on weekdays and four (4) round trips on weekends and holidays. This route includes five (5) regular stops in Kenosha County, including the intersection of 63rd Street and 22nd Avenue; the Kenosha Transit Center/METRA Train Station, the intersection of Sheridan Road and Washington Road, and Carthage College.

Local Transit: Fixed-Route
Local transit in the Kenosha area is provided by the City of Kenosha and operated using public employees under the direct supervision of the City of Kenosha Department of Transportation. The service area for the Kenosha Area Transit System is shown on Map 4-5, page 15. The transit system includes seven (7) regular, numbered bus routes, radial in design and emanating from downtown Kenosha, with direct, non-transfer service from the downtown area to all portions of the City and its immediate environs, including the University of Wisconsin-Parkside. Three (3) other bus routes provide local transit service to major commercial, recreational, and employment centers which have developed west of Green Bay Road (STH 31) outside the regular Kenosha local transit service area. These routes provide service to Southport Plaza and the Factory Outlet Center in the Town of Bristol, LakeView Corporate Park and the Shoppes of Prairie Ridge in the Village of Pleasant Prairie, and Indian Trail Academy and various City of Kenosha industrial parks. The system also includes peak-hour tripper routes designed to serve Kenosha secondary schools, including 20 routes operating between 6:30 and 8:15 a.m. and ten (10) routes between 2:30 and 4:30 p.m. on schooldays. In 2007, the adult cash fare charged for fixed-route bus service is $1.00 per trip. In 2007, the system provided service on most routes from 6:00 a.m. to 7:30 p.m. Monday through Saturday, with 30- to 60-minute headways during weekday peak-periods and 60-minute headways during weekday off-peak periods and on Saturday.

Since 2000, Kenosha Area Transit has also operated a 1.7-mile streetcar loop in the downtown central business district. The electric streetcar line connects the central transfer terminal for the bus routes, the METRA commuter rail station, the Kenosha central business district, and the HarborPark residential development. The fare is $0.50 per trip for all passengers. The Kenosha streetcar, which includes five (5) historic streetcars originally built in 1951 and re-manufactured and re-bodied in 1991, has become one (1) of the area's top tourist attractions.

Kenosha Area Transit ridership levels between 2002 and 2006 are set forth in Table 4-4, page18. Ridership numbers dropped from about 1.57 million revenue passengers in 2002 to about 1.47 million revenue passengers in 2005, representing a decrease of about six (6) percent. This decrease can be attributed to a restructuring of bus routes and reduction in vehicle miles of service, and a change in the way ridership numbers on peak-hour school tripper routes was counted. The number of riders increased by 1.4 percent between 2005 and 2006.

TABLE 4-4

CITY OF KENOSHA TRANSIT SYSTEM RIDERSHIP: 2002 – 2006

Year	Annual Revenue Passengers	No. Change from Previous Year	Percent Change from Previous Year
2002	1,565,800	---	---
2003	1,512,600	-53,200	-3.4
2004	1,502,100	-10,500	-0.7
2005	1,468,600	-33,500	-2.2
2006	1,488,600	20,000	1.4

Source: City of Kenosha and SEWRPC.

Specialized Transportation Services

Specialized transportation services, or special group public transportation, provide demand-responsive service to individuals who are elderly, disabled, or assessed as unable to use other transportation services.

Kenosha Care-A-Van Program

The Kenosha Care-A-Van Program provides transportation services for elderly or disabled residents of the City of Kenosha who are unable to use the City's bus system or who do not have access to public transportation. This door-to-door service operates from 6:00 a.m. to 6:00 p.m. Monday through Saturday and requires 24 hours advance reservation. All vehicles are wheelchair accessible. The Kenosha Care-A-Van program is provided through the Kenosha County Department of Human Services-Division of Aging Services, and service is provided to the program by the Kenosha Achievement Center.

Volunteer Escort Service

The Volunteer Escort Service is provided to ambulatory elderly and disabled individuals by volunteer drivers through the Kenosha County Department of Human Service-Division of Aging Services. The program serves Kenosha County and surrounding counties and operates seven (7) days a week depending upon volunteer availability. This service requires 48 hours advance notice and provides rides for medical appointments, shopping, and personal business.

Private-for-Profit Providers

There are several private for profit companies that provide transportation services to and from medical facilities. They include:

- *Bucko Ambulatory Transport* – Provides advance reservation, door-to-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County Monday through Friday from 5:00 a.m. to 5:00 p.m.
- *CMB Taxi* – Provides advance reservation, door-through-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County 24-hours a day, seven (7) days a week.
- *KAS Transportation* – Provides advance reservation, door-through-door service and discounted rates for Kenosha Human Development Service clients, Community Options Program participants, and clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County 24-hours a day, seven (7) days a week.
- *Southport Transportation* – Provides advance reservation, door-through-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County seven (7) days a week from 5:00 a.m. to 10:00 p.m.

Bicycle and Pedestrian Facilities

Bikeways

A "bikeway" is a general term that includes any street, path, or way that may legally be used for bicycle travel. Types of bikeways include "bike paths," which are physically separated from motorized vehicles; "bike lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have designated bicycle lanes, but may be legally used for bicycle travel. Generally, all streets and highways except freeways may be used by bicyclists. A "bike route" or "bike trail" is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways. Bikeways are also classified as either "on-street" or "off-street" bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. Off-street bikeways are typically located in utility rights-of-way, public parks, along rivers or streams, or may serve as short connectors between residential areas and commercial or public facilities.

Bikeways in the City of Kenosha and surrounding area east of I-94, shown on Map 4-6, page 20, totaled about 16.5 miles. The longest bikeway providing access to the City of Kenosha in the County is the Kenosha County Bicycle Trail, which extends eight (8) miles north to south through the Village of Pleasant Prairie and the Town of Somers. The Kenosha County Bicycle Trail is located on the former Chicago, North Shore & Milwaukee Railway Company right-of-way and is an off-street bikeway consisting of two (2) segments. The northern segment, now a WE Energies power line right-of-way, is about five (5) miles long, extending from 35th Street in the City of Kenosha through the Town of Somers to the Kenosha-Racine County line. The northern segment connects to the Milwaukee-Racine-Kenosha (MRK) Trail in Racine County; the MRK Trail extends northward to the City of Racine and Milwaukee County. The three-mile southern segment, owned by Kenosha County, extends from 89th Street in the City of Kenosha through the Village of Pleasant Prairie to the Illinois-Wisconsin State line. The southern segment connects to the North Shore Path in Lake County, Illinois; the North Shore Path extends south to the Cities of Zion and Waukegan in Lake County.

Additional on-street and off-street bikeways are located in the City of Kenosha, including a total of about 8.5 miles of on-street routes and about seven (7) miles of off-street trails. The on-street routes consist of a 3.2 mile segment with a striped "bicycle only" lane and 5.3 miles of on-street routes without designated lanes. The off-street trails are asphalt-paved and, for the most part, 10 feet wide. The Pike Trail, which connects the northern and southern segments of the Kenosha County Bicycle Trail, is located partially on City streets and sidewalks and partially on paths and trails in City parks along the Lake Michigan shoreline. The Pike Trail connects many of the outdoor recreational and historic sites in the eastern portion of the City, including Washington Park, Pennoyer Park, Kennedy Park, Simmons Island Park and Marina, HarborPark, Library Park Historic District, Civic Center Historic District, Wolfenbuttel Park, Eichelman Park, Third Avenue Historic District, Southport Park, and Anderson Park. The City of Kenosha plans to expand and improve upon the existing system of bicycle routes, as documented in the *City of Kenosha Bicycle and Pedestrian Facilities Plan* from 2005.

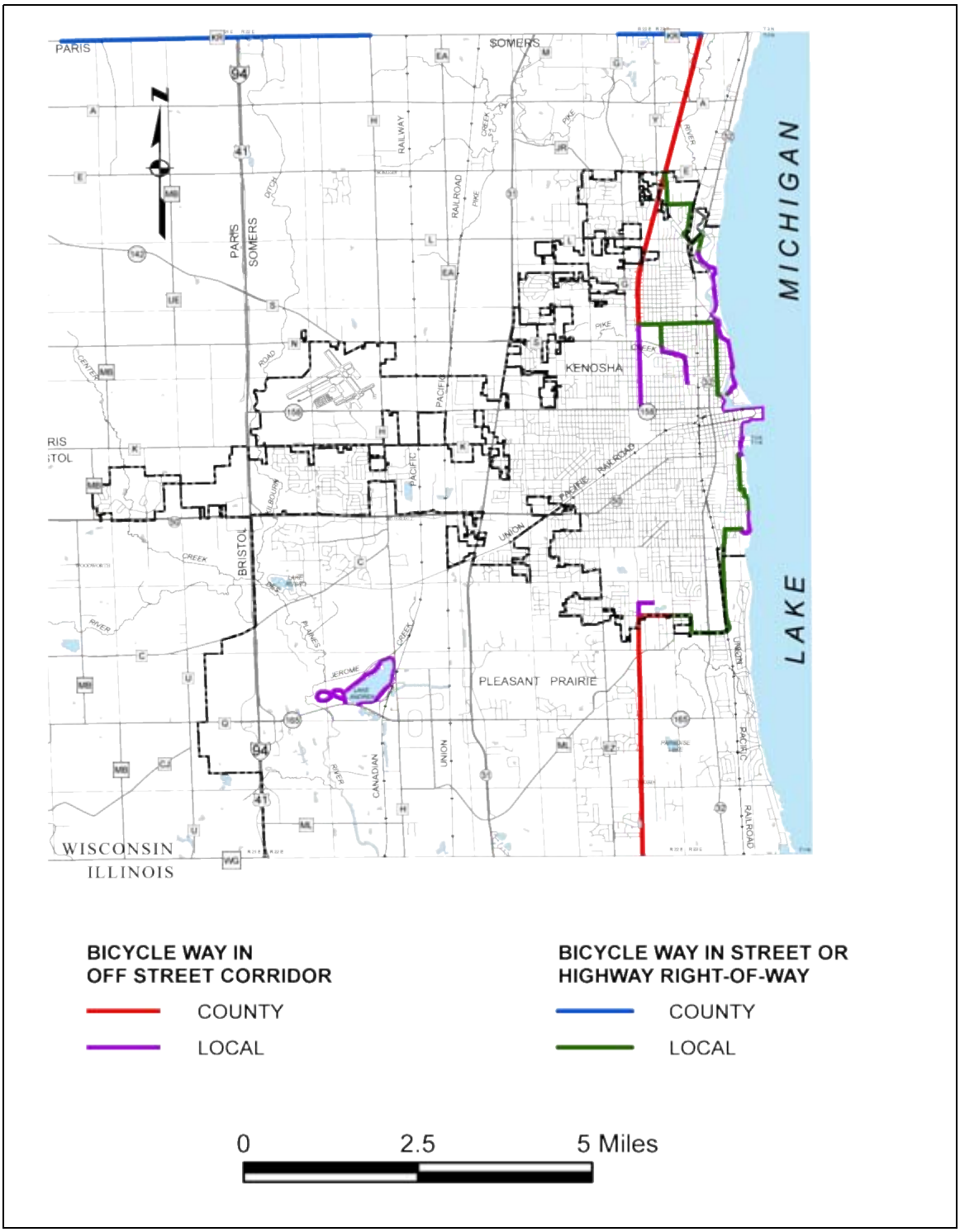
Pedestrian Facilities

A comprehensive inventory of pedestrian facilities, such as sidewalks, has not been completed for the City of Kenosha. However, the Commission has developed a pedestrian facilities policy, which applies to facilities in the entire County. It recommends that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in the Region adopt and follow certain recommended policies and guidelines with regard to the development of those facilities. These policies and guidelines are designed to facilitate safe and efficient pedestrian travel within the Region and are documented in Appendix B of the 2035 Regional Transportation System Plan. The regional standards recommend providing sidewalks on both sides of streets in commercial and industrial areas, and in residential areas with densities consisting of one (1) dwelling unit per 19,999 square feet or less in area. Sidewalks are recommended on at least one (1) side of the street in

residential areas with densities of 20,000 square feet to 1.5 acres per dwelling unit. Sidewalks along streets may be replaced by perimeter and/or internal pathway systems.

MAP 4-6

BICYCLE WAYS IN KENOSHA COUNTY: 2006



Source: SEWRPC.

Other Transportation Facilities and Services

Rail Freight Services

As shown on Map 4-7, page 22, railway freight service was provided over three (3) routes through the City of Kenosha by two (2) railway companies over approximately 40 miles of active mainline railway in 2006. The Union Pacific Railroad provided freight service over two north-south routes in the County: the New Line Subdivision line and the Kenosha Subdivision line, both of which are approximately 12 miles in length and pass through portions of the City of Kenosha, Village of Pleasant Prairie, and Town of Somers. These main lines are connected by a 4-mile northeasterly-southwesterly local branch line through the City of Kenosha and the Village of Pleasant Prairie. The Canadian Pacific (CP) Railway provided freight rail service over a 12 mile north-south main line which also passes through portions of the City of Kenosha, Village of Pleasant Prairie, and Town of Somers.

Ports and Harbors

There is one (1) harbor located in the City of Kenosha: the Kenosha Harbor. Kenosha Harbor includes Simmons Island Marina, located on Lake Michigan adjacent to downtown Kenosha. Simmons Island Marina is open to the public and owned and managed by the City of Kenosha. The marina offers 142 slips with boater restrooms, showers and laundry facilities, fuel and pump-out stations, and a fish cleaning station. Simmons Island Marina operates seasonally between April 15 and October 31 of each year. Kenosha Harbor also includes U.S. Coast Guard Station Kenosha, which is co-located with the U.S. Coast Guard Aids to Navigation Team Kenosha. Southport Marina, located at the southern end of the Kenosha Harbor and adjacent to downtown, is open to the public and owned and managed by Southport Marina Development. Southport Marina offers approximately 385 full-service boat slips, 50 limited service slips, boater restrooms, shower and laundry facilities, fuel and putout stations, as well as winter storage and boat repair facilities. Southport Marina operates seasonally between April 15 and October 15 of each year.

The City of Kenosha no longer operates a shipping port. Water freight facilities and services are provided to the City of Kenosha by the Port of Milwaukee, which is located approximately 23 miles north in the City of Milwaukee.

Airports and Heliports

Kenosha Regional Airport, located north of STH 158 and east of IH 94, is the only publicly-owned public-use general aviation airport in the City of Kenosha offering chartered air service and air freight services. The airport is owned, operated, and maintained by the City of Kenosha. The airport serves as a General Utility-Stage II airport. This class of airports is intended to serve all single-engine aircraft, virtually all twin-engine piston and turboprop aircraft, and most business and corporate jets.

Three (3) private heliports are also located in the City of Kenosha or adjacent to the City of Kenosha: Aurora Medical Center and Kenosha Hospital and Medical Center in the City of Kenosha; and St. Catherine's Hospital in the Village of Pleasant Prairie. Public airports and heliports are listed in Table 4-5, and shown on Map 4-7, page 22.

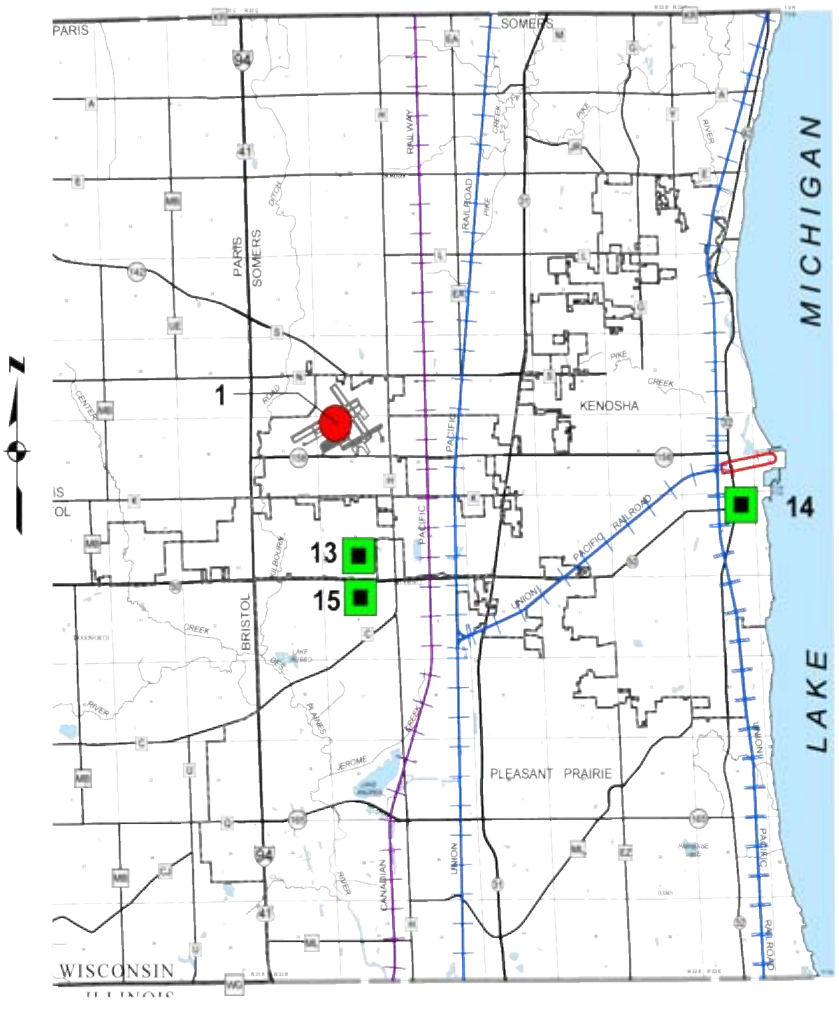
TABLE 4-5
PUBLIC AIRPORTS AND HELIPORTS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2006

No. on Map 4-7	Name of Airport/Heliport	Location (Local Government)	Type of Use	Type of Ownership
Airports				
1	Kenosha Regional Airport	City of Kenosha	Public	Public
Heliports				
13	Aurora Medical Center	City of Kenosha	Private	Private
14	Kenosha Hospital and Medical Center	City of Kenosha	Private	Private
15	St. Catherine's Hospital	Village of Pleasant Prairie	Private	Private

Source: Federal Aviation Administration and SEWRPC.

MAP 4-7

RAILWAYS AND PUBLIC AIRPORTS AND HELIPORTS IN KENOSHA COUNTY: 2006



PUBLIC-USE AIRPORT-PUBLIC OWNERSHIP

PUBLIC-USE AIRPORT-PRIVATE OWNERSHIP

PRIVATE-USE AIRPORT PRIVATE-OWNERSHIP

PRIVATE-USE HELIPORT-PRIVATE OWNERSHIP

8 REFERENCE NUMBER (SEE TABLE 4-5)

CANADIAN PACIFIC RAILWAY

UNION PACIFIC RAILROAD

CANADIAN NATIONAL RAILWAY

ELECTRIC STREETCAR LINE

Source: SEWRPC.

0 2.5 5 Miles

SUMMARY

This chapter provides inventory information on existing land uses and transportation facilities and services in the City of Kenosha and information on regional transportation facilities and services that serve residents. The planning recommendations set forth in the Land Use and Transportation Element chapters of this report are directly related to the inventory information presented in this chapter. The following is a summary of the information in this chapter:

- SEWRPC utilizes an Urban Growth Ring Analysis and a Land Use Inventory to inventory and monitor urban growth and development in the Region. The Urban Growth Ring Analysis delineates the outer limits of concentrations of urban development and depicts the urbanization of the Region over the past 150 years. The Commission Land Use Inventory is a more detailed inventory that places all land and water areas in the Region into one (1) of 66 land use categories, providing a basis for analyzing specific urban and non-urban land uses. The inventory results, as they apply to the City of Kenosha, are summarized in Part 1, page 1.

- A small portion of the City of Kenosha was developed prior to 1850. The period from 1900 to 1950 saw continued expansion of the City of Kenosha in rings further from Lake Michigan. The period between 1950 and 1963 saw significant growth outward from existing urban areas. The period from 1963 on saw significant urban growth in scattered locations.

- Urban service areas are identified in the Regional Land Use Plan based on the sanitary sewer service areas delineated in the Regional Water Quality Management Plan. The Greater Kenosha planned sewer service area includes a small portion of the Town of Paris. Urban service areas are typically currently served by, or planned to be served by local parks, middle and high schools, shopping areas, and public sanitary sewers within a 20-year period. Portions of the sewer service areas in the City of Kenosha and portions of the Village of Pleasant Prairie and Towns of Bristol and Somers are also served by public water, or planned to be served by public water within 20 years.

- Urban land uses consist of residential; commercial; industrial; governmental and institutional; and transportation, communication, and utility uses. Urban land uses encompassed about 10,914 acres, or about 72 percent of the City of Kenosha in 2000. Residential land comprised the largest urban land use category in the City of Kenosha, encompassing 4,833 acres, or about 44 percent of all urban land and about 32 percent of the total City. Commercial land encompassed about 776 acres or about seven (7) percent of all urban land and about five (5) percent of the total City of Kenosha. Industrial land encompassed about 673 acres or about six (6) percent of all urban land and about four (4) percent of the total City. Land used for transportation, utilities, and communications facilities encompassed about 3,146 acres, or about 29 percent of all urban land and about 21 percent of the total City. Land used for government and institutional uses encompassed about 803 acres, or about seven (7) percent of all urban land and five (5) percent of the total City. Intensively used recreational land encompassed about 683 acres, or about six (6) percent of all urban land and about four (4) percent of the total City of Kenosha.

- Non-urban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites and landfills; and unused land. Non-urban land uses encompassed about 4,276 acres, or about 28 percent of the City of Kenoshain 2000. Agricultural land encompassed 1,633 acres, or about 38 percent of non-urban land uses and 11 percent of the total City. Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 495 acres, or about 12 percent of non-urban land uses and about three (3) percent of the total City. Extractive uses encompass about 59 acres, or one (1) percent of non-urban land uses. Open lands encompassed about 2,089 acres, or about 49 percent of non-urban land and about 14 percent of the total City.

- To ensure that future planning reflects land use development that has occurred to date, the 2000 Land Use Inventory was supplemented by identifying major development projects that occurred between 2000 and 2007, based on the 2005 aerial photographs produced by SEWRPC, field checks, and consultation with local and County officials and staff.

- Much of the transportation facilities and services inventory information in Part 2, page 12, is drawn from the 2035 Regional Transportation System Plan. The Regional Transportation System Plan includes five (5) elements: public transit, transportation systems management, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways. Information on rail, airport, and freight services is also provided.

- The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. WisDOT maintains a detailed database of county and local street information in the "Wisconsin Information System for Local Roads" (WISLR).

  - Public transportation service to the general public may be divided into the following two (2) categories:

    - Intercity or interregional public transportation that provides service across regional boundaries includes Amtrak railway passenger service, METRA commuter rail service, interregional bus service, and commercial air travel.
    - Urban public transportation is commonly referred to as public transit that is open to the general public and provides service within and between large urban areas. The Kenosha Area Transit System and the Kenosha-Racine-Milwaukee Commuter Bus fall into this category.

- Rail, bus, ferry, and airline carriers provided Kenosha County residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country.

- Commuter rail service is provided between the City of Kenosha and Chicago by METRA's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago. On weekdays in 2006, service to the Kenosha station consisted of nine (9) commuter trains operating in each direction between Kenosha and Chicago. On Saturdays, five (5) southbound trains and seven (7) northbound trains operate, and on Sundays and holidays, three (3) trains operate in each direction. Studies are underway to potentially extend commuter rail service coordinated with the METRA service from Chicago/Kenosha to Milwaukee.

- Kenosha Area Transit provides seven (7) regular, numbered bus routes serving all portions of the City of Kenosha and its immediate environs. Three (3) additional routes serve major commercial, recreational, and employment centers, including limited stops in the Village of Pleasant Prairie and the Town of Bristol and Somers. The transit system also operates peak-hour tripper routes designed to serve Kenosha secondary schools, including 20 morning routes and ten afternoon routes. Lastly, Kenosha Area Transit operates a 1.7-mile streetcar loop in the downtown central business district, which also connects the METRA commuter rail station and the HarborPark residential development. The Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines/Coach USA offers fixed-route express transit service between the Cities of Kenosha, Racine, and Milwaukee. This service consists of eight (8) round trips on weekdays and four (4) round trips on weekends and holidays.

- Specialized transportation services provide demand-responsive service to individuals who are elderly, disabled, or assessed as unable to use other transportation services. The Kenosha Care-A-Van Program, provided by the Kenosha County Department of Human Services-Division of Aging Services and the Kenosha Achievement Center, provide door-to-door service for elderly or disabled residents of Kenosha County. The Volunteer Escort Service, also provided by the Kenosha County Department of Human Services-Division of Aging Services, coordinates volunteer door-to-door service for elderly or disabled residents. Free or discounted transportation service to and from medical facilities is also offered to qualifying residents through Bucko Ambulatory Transport, CMB Taxi, KAS Transportation, and Southport Transportation.

- Bikeways are classified as either "on-street" or "off-street" bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. The longest bikeway in the County is the Kenosha County Bicycle Trail, which spans north and south eight (8) miles through the Village of Pleasant Prairie and the Town of Somers. The northern and southern segments of the Kenosha County Bicycle Trail are connected in the City of Kenosha by the Pike Trail. Additional on-street and off-street bikeways are located in the City of Kenosha with about 8.5 miles on-street miles and seven (7) miles of off-street bikeway.

- Chartered air service and air freight services are provided at the publicly-owned Kenosha Regional Airport. Commercial (passenger) airline service is provided to residents of the County by General Mitchell International Airport, located in Milwaukee County, and Chicago's O'Hare and Midway International Airports. There are also three (3) privately-owned, private-use heliports in the City of Kenosha or adjacent to the City of Kenosha.

* * * * *

APPENDIX 4-1

CODES FOR 2000 LAND USE MAPS IN CHAPTER 4

TABLE 4-A

LAND USE GROUPINGS SHOWN ON MAP 4-2 (2000 LAND USES)

Generalized Land Use Category	Land Use Codes (See Table 4-B)
Single-Family Residential	111 and 199
Two-Family Residential	120
Multi-Family Residential and Mobile Homes	141, 142, 431, and 150
Commercial	210, 220, and 432
Industrial	310, 340, and 433
Streets and Highways	411, 414, and 418
Railway	441, 443, and 445
Communications, Utilities, and Other Transportation	425, 426, 430, 434, 435, 463, 465, 485, and 510
Governmental and Institutional	611, 612, 641, 642, 661, 662, 681, 682, and 436
Recreational	711, 712, 731, 732, 781, 782, and 437
Open Lands	921, 922, 299, 399, 499, 599, 699, and 799
Agricultural	811, 815, 816, 820, 841, and 871
Wetlands	910
Woodlands	940
Surface Water	950
Extractive	360

TABLE 4-B

CODES USED TO PREPARE 2000 SEWRPC LAND USE INVENTORY

Land Use Code	Land Use Description	Land Use Code	Land Use Description
RESIDENTIAL			
111	Single-Family	120	Two-Family
141	Multi-Family Low Rise (1-3 stories)	142	Multi-Family High Rise (4 or more stories)
150	Mobile Homes	199	Residential Land Under Development
COMMERCIAL			
210	Retail Sales and Service – Intensive	220	Retail Sales and Service – Non-intensive
299	Retail Sales and Service Land Under Development		
INDUSTRIAL			
310	Manufacturing	340	Wholesaling and Storage
360	Extractive	399	Industrial Land Under Development
TRANSPORTATION – Motor Vehicle-Related			
411	Freeway	414	Standard Arterial Street and Expressway
418	Local and Collector Streets	425	Bus Terminal
426	Truck Terminal		
TRANSPORTATION – Off-Street Parking			
430	Multiple Land Use-Related	431	Residential-Related
432	Retail Sales and Service-Related	433	Industrial-Related
434	Transportation-Related	435	Communication and Utilities-Related
436	Government and Institution-Related	437	Recreation-Related
TRANSPORTATION – Rail-Related			
441	Track Right-of-Way	443	Switching Yards
445	Stations and Depots		
TRANSPORTATION – Air-Related			
463	Air Fields	465	Air Terminals and Hangars
485	Ship Terminal	499	Transportation Land Under Development
COMMUNICATION AND UTILITIES			
510	Communication and Utilities	599	Communication and Utility Land Under Development
COMMUNICATION AND UTILITIES – Administrative, Safety and Assembly			
611	Local	612	Regional
GOVERNMENT AND INSTITUTIONAL – Educational			
641	Local	642	Regional
GOVERNMENT AND INSTITUTIONAL – Group Quarters			
661	Local	662	Regional
GOVERNMENT AND INSTITUTIONAL – Cemeteries			
681	Local	682	Regional
GOVERNMENT AND INSTITUTIONAL			
699	Government and Institutional Land Under Development		

Land Use Code	Land Use Description	Land Use Code	Land Use Description
RECREATIONAL – Cultural/Special Recreation Areas			
711	Public	712	Non-public
RECREATIONAL – Land-Related Recreation Areas			
731	Public	732	Non-public
RECREATIONAL – Water-Related Recreation Areas			
781	Public	782	Non-public
RECREATIONAL			
799	Recreation Land Under Development		
AGRICULTURAL			
811	Cropland	815	Pasture and Other Agriculture
816	Lowland Pasture	820	Orchards and Nursery
841	Special Agriculture	871	Farm Building
OPEN LANDS			
910	Wetlands		
OPEN LANDS – Unused Lands			
921	Urban	922	Rural
OPEN LANDS			
930	Land Fills and Dumps	940	Woodlands
950	Surface Water		
SUPPLEMENTAL LAND USE SUFFIX CODES[a]			
X	High-Density Residential (7.0-17.9 dwelling units/net residential acre)		
M	Medium-Density Residential (2.3-6.9 dwelling units/net residential acre)		
L	Low-Density Residential (0.7-2.2 dwelling units/net residential acre)		
S	Suburban-Density Residential (0.2-0.6 dwelling units/net residential acre)		
F	Woodlands		
G	Wetlands		
H	Unused Lands		

a Supplemental land use suffix codes F, G, and H identify natural resource features and open space lands which may occur within certain urban uses. Residential density codes X, M, and L apply only to single-family residential development (Code 111).

Source: SEWRPC

* * * * *

CHAPTER 5

INVENTORY OF EXISTING UTILITIES AND COMMUNITY FACILITIES

Development in the City of Kenosha is supported by private and public utilities that provide residents and businesses with electric power, natural gas, communication, water, sewage disposal, and solid waste management facilities and services, and community facilities that provide educational, recreational, administrative, and other services. This chapter inventories utilities and community facilities in 2007.

PART 1: UTILITIES

Sewage Disposal

Sewer Service Areas

Map 5-1, page 2, shows adopted sanitary sewer service areas in Kenosha County as of June 2007[1]. About 74,070 acres, or 42 percent of the County, were within adopted sanitary sewer service areas at that time, which included all of the City of Kenosha. Although the Greater Kenosha sewer service area includes a small portion of the Town of Paris, the Paris Town Board did not adopt the sewer service area plan, and does not support the inclusion of lands in the Town in the sewer service area.

The planned sewer service areas shown on Map 5-1, page 2, are anticipated to be served by sanitary sewers by 2020. Not all of the areas within a planned sewer service area have sewer service today. The cross-hatched areas on Map 5-1, page 2, indicate areas served by sewers in 2000 including all of the City of Kenosha.

Each sewer service area conveys waste to a sewage treatment plant. Table 5-1, page 3, summarizes existing conditions and design capacities of sewage treatment plants. The City of Kenosha operates a sewage treatment plant. The Village of Pleasant Prairie's wastewater operation consists of two (2) sewage treatment plants referred to as Pleasant Prairie Sewer Utility Districts No. 73-1 and "D" sewage treatment plants, although the majority of wastewater from the Village is treated at the City of Kenosha's sewage treatment plant. By the year 2010, the Village of Pleasant Prairie plans to abandon both of its sewage treatment plants and direct all of its wastewater to the City of Kenosha plant. Most of the area in the Town of Somers served by public sanitary sewer conveys waste to the City of Kenosha's treatment plant.

Wisconsin Pollutant Discharge Elimination Systems

The Wisconsin Department of Natural Resources (WDNR) regulates municipal operations such as public sewage treatment plants and private industrial operations that discharge wastewater to surface or groundwater through the Wisconsin Pollutant Discharge Elimination System (WPDES) permit program. In addition to the permits held for the eight (8) existing sewage treatment plants, an industrial wastewater permit is currently held by within Ocean Spray Cranberries, Inc, in the City of Kenosha.

Private Onsite Wastewater Treatment

Kenosha County regulates private onsite wastewater treatment systems (POWTS) for any development in the County that is not served by sanitary sewer. Development in this case applies to residential, commercial, and industrial uses. The authority to regulate POWTS comes from the Wisconsin Administrative Code, Chapter Commerce (Comm) 83, with related information in Chapters Comm 5, Comm 16, Comm 82, Comm 84 through 87, and Comm 91. Chapter 32 (Kenosha Water Utility) of the Kenosha Code of General Ordinances sets forth the regulations for POWTS.

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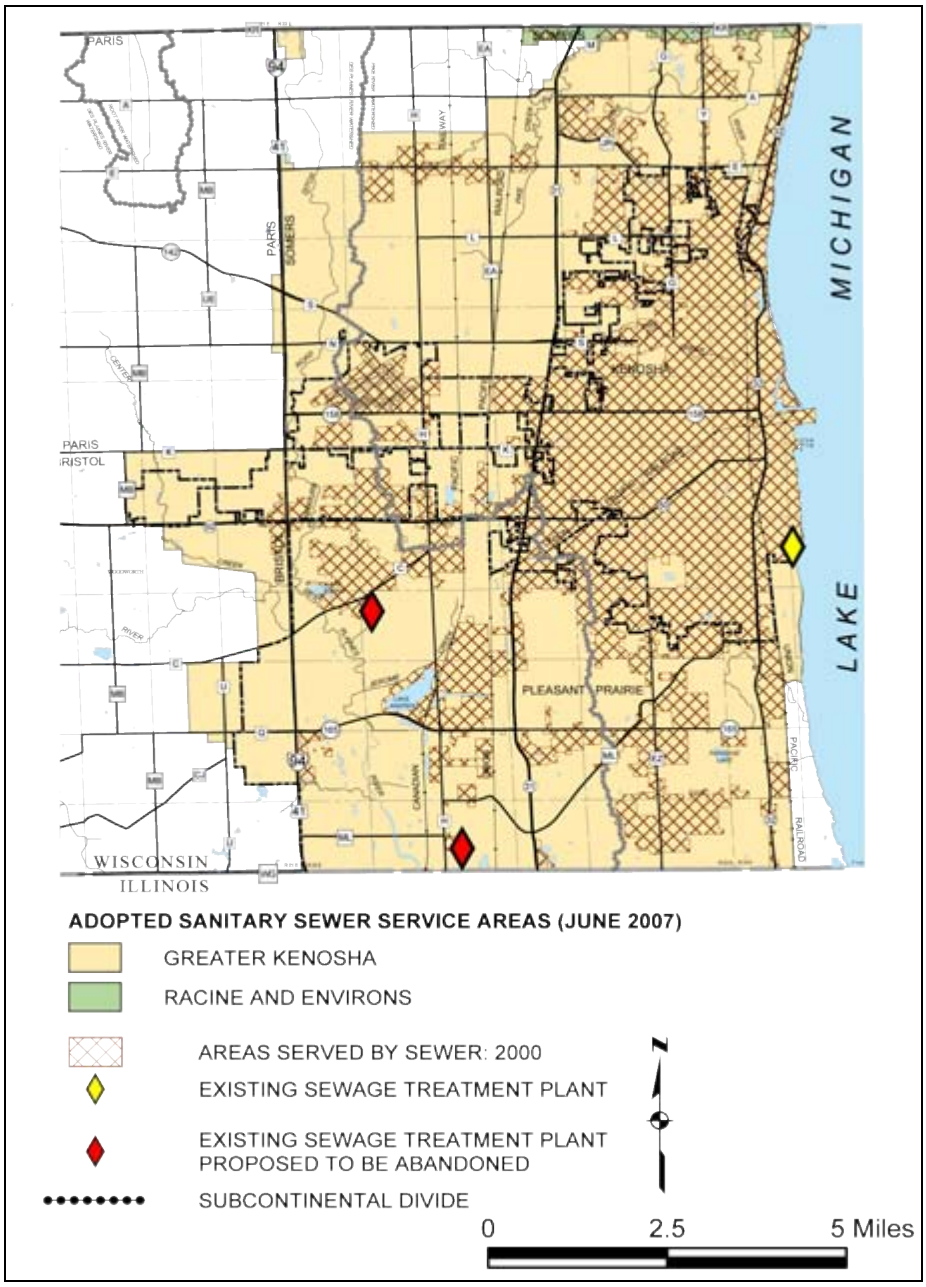
[1] *The Village of Paddock Lake sewer service area plan was amended in March 2008 to add about 157 acres southeast of the Village to the sewer service area.*

MAP 5-1

ADOPTED SANITARY SEWER SERVICE AREAS AND EXISTING AREAS SERVED BY SEWER IN THE CITY OF KENOSHA AND SURROUNDING AREA



Source: SEWRPC.

There are several different types of POWTS, including at-grade, conventional systems, in-ground pressure, mound, and holding tank systems. All wastewater must discharge into a public sewerage system or to a POWTS. The ability of soil to accept wastewater from a development differs depending on the type of soil. For this reason, all development proposed to be served by a POWTS requires a soil test to determine if the soils present in a specific location are suitable for the proposed development and the most suitable system for onsite wastewater treatment. Permits were issued for seven (7) POWTS in Kenosha between 1980 and 2006. Kenosha approved one (1) mound system and six (6) holding tanks.

TABLE 5-1

CHARACTERISTICS OF PUBLIC SEWAGE TREATMENT PLANTS IN KENOSHA COUNTY

Public Sewage Treatment Plant	Date of Latest Major Plant Modification	Receiving Water	Design Capacity (million gallons per day)	2003 Average Annual Flow Rate (million gallons per day)	2003 Maximum Monthly Flow Rate (million gallons per day)	Planned Estimated Average Annual Flow Rate (million gallons per day)	
						2020	2035
Kenosha	1984	Lake Michigan	28.6	18.38	24.27	21.47	23.83
Paddock Lake	1989	Unnamed Tributary No. 6 to Brighton Creek	0.49	0.40	0.64	0.52	0.63
Pleasant Prairie Sewer Utility District D	1985	Des Plaines River via Pleasant Prairie Tributary	0.50	0.25	0.32	---a	---a
Pleasant Prairie Sewer Utility District No. 73-1	1973	Des Plaines River via Unnamed Tributary	0.40	0.16	0.23	---a	---a
Silver Lake	2001	Fox River	0.47	0.27	0.37	0.41	0.54
Twin Lakes	2000	Tributary to Bassett Creek	1.30	0.64	0.70	0.89	1.12
Bristol Utility District No. 1	2006	Des Plaines River via Bristol Creek Tributary	0.87	0.40	0.55	0.54	0.67
Salem Utility District No. 1	1997	Fox River	1.57	0.80	1.07	1.35	1.83

a This plant is to be abandoned and connected to the Kenosha sewage treatment plant by 2010.

Source: SEWRPC Regional Water Quality Management Plan update.

Water Supply

Map 5-2, page 4, shows portions of Kenosha County served by public water utilities and private water supply systems,[2] and those areas where development depends on the use of private wells. The portion of Kenosha served by a public water utility encompassed about 13,860 acres in 2005.

There is one (1) public water utility in the City, which serve the City of Kenosha and portions of the Villages of Pleasant Prairie, and portions of the Towns of Bristol and Somers. Surface water from Lake Michigan serves as the major source of public water supply in the City of Kenosha, Village of Pleasant Prairie, and Town of Somers. Groundwater serves as the major source of water for the remaining portion of Kenosha and the City growth areas. Areas not served by public or private water supply systems typically contained sub-urban density single family residential developments or agricultural areas, which obtained their water supply from private wells.

Stormwater Management Facilities

The dispersal of urban land uses over larger areas in the City and the accompanying increase in impervious areas increases stormwater runoff, which must be accommodated by the stream network or by engineered stormwater management systems. Such facilities may include 1) curbs and gutters, 2) catch basins and inlets, 3) storm sewers, 4) infiltration facilities, and 5) stormwater storage facilities for quantity and quality control such as dry and wet detention basins, respectively. Detention basins serve to moderate peak rates of runoff following rainstorms and wet detention basins further provide a permanent volume of water to capture and store pollutants.

Street improvements in areas with urban density development should employ curb and gutter and storm sewer facilities to carry stormwater runoff (urban areas tend to have a greater percentage of impervious surfaces which produce increased stormwater runoff), although roadside ditches and swales are generally appropriate for residential development with one acre or larger lots. To collect the increased stormwater runoff produced by some urban developments, stormwater storage and/or infiltration facilities may need to be constructed. In general, these facilities consist of dry basins; wet basins; infiltration basins, trenches, and swales; and bioretention facilities. They serve to store and gradually release and/or infiltrate stormwater. Street improvements in areas with rural density development (and less impervious surfaces) generally use roadside ditches and swales, culverts, and overland flow paths to carry stormwater runoff.

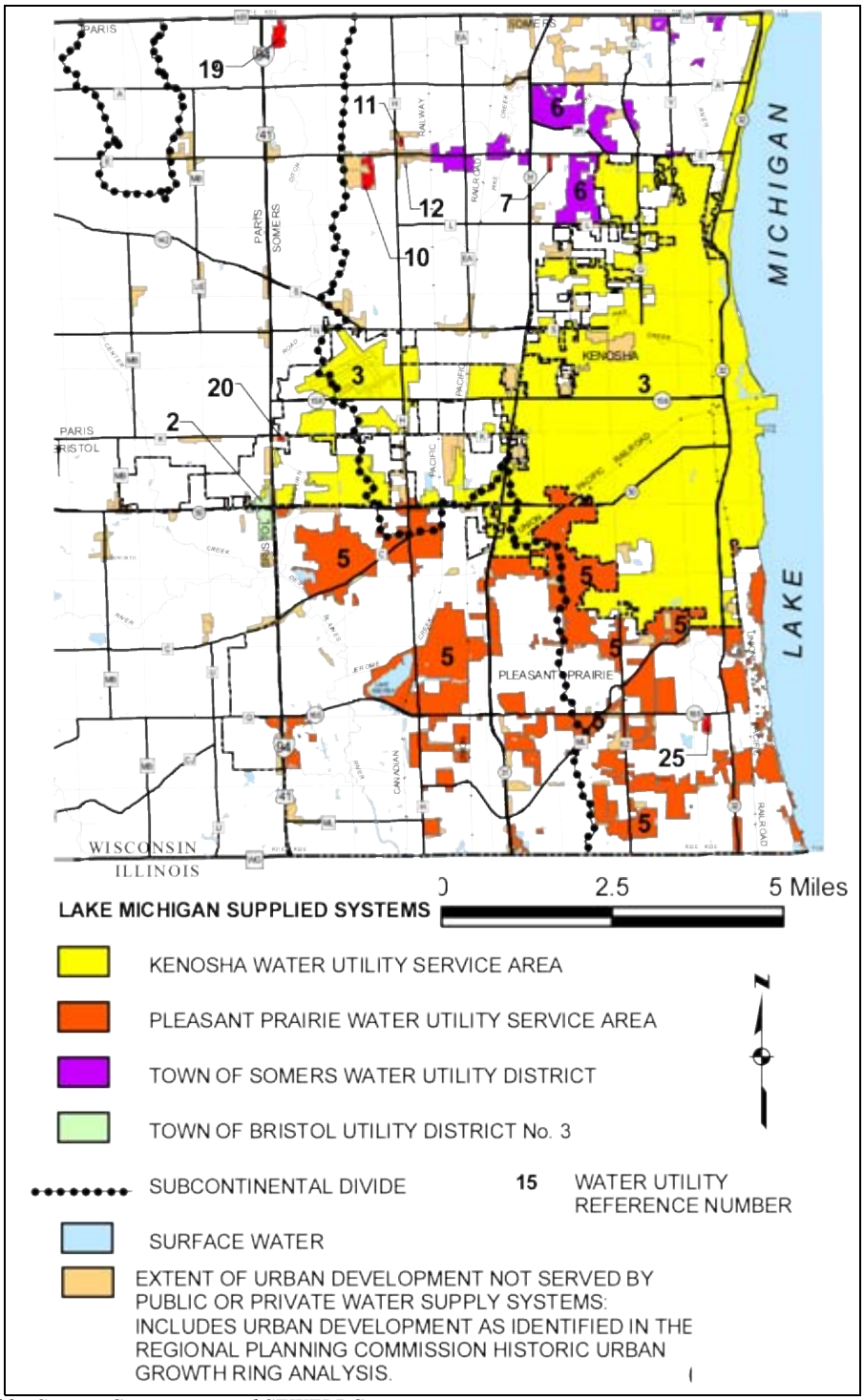
The City of Kenosha has an extensive, although not all-inclusive, curb and gutter storm sewer system. The City requires the use of detention basins to help control stormwater runoff and meet the water quality goals specified in Chapter NR 151 of the *Wisconsin Administrative Code*, regardless of whether curb and gutter or roadside swales

[2] *Private water supply systems typically provide infrastructure to serve multiple residences in a single family residential or multi-family residential development or a large institutional development. Water serving these developments does not come from a municipal source.*

convey stormwater. Stormwater management and erosion control ordinances and regulations in effect in the City are described in Chapter 6.

MAP 5-2

AREAS SERVED BY PUBLIC AND PRIVATE WATER UTILITIES IN THE CITY OF KENOSHA AND SURROUNDING AREAS: 2005



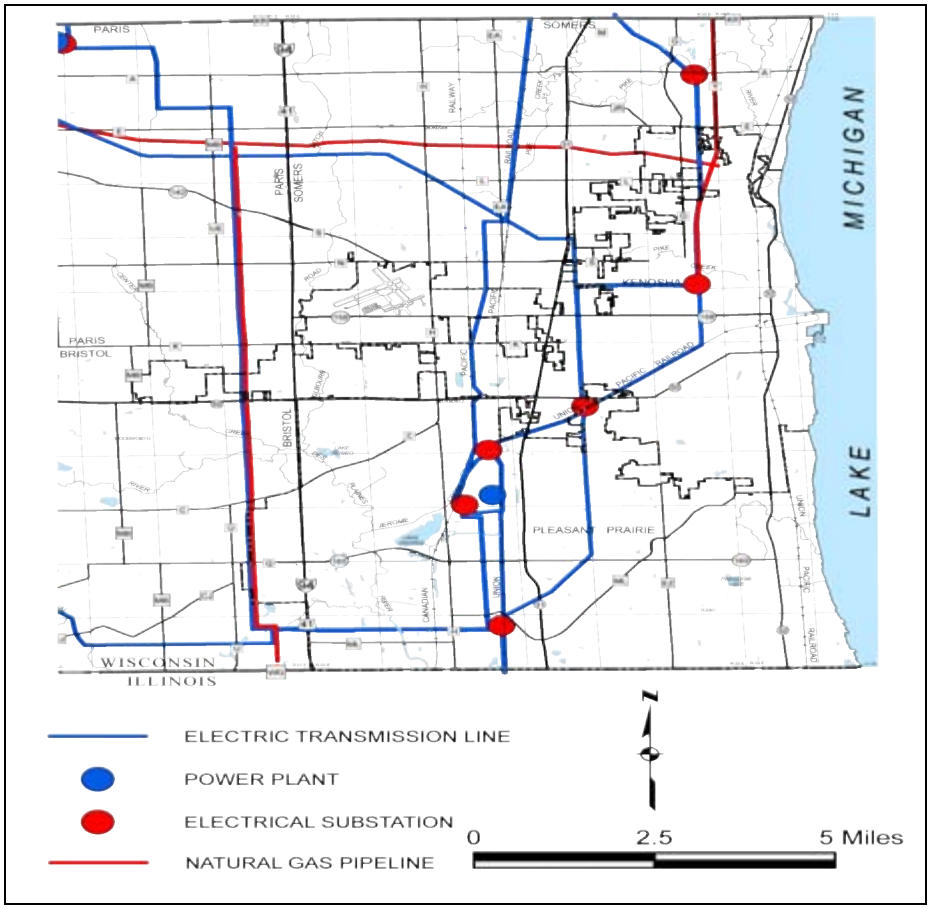
Source: Wisconsin Public Service Commission and SEWERPC.

Electric Power Service
Kenosha is provided with electric power service by WE Energies. A WE Energies electric power generation facility is located in the Village of Pleasant Prairie. The plant is powered by low-sulfur coal and typically operates 24 hours a day as a base-load plant. The Pleasant Prairie Power Plant is the largest generating plant in Wisconsin, contributing 33 percent of the electric energy production capability to the total WE Energies' generating system. WE Energies also owns and operates the Paris Generating Station in the Town of Paris. This plant is a natural gas-based, peak-load plant used only during hours of high demand. The plant's contribution to the total WE Energies' system is less than one (1) percent. Electric power is also provided to the electric power system from Waste Management's Pheasant Run Landfill Gas-To-Energy facility.

The American Transmission Company (ATC) owns all major electric power transmission lines in Kenosha County. Electric power transmission lines of 69 kilovolts (kV) and greater in Kenosha County are shown on Map 5-3.

MAP 5-3

ELECTRICAL TRANSMISSION LINES AND PIPELINES IN KENOSHA COUNTY: 2006



Source: Public Service Commission of Wisconsin and SEWRPC

Natural Gas Service
WE Energies provides natural gas service to the entire County.

Pipelines
Two types of pipelines, natural gas and petroleum-based, are located in Kenosha County. Three (3) companies have underground natural gas pipelines located in the County. ANR Pipeline Company has an underground natural gas mainline that runs east-west through the northern portion of the City of Kenosha. ANR Pipeline

Company operates an interstate system of natural gas pipelines, and provides natural gas to WE Energies. The North Shore Gas Company, a regulated natural gas utility serving customers in the northern suburbs of Chicago, Illinois, has an underground natural gas pipeline that runs north-south in Kenosha County and begins in the southeast corner of the Town of Bristol, just west of I-94, and continues to run west of and parallel to I-94 through the eastern portion of the Town of Bristol and portions of the City of Kenosha and Village of Pleasant Prairie until it connects with the ANR Pipeline in the eastern portion of the Town of Paris southeast of the intersection of CTH MB and CTH E. The North Shore Gas Company does not provide any natural gas service to residents in Wisconsin. WE Energies also has underground natural gas pipelines in the County that branch off natural gas mainline pipelines in the City of Kenosha.

Telecommunications Service

Although there are many telecommunication service providers, there are only a few basic types of communication services. These are: 1) Voice Transmission Services, including "Plain Old Telephone Service" (POTS), cellular wireless, satellite wireless, packet-based telephone networks, and Internet voice services; 2) Data Transmission Services, including the Internet, ATM-Frame Relay, and third generation (3G) cellular wireless networks; 3) Multimedia Services, including video, imaging, streaming video, data, and voice; and 4) Broadcast Services, including AM/FM terrestrial radio, satellite radio and television, terrestrial television, and cable television.

Antennas providing wireless cell phone service were inventoried in 2005 as part of the regional telecommunications plan. The location of wireless antennas in Kenosha County are shown on Map 5-4, page 7, and listed in Table 5-2, page 6. Providers with wireless antennas in the County included Cingular (acquired by AT&T in 2007), Nextel, Sprint, T-Mobile, U.S. Cellular, and Verizon.

TABLE 5-2

LOCATION AND SELECTED CHARACTERISTICS OF WIRELESS ANTENNAS IN CITY OF KENOSHA: 2005

No. on Map 5-4	Location[a]	Provider[b]	Antenna Height (feet)	Antenna Type[c]
1	T2N, R22E, Section 24	Verizon	98.4	0
2[d]	T2N, R22E, Section 23	US Cellular	299.8	S
3	T2N, R23E, Section 19	US Cellular	98.4	O
4	T2N, R22E, Section 25	Sprint	88.6	O
5	T2N, R22E, Section 25	Sprint	137.8	O
6	T2N, R22E, Section 34	Sprint	118.1	O
7	T2N, R22E, Section 34	T-Mobile	88.6	O
8	T2N, R22E, Section 35	US Cellular	78.7	O
9	T1N, R22E, Section 4	Nextel	150.9	O
10	T1N, R22E, Section 2	Sprint	68.9	O
11	T1N, R22E, Section 1	T-Mobile	98.4	O
12	T1N, R22E, Section 1	Nextel Sprint US Cellular Verizon	65.6 78.7 99.1 ---	O O O O
13	T2N, R23E, Section 31	Sprint T-Mobile	111.5 114.8	O O
14	T1N, R22E, Section 11	Sprint	105.0	O
15	T1N, R23E, Section 18	Cingular Sprint Verizon	140.8 88.6 105.0	S O O
16	T1N, R21E, Section 1	Sprint T-Mobile Verizon	88.6 111.5 101.7	O O O

a The abbreviations represent: T (Township); 2 N (North), R (Range) 22 E (East).

b Cingular was acquired by AT&T in 2007.

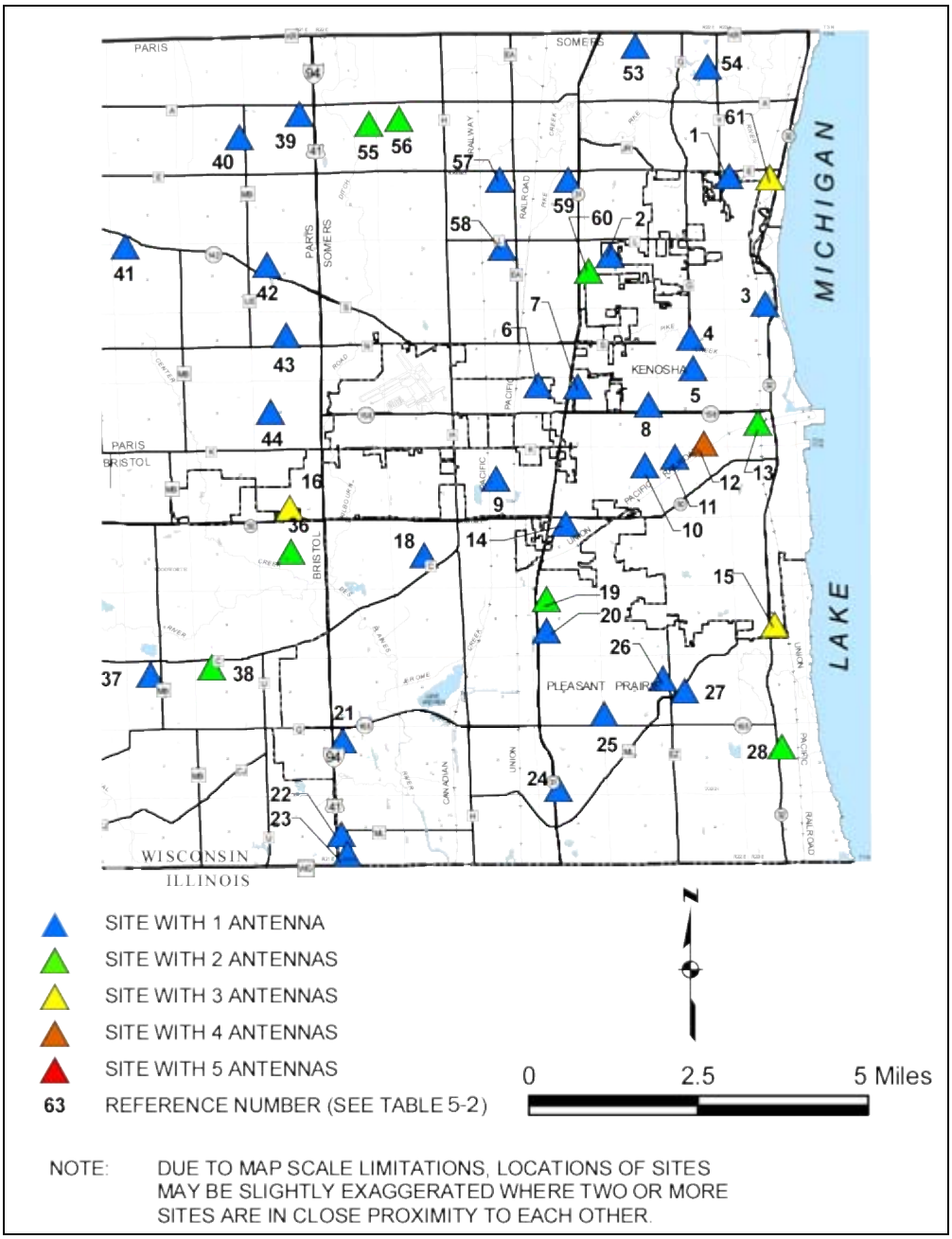
c Antenna types include S (Sectoral) and O (Omni). A Sectoral antenna uses a more complex antenna structure and transmits and receives over a sector with the total number of sectors covering a 360-degree pattern. An Omnidirectional uses a monoplex antenna and receives and transmits over a 360-degree pattern.

d Tower has been dismantled.

Source: Federal Communications Commission, Universal Licensing System Cellular License Database, City of Kenosha, and SEWRPC.

MAP 5-4

WIRELESS TELECOMMUNICATION FACILITIES IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2005



Source: SEWERPC.

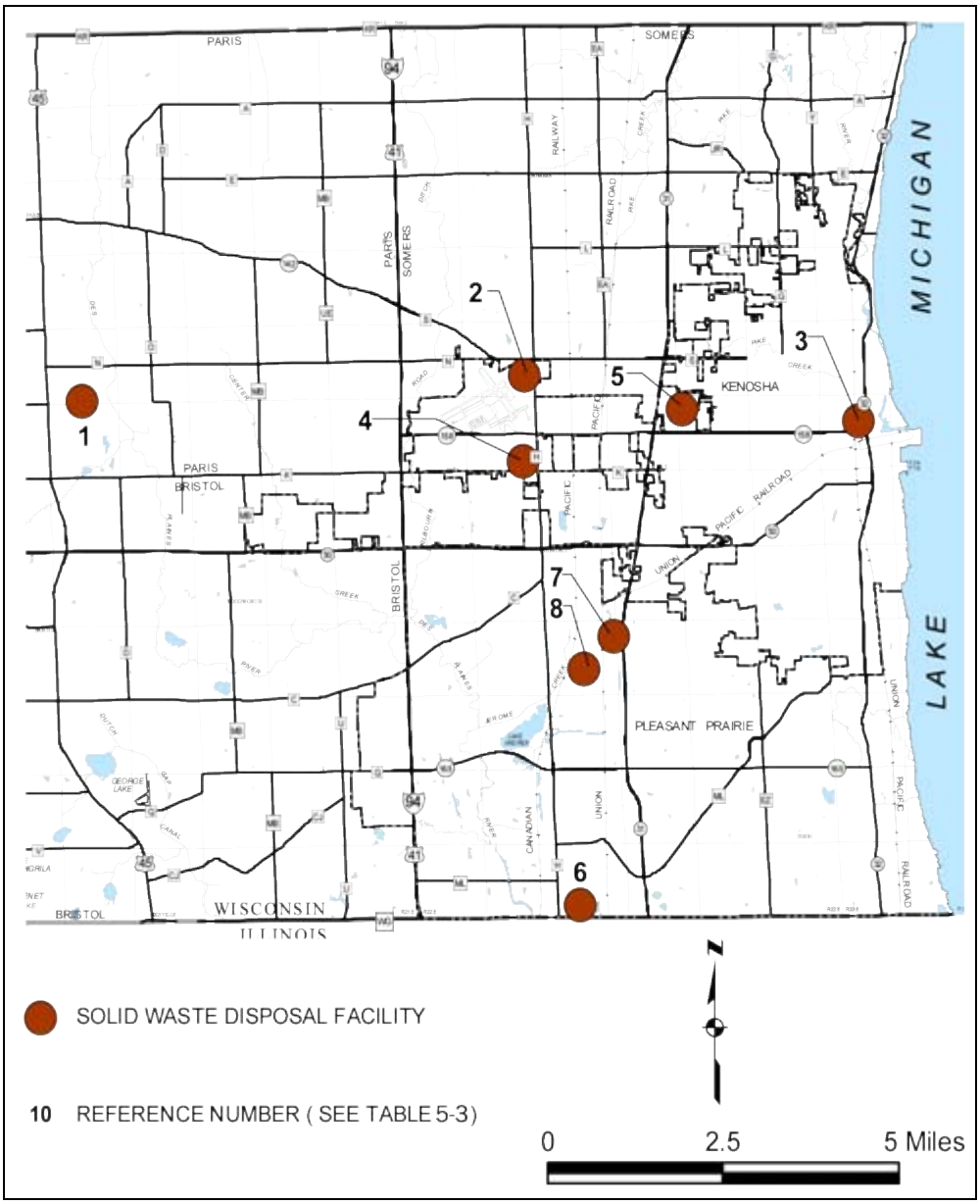
Solid Waste Management Facilities

The average person in Wisconsin generates 4.7 pounds of trash (residential and their share of commercial trash) each day and recycles 1.9 pounds of that trash per day. In 2006, all solid waste in Kenosha was either collected at a transfer station, recycling or drop-off center, or collected curb-side. Transfer stations are large facilities where, for a fee, residents or municipalities, using municipal waste disposal trucks or private waste disposal contractors, take their solid waste for collection by a privately-owned waste management service provider to be transported to a privately-owned solid waste facility and/or landfill. Recycling and drop-off centers are locations provided by the City where residents take their solid waste to be collected by a privately-owned waste management provider to

be transported to a privately-owned solid waste facility, recycling center, and/or landfill. Solid waste facilities in Kenosha include transfer stations, solid waste storage facilities, recycling facilities, processing facilities (for processing animal waste or non-recyclable paper), and compost sites, and are shown on Map 5-5, and listed in Table 5-3, page 9.

MAP 5-5

SOLID WASTE DISPOSAL FACILITIES IN EASTERN KENOSHA COUNTY: 2006



Source: Kenosha County and SEWRPC.

Solid waste collected from the City is deposited in the Pheasant Run Landfill in the Town of Paris. The landfill is owned by Waste Management, Inc, and has a total capacity of about 21.4 million cubic yards (one cubic yard of compacted landfill averages 1,750 pounds in weight). As of 2006, the landfill had about 4.1 million cubic yards remaining, or an estimated three additional years of activity at its current capacity and use. A proposed expansion of the landfill is currently being reviewed by regulatory authorities, including Kenosha County.

TABLE 5-3

SOLID WASTE DISPOSAL FACILITIES FOR THE CITY OF KENOSHA: 2006

No. on Map 5-5	Facility Name	Street Address[a]	Facility Type
1	Pheasant Run Recycling & Disposal	19414 60th Street, Bristol (Town of Paris)	Landfill, Processing Facility, Compost Site, & Drop-Off Center[b]
2	City of Kenosha Compost Site	4071 88th Avenue, Kenosha	Compost Site
3	City of Kenosha Transfer Facility & Recycling Center	1001 50th Street, Kenosha	Transfer Facility & Recycling Center
4	Emco Chemical Distributors, Inc.	9114 58th Street, Kenosha	Storage Facility
5	Kenosha Recyclery	5421 46th Street, Kenosha	Recycling Facility

a The street address reflects the mailing address of the facility rather than the local government in which the facility is located.
b This site provides a separate drop-off area, free of charge, for Town of Paris residents.

Source: Wisconsin Department of Natural Resources, Kenosha County, and SEWRPC.

UTILITIES IN THE CITY OF KENOSHA

Sanitary Sewers

The City of Kenosha owns and operates its own sanitary sewerage system. The Greater Kenosha sewer service area encompassed about 53,092 acres in 2007, and included the entire City, as well as adjacent areas in the Village of Pleasant Prairie and the Towns of Bristol and Somers. Virtually all areas within the City are served by public sewer.

Water Supply

Virtually all areas within the water service area are served with public water. The Kenosha Water Utility Service Area encompassed about 13,860 acres and provided a total of 5.6 billion gallons of water within the water service area in 2005. Users within the water service area consumed an average of 65.6 gallons of water per person per day. Lake Michigan is the water service area's major source of water.

Stormwater Management

The City operates an engineered stormwater management system, including curbs and gutters, storm sewers, and detention basins, that serve properties within the City. The City created a stormwater utility in 2007 which charges a user fee to pay for the cost of the program.

Electric Power and Natural Gas

WE Energies provides electric power and natural gas service throughout the City. ANR Pipeline Company also has a gas pipeline traversing a portion of the City. ANR operates an interstate system of natural gas pipelines and provides natural gas to WE Energies. A WE Energies natural gas pipeline is located in the northern portion of the City and the North Shore Gas Company's natural gas pipeline is located in the western portion of the City, west of I-94.

Telecommunications Service

Wireless antennas providing wireless cell phone service were inventoried in 2005 as part of the regional telecommunications plan. Providers with wireless antennas in the City included Cingular, Nextel, Sprint, T-Mobile, U.S. Cellular, and Verizon. In 2005, there were 16 wireless antenna towers in the City, one (1) of which accommodated antennas for four (4) companies, two (2) which accommodated antennas for three (3) companies, one (1) which accommodated antennas for two (2) companies, and 12 accommodating antennas for a single carrier. As of 2007, an antenna tower had been dismantled, and a total of 28 antennas existed in the City of Kenosha.

Solid Waste Disposal

The City of Kenosha provides curbside pick-up of solid waste and recyclable materials for its residents through the City Waste Management Division of the Department of Public Works. In addition, a transfer station for solid waste disposal and a self-serve recycling drop-off site is located on 50th Street. City residents may drop off recyclable materials at Onyx Recyclers on 46th Street. The City also provides a compost facility on 88th Avenue for residents to dispose of lawn clippings, shrubs, and tree branches and leaves.

TABLE 5-4

SUMMARY OF UTILITY SERVICES IN THE CITY OF KENOSHA

Sewage Disposal	Water Supply	Electric & Natural Gas Service	Utility Districts	Telecommunications Infrastructure	Solid Waste Management
Greater Kenosha sewer service area and private disposal	Kenosha Water Utility	WE Energies	None	Wireless ➢ 16 antenna towers	City of Kenosha DPW ➢ curbside pickup (trash, recycling) ➢ transfer station ➢ compost facility

Source: City of Kenosha, Wisconsin Public Service Commission, and SEWRPC.

PART 2: COMMUNITY FACILITIES

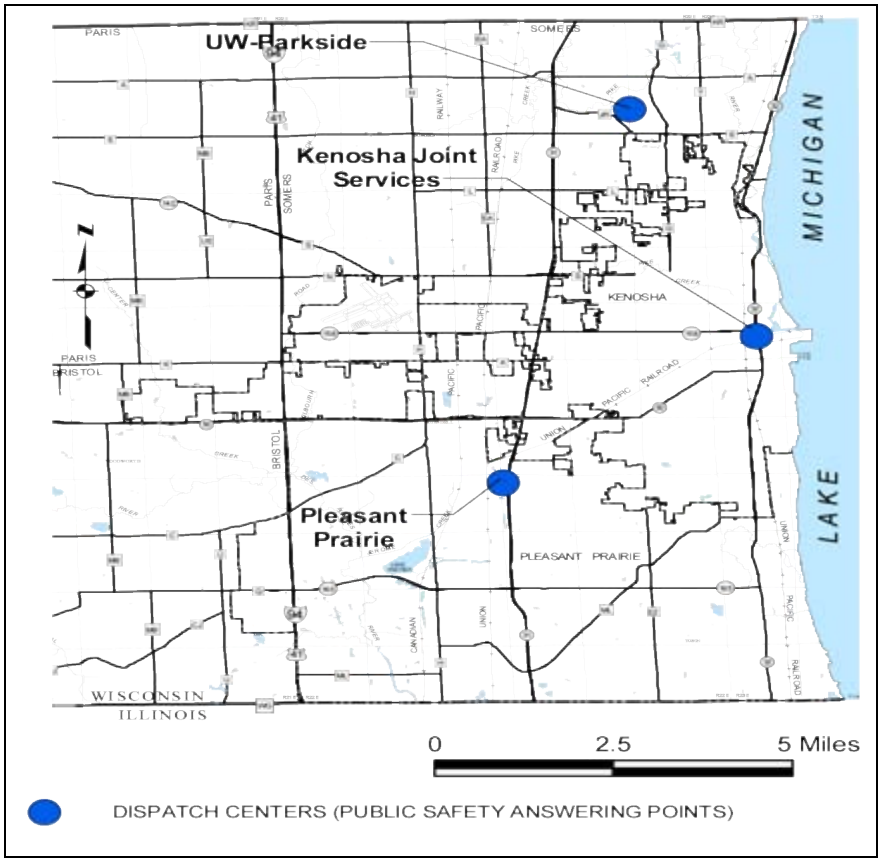
COMMUNITY FACILITIES IN THE CITY OF KENOSHA

Dispatching Services (Public Safety Answering Points)

There are four (4) dispatch service centers or Public Safety Answering Points (PSAP) in Kenosha County that take emergency calls 24 hours a day. The centers are operated by the Kenosha City/County Joint Services-Communications Center (countywide PSAP), and the Pleasant Prairie, Twin Lakes, and UW-Parkside Police Departments. Their locations are shown on Map 5-6. All emergency calls go to the countywide PSAP which dispatches personnel or transfers calls, where appropriate, to a local dispatch center. The centers handle calls pertaining to police, fire, and medical emergencies.

MAP 5-6

DISPATCH CENTERS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2006



Source: Kenosha County and SEWRPC

City and County Municipal Buildings, Post Offices, Libraries, and Museums

The Kenosha Municipal Building is located in the east-central portion of the City near 52nd Street and Sixth Avenue. The City of Kenosha Public Works Building is located on 35th Avenue. The Kenosha County Courthouse and the Kenosha County Administration Building are also located in the City, along with the Kemper Center and three (3) other Kenosha County buildings. The Kenosha Public Museum and the Dinosaur Discovery Museum are located in downtown Kenosha. Three (3) college campuses are also located in the City: Carthage College, Concordia University-Kenosha Center, and Gateway Technical College-Kenosha Campus. The City has four (4) public libraries: Northside Kenosha Public Library, Simmons Kenosha Public Library, Southwest Kenosha Public Library, and Uptown Kenosha Public Library. Three (3) post offices are located in the City on Sheridan Road, 52nd Street, and 80th Street. See Table 5-5 and Map 5-7, page 12.

TABLE 5-5

GOVERNMENT AND PUBLIC INSTITUTIONAL BUILDINGS IN THE CITY OF KENOSHA: 2006

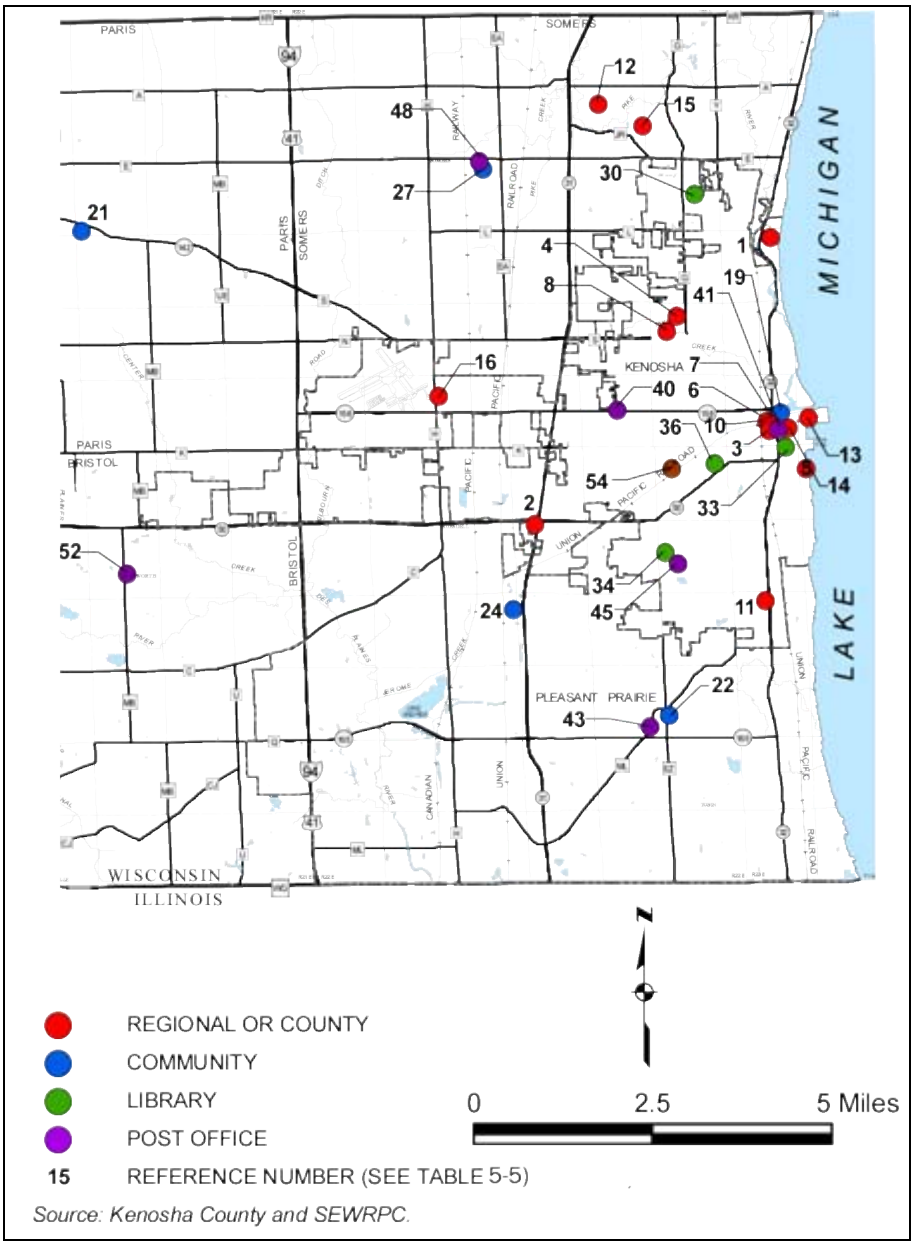
No. on Map 5-7	*Building/Office*	*Street Address*[a]
Regional or County		
1	Cardinal Stritch University – Kenosha Campus	9080 76th Street, Pleasant Prairie
2	Carthage College	2001 Alford Park Drive
3	Concordia University – Kenosha Center	7500 Green Bay Road
4	Dinosaur Discovery Museum	5608 Tenth Avenue
5	Gateway Technical College – Kenosha Campus	3520 30th Avenue
6	Kemper Center[b]	6501 Third Avenue
7	Kenosha City and County Safety Building	1000 55th Street
8	Kenosha County Administration Building	1010 56th Street
9	Kenosha County Brookside Care Center	3506 Washington Road
11	Kenosha County Courthouse	912 56th Street
12	Kenosha County Department of Human Services	8600 Sheridan Road
13	Kenosha County Parks Building	761 Green Bay Road
14	Kenosha Public Museum	5500 First Avenue
15	Social Security Administration	5624 Sixth Avenue
16	University of Wisconsin – Parkside	900 Wood Road
17	Wisconsin Dept. of Transportation – Division of Motor Vehicles	4911 88th Avenue
Community		
20	City of Kenosha Municipal Building	625 52nd Street
Libraries		
31	Northside Kenosha Public Library	1500 27th Avenue
34	Simmons Kenosha Public Library	711 59th Place
35	Southwest Kenosha Public Library	7979 38th Avenue
37	Uptown Kenosha Public Library	2419 63rd Street
U.S. Post Office		
41	Hillside True Value	4614 52nd Street
42	Kenosha	5605 Sheridan Road
46	Roger and Marv's Supervalu	3401 80th Street

a The street address reflects the mailing address of the building rather than the local government in which the building is located.
b Includes the Anderson Arts Center, the Durkee Mansion, Ambrose Hall, Kemper Hall, and the Kemper Chapel.

Source: City of Kenosha and SEWRPC.

MAP 5-7

GOVERNMENT AND PUBLIC INSTITUTIONAL BUILDINGS IN THE CITY OF KENOSHA: 2006



Source: Kenosha County and SEWRPC

Police, Fire Protection, and Emergency Rescue Services

Police protection in the City of Kenosha is provided by the City of Kenosha Police Department, which provides service 24 hours a day. The Law Enforcement Stations are shown on Map 5-8, page 13 and outlined in Table 5-6, page 13. Fire protection is provided by the City of Kenosha Fire Department, which consists of seven (7) fire stations located throughout the City as shown on Map 5-9, page 14 and outlined in Table 5-7, page 14. Emergency medical service units associated with four (4) of the fire stations provide emergency rescue services in the City. The Emergency Medical Services areas are shown on Map 5-10, page 15 and outlined in Table 5-8, page 15. The Scout Leaders Rescue Squad, a volunteer rescue unit, and LJH Ambulance, a private ambulance service, are also located in the City and provide emergency medical services.

TABLE 5-6

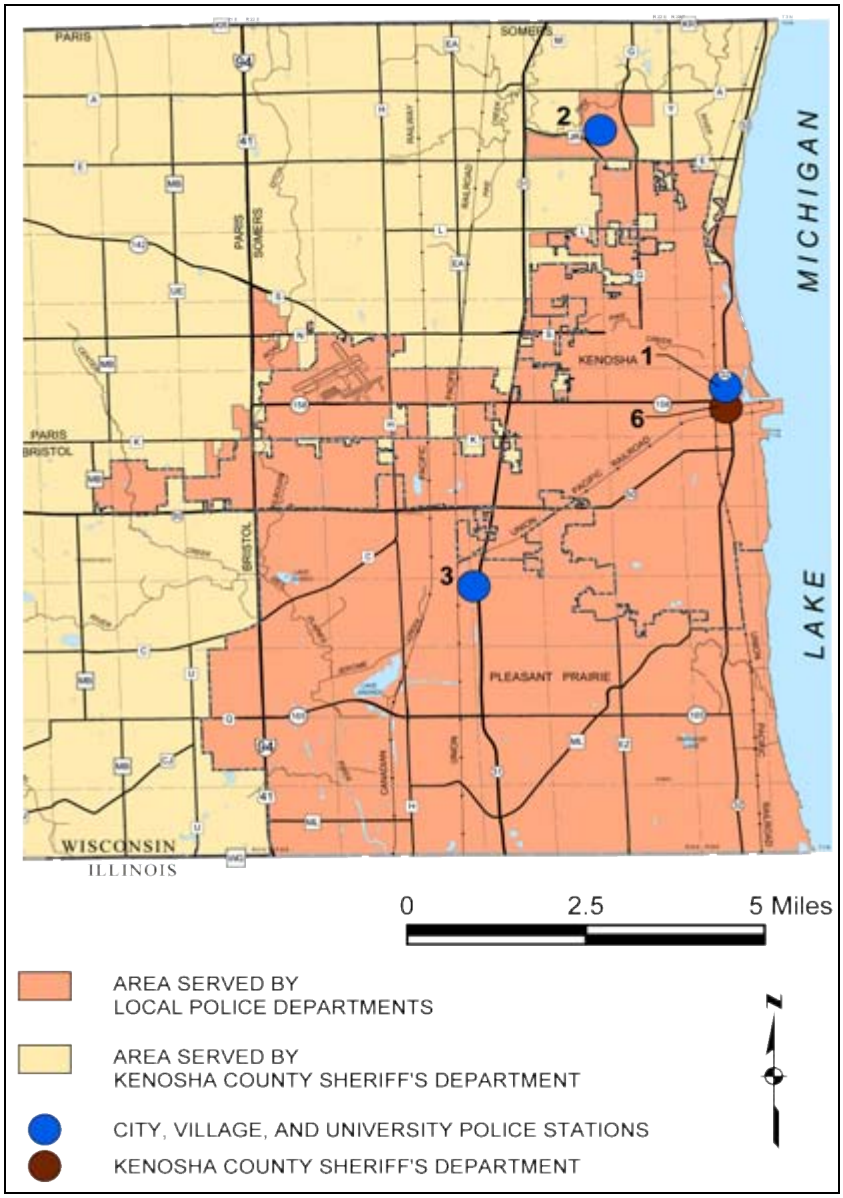
LAW ENFORCEMENT DEPARTMENTS AND SERVICE AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008

No. on Map 5-8	Police and Sheriff Departments	Service Area (acres)
1	City of Kenosha	17,363
2	University of Wisconsin – Parkside	658
3	Village of Pleasant Prairie	21,497
6	Kenosha County Sheriff's Department	131,393

Source: Kenosha County and SEWRPC.

MAP 5-8

LAW ENFORCEMENT DEPARTMENTS AND SERVICE AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008



Source: Kenosha County and SEWRPC.

TABLE 5-7

FIRE DEPARTMENTS AND SERVICE AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008

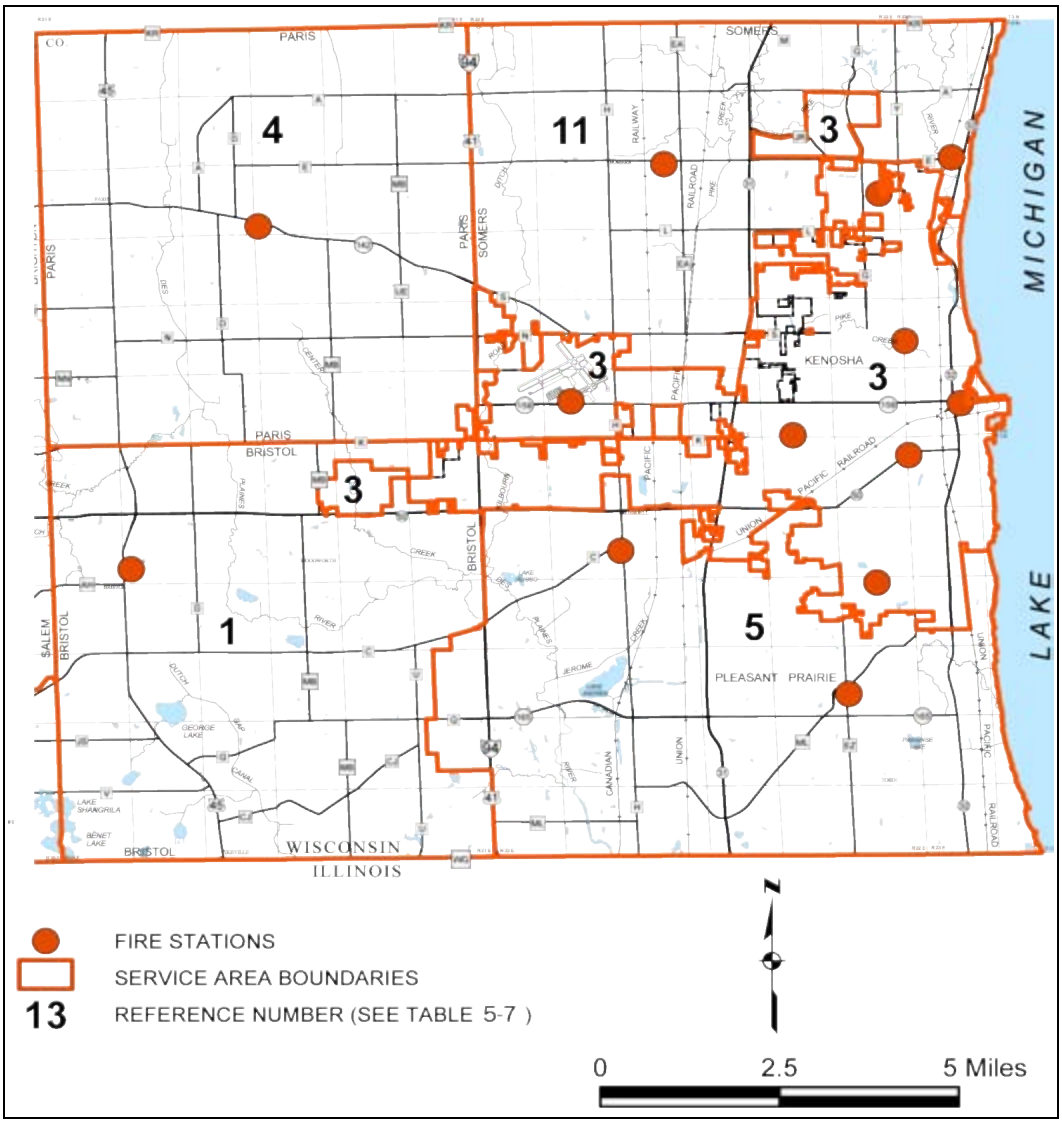
No. on Map 5-9	Fire Departments	Service Area (acres)
1	Bristol Fire and Rescue Department	21,312
3	Kenosha Fire and Rescue Department	18,064
4	Paris Fire and Rescue Department	23,016
5	Pleasant Prairie Fire and Rescue Department	21,746
11	Somers Fire and Rescue Department	17,021

a This area only includes the portion that lies within Kenosha County. The fire department is located in Racine County in the Town of Dover.

Source: Kenosha County and SEWRPC.

MAP 5-9

FIRE DEPARTMENTS AND SERVICE AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008



Source: Kenosha County and SEWRPC.

TABLE 5-8

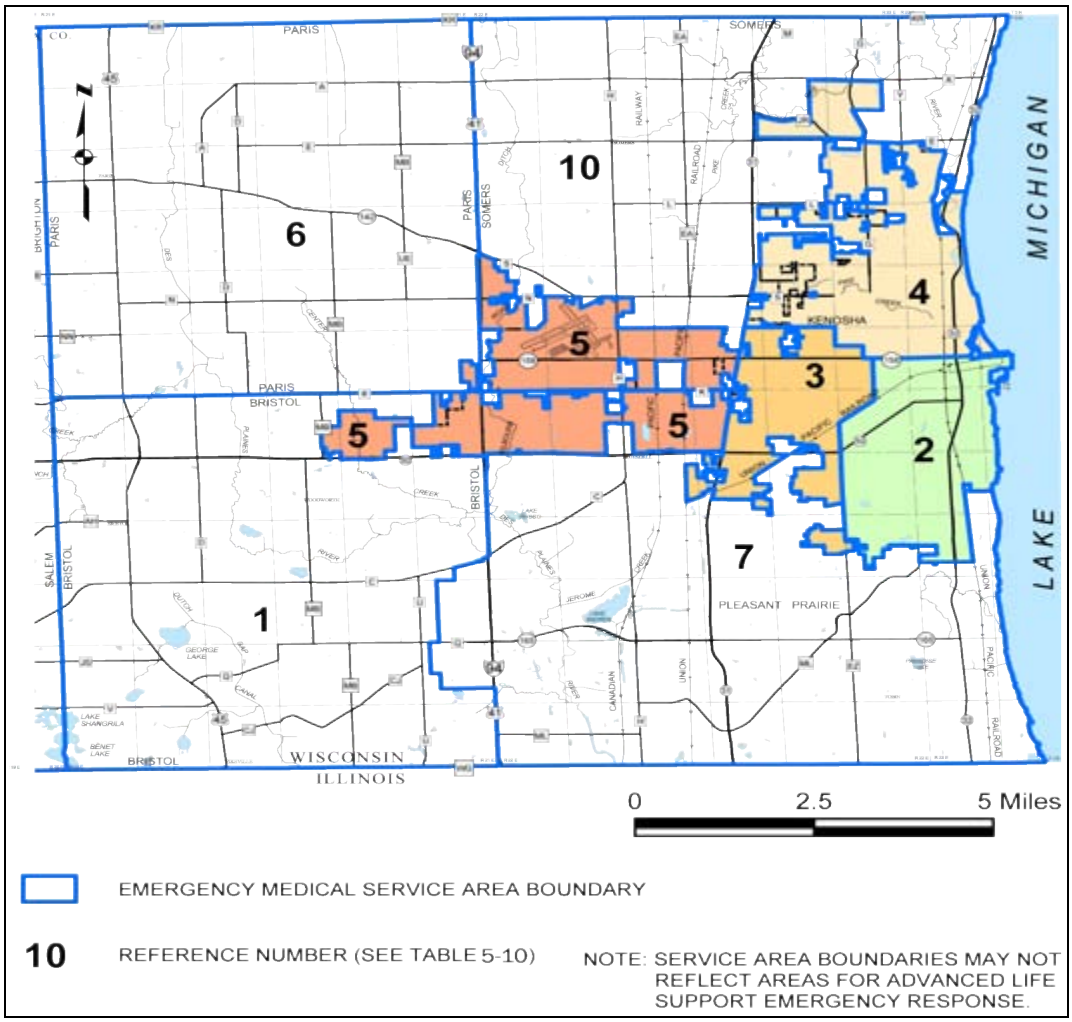
EMERGENCY MEDICAL SERVICES (EMS) IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008

No. on Map 5-10	EMS – Rescue Department Service Areas	Service Area (acres)
1	Bristol Fire and Rescue Department	21,312
	Kenosha Rescue	
2	➢ Med - 3	3,867
3	➢ Med - 4	2,919
4	➢ Med - 5	5,681
5	➢ Med - 7	5,554
6	Paris Rescue	23,016
7	Pleasant Prairie Rescue	21,746
10	Somers Rescue	16,733

Source: Kenosha County and SEWRPC.

MAP 5-10

EMERGENCY MEDICAL SERVICE AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2008



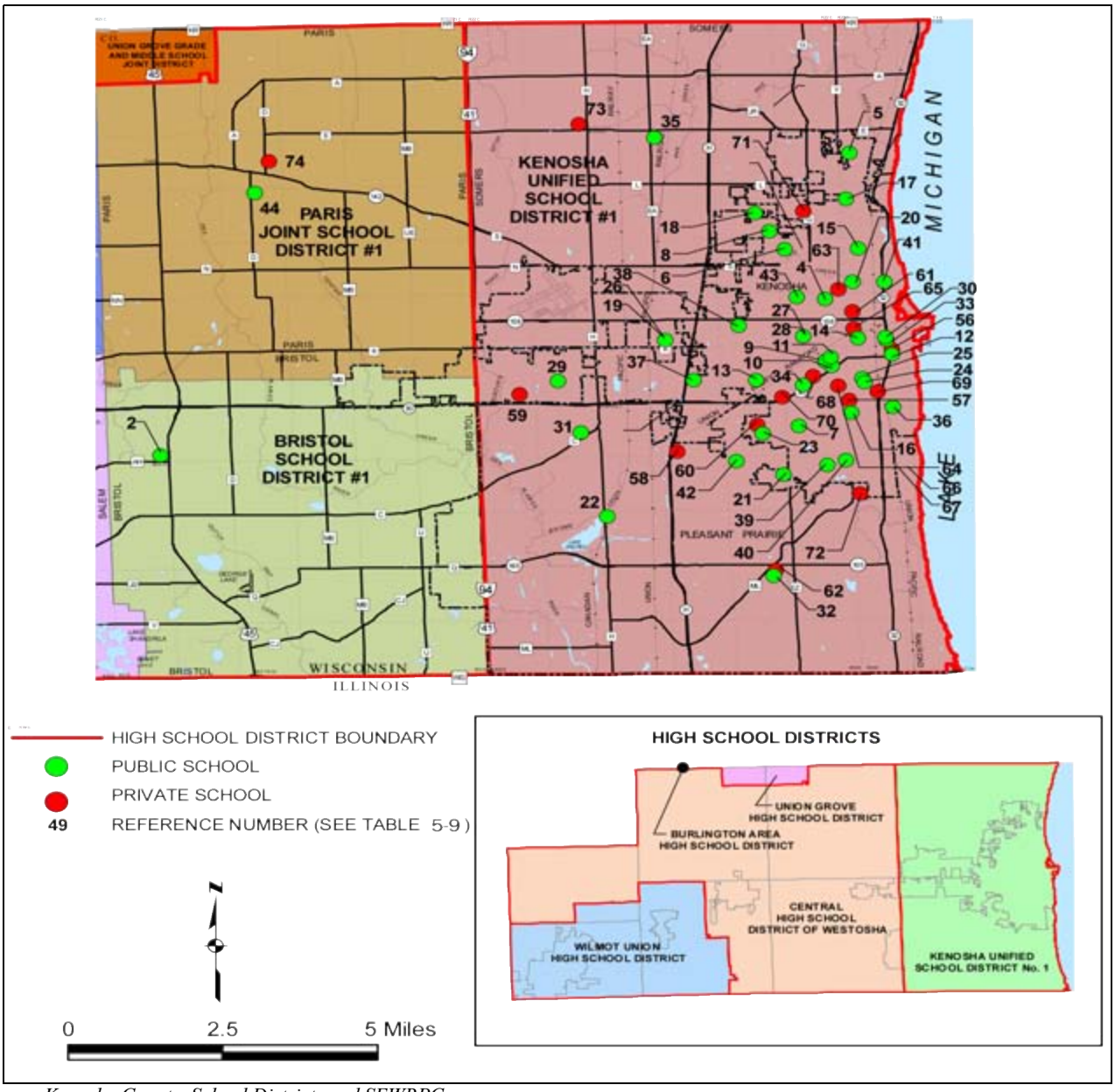
Source: Kenosha County and SEWRPC.

Schools

Elementary and high school students living in the City east of I-94 are in the Kenosha Unified School District. Elementary school students west of I-94 are located in the Paris Joint School District or the Bristol School District, and high school students west of I- 94 are in the Westosha Central High School District. Westosha Central High School is located in the Village of Paddock Lake. Currently, no schools are located west of I-94 in the City. The Kenosha Unified School District operates 37 public schools east of the Interstate, including 24 pre-kindergarten, kindergarten, and elementary schools; seven (7) middle schools; and six (6) high schools. There are also 15 private schools in the City, including 13 pre-kindergarten, kindergarten, and elementary schools; one (1) middle school (St. Joseph Junior High School); and one (1) high school (St. Joseph High School). This is further shown in Map 5-11 and Table 5-9, page 17.

MAP 5-11

PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2006



Source: Kenosha County, School Districts and SEWRPC.

TABLE 5-9

PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2005-2006

No. on Map 5-11	Public Schools	Gradesa	Enrollmentb	Street Addressc
Bristol School District #1				
2	Bristol Elementary School	PK-8	576	20121 83rd Street, Bristol
Central High School District of Westosha				
3	Westosha Central High School	9-12	1,243	24617 75th Street, Salem
Kenosha Unified School District No. 1				
4	Edward Bain School of Language and Art	PK-5	776	2600 50th Street, Kenosha
5	Bose Elementary School	PK-5	337	1900 15th Street, Kenosha
6	Bradford High School	9-12	2,270	3700 Washington Road, Kenosha
7	Brompton School	K-5	95	7951 36th Avenue, Kenosha
8	Bullen Middle School	6-8	880	2804 39th Avenue, Kenosha
9	Chavez Learning Station	PK	378	6300 27th Avenue, Kenosha
10	Columbus Elementary School	K4-5	239	6410 25th Avenue, Kenosha
11	Dimensions of Learning Academy	K-8	198	6218 25th Avenue, Kenosha
12	Durkee Elementary School	K-5	158	839 62nd Street, Kenosha
13	Forest Park Elementary School	PK-5	478	6810 45th Avenue, Kenosha
14	Frank Elementary School	K4-5	496	1816 57th Street, Kenosha
15	Grant Elementary School	K4-5	324	1716 35th Street, Kenosha
16	Grewenow Elementary School	PK-5	380	7714 20th Avenue, Kenosha
17	Harvey Elementary School	K4-5	440	2012 19th Avenue, Kenosha
18	Hillcrest High School	6-12	57	4616 24th Street, Kenosha
19	Indian Trail Academy	9-12	1,154	6800 60th Street, Kenosha
20	Jefferson Elementary School	K4-5	341	1832 43rd Street, Kenosha
21	Jeffery Elementary School	PK-5	389	4011 87th Street, Kenosha
22	LakeView Technology Academy	9-12	311	9449 88th Avenue, Kenosha
23	Lance Middle School	6-8	981	4515 80th Street, Kenosha
24	Lincoln Elementary School	K4-5	261	6811 18th Avenue, Kenosha
25	Lincoln Middle School	6-8	806	6729 18th Avenue, Kenosha
26	Mahone Middle School	6-8	880	6900 60th Street, Kenosha
27	McKinley Elementary School	PK-5	275	5520 32nd Avenue, Kenosha
28	McKinley Middle School	6-8	609	5710 32nd Avenue, Kenosha
29	Nash Elementary Schoold	K-5	---	6801 99th Avenue, Kenosha
30	Paideia Academy	6-8	67	5821 Tenth Avenue, Kenosha
31	Pleasant Prairie Elementary School	K-5	694	9208 Wilmot Road, Kenosha
33	Reuther Central High School	9-12	678	913 57th Street, Kenosha
34	Roosevelt Elementary School	K-5	396	3322 Roosevelt Road, Kenosha
35	Somers Elementary School	PK-5	602	1245 72nd Avenue, Kenosha
36	Southport Elementary School	PK-5	457	723 76th Street, Kenosha
37	Stocker Elementary School	PK-5	608	6315 67th Street, Kenosha
38	Strange Elementary School	K4-5	517	5414 49th Avenue, Kenosha
39	Tremper High School	9-12	2,402	8560 26th Avenue, Kenosha
40	Vernon Elementary School	PK-5	477	8518 22nd Avenue, Kenosha
41	Washington Middle School	6-8	604	811 Washington Road, Kenosha
43	Wilson Elementary School	K-5	224	4520 33rd Avenue, Kenosha
Paris J1 School District				
44	Paris Elementary School	PK-8	210	1901 176th Avenue, Kenosha (Town of Paris)

No. on Map 5-11	Private Schools	Gradesa	Enrollmentb	Street Addressc
City of Kenosha Schools				
56	Armitage Academy	K-8	125	6032 Eighth Avenue, Kenosha
57	Bethany Lutheran School	K-8	70	2100 75th Street, Kenosha
59	Christian Life School	PK-12	789	10700 75th Street, Kenosha
60	Diderrich Academy	PK-K	4	7918 47th Avenue, Kenosha
61	Friedens Lutheran School	K-8	180	5043 20th Avenue, Kenosha
63	Holy Rosary School	K-8	283	4400 22nd Avenue, Kenosha

No. on Map 5-11	Private Schools	Gradesa	Enrollmentb	Street Addressc
64	Kenosha Montessori School	PK-6	77	2401 69th Street, Kenosha
65	Our Lady of Mount Carmel School	PK-6	148	5400 19th Avenue, Kenosha
66	Saint Joseph High School	9-12	344	2401 69th Street, Kenosha
67	Saint Joseph Junior High School	7-8	147	2401 69th Street, Kenosha
68	Saint Luke's Evangelical Lutheran School	PK-8	39	6700 30th Avenue, Kenosha
69	Saint Mark's Grade School	PK-6	100	7117 14th Avenue, Kenosha
70	Saint Mary's Catholic Grade School	K-8	324	7400 39th Avenue, Kenosha
71	Saint Peter's Grade School	PK-6	82	2224 30th Avenue, Kenosha
72	Saint Therese School	PK-6	91	2020 91st Street, Kenosha

a K is kindergarten, PK is pre-kindergarten, and K4 is kindergarten for four year olds.
b Enrollment is based on 2005 data.
c Street address is the school's mailing address.
d Charles Nash Elementary School broke ground in July 2006 and is scheduled to open for the 2007-2008 school year.
e Enrollment is based on 2006 data.

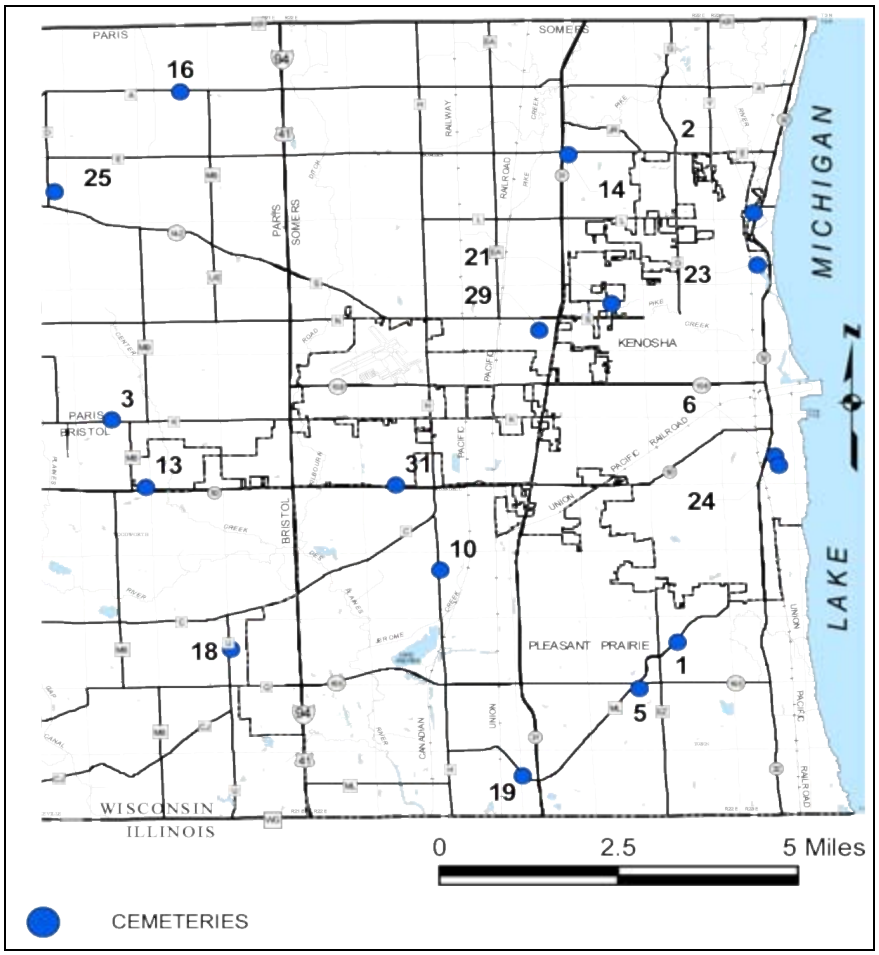
Source: Wisconsin Department of Public Instruction, Kenosha Unified School District, and SEWRPC.

Cemeteries

There are four (4) cemeteries in the City of Kenosha: Greenridge Cemetery, Vale Cemetery, St. George Cemetery, and St. James Cemetery. Together, the cemeteries encompass about 78 acres. See Map 5-12 and Table 5-10, page 19. St. Casimir's Cemetery is located in the City Growth Area of the Town of Somers.

MAP 5-12

CEMETERIES IN THE CITY OF KENOSHA AND GROWTH AREA: 2006



Source: SEWRPC.

TABLE 5-10

CEMETERIES IN THE CITY OF KENOSHA AND CITY GROWTH AREA: 2006

No. on Map 5-12	Name	Size (acres)
6	Greenridge Cemetery	36.3
21	St. Casimir's Cemetery[a]	3.7
23	St. George Cemetery	29.0
24	St. James Cemetery	11.7
31	Vale Cemetery	1.0
	TOTAL	***81.7***

a Located in City Growth Area, Town of Somers

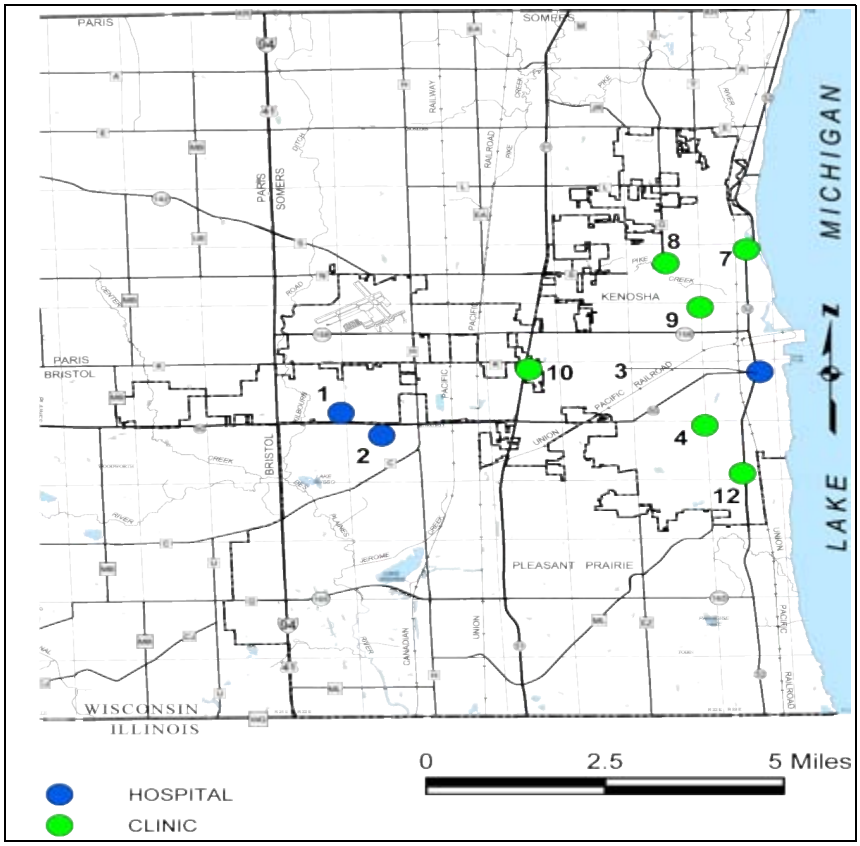
Source: City of Kenosha and SEWRPC land use inventory.

Health Care Facilities

There are two (2) hospitals located within the City. Aurora Medical Center is located in the western portion of the City near 104th Avenue and STH 50, and United Hospital System-Kenosha Medical Center Campus is located in the east central portion of the City on Eighth Avenue. The Kenosha Medical Center Campus also contains the Children's Hospital of Wisconsin. St. Catherine's Medical Center in the Village of Pleasant Prairie is located nearby. The City also has six (6) clinics for non-specialized medical services: Aurora Health Center, Family Medical Center North, Family Practice Associates, Kenosha Community Health Center, Kenosha Pediatrics, and Sheridan Medical Complex. See Map 5-13 and Table 5-11, page 20.

MAP 5-13

HOSPITALS AND CLINICS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2006



Source: Kenosha County and SEWRPC.

TABLE 5-11

HOSPITALS AND CLINICS IN THE CITY OF KENOSHA AND SURROUNDING AREA: 2006

No. on Map 5-13	Facility Name	Street Address
Hospitals[a]		
1	Aurora Medical Center – Kenosha	10400 75th Street, Kenosha
2	St. Catherine's Medical Center	9555 76th Street, Pleasant Prairie
3	Kenosha Medical Center Campus[b]	6308 Eighth Avenue, Kenosha
Clinics[c]		
4	Aurora Health Center – Kenosha	7540 22nd Avenue, Kenosha
7	Family Medical Center North	3200 Sheridan Road, Kenosha
8	Family Practice Associates	3535 30th Avenue, Kenosha
9	Kenosha Community Health Center	4536 22nd Avenue, Kenosha
10	Kenosha Pediatrics	6125 Green Bay Road, Kenosha
12	Sheridan Medical Complex	8400 Sheridan Road, Kenosha

a A hospital is defined as a place that provides 24-hour nursing/medical care to diagnose and treat short-term illnesses and/or injuries.

b The Kenosha Medical Center Campus also contains Children's Hospital of Wisconsin-Kenosha within the same structure. Children's Hospital of Wisconsin-Kenosha is contained within the pediatric unit of the hospital

c A clinic is defined as an establishment that provides a variety of medical services by more than one physician and/or other medical personnel on an out-patient basis. Clinics limited to treating a specific type of illness are not listed.

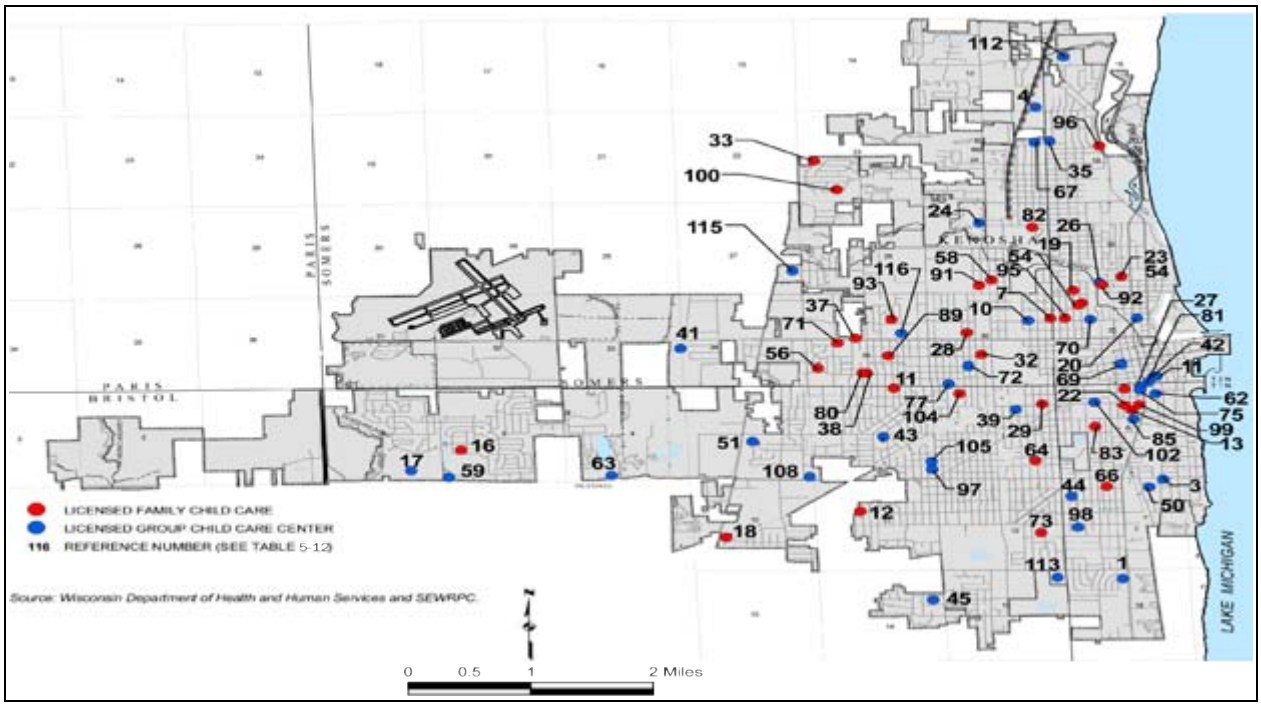
Source: Kenosha County and SEWRPC.

Child Care Facilities

In 2006, there were 51 licensed family child care centers, 63 licensed group child care centers, and two (2) licensed day camps in Kenosha County. The City of Kenosha had 75 licensed child care centers, including 39 licensed group child care centers (for nine (9) or more children) and 36 licensed family child care centers (for four (4) to eight (8) children). See Map 5-14 and Table 5-12, page 21.

MAP 5-14

CHILD CARE FACILITIES IN THE CITY OF KENOSHA: 2006



Source: Wisconsin Department of Health and Human Services and SEWRPC.

TABLE 5-12

CHILD CARE CENTERS IN THE CITY OF KENOSHA: 2006

No. on Map 5-14	Facility Name	Street Address[a]	Class	Capacity
1	A Child's Place Child Care Center	8600 Sheridan Road	Group	88
3	Allendale Academy, LLC	7507 Seventh Avenue	Group	40
4	Almost Home Academy	1760 22nd Avenue	Group	100
7	Auntie Ginny's Daycare	4908 22nd Avenue	Family	8
10	Books and Blocks Learning Center	2506 50th Street	Group	25
11	Bright Beginnings Child Care	4319 60th Street	Family	8
12	Building Blocks Day Care	7866 49th Avenue	Family	8
13	Burton's Child Care	6337 11th Avenue, Upper	Family	8
14	Busy Bee's Child Care Center, LLC	9918 12th Street	Group	70
15	Cathy's Care	4505 85th Street	Family	8
16	Children R Us	10025 69th Street	Family	8
17	Christian Life Day Care	10700 75th Street	Group	110
19	Color My World Family Child Care	4411 19th Avenue	Family	8
20	Connie's Day Care, LLC	812 50th Street	Group	115
22	Dede's Child Care	2816 22nd Street	Family	8
23	Dream Makers Child Care Center	1003 42nd Street	Family	8
24	Every Child's Place, Inc.	3220 30th Avenue	Group	172
27	First United Day Care Center	919 60th Street	Group	104
28	Glenda's Helping Hands Child Care	5112 33rd Avenue	Family	8
29	Gloria's Gift Child Care Center	2324 63rd Street	Family	8
32	Jeanna's Child Care	5416 31st Avenue	Family	8
33	Jenny's House	2406 55th Avenue	Family	8
35	Just Kid Inn Day Care Center, Inc.	1409 43rd Street	Group	57
36	Just Kid Inn Day Care Center, Inc.	2037 22nd Avenue	Group	93
37	Kaleck Family Child Care Center	4816 52nd Street	Family	8
38	Kelly's Home Day Care	4712 58th Street	Family	8
39	Kenosha YMCA – Cesar Chavez	2703 63rd Street	Group	14
41	Kenosha YMCA CFB	7101 53rd Street	Group	93
42	Kenosha YMCA Downtown	720 59th Place	Group	97
43	Kenosha YMCA Forest Park	6810 45th Avenue	Group	55
44	Kenosha YMCA Grewenow	7714 20th Avenue	Group	36
45	Kenosha YMCA Jeffery	4011 87th Street	Group	60
50	Kenosha YMCA Southport	723 76th Street	Group	50
51	Kenosha YMCA Stocker	6315 67th Street	Group	50
54	Kiddie Karousel	4700 18th Avenue	Family	8
56	Kids Express Child Care	5702 54th Avenue	Family	8
58	Kid's World	4217 30th Avenue	Family	8
59	La Petite Academy – Kenosha	10320 74th Avenue	Group	174
62	Library Square School CDC	807 61st Street	Group	48
63	Lil' Dreams, LLC	8220 75th Street	Group	125
64	Lil' Rugrats	2509 71st Street	Family	8
66	Little Explorers Family Daycare	7546 15th Avenue	Family	8
67	Little Lambs Learning Center	2026 22nd Avenue	Group	50
68	Little People University Day Care	6025 12th Avenue	Family	8
69	Lov N Care	1115 56th Street	Group	91
70	Lon N Care Children's Academy II	1634 50th Street	Group	73
71	Lov N Care Children's Academy III	5109 52nd Street	Group	102
72	Loving Hearts Family Childcare	5548 33rd Avenue	Family	8

No. on Map 5-14	Facility Name	Street Address[a]	Class	Capacity
73	Marcoe Day Care	2515 80th Place	Family	8
75	Montessori Children's House – Kenosha	920 61st Street	Group	25
76	Morning Glory's Family Daycare	4605 18th Avenue	Family	8
77	Mt. Zion Preschool	5927 37th Avenue	Group	33
80	Nancy's House Family Day Care	4730 58th Street	Family	8
81	Noah's Ark Christian Child Care Center	5934 Eighth Avenue	Group	120
82	One World Many Faces	2405 34th Street	Family	8
83	Patty's Safe Haven	6611 17th Avenue	Family	8
85	Play, Grow & Learn Child Development Center	1015 65th Street	Group	47
89	Precious Little Children	4406 55th Street	Family	8
91	Rachael's Playhouse	4314 31st Avenue	Family	8
92	Regina's Funland Child Care	1404 44th Street	Family	8
93	Rise and Shine Christian Child Care Center	4914 43rd Avenue	Family	8
95	Shay's Care	4910 20th Avenue	Family	8
96	Small Steps Family Child Care	1505 21st Street	Family	8
97	St. Mary's Catholic Day Care & Preschool	7401 40th Avenue	Group	62
98	St. Mary's Lutheran Nursery School	2001 80th Street	Group	37
99	Sweet Dreams Child Care	6311 Tenth Avenue	Family	8
100	Teresa's Treasures	5115 29th Place	Family	8
102	The Kidzone Child Care Center	1612 63rd Street	Group	25
104	Tiny Tots Family Child Care	6037 35th Avenue	Family	8
105	Trinity Cooperative Nursery School	7104 39th Avenue	Group	21
108	Wee Care Child Development Center	5602 75th Street	Group	112
112	Wonderful World of Kids Castle 15th	1900 15th Street	Group	30
113	Wonderful World of Kids Castle 22nd	8518 22nd Avenue	Group	30
115	Wonderful World of Kids Castle G.B.	4211 Green Bay Road	Group	50
116	X-Cite Kenosha	4212 52nd Street	Group	44
	TOTAL			***3,016***

a Street address is the center's mailing address

Source: Wisconsin Department of Health and Human Services and SEWRPC.

SUMMARY

This chapter provides inventory information on existing utilities and community facilities in the City of Kenosha. The planning recommendations set forth in the utilities and community facilities element chapter (Chapter 12), are directly related to the inventory information presented in this chapter. The following is a summary of the information in this Chapter:

- The Greater Kenosha Area (the City of Kenosha and portions of the Village of Pleasant Prairie and Town of Somers, and eastern portions of the Town of Bristol) comprise an adopted Sewer Service Plan area.

- Kenosha regulates private onsite waste treatment systems (POWTS) for any development that is not served by sanitary sewer. Development in this case applies to residential, commercial, and industrial uses. Chapter 32, "Kenosha Water Utility," of the Kenosha Code of General Ordinances sets forth the regulations for POWTS. Between 1980 and 2006, permits were issued for seven (7) POWTS in Kenosha.

- The area of the City served by public water utilities encompassed about 14,791 acres, nine (9) percent of the County, in 2005. Users not served by a public or private water utility obtain water from private wells. See Table 5-1, page 3.

- Most of Kenosha is provided with electric power services by WE Energies. A WE Energies electric power generation facility, powered by low-sulfur coal, is located in the Village of Pleasant Prairie. WE Energies also owns and operates the Paris Generating Station, a natural gas-based plant, in the Town of Paris.

- Natural gas service is provided within Kenosha by WE Energies. ANR Pipeline Company operates an interstate system of natural gas pipelines, and provides natural gas to WE Energies. ANR Pipeline owns a major underground pipeline that runs primarily east-west through the northern portion of the City of Kenosha. The North Shore Gas Company underground natural gas pipeline runs parallel to and west of I-94 through the eastern portion of the Town of Bristol and portions of the City of Kenosha and Village of Pleasant Prairie until it connects with the ANR Pipeline in the Town of Paris. WE Energies also has underground natural gas pipelines that branch off natural gas mainline pipelines, and are located in the City of Kenosha.

- Telecommunication service providers in Kenosha include AT&T, Cingular (acquired by AT&T in 2007), Cyberlynk, Nextel, Sprint, TDS Metrocom, T-Mobile, SBC, U.S. Cellular, Verizon Wireless, Verizon North, and Time-Warner Cable, and Wisconsin Internet. Wireless antennas providing wireless cell phone service were located at 16 sites throughout Kenosha in 2005. See Table 5-2, page 6.

- Solid waste collection in Kenosha was provided by a combination of public and private services in 2006. Solid waste facilities in Kenosha include transfer stations, solid waste storage facilities, recycling facilities, processing facilities, and compost sites. Most of the solid waste collected in the City is deposited in the Pheasant Run Landfill, owned by Waste Management, Inc., in the Town of Paris. See Table 5-3, page 9.

- Government and institutional buildings in Kenosha include Federal, State, County and City offices; 24 government and institutional buildings were located in the City in 2006. See Table 5-5, page 11.

- The City of Kenosha has a municipal police department that provides service 24 hours a day, seven days a week. The Sheriff's Department also provides backup to the police department in the City. See Table 5-6, page 13.

- The Kenosha Fire Department, with seven (7) stations, served the City in 2008. There were four (4) emergency medical service (EMS) areas in Kenosha served by four (4) EMS-rescue departments in 2008. Many fire department personnel are cross-trained to provide both fire fighting, emergency medical, and/or hazardous materials handling. In addition, fire and emergency service has mutual aid agreements in place with other departments if additional equipment or personnel are needed to respond to an emergency. See Table 5-7, page 14 and Table 5-8, page 15.

- There was one (1) dispatch center (Public Safety Answering Points) in Kenosha taking emergency calls 24 hours a day.

- There were 41 public schools and 15 private schools in 2006 serving elementary and secondary grades. There were also five (5) institutions of higher learning in the County consisting of three private colleges, one public technical college, and one public university. See Table 5-9 beginning on page 17.

- There were four (4) cemeteries in the City encompassing about 78 acres in 2006. See Table 5-10, page 19. There is also one (1) cemetery in the City Growth Area, located in the Town of Somers.

- There were three (3) hospitals in the greater Kenosha area offering a full range of medical services in 2006, Aurora Medical Center–Kenosha and Kenosha Medical Center Campus in the City of Kenosha and St. Catherine's Medical Center in the Village of Pleasant Prairie. Children's Hospital of Wisconsin-Kenosha is contained within the Kenosha Medical Center Campus facility. See Table 5-11, page 20.

- In 2006, there were 36 licensed family child care centers and 39 licensed group child care centers in Kenosha. See Table 5-12 beginning on page 21.

TABLE 5-13

SUMMARY OF COMMUNITY FACILITIES IN THE CITY OF KENOSHA

Police and Sheriff	Fire and EMSa	School Districts	Cemeteries	Health Care Facilities	Child Care Facilities
City of Kenosha Police Dept.	➢ City of Kenosha Fire Dept. (fire and EMS) ➢ 7 fire stations ➢ EMS at 4 fire stations	➢ Bristol School District No. 1 ➢ Central High School District of Westosha ➢ Kenosha Unified School District No. 1 ➢ Paris Joint School District	➢ 4 cemeteries; 78 acres ➢ 1 cemetery (City Growth Area); 3.7 acres	➢ 2 hospitals ➢ 6 clinics	➢ 39 group care centers ➢ 36 family care centers

a Emergency Medical Services (EMS)

Source: Kenosha County, Wisconsin Public Service Commission, local governments, and SEWRPC.

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CHAPTER 6

EXISTING PLANS AND ORDINANCES

This Comprehensive Plan is intended, in part, to review the land use and related plans adopted by the City of Kenosha, update those plans as necessary to comply with the Comprehensive Planning Law, and to reflect changes that have occurred since the plans were adopted. Related plans include local Park and Open Space Plans, Sewer Service Area Plans, and Transit and Bicycle Plans. This Comprehensive Plan is also intended to refine and detail the regional land use and transportation plans. In addition, this plan takes into account planning objectives identified by local officials and also those reflected in adopted land use plans and regulatory ordinances. Accordingly, an important step in the planning process was a review of the existing framework of local plans and related land use regulations. This chapter presents a summary of that review.

PART 1: REGIONAL PLANS

Regional Land Use Plan

The Regional Land Use Plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan[1] was adopted by the Regional Planning Commission in 2006. The Regional Land Use Plan Map as it pertains to Kenosha County is shown on Map 6-1, page 2. The plan embodies the following vision for the Region over the course of the next three (3) decades:

- New urban land would be provided through the infilling and renewal of existing urban areas and through the orderly outward expansion of existing urban areas – resulting in a more compact and efficient urban settlement pattern, one that is readily served by basic urban services and facilities and that maximizes the use of existing urban service and facility systems.

- Residential development and redevelopment would occur in a variety of residential neighborhood types and in mixed use settings – with an emphasis on low, medium, and high residential densities.

- Growth in the economic base of the Region would be accommodated through the development and redevelopment of major economic activity centers as well as community-level and neighborhood-level centers.

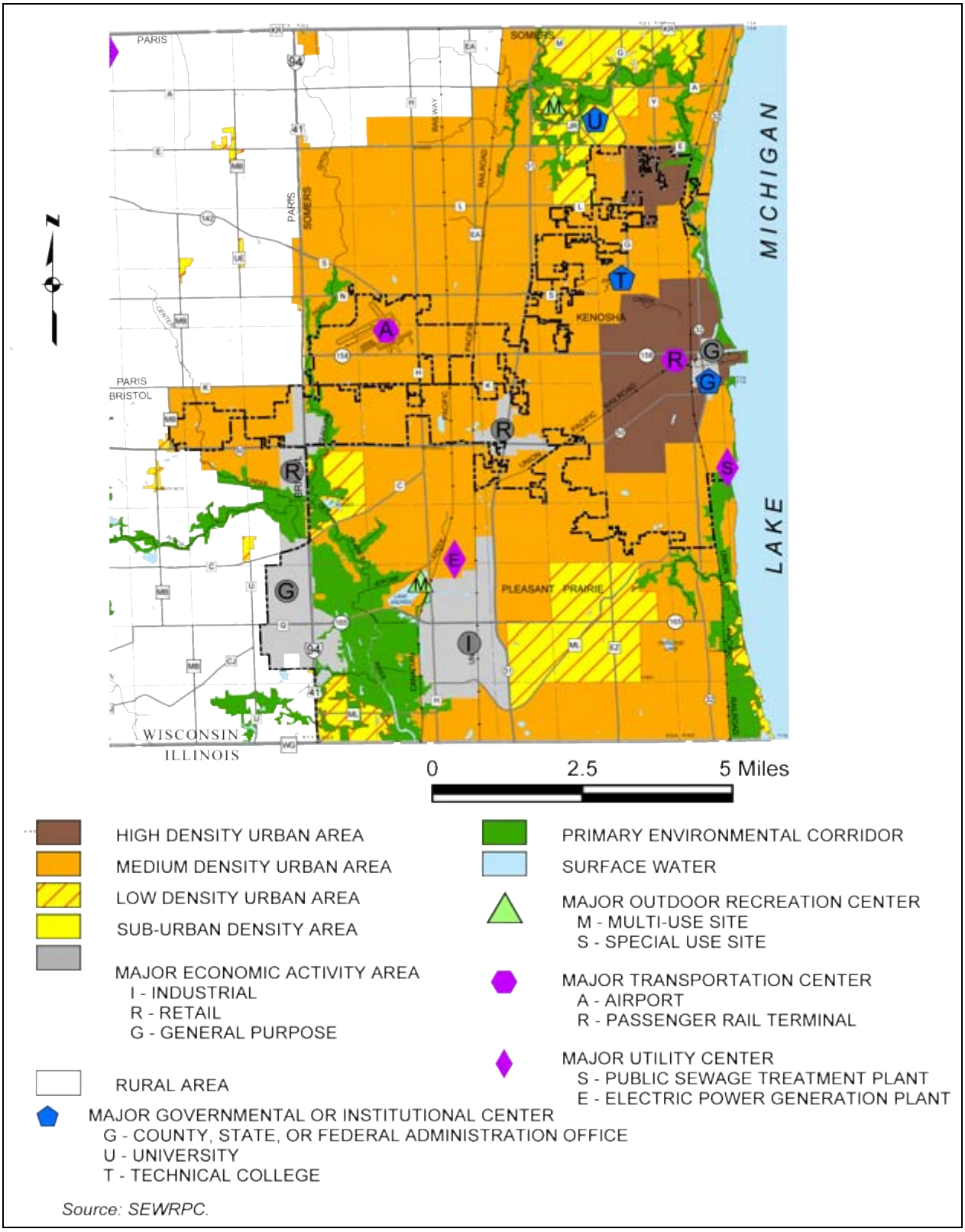
- The land development needs of the Region would be met while preserving the best remaining elements of the natural resource base – most of which are located within the environmental corridors and isolated natural resource areas – and preserving the most productive farmland.

- Areas beyond the planned urban service areas and outside environmental corridors are recommended to remain in primarily agricultural or rural density residential use. Prime agricultural land is recommended to be preserved for farming. The plan also encourages the preservation of nonprime farmland for agricultural use. This could be in the form of traditional agricultural use or alternative agricultural uses such as smaller hobby or specialty farms. The regional plan recommends that the development of nonprime farmland in planned rural areas be limited to rural residential development at a density of no more than one (1) dwelling unit per five (5) acres. Where rural residential development is accommodated, the regional plan encourages the use of conservation subdivision design.

[1] *Documented in SEWRPC Planning Report No. 48,* A Regional Land Use Plan for Southeastern Wisconsin: 2035*, June 2006.*

MAP 6-1

2035 REGIONAL LAND USE PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

The Regional Land Use Plan was designed to accommodate growth in population, households, and employment in the Region envisioned under the Commission's intermediate growth projections, including an 18 percent increase in population, a 24 percent increase in households, and a 12 percent increase in employment in the Region, and a 40 percent increase in population, a 48 percent increase in households, and a 24 percent increase in employment in Kenosha County through the year 2035.

Urban Land
Urban land is defined as:

- land devoted to high, medium, and low density residential
- commercial
- industrial
- governmental and institutional
- recreational
- transportation, communication, and utility uses.

Under the plan, urban development would occur within urban service areas served by public sanitary sewerage facilities and other public utilities and services. Urban development beyond planned urban service areas would be limited to low density residential development in areas already committed to such use, along with highway-oriented business uses, utility uses, and recreational uses that may, of necessity, have to be located beyond planned urban service areas.

Under the recommended plan, most new residential development would occur at high and medium densities, equating to an average lot size of about 15,000 square feet. About 28,000 housing units, or 95 percent of the total projected increase in housing units in the County between 2000 and 2035, would occur at high and medium densities. About 1,500 housing units, or five (5) percent of the projected increase, would occur at low density (equating to lot sizes between 15,000 and 65,000 square feet). Urban residential development would occur in a variety of residential neighborhoods providing a full complement of basic neighborhood amenities including a school, park, and shopping area, as well as in more mixed-use settings.

The plan envisions neighborhood, community, and regional commercial centers, including both mixed-use areas with a residential component and areas devoted more exclusively to commercial uses; and both community-level and regional industrial centers. The plan envisions a continuation of the trend toward mixing industrial and commercial activities in the same area. Under the plan, the largest commercial and industrial areas are identified as major economic activity centers – areas with concentrations of commercial and/or industrial land that would accommodate at least 3,500 total jobs or 2,000 retail jobs. The plan envisions three (3) major economic activity centers in the City of Kenosha in 2035: the City of Kenosha central business district, and the intersections of State Trunk Highways (STH) 50 and 31 and IH 94 and STH 50.

Sub-Urban Density Residential Land
Additional sub-urban density residential development – residential development at a density of 1.5 to five (5) acres per home – would be restricted to areas that have already been committed to such use through subdivision plats and certified surveys. Sub-urban density residential land is neither truly urban nor rural in character. Development at this density generally precludes the provision of centralized sanitary sewer and water supply service and other urban amenities. The regional plan does not recommend any additional development at this density.

Environmentally Significant Lands
The plan recommends the preservation of the Region's primary environmental corridors in essentially natural, open use. The plan further recommends the preservation of secondary environmental corridors and isolated natural resource areas, as determined in county and local plans. The plan recognizes that certain development may be accommodated in such areas without jeopardizing their overall integrity. Guidelines for uses in

environmental corridors from the regional plan are set forth in Table 8-1 in Chapter 8. The guidelines recognize that certain transportation and utility uses may of necessity have to be located within such areas and that limited residential and recreational uses may be accommodated in such areas. Residential development in environmental corridors would be limited to upland environmental corridors at an overall density of no more than one (1) dwelling unit per five (5) upland acres, with conservation subdivision designs strongly encouraged where residential development is accommodated. Under the guidelines, in lieu of rural density residential development, up to 10 percent of the upland corridor area may be disturbed in order to accommodate urban-density residential, commercial, industrial, or other urban development.

The regional plan recommends the preservation of all remaining natural areas and critical species habitat sites identified in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan. Almost all of these sites are located within environmental corridors or isolated natural resource areas, and are mapped and described in Chapter 3.

Rural Lands

Areas of the Region beyond the planned urban service areas are recommended to remain in primarily agricultural use or rural density residential use. Prime agricultural land in this area – the land best suited for agricultural use – is recommended to be preserved for farming, with residential development generally limited to no more than one (1) dwelling unit per 35 acres. The regional plan recommends that counties in the Region, in cooperation with the concerned local units of government, carry out planning programs to identify prime agricultural land. The regional plan holds out the preservation of the most productive soils – soils in U.S. Natural Resources Conservation Service (NRCS) Agricultural Capability Class I and Class II[2] – as a key consideration in efforts to identify prime farmland, recognizing, however, that other factors, such as farm size and the overall size of the farming area, should also be considered. Most county planning in this regard was carried out more than 20 years ago and needs to be reviewed and updated.

The plan also encourages the preservation of nonprime farmland for agricultural use. This could be in the form of traditional agricultural use or alternative agricultural uses such as smaller hobby farms or specialty farms including community supported agricultural operations. The regional plan recommends that the development of nonprime farmland in planned rural areas be limited to rural residential development at a density of no more than one (1) dwelling unit per five (5) acres. Where rural residential development is accommodated, the regional plan encourages the use of conservation subdivision designs.

Regional Transportation System Plan

The Regional Transportation System Plan[3] is intended to provide a vision for, and guide to, transportation system development in the Region for 20 or more years into the future. It is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. The plan consists of five (5) principal elements: public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, and arterial streets and highways. Future needs for transit, street and highway, and other transportation improvements considered in the regional transportation planning process are derived from the future growth proposed in the Regional Land Use Plan. The 2035 Regional Transportation System Plan Elements are summarized in the following sections.

- ***Public Transit Element***

  The Public Transit Element of the 2035 Regional Transportation Plan envisions significant improvement and expansion of public transit in southeastern Wisconsin, including development within the Region of a rapid transit and express transit system, improvement of existing local bus service, and the integration of

[2] *A map of NRCS Soil Capability Classes is included in Chapter 3. Chapter 3 also includes the land evaluation (LE) rating for farmlands in the County. LE ratings were developed by the NRCS based on soil type, slope, soil capability class, and soil productivity for producing crops.*

[3] *Documented in SEWRPC Planning Report No. 49,* A Regional Transportation System Plan for Southeastern Wisconsin: 2035, *June 2006, and amended June 2007.*

local bus service with the proposed rapid and express transit services. The proposed expansion of public transit in southeastern Wisconsin would represent a doubling of transit service by the year 2035.

The regional plan recommends the improvement and expansion of existing local bus transit service over arterial and collector streets in the City of Kenosha and surrounding areas. SEWRPC is working with the City on an update of the Kenosha Area Transit Development Plan, which will develop specific recommendations on changes to the City's transit system.

The Public Transit Element of the 2035 Regional Transportation Plan as it pertains to Kenosha County is shown on Map 11-1 in Chapter 11. Proposed rapid transit service in Kenosha County would consist of commuter rail service in the Kenosha-Racine-Milwaukee (KRM) corridor. The regional plan also provides for express transit service in Kenosha County. Express routes would be served by buses and would replace existing major local bus routes along STH 158, STH 31, and IH 94 within the City of Kenosha, including areas along the IH 94 corridor.

Rapid transit commuter rail in the KRM corridor was recommended for implementation at the conclusion of a Corridor Transit Alternatives Analysis Study. The Counties and Cities of Milwaukee, Racine, and Kenosha are currently addressing funding and refinement of the proposed commuter rail extension. The 2005-2007 State budget created a three-county Regional Transit Authority for Kenosha, Milwaukee, and Racine Counties, which would be the operator of the proposed commuter rail service. Map 11-2 in Chapter 11 displays the existing and potential future portions of the KRM commuter rail line identified in the 2035 Regional Transportation Plan. The regional plan also recognizes potential commuter rail corridors along the Canadian National Railway from the State line to the City of Burlington in the western part of Racine County, and along the Union Pacific railway line from the State line to STH 50, just east of IH 94.

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

  The Bicycle and Pedestrian Facility Element of the regional plan is intended to promote safe accommodation of bicycle and pedestrian travel, and to encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The plan envisions that as the surface arterial street system of about 3,300 miles in the Region is resurfaced and reconstructed segment-by-segment, facilities for bicycle travel would be considered and implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. A system of off-street bicycle paths is also recommended to connect cities and villages with a population of 5,000 or more. The Bicycle Way System Element of the 2035 Regional Transportation Plan for Kenosha County is shown on Map 11-3 in Chapter 11. The regional plan recommends that county and local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan. The City of Kenosha is the only local government in the County thus far that has adopted a local bicycle plan, which is summarized in Part 3 in this chapter (page 11), and shown on Map 11-4 in Chapter 11. Existing bikeways are inventoried in Chapter 4.

  The pedestrian facilities portion of the proposed Bicycle and Pedestrian Facilities Plan Element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in Southeastern Wisconsin adopt and follow a series of recommended standards and guidelines with regard to the development of those facilities, particularly within urban neighborhoods. These standards include providing sidewalks in urban portions of the Region.

- ***Transportation Systems Management Element***

  The Transportation Systems Management Element of the 2035 Regional Transportation Plan includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Recommended measures include installing ramp-meters at all freeway on-ramps within the Region; providing variable message signs on the entire freeway system, and on surface

arterials leading to the most heavily used freeway system on-ramps; expanding the closed-circuit television network to the entire regional freeway system; enhancing reference markers on the entire regional freeway system; and evaluation and expansion of crash investigation sites to better serve the entire regional freeway system. Existing systems management facilities (crash investigation sites and monitoring equipment) are inventoried in Chapter 4.

- ***Travel Demand Management Element***
  The Transportation Demand Management Element of the 2035 Regional Transportation Plan includes measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. Such measures are recommended in addition to the Public Transit and Pedestrian and Bicycle Plan Elements, and include development or expansion of high-occupancy vehicle preferential lanes, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site-specific neighborhood and major activity center land use plans.

- ***Arterial Street and Highway Element***
  The Arterial Street and Highway Element of the Regional Transportation Plan includes recommendations for *functional* improvements; that is, roadway capacity maintenance, improvement, or expansion; and also makes recommendations on which unit of government (State, County, or local) should have *jurisdiction* over each arterial street and highway. The unit of government having jurisdiction over the street or highway is responsible for maintaining and improving the facility.

  The arterial street and highway system capacity improvement and expansion recommendations of the year 2035 Regional Transportation Plan within Kenosha County are shown on Map 11-6 in Chapter 11 and listed in Table 6-1, page 7. The functional improvements are based on anticipated future land use development patterns and the related forecasts of future traffic volumes, not current traffic volumes. The improvements were recommended to address the residual congestion which would not be alleviated by proposed land use, public transit, bicycle and pedestrian facilities, systems management, and demand management measures proposed in the plan. Under the plan, there would be approximately 361 miles of arterial streets and highways in Kenosha County in 2035. Approximately 86 percent, or 312 miles, are recommended to be resurfaced and reconstructed to their same capacity. Approximately 46 miles, or 13 percent, are recommended for widening to provide additional traffic lanes, including 12 miles of freeways (the entire length of IH 94 through the County). The remaining four (4) miles, or about one (1) percent of the total arterial street and highway mileage, are proposed new arterial facilities.

  New arterial facilities are proposed in the City of Kenosha, including a continuous north-south arterial facility at 39th Avenue between CTH L and 24th Street and a continuous east-west arterial facility connecting 85th Street between STH 32 and 7th Avenue.

  The Regional Transportation Plan also makes recommendations for arterial street and highway system *jurisdictional* responsibility. The regional plan recommendations are refined through the preparation of a County Jurisdictional Highway System Plan. An updated Kenosha County Jurisdictional Highway System Plan will be prepared in 2009 and 2010 under the guidance of an advisory committee that includes representatives from each city, village, and town, the County, the Wisconsin Department of Transportation, and the Federal Highway Administration. Map 11-7 in Chapter 11 shows the jurisdictional highway system recommended by the Regional Transportation Plan, which will be reviewed and potentially modified by the Kenosha County Jurisdictional Highway Committee.

Regional Natural Areas Plan

The Natural Areas Plan[4] identifies the most significant remaining natural areas, critical species habitats, geological sites, and archaeological sites in the Region, and recommends means for their protection and

[4] *Documented in SEWRPC Planning Report No. 42*, A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997. The plan is currently being updated.*

management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning or other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership.

An inventory of natural areas, critical species habitat sites, and geological areas in the County is included in Chapter 3. Recommendations for the acquisition and management of natural areas, critical species habitat sites, and geological areas are presented in Chapter 8, the Agricultural, Natural, and Cultural Resources Element.

TABLE 6-1

RECOMMENDED ARTERIAL STREET AND HIGHWAY FUNCTIONAL IMPROVEMENTS WITHIN THE CITY OF KENOSHA IN THE YEAR 2035 REGIONAL TRANSPORTATION SYSTEM PLAN

Recommended Jurisdiction	Improve-ment Type	Facility	Termini	Description
State	Widening	IH 94/USH 41	Racine County line to Illinois border	Widen from 6 to 8 traffic lanes
		STH 32	91st Street at the City of Kenosha/Village of Pleasant Prairie border to Illinois border	Widen from 2 to 4 traffic lanes
		STH 50	IH 94 in the City of Kenosha/Village of Pleasant Prairie to 39th Avenue in the City of Kenosha	Widen from 4 to 6 traffic lanes
		STH 50	39th Avenue to 22nd Avenue in the City of Kenosha	Widen from 2 to 4 traffic lanes
		STH 158	IH 94 in the Town of Somers to CTH H in the City of Kenosha	Widen from 4 to 6 traffic lanes
		STH 158	CTH H in the City of Kenosha/Town of Somers to STH 31 in the City of Kenosha	Widen from 2 to 4 traffic lanes
County	Widening	CTH G	CTH E in the City of Kenosha/Town of Somers to 16th Street in the City of Kenosha	Widen from 2 to 4 traffic lanes
		CTH K	IH 94 in the Town of Somers to STH 31 in the Town of Somers/City of Kenosha	Widen from 2 to 4 traffic lanes
		CTH S	CTH H in the City of Kenosha/Town of Somers in STH 31 in the Town of Somers	Widen from 2 to 4 traffic lanes
Local				
City of Kenosha	Widening	104th Avenue	STH 50 to STH 158 in the City of Kenosha	Widen from 2 to 4 traffic lanes
City of Kenosha	Expansion	39th Avenue extension	CTH L in the Town of Somers to 24th Street in the City of Kenosha/ Town of Somers	Construct 2 lanes on new alignment
Village of Pleasant Prairie		85th Street extension	STH 32 in the City of Kenosha to 7th Avenue in the Village of Pleasant Prairie	Construct 2 lanes on new alignment
County	Right-of Way Reservation[a]	CTH E	STH 31 to STH 32 in the City of Kenosha and Town of Somers	Widen from 2 to 4 traffic lanes
		CTH K	IH 94 to USH 45 in the Towns of Bristol and Paris (City Growth Area)	Widen from 2 to 4 traffic lanes
		CTH S	IH 94 in the Town of Somers to CTH in the City of Kenosha/Town of Somers	Widen from 2 to 4 traffic lanes
		CTH Y	Racine County line and Town of Somers to CTH EE in the City of Kenosha/Somers	Widen from 2 to 4 traffic lanes

a Although the design year 2035 forecast average weekday traffic volumes are not expected to equal or exceed the design capacity of the facilities identified by the year 2035, the forecast average weekday traffic volumes are expected to approach the design capacity of these facilities by the year 2035, indicating a potential need to widen these facilities beyond 2035. Accordingly, the 2035 Regional Transportation System Plan recommends that, as local officials consider development proposals adjacent to these facilities, consideration be given to reserving sufficient right-of-way to accommodate that potential future widening need.

Source: SEWRPC 2035 Regional Transportation System Plan.

Water Quality Management Plan

In 1979, the Regional Planning Commission adopted an areawide Water Quality Management Plan[5] for Southeastern Wisconsin as a guide to achieving clean and healthy surface waters within the seven-county Region. The plan has five (5) elements: a land use element; a point source pollution abatement element; a non-point source pollution abatement element; a sludge management element; and a water quality monitoring element.

[5] *Documented in the three-volume SEWRPC Planning Report No. 30,* A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*, as amended.*

The Point Source Pollution Abatement Element of the Regional Water Quality Management Plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must conform with the Water Quality Management Plan.

Sanitary sewer service areas in the City of Kenosha and the surrounding area are shown on Map 5-1 in Chapter 5 and in Table 6-2, page 8. Additional information regarding areas provided with sewer service and sewerage facilities is provided in Chapter 5.

TABLE 6-2

ADOPTED SEWER SERVICE AREA PLANS IN THE CITY OF KENOSHA: JUNE 2007

Sanitary Sewer Service Area	Report	Date of Adoption By:		
		Community	SEWRPC	WDNR
City of Kenosha and Environs (Includes the City of Kenosha, the Village of Pleasant Prairie, and portions of the Towns of Bristol, Paris[a], and Somers – all tributary to the Kenosha Water Utility sewage treatment plant)	Community Assistance Planning Report No. 106, November 1985	12/02/85	12/02/85	08/31/87
	Amended March 1996 (Areawide)	04/17/95	03/06/96	06/06/96
	Amended December 2001 (Areawide)	11/26/01	12/05/01	06/05/02

a Although the Greater Kenosha sewer service area includes a small portion of the Town of Paris, the Town of Paris Board did not adopt the Sewer Service Area Plan, and does not support the inclusion of lands in the Town in the sewer service area.

Source: Local governments and SEWRPC.

Regional Water Supply Plan

The Commission is conducting a regional water supply study for the Southeastern Wisconsin Region. The Regional Water Supply Plan together with the above mentioned groundwater inventories and a ground water simulation model will form the SEWRPC Regional Water Supply Management Program. The preparation of these three elements includes interagency partnerships with the U.S. Geological Survey, the Wisconsin Geological and Natural History Survey, the University of Wisconsin-Milwaukee, the Wisconsin Department of Natural Resources, and many of the area's water supply utilities.

The Regional Water Supply Plan will include the following major components:

- Water supply service areas and forecast demand for water use.
- Recommendations for water conservation efforts to reduce water demand.
- Evaluation of alternative sources of supply, recommended sources of supply, and recommendations for development of the basic infrastructure required to deliver that supply.
- Identification of groundwater recharge areas to be protected from incompatible development.
- Specification of new institutional structures necessary to carry out plan recommendations.
- Identification of constraints to development levels in subareas of the Region due to water supply sustainability concerns.

Regional Telecommunications Plan

The Regional Telecommunications Planning Program was initiated at SEWRPC in 2003 to provide a comprehensive Broadband Telecommunications Infrastructure Plan for the Region. Such an advanced infrastructure is necessary for Southeastern Wisconsin to compete in a global economy. Ten years after the 1996 Telecommunications Act, which was supposed to accelerate the introduction of high-speed communications systems, the United States has dropped from first to 15th in the world for percentage of residents with high-speed Internet access, according to the International Telecommunications Union (ITU). The country performs even more poorly in the ITU's "digital opportunity" index which considers price and capacity as well as other factors, coming in 21st in international ranking. American broadband subscribers in the United States pay twice as much as those in Europe or Asia for one twentieth of the speed.

Prospects for future upgrades of the telecommunications infrastructure do not look promising. Nationally, approximately 98 percent of high-speed Internet connections come from cable or telephone companies. In Southeastern Wisconsin, the major cable company is Time Warner Cable and the primary telephone carrier is AT&T. These two (2) companies dominate broadband communications in the Region. Only AT&T under Project Lightspeed has current plans to expand their broadband infrastructure to the fourth generation performance standard of 20 megabits per second. Even this plan, however, will cover only 25 of the 147 communities in Southeastern Wisconsin, with no assurance that even these communities will be completely covered geographically.

It is in this context that SEWRPC launched its Telecommunications Planning Program. The first major planning effort took place in the area of wireless communications. Wireless communications has been the premier technology for growth and innovation over the past twenty years. It also offers the lowest infrastructure costs of any broadband communications technology.

SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin,* sets forth the basic principles and objectives that should be met by an advanced broadband telecommunications system, presents both infrastructure and performance inventories for the existing cellular/PCS mobile wireless networks operating in the Region, describes a recommended Wireless Telecommunications Plan for the Region, and sets forth an approach to implement the plan.

The Wireless Communications Plan consists of two (F2) levels of wireless networks – a Wireless Backhaul Network[6] Plan and a Community-Level Wireless Access Network Plan. The plan sets forth an approach to implement both the Regional Wireless Backhaul Network and Community Level Wireless Network Plans. The proposed plan implementation process is intended to influence, rather than replace, existing competitive private sector, market-driven planning in order to promote the public interest within the Region.

A Regional Broadband Access Plan, which built upon the Wireless Telecommunications Plan, was completed in 2007.[7] Upon implementation, this plan will support a mix of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of the recommended plan is the potential for cooperative efforts between the public and private sectors in which infrastructure costs are shared between the public safety and commercial networks. Implementation of the recommended plan will require county or multi-county action, although partial implementation can be achieved at the community or multi-community level.

PART 2: COUNTY AND MULTI-JURISDICTIONAL PLANS

Kenosha Urban Planning District Plan

Kenosha County, the City of Kenosha, the Village of Pleasant Prairie, and the Town of Somers worked with SEWRPC to prepare a comprehensive plan[8] for that portion of the County east of IH 94, known as the Kenosha Urban Planning District, in the mid-1990s. The plan included Land Use, Transportation, and Park and Open Space Elements with a design year of 2010.

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[6] *A backhaul network is designed to convey wireless communications data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.*

[7] *Documented in SEWRPC Planning Report No. 53,* A Regional Broadband Telecommunications Plan for Southeastern Wisconsin*, October 2007.*

[8] *Documented in SEWRPC Community Assistance Planning Report No. 212,* A Comprehensive Plan for the Kenosha Urban Planning District*, December 1995. The plan pre-dates the Comprehensive Planning Law and therefore does not meet all current State requirements for a comprehensive plan.*

Des Plaines River Watershed Plan
The Des Plaines River Watershed Plan[9] was adopted by the Kenosha County Board in October 2003, but not adopted by the City of Kenosha. The Des Plaines River Watershed encompasses 133 square miles in the southeastern portion of the County. The plan delineates new floodplain boundaries and updates existing boundaries along all streams in the watershed. Plan recommendations were developed for future land uses, park and open space needs, stormwater and floodplain management, water quality management, and fisheries management. The watershed plan also recommends the continued maintenance and preservation in open uses of primary and secondary environmental corridors and isolated natural resource areas, and the preservation and restoration of potential prairie areas.

IH 94 South Freeway Corridor Plan
The IH 94 South Freeway Corridor Plan[10] sets forth a Land Use and Transportation System Development Plan for an approximately six-mile wide corridor on either side of IH 94 extending from the Wisconsin-Illinois State line north into the Cities of Franklin and Oak Creek in southern Milwaukee County. The plan included recommendations to modernize freeway interchanges; particularly the unbraiding, or separation, of all freeway on- and off-ramps in Kenosha County from the network of frontage roads. WisDOT has completed an environmental assessment and preliminary engineering for the IH 94 freeway segment in Kenosha and Racine Counties, including modernization of the interchanges. Plans for the new interchanges were incorporated into the freeway reconstruction study completed by SEWRPC in 2003.[11] The interchanges will be improved prior to or coincident with freeway reconstruction.

In accordance with Section 84.295(10) of the *Wisconsin Statutes*, deed restrictions have been placed on all properties affected by the new interchange designs. Property owners must notify WisDOT by registered mail at least 60 days prior to selling an affected parcel or constructing or altering a building on an affected parcel. A property owner is not prohibited from selling or developing an affected parcel, but no damages are paid for any construction or alterations made without the 60-day notice to the Wisconsin Department of Transportation (WisDOT). WisDOT also has the option of acquiring the parcel following the required notification.

The plan also recommends the reservation of larger areas for residential, commercial and industrial development to meet anticipated development needs further into the 21st century. Importantly, the recommended plan seeks to place new commercial and industrial development at strategic locations along the freeway, including in the vicinity of the STH 50 interchange, and conversely, seeks to avoid a pattern of continuous strip development along the 30-mile freeway corridor.

Highway Access and Development Plan for STH 50 Between IH 94 and 60th Avenue
Completed in 1986, this plan was developed cooperatively by the former Town of Pleasant Prairie, the City of Kenosha, and WisDOT in response to anticipated development along STH 50 between Interstate 94 and 60th Avenue. This plan recommends limited access along STH 50 as a key strategy to ensuring that the highway is able to properly handle the expected increase in traffic volumes typically associated with new development. Specifically, the plan recommends the number and location of private and public access points and median openings, as well as the location and configuration of frontage roads. Currently, WisDOT is conducting a study on STH 50 between IH 94 and 43rd Avenue to evaluate the need for additional lanes, to study access points to improve highway efficiency, and to analyze traffic at intersections. The outcomes of this study will be used to develop a Traffic Signal Plan, an Environmental Assessment (EA), a functional plan outlining the preferred option, and a Design Study Report (DSR). Additionally, study findings will be used in collaborative planning efforts between WisDOT, Kenosha County, the City of Kenosha, and the Village of Pleasant Prairie to create an Access Management Plan for additional developments along the corridor.

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[9] *Documented in SEWRPC Planning Report No. 44*, A Comprehensive Plan for the Des Plaines River Watershed, *June 2003.*

[10] *Documented in SEWRPC Planning Report No. 200,* A Land Use and Transportation System Plan for the IH 94 South Freeway Corridor, Kenosha, Milwaukee, and Racine Counties, Wisconsin, *December 1991.*

[11] *Documented in SEWRPC Planning Report No. 47,* A Regional Freeway System Reconstruction Plan for Southeastern Wisconsin, *May 2003.*

Economic Summit Reports
In August 2001, the first Kenosha County Economic Summit[12] 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. The following recommendations were put forth by the infrastructure focus group: inventory the communications and technology assets owned by private companies; coordinate the development of a comprehensive plan; develop a set of "best practices" for infrastructure development; foster discussion on specific responsibilities of each level of government; explore funding opportunities for transportation infrastructure improvements; complete data sharing agreements among various levels of County government; and strengthen relationships with government and business counterparts in Lake and McHenry Counties in Illinois. Additional focus groups developed recommendations on topics including education, quality of life, economic base and diversification, income and ability to pay, and technology zones.

In March 2007, over 150 business, government, education, and community service leaders attended a second Kenosha County economic summit, "Solutions for the Future."[13] 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 following recommendations were put forth by the Infrastructure for the Future focus group:

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

Additional focus groups developed recommendations on topics including: Meeting Employer Training Needs in a Non-Traditional Way; Employing the Hard-to-Employ; Supporting Entrepreneurship; Directions for Economic Development; and Recruitment and Retention. Recommendations were developed to: attract creative and non-traditional industries; engage and involve the younger generation (ages 24-45) especially in community leadership; rehabilitate the older infrastructure and add new infrastructure; develop a strategy for involving and attracting retirees; and develop a healthy downtown Kenosha.

PART 3: CITY PLANS

Local Land Use, Master, and Comprehensive Plans
Section 62.23 of the *Wisconsin Statutes* grants cities and villages the authority to prepare and adopt local master plans or plan elements, such as a community land use plan.

In 1999, the Wisconsin Legislature enacted legislation that greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by city, village, and town units of government, as well as counties and regional planning commissions. The law, which is set forth in Section 66.1001 of the *Wisconsin Statutes,* requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's adopted comprehensive plan beginning on January 1,

[12] *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.*

[13] *Documented in the forthcoming* Kenosha County Economic Summit Report*, being prepared by the Office of the Kenosha County Executive, Kenosha County Workforce Development Board, and the Blue Ribbon Strategic Plan Task Force.*

2010. Up until that date, county and local governments can continue to implement zoning, subdivision, and official mapping ordinances without having an adopted comprehensive plan; and are not required to administer and enforce local ordinances in conformance with locally-adopted plans.

City Land Use, Master, and Comprehensive Plans
A summary of existing land use, master, and comprehensive plans as well as neighborhood plans for the City of Kenosha is provided below.

City of Kenosha Neighborhood Development Plans
The City of Kenosha has embarked on a program for the preparation of neighborhood development plans for urbanizing areas on the periphery of the City. To date, plans have been prepared for the following neighborhoods: Bristol, Columbus, CTH HH, Downtown Land Use and Transportation Strategy, Green Bay Road/60th Street, HarborPark, Hillcrest, Kenosha Downtown, Kenosha Corridor Land Use Plan, Lincoln, McKinley-Roosevelt Railroad Corridor Area, Parkside South, Pike Creek, St. Peter's, South Sheridan, Tirabassi, Gateway, Washington Park, and Wilson. In addition to the neighborhood plans, a preservation plan has been adopted for the Library Park, Civic Center, Third Avenue, and Pearl Street historic districts.

Intergovernmental Agreements
The *Wisconsin Statutes* provide several options for neighboring cities, villages, and towns to cooperatively determine common boundaries and to develop agreements for shared services. Section 66.0307 of the *Wisconsin Statutes* allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan. Section 66.0307[14] envisions the cooperative preparation of a plan for the affected area by the local units of government concerned and prescribes in detail the contents of the cooperative plan. The cooperative plan must identify agreed-upon boundary changes and existing boundaries that will not change during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. A boundary agreement can also be achieved under Section 66.0225,[15] which allows two (2) abutting communities who are parties to a court action to enter into a written stipulation determining a common boundary. In addition, communities can agree upon common boundaries under Section 66.0301,[16] the "Intergovernmental Cooperation" Statute. Units of government can also enter into agreements under this section to provide services to or share services with other units of government. Examples of cooperative agreements to provide or share services are provided in the Intergovernmental Cooperation Element (Chapter 14).

Intergovernmental agreements that affect future municipal boundaries are listed in Table 6-3, page 13, and affected areas are shown on Map 6-2, page 14.

City of Kenosha and Village of Pleasant Prairie
In 1984, the City of Kenosha and then-Town of Pleasant Prairie entered into a Cooperative Agreement to "square off" the boundary between the City and the Town, provide for orderly development of the boundary area, and establish development zones for the provision of sewer, water, and other government services. A second agreement signed in 1988 made changes to municipal boundaries, particularly in the northwest portion of Pleasant Prairie. Under the agreement, much of the former Town north of STH 50 was attached to the City, and remnants of the former Town of Pleasant Prairie along CTH K were attached to the Town of Somers.
Due to several changes, including the incorporation of the Village of Pleasant Prairie in 1989, three (3) subsequent amendments to the agreement, and changes in the relationships between the City and Village with the Town of Bristol, the 1988 Cooperative Agreement was replaced by an updated Cooperative Agreement in 1997. The 1997 Cooperative Agreement[17] established provisions for water supply, treatment, and storage; and for sewage conveyance and treatment between the City of Kenosha and Village of Pleasant Prairie. The agreement

[14] *Section 66.0307 was numbered as Section 66.023 prior to 1997.*

[15] *Section 66.0225 was numbered Section 66.027, "Municipal Boundaries Fixed by Judgment," prior to 1997.*

[16] *Section 66.0301 was numbered Section 66.30 prior to 1997.*

also included provisions for Kenosha Water Utility sewer and/or water services to be provided through Village facilities to areas within a mapped "Village Supervised Drainage Area" south of CTH C in the Town of Bristol.

City of Kenosha and Town of Bristol

The City of Kenosha and Town of Bristol entered into a cooperative boundary agreement under Section 66.0307 in October 2000. The agreement involves the transition of territory in the Town of Bristol called the "City Growth Area" into the City of Kenosha. A portion of the City Growth Area was attached to the City upon approval of the agreement. Thereafter, and for the 30 years following the agreement, property owners within the remaining portion of the City Growth Area may petition the City for attachment. In October 2030, any property not already attached to the City of Kenosha will become attached. The Cooperative Agreement was based on prior agreements between the City and Town, including the provision of City water and sewer services to portions of the Town and limitations on the City's use of zoning, subdivision, and official mapping as extraterritorial regulatory tools in the Town.

TABLE 6-3

INTERGOVERNMENTAL AGREEMENTS IN THE CITY OF KENOSHA AFFECTING MUNICIPAL BOUNDARIES: 2008

Communities with Intergovernmental Agreements	Year Agreement Signed	Applicable Statute (see note)
City of Kenosha/Town of Pleasant Prairie	1988[a]	66.023[b]
City of Kenosha/Town of Bristol	2000; updated in 2005	66.0307
City of Kenosha/Town of Somers	2005 (updates earlier agreement)	66.0307

Note: Section 66.0307 (*Boundary Change Pursuant to Approved Cooperative Plan*) of the *Wisconsin Statutes* sets forth provisions that any combination of local governments (cities, villages, or towns) may voluntarily agree to boundary lines between themselves under a Cooperative Plan, if such plan is approved by the Wisconsin Department of Administration (DOA).

a The 1988 agreement, while not a Boundary Agreement, established a permanent boundary between the City of Kenosha and the Town of Pleasant Prairie, which incorporated as a Village in 1989.

b Renumbered as Section 66.0307 in 1997.

Source: Local governments and SEWRPC.

City of Kenosha and Town of Somers

The City of Kenosha and Town of Somers entered into a Cooperative Boundary Agreement under Section 66.0307 in August 2005. This agreement defined the ultimate, permanent boundary between the City and Town and established a "City Growth Area" within the Town and adjacent to the City which would be transferred over 30 years to the City of Kenosha. The plan consolidates a number of preexisting sanitary sewer and water agreements, and provides for extension of City sewer and water service to portions of the Town. The agreement also addresses revenue sharing, establishes limits on the City's exercise of land use controls within the Town, and requires City support of a possible future Town incorporation attempt.

City Park and Open Space Plans

In addition to identifying needed recreational facilities, the plan is intended to establish or maintain eligibility for Federal Land and Water Conservation Fund and Wisconsin Stewardship Fund grant programs administered by the Wisconsin Department of Natural Resources.

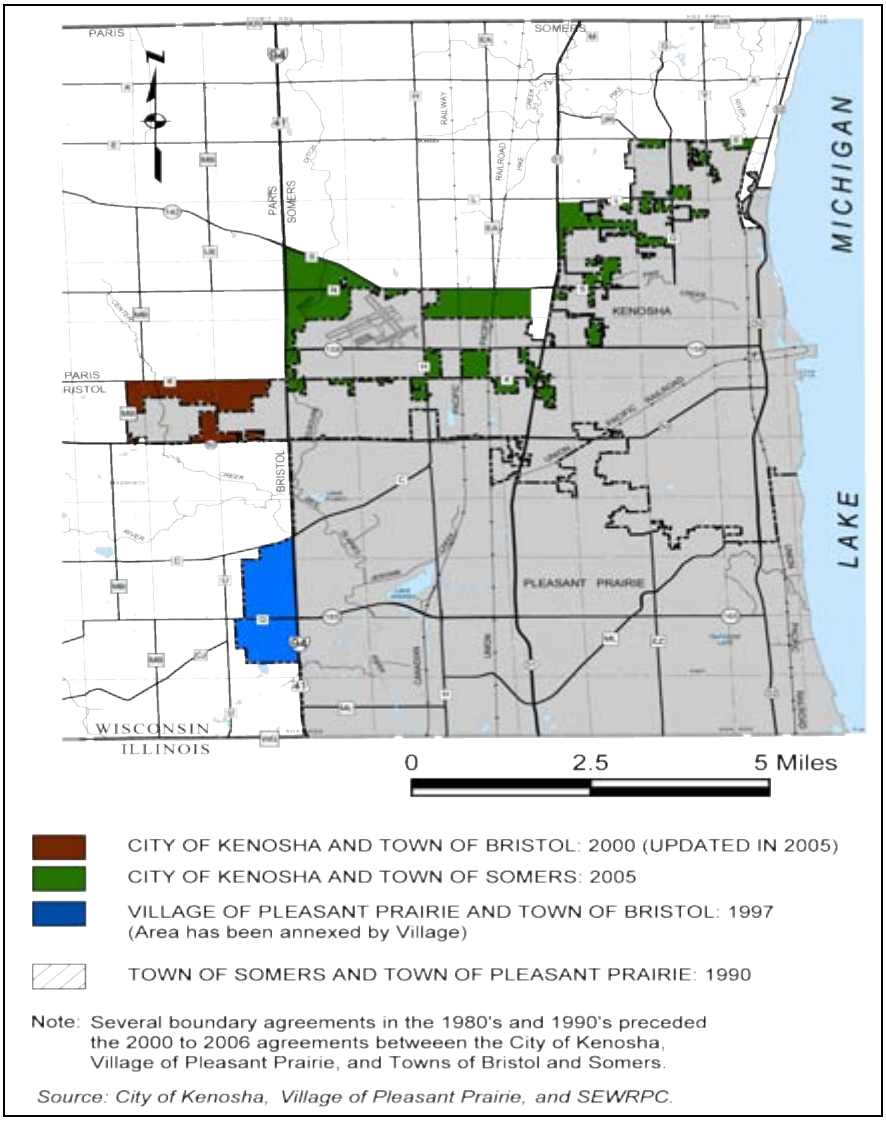
The *City of Kenosha Comprehensive Outdoor Recreation Plan* was adopted in 2001. The plan evaluates and identifies existing park conditions, design safety issues, and other site design issues throughout the City's park system, including a detailed facility inventory and analysis. The plan establishes individual park master plans for each of the City's seven (7) lakefront parks, four (4) community parks, two (2) historic parks, 16 neighborhood parks, and 19 mini parks. Recommendations for the existing park system include, among others, improving

[17] *Parties to the agreement include the City of Kenosha, the Kenosha Water Utility, the Village of Pleasant Prairie, the Village Water Utility, the Village Sewer District D, the Village Sewer District No. 1, and the Village Sewer District F. The 1997 agreement was prepared under then-Section 66.20 of the* Statutes, *"Metropolitan Sewerage Districts" (now Section 200.01).*

parking lots and recreational facilities, increasing accessibility and lighting, establishing recreational trails and vista points, and the continued protection of sensitive areas. The plan also recommends a new community park at the KAT site, an undeveloped city-owned parcel located in the central city, to mitigate demand for additional athletic fields. Community vision weighed heavily in the planning process and included numerous meetings with recreational organizations and neighborhood groups.

MAP 6-2

COOPERATIVE BOUNDARY AGREEMENT AREAS IN THE CITY OF KENOSHA AND SURROUNDING AREAS: 2008



Local Bicycle and Pedestrian Plans

The City of Kenosha is the only local government in Kenosha County that has a separately documented bicycle plan. Developed in 2005, the *City of Kenosha Bicycle and Pedestrian Facilities Plan* provides a blueprint for improving the pedestrian and bicycle routes in the City for the purposes of improving safety; meeting increased needs of bicyclists and pedestrians, particularly in the wake of new development; improving the clarity and sense of route marking; and providing an understanding of the laws, rights and responsibilities of bicyclists, pedestrians, and motorists. The plan defines a color-coded system of interconnected paths to address the needs of recreational and commuting cyclists.

City of Kenosha 2010 – 2014 Consolidated Plan
The City of Kenosha completed the 2010 – 2014 Consolidated Plan in 2009, with the assistance of a consultant, Community Planning and Development Advisors/Urban Strategies. The Consolidated Plan develops a comprehensive vision for actions to achieve community objectives over a five (5) year period. The Plan consolidates the planning, application and reporting requirements of four (4) major HUD programs; the Community Development Block Grant Program (CDBG), HOME, Emergency Shelter Grant (ESG) Program and the Housing Opportunity for Persons with AIDS (HOPWA) Program. The City of Kenosha is an entitlement community only for the CDBG and HOME Programs.

As a means to provide assistance to low-moderate income persons, three (3) basic goals are outlined in the Plan: provide decent housing; provide a suitable living environment; and expand economic opportunities. The development of the Consolidated Plan was achieved through a Community Needs Survey, Focus Groups of 6-8 people (total of 38 people), analysis of available data, public comments, and an on-line survey.

The following priority needs were identified as a result of public input and analysis of existing data:

Community Development

Public Facilities & Improvements

- Youth Centers
- Repair or replacement of blighting buildings
- Parks and Recreational Facilities
- Homeless Facilities
- Infrastructure (sidewalks, accessible ramps, road improvements)

Public Services

- Youth Services
- Homeless Services

Economic Development

- Small Business Development
- Small Business Expansion
- Job Creation

Other

- Neighborhood-Focused Revitalization (including needs in various categories)
- Fair Housing Services
- CDBG Administration

Homeless

- Affordable Housing (including permanent supportive housing and transitional housing)
- Supportive Services (employment training, literacy, healthcare, childcare, transportation)
- Additional effective ways to prevent or reduce homelessness

Housing

Owner Households with:

- household income less than 50% of the median family income (MFI)
- cost burden greater than 30% of their monthly income
- homes that do not meet building code, energy, accessibility or lead paint standards

Existing rental buildings in need of repair

First time homebuyers with:
- household income between 50% to 80% of the median family income (MFI)
- inability to purchase a home

Non-Homeless/Special
Housing and Supportive Services for:
- Elderly
- Persons with disabilities, including physical, development, mental illness or alcohol or drug addiction

Based on the list of high priority needs, the City of Kenosha has identified that it will strive for the following goals and objectives between 2010 – 2014:

Goal #1: Improve Kenosha's Housing (28% of funds)
- Make small repairs to existing income-eligible owner-occupied housing to address emergency type needs (9% of funds)
- Bring existing owner-occupied housing into code and accessibility compliance (TIF funds)
- Assist income-eligible households into homeownership (14% of funds)
- Develop or improve rental housing for special needs and homeless population (5% of funds)

Goal #2: Strengthen Kenosha's Community Delivery Systems and Facilities (22% of funds)
- Increase programming for youth with possible emphasis on gang member reduction or prevention (6% of funds)
- Reduce incidents of homelessness (5% of funds)
- Increase or improve the quality of physical facilities available for services benefiting income-eligible households (11% of funds)

Goal #3: Improve Kenosha's Economic Opportunities for Lower Income Persons (10% of funds)
- Create or retain full-time permanent jobs at living wages (5% of funds)
- Improve rate of survival of micro-enterprises (5% of funds)

Goal #4: Increase the Viability of Selected Neighborhoods (20% of funds)
- Initiate improvement efforts in locally-selected geographical areas (20% of funds)

Goal #5: Plan and Manage the Overall CDBG Program and Carry Out Comprehensive Planning Activities (20% of funds)
- Administer CDBG Program and Undertake Comprehensive Planning Activities (20% of funds)

PART 4: LOCAL ORDINANCES

Good community development depends not only on quality planning at all levels of government, but on practical implementation measures as well. Land use and development regulations affect the type of uses allowed, as well as the detailed design and site layout of proposed developments. The following presents a summary of zoning, subdivision, and official mapping regulations adopted by Kenosha.

Zoning
A zoning ordinance is a public law that regulates and restricts the use of property in the public interest. The primary function of zoning should be to implement an adopted master or comprehensive plan. Indeed, Section 66.1001(3) of the *Wisconsin Statutes* requires that zoning, land divisions, and official mapping decisions made by local governments be consistent with local comprehensive plans as of January 1, 2010.
A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing. A zoning ordinance typically

consists of two (2) parts: a text setting forth regulations that apply to each of the various zoning districts, together with related procedural and administrative requirements; and a map delineating the boundaries of zoning districts.

Shoreland and Floodplain Regulations in Cities and Villages
Under Section 59.692 of the *Statutes*, County shoreland regulations continue to apply in areas annexed by a city or village after May 7, 1982, or incorporated after April 30, 1984, unless the city or village adopts shoreland regulations that are at least as restrictive as those included in the County ordinance. Where County regulations continue in effect, the city or village is responsible for enforcing the regulations.

In portions of cities and villages that were not subject to County shoreland zoning regulations prior to 1982, cities and villages are required to regulate wetlands of five (5) acres or larger within shoreland areas under Chapter NR 117 of the *Administrative Code*. Cities and villages are required to adopt regulations to enforce the minimum floodplain standards set forth in Chapter NR 116 of the *Administrative Code* within all floodplain areas of the city or village.

General Zoning in the City of Kenosha
Cities and villages are authorized to adopt general zoning regulations (that is, regulations for areas outside a shoreland or floodplain) by Section 62.23 of the *Statutes*.

The City of Kenosha Zoning Ordinance was adopted in 1924, and has subsequently been revised on numerous occasions. The ordinance includes 26 basic zoning districts and seven (7) overlay districts. The ordinance includes a shoreland-wetland overlay district that regulates uses in wetlands within the shoreland; and also includes a basic-use district regulating uses within the floodway and an overlay district regulating uses within flood-fringe portions of the 100-year floodplain. Map 6-3, page 21, depicts zoning districts in the City of Kenosha in April 2007. A summary of zoning district regulations is provided in Table 6-4, page 17.

Floodplain Map Modernization Project
The Federal Emergency Management Agency (FEMA), in partnership with the Wisconsin Department of Natural Resources (DNR), initiated a "Map Modernization Program" in Kenosha County in 2005 to update floodplain mapping throughout the County. FEMA has contracted with a private engineering firm to prepare a new county-wide Digital Flood Insurance Rate Map (DFIRM) that will cover incorporated and unincorporated areas of the County.[18] A preliminary DFIRM was released in summer 2007. A letter of final determination is anticipated to be issued in late 2009. Within six (6) months of the issuance of that letter, the City of Kenosha will be required to update its zoning maps and ordinances to reflect the new floodplain delineations. At the end of the six-month period, FEMA will issue the final DFIRM.

TABLE 6-4

CITY OF KENOSHA ZONING ORDINANCE SUMMARY OF DISTRICT REGULATIONS: 2007

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area
RR-1 Rural Single-Family Residential	Single-family residences, foster homes, and community living arrangements with a capacity for eight (8) or fewer persons	Community living arrangements with a capacity for 15 or fewer persons and wind energy conversion systems	40,000 square feet
RR-2 Suburban Single-Family Residential	Single-family residences, foster homes, and community living arrangements with a capacity for eight (8) or fewer persons	Community living arrangements with a capacity for 15 or fewer persons	17,000 square feet
RR-3 Urban Single-Family Residential	Single-family residences and community living arrangements with a capacity for eight (8) or fewer persons	Community living arrangements with a capacity for eight (8) or more persons and planned developments	10,000 square feet
RS-1 Single-Family Residential	Single-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Community living arrangements with a capacity for eight (8) or more persons and planned developments	8,000 square feet

[18] *In the Des Plaines and Pike River watersheds, where SEWRPC has completed relatively recent floodplain mapping studies under its Comprehensive Watershed Planning Program, the floodplain information developed under those studies is being used to prepare the new DFIRM map.*

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area
RS-2 Single-Family Residential	Single-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Community living arrangements with a capacity for eight (8) or more persons and planned developments	7,000 square feet
RS-3 Single-Family Residential	Single-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Community living arrangements with a capacity for eight (8) or more persons, transitional parking spaces and facilities, and transitional two-family residence[a]	Single-family = 5,000 sq. ft. Two-family = 6,000[a] sq. ft.
RD Two-Family Residential	Two-Family residences, single-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Community living arrangements with a capacity for eight (8) or more persons, planned developments, and bed and breakfast establishments	8,000 square feet
RG-1 General Residential	Single-family residences, two-family residences, elementary and secondary schools, fire and police stations, parks, religious institutions, bed and breakfast establishments, and doctors' offices	Community living arrangements with a capacity for eight (8) or more persons, transitional parking spaces and facilities, and boarding houses with a capacity for eight (8) or fewer persons	Single-family = 5,000 sq. ft. Two-Family = 6,000 sq. ft.
RG-2 General Residential	Single-family residences, two-family residences, elementary and secondary schools, fire and police stations, parks, religious institutions, bed and breakfast establishments, and doctors' offices	Community living arrangements with a capacity for greater than 15 persons, multiple-family residences not to exceed five (5) dwellings, boarding houses, and transitional parking spaces and facilities	Single-family = 5,000 sq. ft. Two-family = 6,000 sq. ft. Multi-family = varies by structure type
RM-1 Multiple-Family Residential	Two-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Community living arrangements with a capacity for greater than 15 persons, multiple-family residences not to exceed 11 dwellings per lot, planned developments, mobile home parks, boarding houses, and transitional parking spaces and facilities	8,000 square feet
RM-2 Multiple-Family Residential	Two-family residences, elementary and secondary schools, fire and police stations, parks, and religious institutions	Multiple-family residences containing three (3) or more units per lot, community living arrangements with a capacity for greater than 15 persons, planned developments, mobile home parks, and boarding houses	25,000 square feet
RM-3 Elderly and Handicapped Housing	----b	Elderly and handicapped community living arrangements and related facilities	25,000 square feet
TRD-1 Traditional Single and Two Family Residential District	Single-family residences, two-family residences, foster family homes housing less than four (4) children and not exceeding eight (8) total occupants, and community living arrangements with a capacity for eight (8) or fewer persons	Community living arrangements with more than eight (8), but less than 15 persons; historic monuments; private parks; and playgrounds	5,000 square feet
TRD-2 Traditional Multiple Family Residential District	Community living arrangements for fewer than 15 persons	Multiple-family residences containing three (3) or more units, community living arrangements for greater than 15 persons, historic monuments, private parks and playgrounds	Varies by structure type
B-1 Neighborhood Business	Neighborhood level retail and service uses	Community living arrangements, bed and breakfast establishments, boarding houses, and multiple-family residences above first floor	----c
B-2 Community Business	Community level retail and service uses	Hotels and motels, community living arrangements, multiple-family residences above first floor, automobile service, recycling centers, self-service storage facilities, and bed and breakfast establishments	----c
B-3 Central Business	Downtown and Uptown retail, service, office, and institutional uses	Hotels and motels, community living arrangements, multiple-family residences above first floor, convention center, automobile service, recycling centers, boarding houses, bed and breakfast establishments, and drive-thru facilities	----c
B-4 Mixed-Use	----b	Single family attached residences, multiple-family residences, elderly residences, convenience retail and service stores, general merchandise and institutional/office	Varied by structure type
M-1 Light Manufacturing	Light manufacturing, warehousing, and wholesaling uses of a limited nature that do not create appreciable nuisances or hazards	Airports and heliports, storage yard, recycling centers, truck or freight terminals, and self-service storage facilities	----

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area
M-2 Heavy Manufacturing	Heavy manufacturing and industrial uses	Airports and heliports, hazardous waste sites and facilities, manufacturing and processing of hazardous materials, stock yards, recycling centers, waste disposal facilities, and truck or freight terminals	----
I-P Institutional Park	Cemeteries, cultural institutions, educational institutions, hospitals, public administrative offices, parks, public airports, and religious institutions	Arenas, auditoriums, exhibition halls, stadiums, community living arrangements, penal and mental health institutions, conference centers, bed and breakfast establishments, and financial institutions	----
A-1 General Agricultural	Dairy farming and general agriculture, one (1) farm dwelling, floriculture, greenhouses. orchards, animal hospitals, stables, kennels, and veterinary services	Air strips, housing for farm laborers, wind energy conversion systems, and second single-family farm residential dwellings	10 acres
A-2 Agricultural Land Holding	Dairy farming and general agriculture, one (1) farm dwelling, floriculture, greenhouses. orchards, animal hospitals, stables, kennels, and veterinary services	Air strips, housing for farm laborers, wind energy conversion systems, and second single-family farm residential dwellings	10 acres
C-1 Upland Resource Conservancy	Single-family residence, agricultural, hunting and fishing, and park and recreation areas	Wind energy conversion systems	5 acres
C-2 Lowland Resource Conservancy	Wild crop harvesting, cultivation of crops, and fishing and hunting	Park and recreation areas, railroad lines, and wetland enhancement projects	----
FW Floodway	Wild crop harvesting, hunting and fishing, farming not including the erection of structures, fish hatcheries and open recreational uses	Bridges and approaches, marinas, navigational structures, and municipal water supply and sanitary sewerage systems	----
FFO Floodplain Fringe Overlay	Any uses, except for buildings or structures, permitted in the underlying district	Any FW District conditional use and floodproofed residential, business, institutional, and manufacturing buildings or structures permitted in the underlying district	----
PCNO Pike Creek Neighborhood Overlay	----b	----d	
PDO Planned Development Overlay	Any uses permitted in the underlying district	Any conditional uses permitted in the underlying district	Single-family = 5,000 sq. ft. per dwelling unit (d.u.) Two-family = 3,000 sq. ft./d.u. Multi-family 1-story = 2,250 sq. ft./ d.u. Multi-family 2-story = 2,000 sq. ft./ d.u. Multi-family 3-story = 1,000 sq. ft./ d.u. Multi-family 4 or more story = 500 sq. ft./d.u.
HPO Historic Preservation Overlay	Any uses permitted in the underlying district	Any conditional uses permitted in the underlying district	----
HRPO Harborpark Overlay	----b	----e	----
SWO Shoreland Wetland Overlay	Hiking, fishing and hunting, harvesting of wild crops, cultivation of agricultural crops, silviculture, and pasturing livestock	----	----
AIR Airport Overlay	Any use permitted in the underlying district and air navigation facilities	----	----

Note: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the City of Kenosha Zoning Ordinance and map for specific zoning information.

a A two-family residence is allowed as a conditional use on a lot adjacent to a less restrictive use.

b No principal uses permitted.

c Minimum lot size and yard requirements apply only in certain situations.

[d] *Conditional use permits are available only for permitted uses and permitted accessory uses in the underlying zoning districts. Conditional use permits are not available for prohibited uses listed in Section 3.30 E of the ordinance.*

[e] *Conditional use permits are available only for permitted uses and permitted accessory uses in the underlying zoning districts. Conditional use permits are not available for prohibited uses listed in Section 3.29 E of the ordinance.*

Source: City of Kenosha Zoning Ordinance and SEWRPC.

Extraterritorial Zoning Regulations

The *Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three (3) miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or a village. Initiation of the extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two (2) years, while the city or village and affected town or towns jointly develop an extraterritorial zoning ordinance and map. A joint committee made up of three (3) representatives from the city or village and three (3) representatives from each affected town is formed to develop the ordinance. The time period can be extended for one (1) additional year at the end of the two-year period. No extraterritorial zoning regulations were in effect in the City of Kenosha in 2007.

Erosion Control and Stormwater Management

Stormwater management and construction site erosion control ordinances act to protect water quality and protect and promote health, safety, and general welfare by minimizing the amount of sediment and other pollutants carried to lakes, streams, and wetlands by stormwater and runoff discharged from construction sites or land disturbing activities.

Section 62.234 of the *Statutes* grants authority to cities to adopt ordinances for the prevention of erosion from construction sites and the management of stormwater runoff from lands within their jurisdiction. The City of Kenosha has adopted erosion control and stormwater management ordinances. These ordinances require persons engaging in land disturbing activities to apply erosion control practices, as set forth in the Wisconsin Storm Water Management and Post-Construction Technical Standards.[19]

Chapter NR 216 of the *Wisconsin Administrative Code*, which is intended to reduce the discharge of pollutants carried by stormwater, requires county and local governments in urbanized areas, which are identified based on population and density, to obtain a Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Discharge Permit. The code requires that the designated county or local government meet State standards to control pollution that enters a municipal storm sewer system and develop a Storm Sewer System Map, a Public Information and Education Program, a Stormwater and Erosion Control Ordinance, an Illicit Discharge Detection Program, and a plan to reduce suspended solids. An annual report on progress in meeting the requirements must be submitted to the DNR.

Chapter NR 151 of the *Wisconsin Administrative Code* requires that municipalities with a WPDES permit reduce the amount of total suspended solids in stormwater runoff by 20 percent by 2008 and by 40 percent by 2013, with respect to stormwater runoff from areas of existing development with no controls as of October 2004. Phase II of NR 216 requires municipalities outside urbanized areas with a population greater than 10,000 and a density over 1,000 persons per square mile to obtain a WPDES Stormwater Discharge Permit. As a result of Phase II requirements the City of Kenosha will be required to obtain permits.

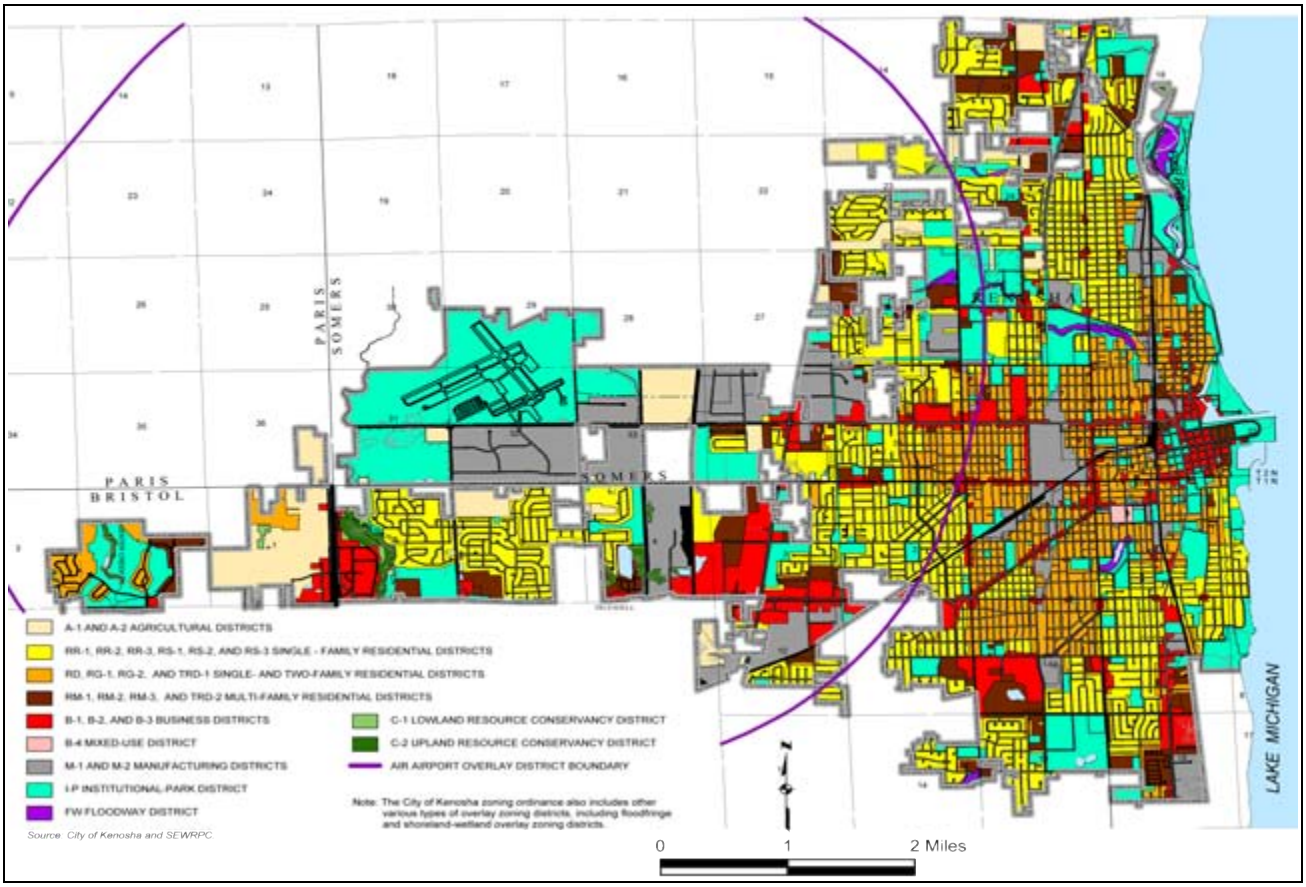
In addition, regardless of whether a municipality is required to have a Stormwater Discharge Permit under Chapter NR 216, Chapter NR 151 requires that all construction sites that have one acre or more of land disturbance must achieve an 80 percent reduction in the amount of sediment that runs off the site. With certain limited exceptions, those sites required to have construction erosion control permits must also have post-development stormwater management practices to reduce the total suspended solids (sediment) that would otherwise run off the site by 80 percent for new development, 40 percent for redevelopment, and 40 percent for

[19] *Developed by the WDNR to replace the* Wisconsin Construction Site Best Management Practice Handbook (April 1994)*, the Storm Water Construction and Post-Construction Technical Standards comprise a series of documents that specify the minimum requirements needed to plan, design, install, and maintain a wide array of conservation practices aimed at preserving the land and water resources of Wisconsin.*

infill development occurring prior to October 1, 2012. After October 1, 2012, infill development will be required to achieve an 80 percent reduction. If it can be demonstrated that the solids reduction standard cannot be met for a specific site, total suspended solids must be controlled to the maximum extent practicable.

MAP 6-3

GENERALIZED ZONING IN CITY OF KENOSHA: 2007



Under the requirements of Chapter NR 151, by March 10, 2008, incorporated municipalities with average population densities of 1,000 people or more per square mile that are not required to obtain municipal Stormwater Discharge permits must implement Public Information and Education Programs relative to specific aspects of nonpoint source pollution control; municipal programs for management of leaf and grass clippings; and site specific programs for application of lawn and garden fertilizers on municipally-owned properties with over five (5) acres of pervious surface.

Land Division Regulations

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new development is appropriately located; lot size minimums specified in zoning ordinances are observed; street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities; adequate land for stormwater management, parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided. Cities and villages also have "extraterritorial" plat approval jurisdiction over subdivisions proposed in town areas near their corporate boundaries.

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the subdivision of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision maps. The *Statutes* also grant authority to county and local governments to review subdivision maps, commonly referred to as plats, with respect to local plans and ordinances. Section 236.45 authorizes county and local governments to adopt their own land division ordinances, which may be more restrictive than State requirements.

The City of Kenosha has adopted a Land Division Ordinance. Under Chapter 236, local governments are required to review and take action on plats for subdivisions. Subdivisions are defined in the *Statutes* as "a division of a lot, parcel, or tract of land by the owner thereof or the owner's agent for purpose of sale or of building development, where the act of division creates five (5) or more parcels or building sites of 1.5 acres each or less in area; or five (5) or more parcels or building sites of 1.5 acres each or less in area are created by successive divisions within a period of five (5) years." Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a "subdivision," including review of land divisions creating condominiums or fewer than five (5) lots.

The City of Kenosha ordinance applies to all lands within the limits of the City, to lands within the City's extraterritorial plat approval jurisdiction, and to those lands delineated by boundary agreements between the City of Kenosha and Town of Somers, and the City of Kenosha and the Town of Bristol, within "City Growth Areas" that are in the process of being attached to the City. Condominium plats are also considered subdivisions. A minor land division is any division of land resulting in not more than four (4) parcels or building sites; or the division of a block, lot, or outlot within a recorded subdivision plat into not more than four (4) parcels or building sites without changing the exterior boundaries of the block, lot, or outlot.

Extraterritorial Platting Authority

Under Section 236.10 of the *Statutes,* a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 of the *Statutes* defines the extraterritorial plat review jurisdiction as the unincorporated area within three (3) miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village. In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two (2) or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one (1) city or village exercises extraterritorial jurisdiction over any unincorporated area. The extraterritorial plat review area for the City of Kenosha in 2007 is depicted in Map 6-4, page 23. The extraterritorial area changes whenever the City of Kenosha annexes land, unless the city has established a permanent extraterritorial area through a resolution of the common council or through an agreement with a neighboring village or town. The City of Kenosha may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5) of the *Statutes*. The resolution must be recorded with the County Register of Deeds. The City of Kenosha has extraterritorial plat authority over adjacent land in unincorporated areas, unless waived under the terms of approved boundary agreements.

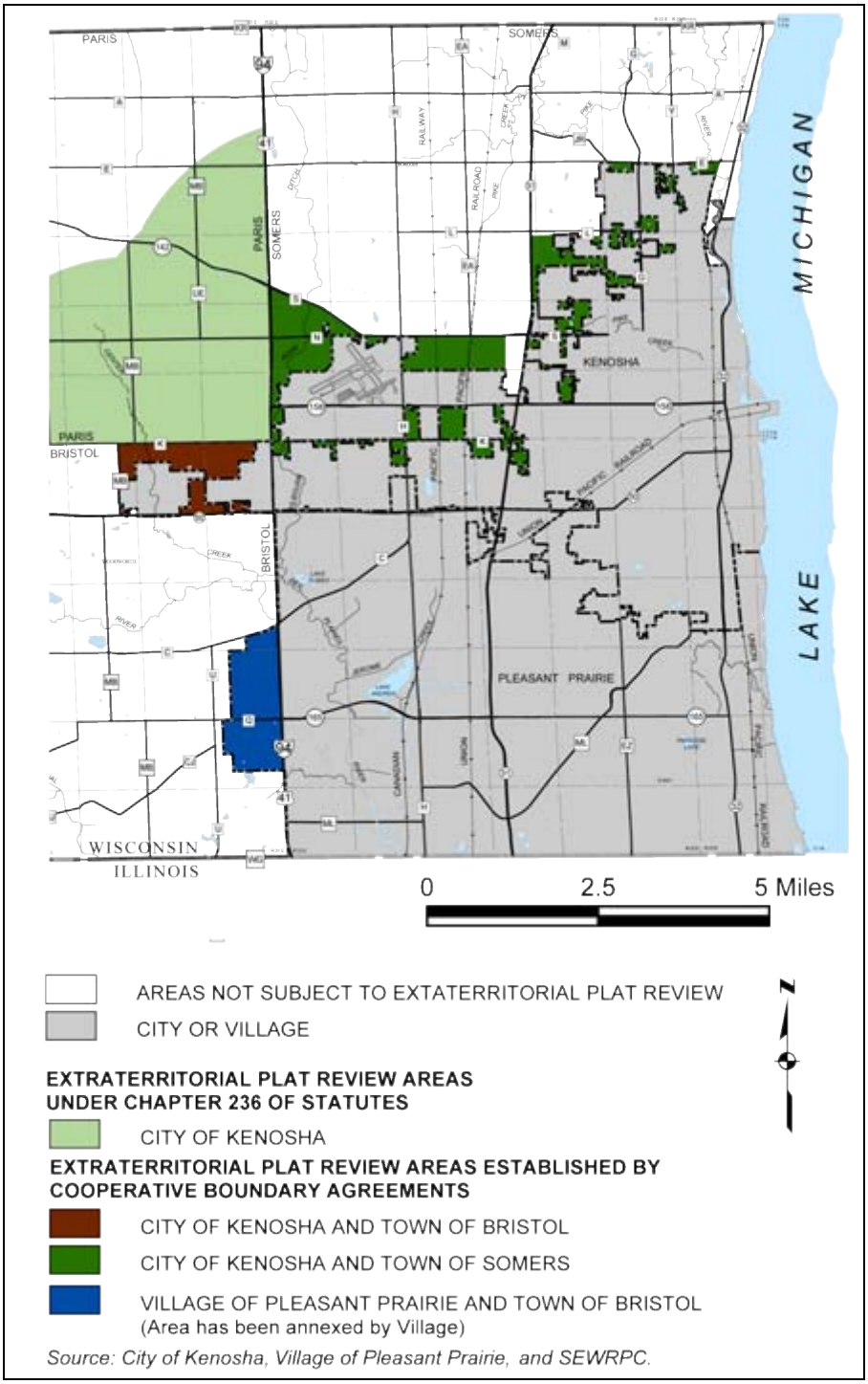
Official Mapping Ordinances

Section 62.23(6) of the *Wisconsin Statutes* allows the Common Council of any City to establish an official map for the precise identification of right-of-way lines and boundaries of streets, highways, waterways,[20] and parkways and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. An official map is intended to be used as a precise planning tool for implementing master and comprehensive plans and for insuring the availability of land for the above features. The City of Kenosha must record a certificate showing that the City has established an official map with the Kenosha County Register of Deeds.

[20] *Waterways may be placed on the map only if included within a Comprehensive Surface Water Drainage Plan.*

MAP 6-4

CITY AND VILLAGE EXTRATERRITORIAL PLAT REVIEW JURISDICTION IN THE CITY OF KENOSHA AND SURROUNDING AREAS: 2007



One of the basic purposes of the official map is to discourage the construction of structures and their associated improvements on land that has been designated for future public use. Local government subdivision ordinances can also require land shown on the official map to be dedicated for street, park, or other public use at the time land is subdivided. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and

highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire community in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention well in advance of any actual improvements. The City of Kenosha has adopted an official map. The map was last updated in 2006.

SUMMARY

Southeastern Wisconsin, Kenosha County, and the City of Kenosha have a rich history of planning. Numerous plans have been developed at the regional level including a Regional Land Use Plan, Transportation System Plan, Natural Areas Plan, and Telecommunications Plan. Preparation of a Regional Water Supply Plan is underway. Plans developed at the County level include a Kenosha Urban Planning District Plan, Des Plaines River Watershed Plan, Jurisdictional Highway System Plan, Highway Access and Development Plan, and Freeway Corridor Plan. In addition, the City of Kenosha has adopted a Land Use, Master, or Comprehensive Plan as well as Park and Open Space Plans. These existing plans provided the foundation for developing this Comprehensive Plan for Kenosha.

The Comprehensive Planning Law requires that zoning, subdivision, and official mapping ordinances be consistent with a governmental unit's comprehensive plan as of January 1, 2010. As of that date, the City of Kenosha zoning and subdivision ordinances must be consistent with the comprehensive plan adopted by the Common Council. To assist in meeting this requirement, all City of Kenosha zoning, subdivision, and official mapping ordinances have been inventoried and summarized in this chapter. The Implementation Element (Chapter 15) identifies modifications to existing ordinances needed to implement the Comprehensive Plan presented in this report.

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CHAPTER 7

ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

The purpose of the Issues and Opportunities Element is to define a desired future for the City of Kenosha. The future demand for land, housing, transportation facilities and services, utilities, and other community facilities are directly related to future population, household, and employment levels. Information regarding population and household projections through the year 2035, which serves as the basis for developing the planning framework along with employment projections, is provided in Part 1 of this Chapter[1]. Information on employment projections is provided in Chapter 13.

Part 2, page 10, of this Chapter sets forth the comprehensive plan visioning process and its results; it describes the process used to develop a "vision" statement and identify issues and opportunities pertaining to the plan. The "vision" statement was developed by the Kenosha County Multi-Jurisdictional Advisory Committee (MJAC) to help provide an overall framework for development of the plan. The vision statement expresses the preferred future, key characteristics, and/or expectations for the future desired by the City of Kenosha. Issues and opportunities identified during the visioning process helped direct the plan by providing the basis for addressing each of the nine (9) planning elements.

Section 66.1001 (2) (a) of the *Wisconsin Statutes* requires that the Issues and Opportunities Element include a "statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period." Although not defined in the *Statutes*, the Wisconsin Department of Administration has provided the following definitions of those terms:

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

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

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

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

Overall goals and objectives for each element are included in Part 3, page 15. More specific goals and objectives, together with related programs and policies, are included in each of the following eight (8) element chapters.

PART 1: POPULATION AND HOUSEHOLD PROJECTIONS

The projection of future population, household, and employment levels is essential to properly design a comprehensive plan for the future development of the City of Kenosha. The future demand for land, housing, transportation facilities and services, utilities, and other supporting community facilities depends directly on future population, household, and employment levels.

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[1] *Current and historic trend data pertaining to population, household, and employment levels, which provide part of the basis for the projections, are presented for Kenosha County and the City of Kenosha in Chapter 2 of this report.*

Population, household, and employment projections for the year 2035, which is the design year of this plan, were prepared by SEWRPC in 2004-2005. These projections were developed in support of the continuing regional planning program as well as to provide a basis and a point of departure for county and local planning within the Region. Regional and county-level projections are documented in two (2) technical reports – SEWRPC Technical Report No. 10 (4th Edition), *The Economy of Southeastern Wisconsin*, and SEWRPC Technical Report No. 11 (4th Edition), *The Population of Southeastern Wisconsin*[2]. Sub-county level projections – essentially, planned allocations of the regional and county-level projections – were developed as part of the Regional Land Use Plan, which is documented in SEWRPC Planning Report No. 48, *A Regional Land Use Plan for Southeastern Wisconsin: 2035.*[3]

Under the Regional Land Use Plan, most new development would be accommodated within urban service areas – areas that provide basic urban services including public sanitary sewer service and typically also include public water supply service and local parks, schools, and shopping areas. Consequently, under the Regional Land Use Plan, most of the incremental population, households, and jobs anticipated in the coming decades are allocated to planned urban service areas. Under the Regional Land Use Plan, increases in population, households, and employment beyond planned urban service areas are confined to areas where commitments to urban and sub-urban development have been made. [4]

The planned urban service areas envisioned for the year 2035 in the Regional Land Use Plan are shown on Map 7-1, page 3. These are generalized urban service areas, the product of systems level planning. The identification of precise urban service area boundaries and future growth within the City of Kenosha was accomplished as part of this plan.

A widely used population projection technique known as the Cohort-Component Method was used to develop regional and county-level population projections. This method involves disaggregating the population into cohorts, or subgroups, based on age and gender, and considering three (3) components of population change – births, deaths, and migration – with respect to each cohort. Operationally, the Cohort-Component Model was applied simultaneously at the regional and county levels, with the results for the seven (7) counties adjusted proportionately to match the Region as appropriate.

The population projections assumed a modest increase in fertility rates and a modest improvement in life expectancy for Kenosha County and the Region overall. With respect to migration, it was envisioned that Kenosha County and the Region overall would experience a relatively stable migration pattern. This is consistent with the conclusion of SEWRPC's concurrent economic study that an increase or decrease in economic strength of the Region relative to other areas of the State or Nation is not likely. At the regional level, net migration for each five-year interval over the projection period was envisioned to be within the range of -3,000 to +3,000 persons (for each five-year period). It was envisioned that net migration into Kenosha County would average about 2,850 persons for each five-year period, lower than the rate estimated to have occurred during the 1990s (about 6,000 persons per five-year period).

Regional and county-level household projections were derived from the population projections. The household projections assumed that, over the course of the projection period, the relative shares of population residing in households and group quarters by age group would not change significantly over the current situation. However, the percentage of the Region's population in the 65 and older age group, which is more likely to reside in group quarters (nursing homes and assisted-living facilities) will increase, which will moderate the increase in the total number of households. In addition, persons in older age groups are more likely to live alone or in two-person households, which will contribute to the decrease in average household size. The household projections,

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[2] *SEWRPC Technical Reports 10 and 11 are available on the SEWRPC website (www.sewrpc.org).*

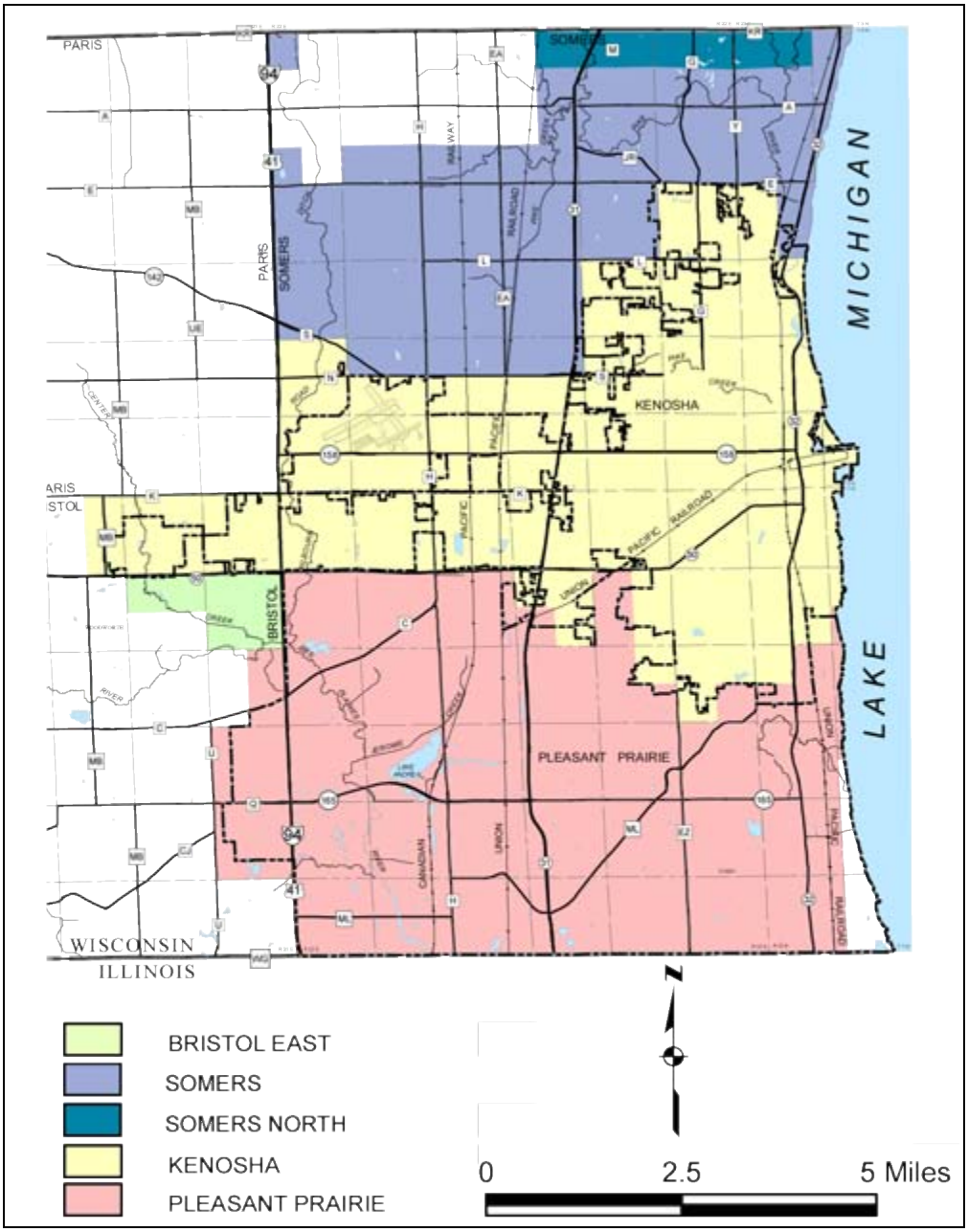
[3] *SEWRPC Planning Report No. 48,* A Regional Land Use Plan for Southeastern Wisconsin: 2035*, is available on the SEWRPC website (www.sewrpc.org).*

[4] *Urban development is defined as development with average densities of one (1) home per 1.5 acres or less. Sub-urban density, which is neither rural nor urban, is development with average densities of one (1) home per 1.5 to five (5) acres.*

therefore, assumed that average household sizes for the Region and its counties would decrease as the population ages.

MAP 7-1

PLANNED URBAN SERVICE AREAS



NOTE: Planned urban service areas are generalized to the nearest U.S. Public Land Survey quarter-section boundaries.

Source: SEWRPC.

Future population and household levels are essentially planned allocations of the county projections for the year 2035. Developed as part of the Regional Land Use Plan, the allocations shown of Table 7-1, page 4, and Table 7-2, page 5, were made based on a consideration of past trends in population and households, existing local land use and master plans, and input received from local planning officials as the regional plan was prepared.

TABLE 7-1

POPULATION PROJECTION BY SUB-AREA IN KENOSHA COUNTY UNDER THE REGIONAL LAND USE PLAN: 2035[a]

Sub-Area (See Map 7-1)	Existing: 2000			Intermediate Projection: 2035[a]			2000 – 2035 Change	
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent
Urban Services Areas								
Bristol East	33	28	61	1,080	--	1,080	1,019	1,670.5
Bristol West	1,233	100	1,333	3,097	--	3,097	1,764	132.3
George Lake	449	389	838	964	--	964	126	15.0
Kenosha	91,869	540	92,409	113,391	--	113,391	20,982	22.7
Paddock Lake	3,013	46	3,059	5,037	--	5,037	1,978	64.7
Pleasant Prairie	14,511	1,002	15,513	26,285	--	26,285	10,772	69.4
Powers Lake East	--	1,309	1,309	1,661	--	1,661	352	26.9
Salem	8,991	704	9,695	18,030	--	18,030	8,335	86.0
Silver Lake	2,290	688	2,978	4,622	--	4,622	1,644	55.2
Somers	5,270	1,214	6,484	15,002	--	15,002	8,518	131.4
Somers North	882	0	882	1,278	--	1,278	396	44.9
Twin Lakes	5,272	266	5,538	9,463	--	9,463	3,925	70.9
SUBTOTAL	133,813	6,286	140,099	199,910	--	199,910	59,811	42.7
Unsewered Areas[b]								
Brighton	--	1,431	1,431	--	1,478	1,478	47	3.3
Bristol	--	1,842	1,842	--	1,900	1,900	58	3.1
Paris	--	1,454	1,454	--	1,472	1,472	18	1.2
Pleasant Prairie	--	319	319	--	313	313	-6	-1.9
Randall[c]	--	1,039	1,039	--	1,499	1,499	460	44.3
Salem	--	317	317	--	254	254	-63	-19.9
Somers	--	162	162	--	156	156	-6	-3.7
Wheatland	--	2,914	2,914	--	3,096	3,096	182	6.2
SUBTOTAL	--	9,478	9,478	--	10,168	10,168	690	7.3
Kenosha County TOTAL	133,813	15,764	149,577	199,910	10,168	210,078	60,501	40.4

NOTE: The 2035 projected sewered areas are shown on Map 7-1, page 3. Sewered urban services areas are anticipated to increase by the year 2035.

a The 2035 population projection is based on the intermediate projection that was used to prepare the 2035 Regional Land Use Plan. The high projection for the County is 235,300 people, and the low projection is 191,200 people. The high and low projections are intended to provide an indication of population 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. 11, 4th Edition, "The Population of Southeastern Wisconsin", July 2004.

b Areas located outside planned urban (sewer) services areas.

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

Source: SEWRPC.

Population and Household Projections Selected by the City of Kenosha

The Regional Land Use Plan is a systems level plan and as such, it includes generalized boundaries for planned urban service areas; allocations of population, households, and employment, and associated land uses to urban and rural areas; and recommended density ranges for urban service areas. The systems level regional plan thus provides an overall regional land use planning framework that relies on refinement and detailing through County and local government planning. Regional Household Projection are shown on Table 7-3, page 5.

TABLE 7-2

ACTUAL AND PROJECTED POPULATION IN SOUTHEASTERN WISCONSIN BY COUNTY: 2000 – 2035

County	2000 Population (Actual)[a]	2035 Population Projection[a]	Change 2000 - 2035	
			Number	Percent
Kenosha	149,600	210,100	60,500	40.4
Milwaukee	940,200	1,007,100	66,900	7.1
Ozaukee	82,300	101,100	18,800	22.8
Racine	188,800	213,600	24,800	13.1
Walworth	92,000	140,000	48,000	52.2
Washington	117,500	157,300	39,800	33.9
Waukesha	360,800	446,800	86,000	23.8
Region	1,931,200	2,276,000	34,800	17.9

NOTE: Population projections to 2035 for Lake and McHenry Counties have not been prepared. However, NIPC has projected that the population of Lake County will increase from 644,463 in 2000 to 841,860 in 2030, and the population of McHenry County will increase from 260,077 in 2000 to 457,594 in 2030.

a Rounded to the nearest hundred.

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

TABLE 7-3

ACTUAL AND PROJECTED HOUSEHOLDS IN SOUTHEASTERN WISCONSIN BY COUNTY: 2000 – 2035

County	2000 Household Actual[a]	2035 Household Projection[b]	Change 2000 - 2035	
			Number	Percent
Kenosha	56,100	82,900	26,800	47.8
Milwaukee	377,700	427,500	49,800	13.2
Ozaukee	30,900	40,000	9,100	29.4
Racine	70,800	84,000	13,200	18.6
Walworth	34,500	54,400	19,900	57.7
Washington	43,800	62,800	19,000	43.4
Waukesha	135,200	174,100	38,900	28.8
Region	749,000	925,700	176,700	23.6

NOTE: Household projections to 2035 for Lake and McHenry Counties have not been prepared. However, NIPC has projected that the number of households in Lake County will increase from 216,327 in 2000 to 290,886 in 2030, and the number of households in McHenry County will increase from 89,403 in 2000 to 158,233 in 2030.

a Rounded to the nearest hundred.
b The 2035 household projection is based on the intermediate projection prepared for the 2035 Regional Land Use Plan.

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

As part of the comprehensive planning effort, two (2) alternative 2035 population projections were developed for the City of Kenosha. The two (2) projections, set forth in Table 7-4, page 6, provided a range for the City of Kenosha to consider while determining a final population projection for 2035. One)1) of the projections was based on the 2035 Regional Land Use Plan, and assigned future population to the City of Kenosha assuming that areas within a planned sewer service area would be annexed by the City of Kenosha.

TABLE 7-4

ALTERNATIVE POPULATION PROJECTIONS FOR THE CITY OF KENOSHA AND KENOSHA COUNTY: 2035

Community	Actual Population			Alternative Population Projections: 2035					
				Trend Based[a]			Recommended Regional Land Use Plan (Intermediate Growth Scenario)[b]		
				Population	Change 2000 – 2035		Population	Change 2000 – 2035	
	1980	1990	2000	2035	Number	Percent	2035	Number	Percent
Kenosha	77,685	80,426	90,352	124,097	33,745	37.3	111,334	20,982	23.2
County Total	123,137	128,181	149,577	223,413	73,836	49.4	210,078	60,501	40.4

a These projections are based on trend-based projections of households. They were derived from a projected number of households and the anticipated household size of each community, along with an allowance for population living in group quarters. This trend-based projection assumes a continuation of the past change in household in each community since 1980, with the change for more recent years weighted more heavily than the change for earlier years. In developing these projections, the change in households between 2000 and 2006 was weighted more heavily than the change during the 1990s; and, similarly, the change in households during the 1990s was weighted more heavily than the change during the 1980s.

b Projections are based on the 2035 Regional Land Use Plan. The Regional Land Use Plan recommends that much of the future increase in population and households within the County be accommodated in urban service areas (see Map 7-1, page 3) that provide public sanitary sewer and other urban services. Future populations are assigned to cities, villages, and towns assuming that areas within a planned city or village sewer service area will be annexed by the city or village, unless a boundary agreement is in place that establishes future corporate limits (i.e. - City of Kenosha and Town of Somers. Also see Map 6-3 in Chapter 6).

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

The second projection assumes that the number of households in the City of Kenosha would continue to grow as it has in the past, looking back to 1980. In extrapolating future household levels, the historic change in households between 2000 and 2006 was weighted more heavily than the change during the 1990s; and, similarly, the change in households during the 1990s was weighted more heavily than the change during the 1980s. The related population projection is based on the projected number of households and the projected household size for the community, along with an allowance for persons living in group quarters.

Table 7-5 sets forth the final population and household projections used to prepare the local components of this comprehensive plan. A comparison of Tables 7-4 and 7-5 shows that the City of Kenosha selected the trend-based population projection. The total population for the City of Kenosha would be 124,097 persons, an increase of 37 percent over the 2000 census population of 90,352 persons. The 2035 number of households is projected to be 49,797 households, a change of almost 45 percent from the 2000 census of 34,411 households.

TABLE 7-5

SELECTED POPULATION AND HOUSEHOLD PROJECTIONS FOR THE CITY OF KENOSHA AND KENOSHA COUNTY: 2035

Community	Total Population				Total Households			
	Actual 2000	Projected 2035	2000 – 2035 Change		Actual 2000	Projected 2035	2000 – 2035 Change	
			Number	Percent			Number	Percent
Kenosha	90,352	124,097	33,745	37.3	34,411	49,797	15,386	44.7
Kenosha County	149,577	229,444	79,867	53.4	56,057	90,381	34,324	61.2

NOTE: This table presents the year 2035 population projections selected by the City of Kenosha and in Kenosha County. The household projections were derived from the selected population projection and the anticipated household size, along with an allowance for the population living in group quarters.

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

The total population of Kenosha County in the year 2035, based on the population projection developed by each city, town, and village, would be 229,444 persons, or an increase of about 53 percent over the year 2000 County population of 149,577 persons. This is about nine (9) percent higher than the projected 2035 County population of 210,100 persons under the intermediate-growth scenario used to prepare the Regional Land Use Plan; but less than the 235,300 persons projected under the high-growth scenario of the regional plan.

Based on the community population projections, the number of households in the County would increase from 56,057 households in 2000 to 90,381 households in 2035, or an increase of about 62 percent. This is higher than the 82,900 households projected under the intermediate-growth scenario of the Regional Land Use Plan, but less than the 92,900 households projected under the high-growth scenario of the regional plan.

Projected Age Composition

SEWRPC intermediate population projections anticipate change in the age structure of the population over the course of the planning period in Kenosha County, as shown by Table 7-6 and within the Region, as shown by Table 7-7, page 8. Population projections are not available at the City of Kenosha level. In the tables, each of the five-year age groups was clustered into one of four major age groups. A comparison between Kenosha County and the Region indicates that the percent increase in Kenosha County is anticipated to be greater than the percent increase within the Region for most of the five-year age groups and in all four (4) of the major age groups.

TABLE 7-6

ACTUAL AND PROJECTED POPULATION IN KENOSHA COUNTY BY AGE GROUP: 2000 – 2035

Age Group	Year								Change 2000 - 2035	
	Actual Population	Projected Population								
	2000	2005	2010	2015	2020	2025	2030	2035	Number	Percent
Under 5	10,367	11,006	11,649	12,484	13,079	13,366	13,686	14,311	3,944	38.0
5 to 9	11,640	10,764	11,449	12,106	12,961	13,550	13,845	14,161	2,521	21.7
10 to 14	11,826	12,091	11,201	11,902	12,573	13,432	14,041	14,330	2,504	21.2
15 to 19	11,106	12,380	12,685	11,738	12,459	13,135	14,028	14,650	3,544	31.9
Subtotal 0 to 19	44,939	46,241	46,984	48,230	51,072	53,483	55,600	57,452	12,513	27.8
20 to 24	9,568	11,112	12,412	12,702	11,746	12,443	13,117	13,994	4,426	46.3
25 to 29	9,747	9,629	11,205	12,504	12,781	11,794	12,495	13,157	3,410	35.0
30 to 34	11,068	10,617	10,505	12,218	13,621	13,899	12,823	13,570	2,502	22.6
35 to 39	13,365	11,853	11,397	11,267	13,094	14,571	14,873	13,701	336	2.5
40 to 44	12,696	13,762	12,235	11,760	11,617	13,477	15,000	15,297	2,601	20.5
Subtotal 20 to 44	56,444	56,973	57,754	60,451	62,859	66,184	68,308	69,719	13,275	23.5
45 to 49	10,596	12,720	13,819	12,280	11,800	11,642	13,506	15,012	4,416	41.7
50 to 54	8,661	10,342	12,450	13,520	12,010	11,524	11,382	13,185	4,524	52.2
55 to 59	6,649	8,106	9,710	11,689	12,686	11,256	10,813	10,679	4,030	60.6
60 to 64	5,119	6,051	7,409	8,878	10,695	11,593	10,302	9,884	4,765	93.1
Subtotal 45 to 64	31,025	37,219	43,388	46,367	47,191	46,015	46,003	48,760	17,735	57.2
65 to 69	4,436	4,565	5,426	6,650	7,976	9,613	10,434	9,260	4,824	108.8
70 to 74	4,355	3,914	4,042	4,820	5,924	7,112	8,604	9,320	4,965	114.0
75 to 79	3,632	3,472	3,146	3,251	3,906	4,814	5,805	7,022	3,390	93.3
80 to 84	2,577	2,703	2,609	2,385	2,473	3,000	3,727	4,481	1,904	73.9
85 and Older	2,169	2,476	2,763	2,917	2,930	3,024	3,426	4,064	1,895	87.4
Subtotal 65 and Older	17,169	17,130	17,986	20,023	23,209	27,563	31,996	34,147	16,978	98.9
TOTAL	149,577	157,563	166,122	175,071	184,331	193,245	201,907	210,078	60,501	40.5

NOTE: Age groups which approximate the "baby boom" generation (persons born between 1946 through 1964) are shaded in blue.

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

TABLE 7-7

ACTUAL AND PROJECTED POPULATION IN THE REGION BY AGE GROUP: 2000 – 2035

Age Group	Year								Change 2000 - 2035	
	Actual Population	Projected Population								
	2000	2005	2010	2015	2020	2025	2030	2035	Number	Percent
Under 5	132,390	135,529	137,131	141,568	145,308	146,954	147,679	149,732	17,342	13.1
5 to 9	144,219	134,395	137,410	139,199	144,026	148,511	150,367	151,176	6,957	4.8
10 to 14	147,229	146,988	138,338	141,317	142,845	147,989	152,844	155,110	7,881	5.4
15 to 19	140,390	148,480	148,745	140,425	143,516	145,000	149,839	154,539	14,149	10.1
Subtotal 0 to 19	564,228	565,392	561,624	562,509	575,695	588,454	600,729	610,557	46,329	8.2
20 to 24	123,623	135,783	143,283	143,208	134,069	137,840	139,715	144,183	20,560	16.6
25 to 29	125,567	123,247	135,366	142,973	142,571	132,777	136,725	138,802	13,235	10.5
30 to 34	138,238	128,399	124,970	138,520	146,546	146,509	136,626	139,973	1,735	1.3
35 to 39	157,844	139,859	129,593	125,832	140,136	148,929	149,102	139,613	-18,231	-11.6
40 to 44	159,702	157,642	140,013	129,275	125,294	140,055	149,044	149,340	-10,362	-6.5
Subtotal 20 to 44	704,974	684,930	673,225	679,808	688,616	706,110	711,212	711,911	6,937	1.0
45 to 49	142,428	157,132	155,869	138,837	128,110	123,938	138,384	147,191	4,763	3.3
50 to 54	120,345	137,667	152,573	151,984	135,442	124,861	120,653	134,541	14,196	11.8
55 to 59	88,417	113,016	129,904	144,577	144,186	128,435	118,178	114,325	25,908	29.3
60 to 64	69,747	81,064	104,207	120,353	134,171	133,845	119,073	109,423	39,676	56.9
Subtotal 45 to 64	420,937	488,879	542,553	555,751	541,909	511,079	496,288	505,480	84,543	20.1
65 to 69	62,281	62,288	72,850	94,100	108,935	121,578	121,257	107,708	45,427	72.9
70 to 74	60,479	54,978	55,441	65,319	84,656	98,203	109,659	109,272	48,793	80.7
75 to 79	51,372	50,771	46,684	47,587	56,485	73,476	85,381	95,199	43,827	85.3
80 to 84	35,351	38,580	38,702	36,186	37,346	44,772	58,491	67,786	32,435	91.8
85 and Older	31,543	36,197	41,413	45,384	47,115	49,597	56,141	68,067	36,524	115.8
Subtotal 65 and Older	241,026	242,814	255,090	288,576	334,537	387,626	430,929	448,032	207,006	85.9
TOTAL	1,931,165	1,982,015	2,032,492	2,086,644	2,140,757	2,193,269	2,239,158	2,275,980	344,815	17.9

NOTE: Age groups which approximate the "baby boom" generation (persons born between 1946 through 1964) are shaded in blue.

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

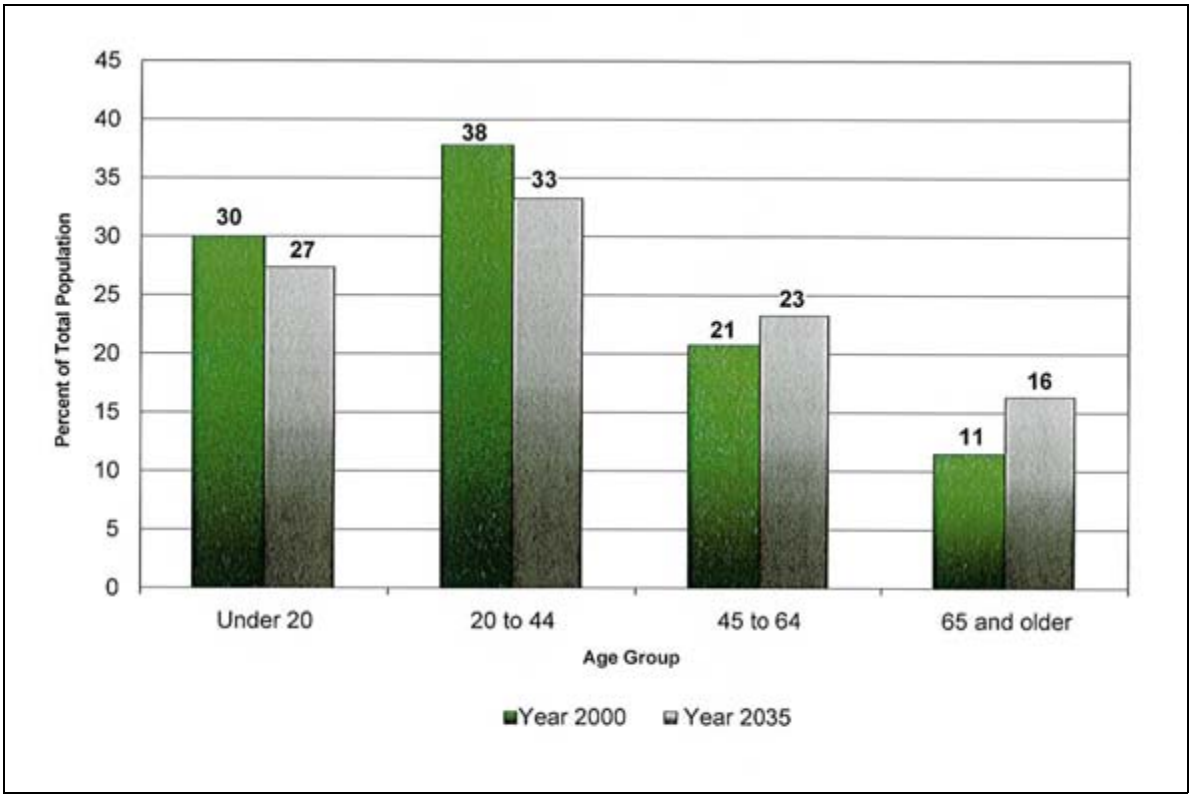
Figure 7-1, page 9, compares the actual age composition for the year 2000 and projected 2035 age composition of the four major age groups. The 2035 age projections are based on the intermediate population projection in the Regional Land Use Plan. Although the number of persons will increase in each of the four (4) major age groups between 2000 and 2035 in Kenosha County, the percentage of the age group population in relation to the overall total population will decrease between 2000 and 2035 in the two (2) age groups younger than 45 years. The percentage of the County population 45 years and older in relation to the total population will increase during the planning period. A summary of the projected age composition in the County follows:

Population Under 20 Years of Age: The number of persons under age 20 in the County is projected to increase from 44,939 in 2000 to 57,452 in 2035, or about 28 percent. Although the number of persons in this age group will increase during the planning period, the percentage of the population under 20 years of age is expected to decrease slightly from about 30 percent of the total population in 2000 to about 27 percent in 2035.

Population 20 to 44 Years of Age: The number of persons in the 20- to 44-year age group is projected to increase from 56,444 in 2000 to 69,719 in 2035, or about 24 percent. Although the number of persons in this age group will increase during the planning period, the percentage of the population between 20 and 44 years of age is expected to decrease from about 38 percent of the total population in 2000 to about 33 percent in 2035.

FIGURE 7-1

ACTUAL AND PROJECTED AGE COMPOSITION FOR KENOSHA COUNTY: 2000 AND 2035



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

Population 45 to 64 Years of Age: The number of persons in the 45- to 64-year age group is projected to increase between 2000 and 2010, when virtually all of the baby-boomers will have moved into this group. The number of residents in this age group will continue to increase until 2020, and then begin to decrease. The number of persons in this age group is expected to increase by about 57 percent during the planning period, from 31,025 persons in 2000 to 48,760 persons in 2035. The percent of the population in the 45 to 64-year age group is projected to increase from about 21 percent of the total population in 2000 to about 23 percent of the County population in 2035.

Population 65 Years of Age and Older: The population 65 years and older is projected to increase throughout the planning period. By 2030, all of the baby-boom generation will be over age 65. The number of persons in this age group is projected to increase from 17,169 in 2000 to 34,147 in 2035, or about a 99 percent increase. In 2035, persons 65 years of age and older would comprise about 16 percent of the total County population compared to about 11 percent in 2000.

Clearly, the aging of the large baby-boom generation may be expected to result in changes to the overall age structure of the population of the Region and the County. Changes in the age composition may be expected to have a range of impacts, including, importantly, impacts on the available labor force, as baby-boomers move into their retirement years. The aging of the population may also be expected to result in a need for housing, healthcare, transportation, and other services for a more elderly population.

PART 2: KENOSHA COUNTY VISIONING AND ISSUES AND OPPORTUNITIES

Vision Statement

"From the lakeshore to the prairie, from the urban to the rural communities, Kenosha County seeks to maintain a high quality of life; protect its natural and cultural resources; encourage business, industry, tourism, agricultural, and recreational opportunities; and sustain a healthy and safe future for all of its citizens."

Visioning Process

The Kenosha County Multi-Jurisdictional Advisory Committee (MJAC) was responsible for preparing and refining the County's vision statement and assisting the Kenosha County comprehensive planning staff in developing and executing the visioning process. The visioning process included development of the vision statement and of the general goals and objectives presented in this Chapter, and was based on the following:

- Data collected and mapped during the inventory phase of the plan.
- Results of a Countywide Strengths, Weaknesses, Opportunities, and Threats (SWOT) workshop conducted during the Kenosha County Smart Growth Kickoff Meeting, March 2007.
- The Kenosha County Café, May 2007 .
- Nine (9) local comprehensive plan public informational meetings held in September, October, and November of 2007 .
- Bus tour of development sites, September 2008.
- Planning goals, objectives, principles, and policies from existing local plans.
- Other public comments obtained via the Kenosha County Comprehensive Planning website and e-mails.
- Consideration of the nine (9) elements of the comprehensive plan.

Data collected during the inventory phase of the planning process included existing population and employment information; future population, household, and employment projections; existing land uses and natural resources; and existing land use plans and regulations. Inventory information is valuable to the MJAC, local planners, and the public in determining the current conditions and factors that influence the quality of life. The population and household projections set forth in this Chapter, and the employment projections set forth in Part 3 of Chapter 13, were reviewed to determine the needs of future residents, such as housing, employment, and education, to help guide the preparation of a vision statement. Inventory information was made available to the public on the Kenosha County Comprehensive Planning website and at the City of Kenosha municipal building.

In addition to the inventory data, public input helped to identify community concerns, issues, and opportunities, and to guide preparation of the vision statement, and goals and objectives. Public input was primarily gathered during a SWOT analysis workshop, the Kenosha County Café, local informational meetings, and a bus tour of development sites.

SWOT Analysis Workshop

On March 21, 2007, Kenosha County hosted a countywide Smart Growth Kickoff Meeting to inform citizens about the multi-jurisdictional planning process, legal requirements, and planning timeline for the comprehensive plan in Kenosha County. At the event, citizens were invited to participate in a 'SWOT' Analysis Workshop, which is a strategic planning tool used to identify *Strengths, Weaknesses, Opportunities, and Threats*[5]. Participants were divided into small discussion groups, and asked to discuss and identify the strengths, weaknesses,

[5] ***Strengths***: *Having a capacity for endurance; a strong quality or advantage. Often internal, strengths are resources or capabilities that can help an organization or community accomplish its task.*

Weaknesses: *Not able to resist outside forces or withstand attack; lack of strength or power; fault; defect. Often internal, weaknesses are deficiencies in resources and capabilities that hinder a community's ability to accomplish its objectives.*

Opportunities: *A favorable turning point of circumstances; a good chance for advancement or progress. Often external, opportunities are factors or situations that can affect a community in a positive way.*

Threats: *Danger; a sign or warning of something upcoming or approaching. Often external, threats are factors or situations that can affect a community in a negative way.*

opportunities, and threats that they perceived about Kenosha County and then asked to pick their top three (3) choices in each category. Results from the SWOT are set forth in Figure 7-2.

FIGURE 7-2

KENOSHA COMPREHENSIVE PLAN
SWOT WORKSHOP CONDUCTED AT THE KENOSHA COUNTY SMART GROWTH KICKOFF MEETING ON MARCH 21, 2007

SWOT Analysis

Strengths

- Good workforce
- Low unemployment
- Good diversity of people & religions
- Availability of health care
- Tourism/recreational opportunities
- Leadership encouraging economic development
- Manageable traffic
- Good highway network
- Access to major airports
- Access to rest of the State
- Availability of banking opportunities
- **Quality Educational System**
- **Location** (proximity to Chicago and Milwaukee and Lake Michigan)
- **Abundance of Agricultural and Natural Resources**
- Lake Michigan
- Existing intergovernmental cooperation
- Good transportation system
- Recreational/cultural opportunities
- Parks

Opportunities

- **Planning for future growth**
- **Kenosha-Racine-Milwaukee (KRM) Commuter Rail Expansion**
- **Diversification of jobs and businesses**
- New businesses and industries
- Increase access to existing technical and higher educational system
- Create job and recreation opportunities for youth
- Museum complex
- Expansion of transportation systems
- Improvement to blighted downtown areas and neighborhoods
- Create greenbelts and trails
- Capitalize on Lake Michigan and the lakefront
- Local markets for local produce
- Tourism/recreation opportunities
- Ability to preserve way of life
- Bio-fuels
- Wireless technology

Weaknesses

- High taxes
- High healthcare costs
- Lack of affordable housing
- Loss of skilled/educated workforce to other locations
- Declining downtown areas
- Lake Michigan
- Issues with poverty, homelessness, racial prejudice and prison release
- Illegal immigration
- Crime rate
- Lack of sense of community
- Lack of intergovernmental and countywide cooperation
- Decline of traditional industries and loss of jobs
- Lack of high-paying local jobs
- **Deteriorating air quality**
- **Unmanaged development/urban sprawl**

Threats

- Invasive species
- Threat of bio-terrorism
- Rising cost of healthcare
- Unplanned development
- Rate of development outpacing ability to provide services
- **Loss of agricultural and natural resources**
- **Threats to air quality**
- **Public apathy**
- Increasing population density
- Impact of aging population on economy and health care
- Terrorism
- Rising crime rate
- Impact of drugs on children and schools
- Increasing homelessness
- Local impacts of state legislation
- Downturn of economy
- Too much service-based industry
- Increasing traffic congestion
- Rising cost of fuel

Issues were identified as a priority in Kenosha County. Those in **bold** were identified as the top priorities.

Kenosha County Cafe

As a follow up to the SWOT Workshop, on May 12, 2007, Kenosha County hosted the Kenosha County Café, a countywide visioning session in which citizens were asked to develop a vision for the County, based on the World Café[6] conversational process. This process is designed to encourage meaningful conversation between people from various communities, backgrounds, and experiences through small group discussion. Participants were asked to discuss and respond to the following five (5) questions:

1. *What makes Kenosha a great community?*

[6] *Information about the World Café conversational process is available at http://www.theworldcafe.com/what.htm.*

2. *What positive benefits and negative impacts have you experienced or observed from the growth that has occurred in Kenosha County over the past several years?*

3. *What conditions and structures will help or hinder our working together to strengthen our Kenosha County?*

4. *Imagine it is the year 2040 and we've done all that we can do to create the best possible future for Kenosha County. What is Kenosha County like? And what is the one thing that should be done now to make that vision a reality?*

5. *What is your 2040 vision for Kenosha County?*

Results from the Kenosha County Café are summarized in Appendix 7-1 at the end of this chapter.

Local Public Informational Meetings
Along with public feedback provided during the above two (2) countywide public participation events, public comments and concerns provided during local public meetings held between September and November 2007, were gathered by the comprehensive planning staff. Planning staff presented the inventory findings from Chapters 1 through 6 of the plan, and created an open house forum in which participants were asked to provide written comments and discuss concerns and questions with the comprehensive planning staff based on the various issues and elements within the plan. An open house was held in each of the nine (9) participating local governments. The results of input gathered during the local informational meetings are set forth in Figure 7-3, page 13.

Bus Tour of Development Sites
A bus tour was conducted for officials and other representatives from Kenosha County to view various types of urban and rural developments in Walworth County and Woodstock, Illinois. Participants were asked to comment on these developments and indicate what they liked or disliked in order to consider such feedback while preparing the Kenosha County Comprehensive Plan. A wide range of comments were provided based on personal observations of each development site. Some topics of interest included innovative stormwater management techniques, residential development in close proximity to city centers, transit-oriented development, integration of parks and recreational facilities into new developments, and intergovernmental cooperation. Some concerns included how to create conservation subdivisions that effectively worked to reduce urban sprawl, how to maintain and increase options for affordable housing, and how to ensure that Kenosha County does not encourage "cookie-cutter" developments. Comments gathered during the bus tour are presented in Appendix 7-2 following Appendix 7-1.

Issues and Opportunities
The following general planning issues and opportunities were identified during the visioning process described above:

- **Agricultural and Farmland Preservation:** The loss of agriculture and farmland due to development pressures and changes in the economy are considered major threats to Kenosha County. The City of Kenosha believes the most effective way of preserving agricultural land is to ensure an adequate amount of developable land within an area served by municipal utilities to satisfy the demand for housing and businesses.

- **Community Character and Cultural Opportunities:** A strong desire to preserve and enhance community character, including those of neighborhoods and downtowns, was expressed by residents at local informational meetings. Strong support was expressed for preserving historic buildings and downtowns. The development and enhancement of cultural opportunities and activities is important to the City of Kenosha, and is viewed as a way to enhance tourism and the overall quality of life.

FIGURE 7-3

PUBLIC COMMENTS FROM LOCAL PUBLIC INFORMATIONAL MEETINGS SEPTEMBER – NOVEMBER 2007

Population, Housing, Economic Development, Issues & Opportunities

- We need to identify who we are...green space, farms, housing, light industry. We want to be more than just lumped as part of the Chicago-Milwaukee corridor.
- Population: Enough schools for future growth? As property values/taxes increase, those on fixed income are forced to sell; families coming in now have children, developments are advertising to upper middle class, believing that the majority of homeowners won't have children. Most are starting families later in life, when their careers are stable.
- How does the plan address the influx of residents to the more affordable housing and land/infrastructure? Migration from Illinois? Aging population?
- Slow down new housing developments.
- Larger lot sizes and open spaces.
- Leave more green space.
- Put some effort into development of light industry, office parks, etc. – which pay taxes but don't produce children.
- Higher paying wages in industrial park/businesses.
- More stores – City needs to give incentives to individuals to start businesses.
- Caution – over-development of harbor area.
- Protect the lakefront.
- City needs to support homeless shelter.
- Put tourist dollars to work.

Agricultural, Natural & Cultural Resources

- Please protect natural resource of better-than-most soil for agriculture.
- I think you should serve locally produced refreshments at these meetings.
- Need to stop giving building permits to platted lots from 50 years ago that today have major water issues – only causes big problems.
- We should not allow building on lots which will flood in wetlands.
- Lake Michigan water: do it governmentally.
- Lake Michigan is our greatest asset. Please recognize its value and plan for its value to the whole community.
- Pike River is a great asset. For the most part, we have not taken advantage of it for public use. It's time for "green belts."
- Fix the Pike. Biologically dead. It's a hindrance, not a feature.
- Reduce light pollution.
- We need to decide what our focus will be in the community – how or what we want to keep or what is unique to our community.
- I would like to see the quaintness of the area stay. (Nice street lights, stop signs.)
- Environmental concerns.

Land Use, Transportation, Utilities, & Community Facilities

- Subdivisions, while they need to be built unique, should all follow the same development rules.
- There needs to be more consistency with procedures and follow-through.
- Concerned about development of Kenosha County and its effect on agriculture business.
- Concentrate density around sewer/water.
- Access to I-94 good for residential, business/industrial development.
- Mass transportation is needed for getting around.
- Highway traffic now approaches that in Lake County. Let's get behind public transit in a big way. METRA is a great way to go.
- We need the METRA!
- Need better transport between Kenosha and Mitchell Airport. Bus/train would help.
- Availability of cabs in City of Kenosha a plus.
- How about commuting jets at the airport expansion?
- Proceed with the off-street bike trails.
- Use underground utilities.
- Consider health needs of community.

Intergovernmental Cooperation

- Concerned about towns losing area and control of development due to annexation.
- Racine County fixed the Pike. What about Kenosha? Increase aquatic features – water quality.
- Remove City and Village extraterritorial review.

➢ **Economic Development:** Concerns about economic development surfaced during the visioning process. The historic decline of the economy, primarily tied to the loss of manufacturing jobs since the 1980's, has led to concern over how to attract jobs and employers, as well as what types of jobs to attract to the City of Kenosha. Although the City of Kenosha has a skilled work force with a good work ethic, many of its residents seek employment outside of the County, including residents commuting to jobs in neighboring Illinois counties. Leadership encouraging economic development, good job opportunities, low unemployment, and a skilled workforce were identified as strengths in the SWOT analysis, while the lack of high paying local jobs and loss of skilled and educated workers ("brain drain") were viewed as weaknesses for the City of Kenosha. Diversification of the economy and providing future jobs and opportunities for Kenosha youths were recurring themes throughout the visioning process.

- **Education:** The results of the visioning process indicate that education, both secondary and post-secondary, is important to the City of Kenosha, and maintaining a quality educational system is considered a high priority. Increased access to existing technical and higher education systems was viewed as an opportunity in the SWOT analysis. Developing relationships between schools and businesses is viewed as a method to enhance workers' skills as well as develop programs aimed at fulfilling employers' needs.

- **Energy:** Increased global demand for energy, specifically petroleum, and a finite supply has resulted in significant increases in retail prices of gasoline and possibilities of disruption in supplies. These trends are likely to continue and will have an impact on all aspects of life in the City of Kenosha. Developing alternative energy sources such as wind and solar power (renewable energy sources) and bio-fuels could provide a solution to this problem. The potential demand for bio-fuel and bio-fuel technology could also provide economic opportunities.

- **Housing:** A common theme expressed by participants during the visioning process was the need to provide a wide range of housing types and choices in order to meet the needs of households of all ages, income levels, and physical capabilities. The lack of affordable housing was viewed as a weakness in the SWOT analysis, while increasing homelessness was considered a threat. Housing choices are important as the population grows due to in-migration, as the population ages, and as a way to ensure the provision of an adequate work force for future economic development in the City of Kenosha. The ability of those working in the City of Kenosha to afford housing in the City should be considered when developing housing policies.

- **Intergovernmental Cooperation:** The ability of adjacent communities and different levels of government to work together is a concern that will affect all future planning and policy efforts. The ability to work regionally and across municipal boundaries is an important issue. The existing level of intergovernmental cooperation was viewed as both a strength and a weakness in the SWOT. Although some may view the level of intergovernmental cooperation as lacking, in comparison to other communities in the Region and State, and based on the number of intergovernmental boundary and service agreements that exist between the City of Kenosha and other municipalities and agencies, it should be considered strong.

- **Natural Resources Preservation and Protection:** Results from the visioning process indicate that the loss of natural resources due to development is viewed as a threat to the City of Kenosha. Concerns include invasive species, declining water quality, and deteriorating air quality[7]. Residents placed a high priority on preserving existing woodlands, wetlands, and river corridors, and applying stricter regulations for preserving water quality. Natural amenities important to residents for preservation include Lake Michigan, open space corridors, and parks. Lake Michigan was viewed as a strength as a natural resource, as a tourism and recreational amenity, and for its potential to serve industry and create jobs. Development and enhancement of greenways and trails, the importance of Lake Michigan to the City of Kenosha, and improving parks and park amenities were recurring themes throughout the visioning process.

- **Planning for Future Growth and Development:** Results of the visioning process indicate that residents are concerned about anticipated growth and development, and desire sustainable and planned growth. Concerns include an impact on infrastructure, traffic congestion, natural resource preservation, overall quality of life issues, and ability to preserve the current way of life. Kenosha's proximity to two (2) major urban centers, Chicago and Milwaukee, as well as its location on Lake Michigan is seen as a major strength. The SWOT results indicated that respondents preferred controlled growth and limiting urban sprawl, while viewing unplanned development as a threat. A common theme expressed throughout the visioning process was to concentrate urban development and to promote opportunities for redevelopment in areas with existing infrastructure and the downtown area.

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[7] *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.*

- **Recreational Opportunities:** The development and enhancement of recreational opportunities is important to the City of Kenosha, and is viewed as a way to enhance tourism as well as improve the overall quality of life, making it a more attractive community in which to live, work, and play. Creating greenways and trails, capitalizing on Lake Michigan and the lakefront, and creating recreational opportunities for all ages were suggested as opportunities in the SWOT analysis. In addition, participants in the visioning process expressed a desire for more bike paths and lanes, and pedestrian access to open space.

- **Transportation and Transit Services:** Improving transit services and accessibility, and providing a variety of transportation choices is considered important to the City of Kenosha residents, particularly in light of the changing age structure of the population and energy concerns. Participants in the visioning process placed a high emphasis on improving public transit services, and the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail. Participants also expressed a desire to expand alternative modes of transportation, including the addition of more bike paths and lanes and providing pedestrian access to open space. Concerns about increased traffic congestion due to development were also expressed.

- **Public Utilities and Community Facilities:** Decisions regarding growth and development by City of Kenosha government must take into account cost and impact on utilities and community facilities prior to development. The rate of development outpacing the ability to provide public services was considered a threat in the SWOT analysis and was a recurring theme throughout the visioning process.

- **Implementation:** Implementation of the City of Kenosha Comprehensive Plan was discussed during MJAC meetings, at public informational meetings, and the Kenosha County Café. Emphasis was placed on the need to follow through with plan recommendations after adoption, while continuing to promote public participation and good communication among government officials in the spirit of intergovernmental cooperation and between local officials and the general public on planning related matters.

The goals and objectives to follow in this Chapter define the quality of life by addressing each of the general planning issues and opportunities.

PART 3: GOALS AND OBJECTIVES

The goals which follow in this element are overall goals that define quality of life aspects in the City of Kenosha by addressing the previously listed general planning issues. The attainment of these goals and corresponding objectives will lead to the creation of plans and policies that sustain and enhance the quality of life for all residents while guiding development and redevelopment through the comprehensive plan design year of 2035. These goals also provide the framework within which specific element goals were developed for the other plan elements. Because they are intended to be general rather than specific, no policies or programs are associated with the goals and objectives presented in this Chapter. Policies and programs are presented in each of the other eight (8) plan element chapters of the report, in association with the more specific element goals and objectives.

The overall comprehensive plan goals and objectives, listed in order of plan elements in the following chapters, were developed using the same inventory data, projections, and public input that were used to identify the general planning issues and develop the vision statement.

Agricultural, Natural, and Cultural Resources

Goals:

- Allow agriculture and farmlands as temporary users prior to development as urban uses when provided with municipal utilities.
- Identify and encourage desirable and sustainable agri-businesses and job development.

Objectives:

- Encourage agricultural uses outside planned urban (sewer) service areas.
- Support county-grown agriculture through farmer's markets and community gardens.

Goal:

- Preserve and enhance the City of Kenosha's natural resources, including Lake Michigan, and park and open space sites.

Objectives:

- Continue the development of a comprehensive system of parks and open spaces within the City of Kenosha to enhance the quality of the environment and life and to allow residents adequate opportunities to participate in resource- and non-resource oriented outdoor recreational activities, including water-based outdoor recreation activities.
- Encourage the preservation of natural features and open space as part of future development proposals.
- Protect and enhance natural resource areas, including wetlands, wildlife habitats, woodlands, open spaces, and floodplains.
- Encourage the protection of Lake Michigan's water quality and shoreline.
- Capitalize on natural and recreational tourism amenities.

Goal:

- Preserve and enhance the historic and cultural resources and character of the City of Kenosha.

Objectives:

- Encourage preservation of historic and cultural structures and districts and archaeological sites.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Capitalize on historic and cultural tourism amenities.

Land Use

Goals:

- Encourage a balanced and sustainable spatial distribution among various types of land uses to meet the social, physical, and economic needs of residents.
- Accommodate the projected growth in population, households, and employment through the comprehensive plan design year 2035.
- Encourage sustainable development of land for business and residential use.

Objectives:

- Encourage land uses that promote efficient development patterns and relatively low costs to all levels of government.
- Encourage development and redevelopment of land with access to existing infrastructure and public services.
- Encourage infill development.
- Encourage an attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.

Housing

Goal:

- Promote a range of affordable housing choices for all income levels, age groups, and physical abilities in the City of Kenosha.

Objectives:

- Promote housing choices for the aging population, disabled, and young family populations.
- Encourage flexibility in zoning to accommodate a variety of housing options.
- Promote affordable housing choices for people who work in the City of Kenosha.
- Promote universal design (designed for all physical abilities) in housing and subdivision construction to accommodate all population groups.

Transportation

Goal:

- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.

Objectives:

- Expand and enhance alternative modes of transportation, including public transit services, to meet the needs of transit-dependent elderly citizens and persons with disabilities.
- Maintain and enhance existing transportation infrastructure consistent with the Regional Transportation System Plan.
- Provide opportunities for walking and bicycling to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- Encourage development patterns and designs with transportation infrastructure that minimizes environmental and aesthetic impacts.

Utilities and Community Facilities

Goal:

- Maintain and enhance the existing level of public services in the City of Kenosha.

Objectives:

- Encourage public-private partnerships to enhance the level of public services in the City of Kenosha.
- Develop methods to assess the existing and future public service needs of residents.
- Maintain and enhance the high quality educational system in Kenosha County.
- Maintain and enhance the high level of healthcare services in Kenosha County.

Goal:

- Support and encourage sustainable energy options in public and private development.

Objectives:

- Encourage use of alternative energy sources.
- Encourage "green" development concepts.[8]
- Encourage development patterns and preservation of existing developments that are energy efficient.

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[8] *"Green" development concepts integrate techniques that help conserve natural resources, such as arranging land uses and site features (i.e. lots, buildings, and infrastructure) to include or be close to services, employment centers, and alternative transportation systems (i.e. mass transit, sidewalks, and bike paths); protecting existing natural features; providing opportunities to practicably harness renewable energy sources, where possible (i.e. south-oriented buildings capturing passive solar radiation); utilizing sun, wind, and/or earth for natural lighting, ventilation, heating, cooling, and other purposes (i.e. solar panels, wind turbines, and geothermal systems); installing eco-friendly stormwater quality and quantity control mechanisms such as bioswales, bioinfiltration trenches or basins, rain gardens and barrels or cisterns, rooftop and wall or "vertical" gardens, porous and permeable pavements with restricted salt and pollutants in such areas when possible, and landscaping for cooling, wind protection, and xericscaping (landscaping that conserves water by using drought-tolerant plants and ornate hardscapes or mulch versus traditional mowed turf/grass); incorporating local, reused, recycled, recyclable, or eco-friendly (i.e. bamboo flooring) construction materials and energy efficient appliances; and including other energy and water conservation and efficiency measures into site and building designs.*

Economic

Goals:

- Identify and encourage desirable, diverse, and sustainable businesses and job development.
- Attract and retain jobs that provide employment opportunities for City of Kenosha 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 for economic development, 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.
- 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 City of Kenosha businesses and to provide the 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).

Intergovernmental Cooperation

Goal:

- Encourage intergovernmental cooperation.

Objectives:

- Provide a structure for continuing dialog about land use regulation issues and boundary issues with other local governments and Kenosha County.
- Encourage shared services with other units of government, if cost savings and maintenance or improvement in service levels would result.
- Consider intergovernmental cooperation when selecting sites for public facilities such as police stations, fire stations, government administration buildings, schools, libraries and trail linkages between communities.

Implementation

Goal:

- Ensure the City of Kenosha Comprehensive Plan is a "living document."

Objectives:

- Routinely consult the comprehensive plan when carrying out government functions and developing the budget.
- Review progress made towards achievement of comprehensive plan goals annually, and update the plan as needed.
- Review and update the comprehensive plan report at least every ten (10) years, following the release of U.S. Census data and regional plan updates.

SUMMARY

This Chapter has presented information on existing and projected population and household projections for the year 2035. The following findings are of particular significance to the preparation of the City of Kenosha Comprehensive Plan:

- The City of Kenosha had 90,352 residents in 2000. The population is projected to increase to about 124,097 persons, or about 37 percent, in 2035.

- In 2000, about 30 percent of the City of Kenosha population was under the age of 20; about 58 percent was between the ages of 20 and 64; and about 12 percent was age 65 and over. Over the planning period, the number and percentage of residents in the 65 and over age category is expected to increase in both numbers and percentage of the population. Age distribution has important implications for planning and the formation of public policies in the areas of education, recreation, health, housing, transportation, and economic development.

- In 2000, there were 34,411 households with an average size of 2.54 persons per household in the City of Kenosha. In 2035, 49,797 households are projected in the City of Kenosha, with an average household size of 2.38 persons. The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sewer, water, and parks.

This Chapter also defined a desired future for 2035 through a statement summarizing the desired vision for the future of the City of Kenosha. Inventory data, projections, and various forms of public input were considered during development of a vision statement and goals and objectives. Overall goals and objectives that support the vision statement are designed to define the quality of life in the City of Kenosha and to guide the development and redevelopment of the planning area through 2035, as required by Section 66.1001(2)(a) of the *Wisconsin Statutes*. The overall goals and objectives provided the framework for the development of specific goals and objectives for each of the other plan elements. In addition to more specific goals and objectives, each element also includes a set of recommended polices and programs to achieve the goals and objectives.

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APPENDIX 7-1

KENOSHA COUNTY
Multi-Jurisdictional Comprehensive Plan

Kenosha County Café

May 12, 2007

Q 1. What makes Kenosha a great community?

- Diversity – cultural, recreational, geography
- Location – accessibility/proximity to other locations and amenities, including lakefront, Chicago, and Milwaukee.
- Good size compared to Chicago and Milwaukee – small community atmosphere w/Big City – arts, transportation, airports, entertainment.
- City of Kenosha redevelopment – lakefront and Harbor Park
- Education
- Schools on local level
- Pro-family
- Civic/volunteerism, active people
- Neighborhoods
- Diverse activities
- Control growth
- Less traffic
- Aesthetic and care of community
- Green space – even in subdivisions, yards are planted
- Natural resources
- Fair society and legal system
- Peaceful and calm
- Good Communication
- Bike trails
- Ever-changing
- Good lay-out (grid-wise)
- Services
- Variety of development (urban ⟺ rural)

Why is it important to you, personally, that Kenosha County is a great place to live, work, learn, and play?

- Proper planning to preserve and promote variety of development
- Future for youth

Q 2. What benefits have you experienced from the growth that has occurred in Kenosha County over the past several years?

- Good Momentum ⇨ increased variety in education, commercial & recreational opportunities.
- Countywide library system
- Positive economic benefit from new residents
- Sewer capacity
- Neighborhood level planning in several areas
- Expanded retail – less outflow of local dollars
- Expanded health and public safety resources
- New & renewed interest in Green Preservation
- Schools are good
- Job opportunities – diversity in jobs and business growth
- Cost born to those that want or need by development
- Lakefront revitalization
- Diversity
- Family atmosphere

What negative impacts have you observed?

- Taxes up due to fast growth.
- Uncontrolled growth: impact on taxes and infrastructure.
- Infrastructure ⇨ sewer/water issues, including sewer capacity.
- Zoning ⇨ existing zoning plans vs. developers
- School taxes and growth concerns
- Jobs ⇨ mixed bag (types of industry?)
- New residents searching for employment.
- Concerns about impact on environment ⇨ water and air quality concerns.
- Over-consumption of natural resources (e.g., water)
- Growth requires economic balance and problems with bedroom communities; balanced development.
- Housing concerns ⇨ less density; waiting lists (i.e., affordable housing concerns)
- Diminishing agricultural base – specifically dairy
- Loss of farmland ⇨ change of life; also change in farming methods impacted farmland, even more so than sprawl.
- Disappearance of small farmers
- Need for economic balance ⇨ residential growth puts too much load of tax base; diversify land use for economic diversity.
- Transportation: disconnect of City of Kenosha to freeway ⇨ bypass

- Concern with roads and access; Highway 50 the only east0west hwy. in County; better East West system to get into City of Kenosha and Lakefront.
- Increase in traffic
- Inconvenient bus system
- Bars
- Litter

HARVEST

- Communication helps things happen.
- Redevelopment of brownfields and of downtown Kenosha – attracting business and diversity of people with job skills.
- Housing – more affordable and higher quality than Illinois
- More apartment houses
- Cost of services
- Variety in options – shopping, services, libraries, recreational, fitness
- Festivals in downtown Kenosha bring people downtown.
- Colleges draw teaching staff with broader skills and more students.

Q 3. What conditions and structures will help or hinder our working together to strengthen our Kenosha County?

HELP:

- Want local input for planning – home grown planning.
- Developing trust between developers, government agencies and citizens.
- Tax issues ⇨ taxing entities working together ⇨ provision of high quality services.
- Water divide issues – Great Lakes Annex

- What we are doing now is a step in the right direction. What is ***best*** for the whole group. Keep it going ⇨ Momentum.
- "Think futuristically."

HINDER:

- Too many layers of government ⇨ takes too long to get approval.
- Time of putting together multi-jurisdictional agreements.
- Extra Territorial Zoning creates a war.
- Lack of inter-governmental cooperation – political egos (e.g., agencies)
- Self-interest

- Ordinances that discourage development.
- Not following through on plans.
- People not keeping their work.
- Outsiders coming in and "taking over" communities.
- Urban vs. rural issues ⇨ prejudice and disconnect.
- Lack of trust between rural and urban – someone has to win or it's not a good deal.
- Focus not on benefit, but on what's missing.
- Lack of education and interest.
- Large city takes blame and that cascades and trickles down.
- Growth is a strain on public services – limited dollars.
- Density of housing impact on schools ⇨ developers don't worry about it.
- Pressure from property taxes: relationship to Lake County, IL.

As we move forward with comprehensive planning, what can we do to create the best possible future for Kenosha County?

- Focus on the end result – keep eye on the prize
- Consult expertise
- Need strong leadership
- Build and grow communication
- More interest by community leaders
- More participation

Q 4. Imagine it is the year 2040 and we've done all that we can do to create the best possible future for Kenosha County?

What is Kenosha County like?

- 2040 – won't be relying on gas-powered cars
- "Healthy" communities/people
- Stay as is now, but with improvements like bike trails
- Traffic movement is independent
- United services: police and fire utilities
- Schools of higher education are greater part of Kenosha, Pleasant Prairie and Somers
- Energy, lively people
- Healthy options: run/walks

What is the one thing we should do together, now, to make this happen?

- Economic development – energy – incentives for solar and wind power and energy-related products – tax

- Generate local businesses – provide incentives – must be done on a countywide basis
- Attract businesses = more jobs
- Creation of jobs/careers
- Bio-fuels – tap into market through growing corn
- KRM
- East-West Transit corridor
- Increase in public transit, trail systems.
- Better planning/retro-fitting to reduce dependence on driving – walk and bike to places.
- Ecologically balanced development; green space requirements with development.
- Keep environmental protection local.
- Water issues: we have low H_2O rates compared to others; concerns over infrastructure costs.
- Cluster zoning/green development/infill development/mixed use development.
- Have investment grow in Kenosha.
- Have individuals do more to help their children, becoming involved.
- Community involvement

What is the one thing that you will do to make this happen?

- Help youth plan for future.
- Walk around, find out about things.
- Involvement, fairs
- Be a role model/creative.
- Be a part of having government cooperate.
-

LEAVING HARVEST

What is your 2040 vision for Kenosha County?

- Communities must work together to make Smart Growth happen.
- Diversity, Economic Energy Producer 1% in County of Kenosha
- A diverse community with economic diversity, mass transit and strong zoning.
- A Green community with sustainability policies to protect the environment.
- Unified services.
- Healthy people
- Start providing incentives and training to build industries related to the wind and solar energy.
- Diversified economy while protecting the environment.
- Keep growth under control. Let's not have another Chicago in 50 years.
- Natural areas/Quality of life
- I see Kenosha County as part of urban sprawl of Milwaukee and Chicago Metro. Public transportation will be more available.
- Together we should create a comprehensive plan for forest preserve and open spaces.
- Keno Cty is a community where people <u>love</u> to live, work, play, etc. and a leader in bio-fuel alternatives.
- Countywide transportation
- Employment opportunities
- Great schools
- Maintain/preserve natural resource bases, esp. environmental corridors.

- Healthy
- Mass transit

What is the one (1) thing we should do to make this vision a realty?

- Keep working together.
- Participation is the key.
- Governmental leaders and boards need to communicate with each other. Leadership starts at the top.
- More diversified with proper infrastructure.
- Stick to the plan.
- Keep the lines of communication open - "don't drop the ball."
- Stricter ordinances in planning depts.: more qualified employees.
- Change East/West mentality.
- Manage growth.
- How do we make the desirable Kenosha County vision happen? Key is a strong partnership of all cities/villages/towns being knit together by strong, focused leadership anchored at the County level
- Make the community more attractive to commercial and the industrial business w/o forgetting to hold them accountable and remind them we like our community nice and clean. So that the youth have employment options.
- Proper planning of roads and main arteries.
- Mass transit to get cars and pollution off roads.

What is one (1) thing you will do to make that vision a reality?

- Get involved.
- Participate.
- Work well with others!
- We should get involved in community planning and speak out on the issues that are important to our community.
- Be a role model.
- Continue to attend events like today's to spread the word.
- Be a part of intergovernmental cooperation.
- Stay active in community government and planning.
- I will continue to donate my time to the MJAC and will continue this "conversation" with other citizens.

* * * * *

APPENDIX 7-2

COMMENTS FROM TOUR OF DEVELOPMENT SITES

September 30, 2008

When considering today's tour, which three (3) ideas or concepts would you like to see incorporated as we plan for Kenosha County's future, and why?

- Concentrate on redevelopment of brown field areas before developing new areas.
- Use utilities, sewer, water wisely – create density around those improvements.
- My observation about rural McHenry County was that they did a good job at limiting "isolated" residential subdivisions. The concept of expanding existing cities, villages and town centers should be promoted.

- Promote residential development closer to mass transit routes and/or closer to jobs to allow for walking, bus riding, trains or biking to work and stores.
- Encourage higher density transit-oriented development at appropriate sites.
- Woodstock Station – The vision is excellent.

- We need to plan for the interconnection of non-motorized trails (i.e., bike, pedestrian) on a countywide basis.
- Walking trails – road profiles – wide enough.

- Rethink how storm water management is handled. Consider redirecting and absorbing the energy of storm water over rip rap etc. instead of storm sewers or retention ponds.
- Ponds – detention – using natural features/wetlands for storage.
- Natural stormwater management.
- Rock waterfall – drainage – tile? No gutters, rainfall soaks into grassy areas.
- Some interesting stormwater concepts.
- Open ditch conservancy and clustering of homes for more affordable housing; preservation of open space.
- Loved the waterfall feature for the retention pond at Bull Valley and the entire look of the pond.

- Encourage agricultural use in areas not served by municipal utilities.
- Green space requirements approach. Saving wetlands and corridor spaces seem like a good concept.
- Provide accelerated review/approval (like Chicago) as incentive for environmentally sensitive design.
- Allowed wetlands, environmental areas to count towards density or allow more density in building area.

- Integration of living/recreation/conservation in single planned development.
- Public parkland – reasonable developer contributions for the benefit of the whole public.

- Set standards for development - if developer cannot or will not meet standards, approval will be denied, not renegotiated.

- More flexibility to allow innovative solutions to land development vs. standard "cookie cutter" approach which will pass (get approval) without controversy or thought.

- I really liked the feel for the first subdivisions around the Bull Valley Golf Course. Not necessarily because of the size and value of the homes but the densities and amount of green space between and around the homes. This is in direct contrast to what is happening at Strawberry Creek which is, in my opinion, very poorly done. The idea of using a maximum percentage of the lot size that can be covered by the home is very appealing to me. Conservancy land with costs shared by all homeowners is a way to ensure things are properly maintained.
- The Reserve and Sanctuary had the most desirable. Streets need to be wide. People should be able to decide if they want side entry garages or in front of the house.
- The Ponds at Bull Valley parks look more attractive.
- Ridgeview looked fresh and wholesome.

- Shared driveway for 3-4 homes – affordable housing, zero lot line idea.

- Subdivision plans have continually improved over the last 15 years – simply because developers have migrated north in many scenarios – just like people have in Kenosha County, whom have brought their designs from past projects. Joint cooperation between all City, villages and unincorporated townships must remain top priority for the whole of Kenosha County.
- As a whole, my preference is in Kenosha thanks.

- We did not address non-residential development on today's tour. Development standards for commercial and industrial land use need to be addressed and appropriate policies considered.

Which three (3) ideas or concepts do you like the least, and why?

- Both "conservation" subdivisions in Walworth were prime examples of how not to do it. Open space may have been preserved, but the land is now of no use to future generations. The first subdivision used up a disproportionate amount of land for roadway, exposing every house to the ag land, increasing likelihood of conflicts, likelihood of trespassing into fields. Prime example of poor planning. We should be planning on how to live with fewer resources - both of these constitute unsustainable lifestyles - located far from transportation and services. By Nancy's own statement - located on prime soils.
- We saw a lot of sprawl today. Woodstock is using up a lot of land for a city of its population.
- The two "conservation" subdivisions in Walworth County did preserve natural environmental features, but I was not impressed by the lot layout and site design… Big lots and big houses in rural areas with the environmental areas preserved which should happen regardless.
- I don't like the idea of converting a lot of open space to a subdivision for only a few houses, like the one subdivision we toured with 5-acre lots for only a "handful" of homes. Although beautiful, it isn't the most efficient use of land.
- Large lots are not cluster sites.

- Poor architecture and design. We saw a lot of unattractive housing today. Will be dated soon. We should be avoiding cookie cutter designs. The developments at Bull Valley showed what Strawberry Creek could have been with some architectural design integrity.
- Single-sided architecture – encourage "design" on all four facades.

- The vast majority of the housing that was viewed today was not "affordable." This is something that will need to be addressed more effectively in the Kenosha Plan.
- Conservation developments are great, but are they affordable when the dirt is so expensive?

- Be careful what you wish for. Know the price range of your homeowners and their limits. Wisconsin is conservative. People can't justify huge monthly or yearly expenses to preserve open space, yet want to enjoy them.

- Street grid solutions on rolling sites.
- Too narrow of roads, especially at entrance of developments.
- Too narrow of roads in some of the subdivisions, with trees planted too close to the roads.
- Make trees far enough away when planting streetscape for school buses, garbage trucks.
- Applewood was a disaster as far as I was concerned. Garages were absolutely terrible and it was way too populated. School buses couldn't come in and God forbid you have a fire.

- The large common driveways with parking areas in the Kimball Hill development.
- Side-load garages were inconvenient – hard to pull into or back out of.

- While interconnecting the various Woodstock subdivisions was accomplished, the creation of "neighborhoods" was not.

- Housing quality in Illinois subdivisions vary greatly. Life cycle would be of concern to me.

* * * * *

CHAPTER 8

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

INTRODUCTION

The Agricultural, Natural, and Cultural Resources 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)(e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural area
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water
- Floodplains
- Wetlands
- Wildlife habitat
- Metallic and nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design[1]

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

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

Part 1, page 2, of this Chapter describes conservation funding programs used to preserve agricultural, natural, and cultural resources that are available in the City of Kenosha, including Federal, State, County, and local programs.

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[1] *Community design recommendations are included in the Land Use Element (Chapter 9).*

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

Included are sources of grant funds for the acquisition, preservation, and development of park and open space sites and the development of trails and bikeways. Information is also provided regarding current practices, programs, and methods used in either the City of Kenosha, Kenosha County, or the State of Wisconsin to preserve agricultural, natural, and cultural resources.

Part 2, page 17, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation and effective management of agricultural resources, including productive farmland, and to promote the economic viability of working farms.

Part 3, page 18, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation and effective management of natural resources in Kenosha, including significant geological sites, Lake Michigan bluff and ravine areas, nonmetallic resources, watersheds, surface waters, wetlands, floodplains, groundwater resources, woodlands, natural areas, critical and endangered species habitats outside natural areas, critical aquatic habitats, environmental corridors and isolated natural resource areas, and park and open space sites.

Part 4, page 31, of this Chapter identifies specific issues and sets forth goals, objectives, policies, and programs intended to promote the conservation of cultural, historical, and archaeological resources in Kenosha. Additional goals, objectives, policies, and programs are intended to support museums and cultural venues, events, and organizations that promote the arts and heritage of Kenosha and contribute to the quality of life and economy of the City of Kenosha.

PART 1: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS AND CONSERVATION TECHNIQUES

Federal and State agencies have developed conservation and preservation programs to protect agricultural, natural, and cultural resources. Although there are numerous programs offered by a wide variety of public agencies, the most significant agencies that provide the majority of conservation and preservation programs include the Farm Service Agency (FSA) and Natural Resources Conservation Service (NRCS) (which are agencies of the United States Department of Agriculture (USDA)); the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP); the Wisconsin Department of Natural Resources (DNR); the National Parks Service (NPS), an agency of the U.S. Department of the Interior; and the Wisconsin State Historical Society (WSHS).

Programs that focus on agricultural and natural resources include the Wisconsin Farmland Preservation Program, Soil and Water Resource Management Program (SWRM), Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP), Environmental Quality Incentives Program (EQIP), and the Wetland Reserve Program (WRP). Federal and State programs are also available to help local governments and nonprofit conservation organizations (NCOs) acquire park and open space lands, and to help local governments provide recreational facilities, including bicycle and pedestrian facilities.

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

Wetlands Reserve Program

The Wetlands Reserve Program (WRP) is another voluntary program designed to restore and protect wetlands on private property. It is an opportunity for landowners to receive financial incentives to restore wetlands that have been drained for agricultural purposes. Landowners who choose to participate in WRP may sell a conservation

easement or enter into a cost-share restoration agreement with NRCS to restore and protect wetlands. The landowner voluntarily limits future use of the land, yet retains private ownership. The landowner and NRCS develop a plan for the restoration and maintenance of the wetland. This program offers landowners three options; permanent easements, 30-year easements, and restoration cost-share agreements of a minimum 10-year duration.

Wildlife Habitat Incentives Program
Administered by the NCRS, the Wildlife Habitat Incentives Program (WHIP) is a voluntary program to develop or improve wildlife habitat on private lands. It provides both technical assistance and up to 75 percent Federal cost sharing to help establish and improve wildlife habitat. Landowners agree to work with NRCS to prepare and implement a wildlife habitat development plan which describes the landowner's goals for improving wildlife habitat, includes a list of practices and a schedule for installing them, and details the steps necessary to maintain the habitat for the life of the cost-share agreement. WHIP emphasizes re-establishment of declining species and habitats, including prairie chickens, meadowlarks, sharp-tailed grouse, Karner blue butterfly, smallmouth bass, blue-winged teal, and many other species of grassland birds, reptiles, insects, and small mammals. Some of the opportunities that exist are installing in-stream structures to provide fish habitat, restore prairie and oak savannahs, and brush management and control of invasive species.

Cost shared practices include burning, seeding, and brush management of prairies, grasslands, and savannahs; installing in-stream structures and bank stabilization in streams; and improving timber stands and managing brush on woodlots. Federal or State wildlife agencies or private organizations may provide additional funding or expertise to help complete a project. Contracts normally last a minimum of five (5) years from the date the contract is signed and cost sharing does not exceed $10,000. Eligible lands must be a minimum of five (5) acres of agricultural or non-agricultural land, woodlots, pasture land, streambanks, and shorelands. Lands currently enrolled in other conservation programs are not eligible to participate in WHIP.

U.S. Department of Transportation

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) (Formerly the Federal Transportation Equity Act for the 21st Century (TEA-21))
SAFETEA-LU, which governs Federal surface transportation spending through the year 2010, continues the integration of bicycling and walking into the transportation mainstream. It enhances the ability of communities to invest in projects that can improve the safety and practicality of bicycling and walking for everyday travel. SAFETEA-LU provides funding, planning, and policy tools to create more walkable and bicycle-friendly communities.

SAFETEA-LU provides funding for bicycle and pedestrian facilities under a variety of programs. Bicycle projects must be principally for transportation, rather than recreational purposes, and must be designed and located pursuant to the transportation plans required of the State and Metropolitan Planning Organizations.[3] The following summarized programs are administered by the Wisconsin Department of Transportation:

Federal Recreational Trails Program (RTP)
The U.S. Department of Transportation's Federal Highway Administration (FHWA) provides funding to the DNR to develop and maintain recreational trails and trail-related facilities for non-motorized and motorized recreational uses. The DNR administers the funds as matching grants to acquire or develop land, facilities, or easements for public trails, parks, and outdoor recreation. Funding for the RTP is provided through federal gas excise taxes paid on fuel used by off-road vehicles. Eligible sponsors, which can include towns, villages, cities, counties, tribal governing bodies, school districts, State agencies, Federal agencies, and incorporated organizations, are eligible to receive reimbursement for up to 50 percent of the project costs.

Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))
Transportation Enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The TE program provides up to 80 percent

[3] *SEWRPC is the Metropolitan Planning Organization for the seven (7) counties in Southeastern Wisconsin.*

matching grants for the implementation of a variety of non-traditional transportation projects, including the restoration of historic transportation facilities, bicycle and pedestrian facilities, landscaping and scenic beautification, and mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways and former rail trails, for example), paved shoulders, bicycle lanes, bicycle route signage, bicycle parking, and overpasses or underpasses.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of Federal funds on trails that allow motorized vehicles, except snowmobiles. SAFETEA-LU's predecessor, TEA-21, expanded the definition of transportation enhancement eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists.

Surface Discretionary Grant Program (part of the Statewide Multi-modal Improvement Program (SMIP))
The Surface Discretionary Grant Program provides up to 80 percent matching grants to local governments and transit commissions in communities with a population of 5,000 or more residents. Priority is given to projects that promote alternatives to single-occupancy vehicle trips. Funding has gone evenly to transit and bicycle/pedestrian projects in past years. Nearly every bicycle project eligible under the Transportation Enhancement program is also eligible for this program, unless the project will clearly not reduce single-occupant vehicle trips. Funding for bicycle and pedestrian planning is also eligible under this program.

Congestion Mitigation and Air Quality Improvement Program (CMAQ)
The purpose of the CMAQ Program is to provide up to 80 percent matching grants for projects and programs that reduce motor vehicle travel and/or emissions in areas that have failed to meet air quality standards for ozone, carbon monoxide (CO), or small particulate matter. Bicycle and pedestrian projects are eligible for CMAQ if they reduce the number of vehicle trips and vehicle miles traveled. Almost all bicycle projects eligible for Transportation Enhancement and the Surface Discretionary grant programs are likely to be eligible, but a higher burden of proof that the project will reduce air pollution is required. Non-construction activities such as maps and brochures are also eligible for funding. All local governments in the Southeastern Wisconsin Region are eligible to apply for CMAQ funds.

Highway Safety Improvement Program (HSIP)
The Highway Safety Improvement Program, formerly the Hazard Elimination Program, provides up to 90 percent matching grants and focuses on projects to improve the safety of locations that have a documented history of crashes. Bicycle and pedestrian projects are eligible for this program.

Surface Transportation Funds-Urban(STP-U)
Surface Transportation funds provide up to 80 percent matching grants and can be used on a variety of improvement projects, including bicycle and pedestrian projects. These funds have generally been used to provide bicycle and pedestrian improvements when streets or highways are constructed or reconstructed.

Incidental Improvements
Bicycle and pedestrian projects are broadly eligible for funding from most of the major Federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian improvements is to incorporate them as part of larger reconstruction, new construction, and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the street or highway improvement, if the bicycle and pedestrian accommodation is "incidental" in scope and cost to the overall project. Most bicycle and pedestrian accommodations within Wisconsin are made as incidental improvements.

Wisconsin Department of Trade and Consumer Protection (DATCP)

Soil and Water Resource Management Program
DATCP administers Wisconsin's soil and water resource management program (SWRM) under the provisions of Chapter 92 of the *Wisconsin Statutes* and Chapter ATCP 50 of the *Wisconsin Administrative Code*. The SWRM grant program was developed to support locally-led conservation efforts.

Eligible projects applicable to the City of Kenosha include grade stabilization structures, riparian buffers, filter strips, streambank and shoreline protection, water and sediment control basins, well abandonment, and wetland restoration.[4]

Wisconsin Department of Natural Resources (DNR)

Knowles-Nelson Stewardship Fund
The Knowles-Nelson Stewardship Fund Program was established by the Wisconsin Legislature in 1989 for a ten-year period. The program was renewed for an additional ten (10) years as part of the 1999-2001 Wisconsin State Budget. The goals of the Stewardship Program are to protect and restore nature-based outdoor recreation areas and areas having scenic or ecological value.[5] The Stewardship Program is financed through the issuance of general obligation bonds and is expected to distribute about $80 million annually Statewide for the ten-year period of the program. The DNR administers the Stewardship Program. The program is an umbrella for a number of subprograms, each with its own goals, priorities, and criteria, which are summarized below. Projects submitted for grants under the Stewardship Program must be included in a locally-adopted park plan.

Aids for the Acquisition and Development of Local Parks (ADLP)
The ADLP Program is a regional allocation program which provides up to 50 percent matching grants to local units of government and nonprofit conservation organizations (NCOs) to provide assistance for the acquisition and development of local parks. NCOs can use these funds for the acquisition of land or easements only. Local governments may use ADLP funds for the purchase of land and easements and the development of outdoor recreation areas for nature-based outdoor recreation purposes.

Acquisition of Development Rights
The Acquisition of Development Rights Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to acquire development rights (conservation easements) in areas where restrictions on residential, commercial, or industrial development would help protect natural, agricultural, or forestry values and enhance nature-based outdoor recreation.

Urban Green Space (UGS)
The Urban Green Space Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to acquire or protect scenic, ecological, or other natural features within or near urban areas and provide land for nature-based outdoor recreation, including noncommercial gardening. These funds can be used for the acquisition of land only.

Urban Rivers (URGP)
The Urban Rivers Grant Program is a Statewide program which provides up to 50 percent matching grants to local units of government and NCOs to purchase land or easements, or to develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas. This program is intended to preserve or restore

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[4] *The USDA adopted a policy in 2005 that prohibits the agency from releasing specific data regarding parcels enrolled in USDA programs, so information cannot be mapped.*

[5] *The DNR defines "nature-based" outdoor recreation as activities where the primary focus or purpose is the appreciation or enjoyment of nature. Such activities include hiking, bicycling, wildlife or nature observation, camping, nature study, fishing, hunting, picnicking, cross-country skiing, canoeing, and multi-use trail activities. Playgrounds are also considered "nature-based" facilities. Support facilities such as access roads, parking, signs, utility and restroom buildings, and habitat restoration are also eligible for funding under the Stewardship program.*

urban rivers or riverfronts for the purpose of revitalization and nature-based outdoor recreation activities. NCOs can use these funds for the acquisition of land or easements only.

Land and Water Conservation Fund (LAWCON or LWCF) Program
The Land and Water Conservation Fund (LAWCON) Program was established by the U.S. Congress in 1964 to provide funding for the acquisition of land for park or open space preservation purposes and the development of outdoor recreation facilities. In Wisconsin, LAWCON funds are administered by the DNR. Up to 50 percent of project costs are eligible for funding under this program. A portion of the awarded amount is available to local units of government for the acquisition of land and the development of parks and trails. The "nature-based facilities" restriction in the Knowles-Nelson Stewardship Program does not apply to LAWCON funds.

River Protection Grant Program
The River Protection Grant Program, administered by the DNR, is intended to protect or improve rivers and natural river ecosystems, including water quality, fisheries habitat, and natural beauty. The program includes the following two subprograms:

River Planning Grants
This program provides grants of up to 75 percent to local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include river organization development, educational efforts, assessments of water quality and aquatic life, and non-point source evaluations. Reimbursement is limited to $10,000 per project.

River Management Grants
This program provides grants of up to 75 percent to local units of government, nonprofit conservation organizations, and qualified river management organizations. Eligible activities include purchase of land or easements, development of local ordinances, and restoration of in-stream or shoreland habitat. Reimbursement is limited to $50,000 per project.

Urban and Community Forestry Grant Program
The Urban and Community Forestry Grant Program, administered by the DNR, provides grants of up to 50 percent to local units of government and nonprofit conservation organizations for urban forestry activities. Eligible activities include development of an urban forestry plan or urban open space program, development of a tree ordinance, development of a public awareness program, conducting street tree inventories, and tree planting and maintenance. Reimbursement is limited to $25,000 per project.

Wisconsin Managed Forest Law Program
The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin. Owners of at least 10 acres of contiguous wooded land that is used primarily for growing forest products are eligible to apply for the program through the DNR. Following approval of the application, the DNR prepares a management plan for the property, which will require some timber harvest at prescribed intervals and payment at that time of a "stumpage" tax. The program can provide significant property tax savings for participating landowners.

Under this program, lands enrolled in the "closed" category are not available to the public while the "open" lands are accessible for such recreation activities as hunting, fishing, and cross-country skiing. Enrollment is by contract between the DNR and the landowner; the landowner can choose a 25- or 50-year contract; landowners make payments in lieu of property taxes amounting to less than what the property tax would be; and must consist of at least ten (10) acres of contiguous forest land located in the same municipality. Landowners must agree to follow a forest management plan. The MFL Program was created in 1985, replacing similar programs – the Wisconsin Forest Crop Law Program and Wisconsin Woodland Tax Law Program. Some contracts under the Forest Crop Law Program remain in effect in Wisconsin; all Woodland Tax Law Program contracts have expired. There are no lands enrolled in the MFL Program in the City of Kenosha.

Managed Forest Law Public Access Grant Program
This public access grant program is available under the MFL program to award grants to local units of government, the DNR, and nonprofit conservation organizations for acquiring easements or purchasing land for public access to offset the impact of closed acreage under the MFL program.

Lake-Related Programs
The following lake-related programs are administered by the DNR.

Lake Protection Grants
The Lake Protection Program provides grants of up to 75 percent, to a maximum of $200,000, to protect or restore lakes and their ecosystems. Local units of government, tribal governments, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. Eligible activities include the acquisition of land or conservation easements to protect lake water quality, the restoration of wetlands tributary to a lake, the development of ordinances to protect water quality, and lake improvement projects included in a DNR-approved lake management plan.

Lake Planning Grants
The Lake Planning Program provides grants of up to 75 percent, to a maximum of $10,000, for the preparation of Lake Management Plans and for gathering and analyzing lake-related information. Local units of government, lake and sanitary districts, nonprofit conservation organizations, and certain lake associations are eligible for this program. There are no Lake Management Plans in the City of Kenosha.

Recreational Boating and Facilities (RBF)
RBF is a State program intended to encourage the development of recreational motorized boating facilities. The program provides up to 50 percent matching grants to local units of government for projects such as boat ramps and piers and support facilities such as parking lots and restrooms. Initial dredging and construction of bulkheads and breakwaters may also be eligible for funding. The Wisconsin Waterways Commission awards RBF grants.

Sport Fish Restoration Act (SFR)
SFR is a Federal program intended to support restoration of sport fishing habitat and to provide facilities for public access to sport fishing areas, including piers and boat landings. The program provides up to 75 percent matching grants to local units of government to develop fishing piers and public boating access sites.

Nonpoint Source Pollution Abatement Programs
Nonpoint source abatement programs[6] are aimed at improving surface water quality (lakes and rivers) by abating pollution caused by stormwater runoff. In addition to the assistance provided by DATCP, the DNR may provide grants to governmental units and special purpose districts to assist the implementation of nonpoint source pollution abatement practices and projects, where pollution abatement cannot be achieved though the implementation of county soil and water resources activities funded under DATCP costshares. Funding is generally targeted to areas such as those listed on the State's list of impaired waters, public health threat situations, and areas considered high priority areas such as outstanding or exceptional resource waters. Programs include the following:

Targeted Runoff Management (TRM) Grant Program
To help control polluted runoff from both agricultural and urban sites, TRM grants are available to address high-priority resource problems. Eligibility is limited to local units of government, special-purpose districts (i.e., school or stormwater utility districts), tribal commissions, and regional planning agencies. Governmental units may be granted 70 percent of eligible costs for various (urban or rural) best management practices (BMPs), up to a cap of $150,000. Property purchases (from willing sellers only) granted at 50 percent of DNR-approved appraised value can be included in the $150,000 grant cap. Funds are disbursed on a reimbursement basis upon completion of the project according to two-year grant contract terms.

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[6] *For the latest information regarding nonpoint source and water pollution abatement and soil conservation programs, refer to the Wisconsin Legislative Fiscal Bureau (Informational Paper 66, January 2007).*

Urban Nonpoint Source and Storm Water (UNPS&SW) Planning Program
UNPS&SW grant funds are used to control polluted runoff in urban project areas. Funds are typically awarded for either planning or construction projects. The grant period is two (2) years. Projects funded by these grants are site-specific, serve areas generally smaller in size than a subwatershed, and are targeted to address high-priority problems. An "urban project area" must meet one (1) of these criteria:

- Has a residential population density of at least 1,000 people per square mile,
- Has a commercial or industrial land use,
- Is a portion of a privately owned industrial site not covered by a WPDES permit issued under Chapter NR 216 of the *Wisconsin Administrative Code,* or
- Is a municipally-owned industrial site (regardless of Chapter NR 216 permit requirements).

Governmental units are eligible for a grant even if the governmental unit is covered by a stormwater permit under Chapter NR 216 of the *Wisconsin Administration Code*.

UNPS&SW planning grants can be used to pay for a variety of technical assistance activities. Eligible activities such as stormwater management planning, related information and education activities, ordinance and utility development and enforcement are cost shared at 70 percent. Eligible UNPS&SW construction grant costs may include such projects as stormwater detention ponds, filtration and infiltration practices, streambank stabilization, and shoreline stabilization. Those eligible costs are cost shared at 50 percent up to a maximum of $150,000. Additional cost-share reimbursements may be available for project design, land acquisition, and permanent easement costs with approval by the DNR regional staff.

Additionally, a municipal flood control and riparian restoration program provides financial assistance for the collection and transmission of stormwater for flood control and riparian restoration under the Urban Nonpoint Program. Grants may be used for developing flood control facilities and structures, purchasing conservation easements on land within a floodway, or flood proofing structures within the 100-year flood plain.

Wisconsin Department of Transportation

Rustic Roads Program
The Rustic Roads Program is used to help citizens and local governments preserve the remaining scenic country roads designated for the leisurely enjoyment of hikers, bikers, and motorists. To qualify for the Rustic Road Program, the road should have outstanding natural features, native vegetation and wildlife, and open areas or agricultural vistas. The road should be lightly traveled, and not scheduled for major improvements which would change its characteristics. Although the Wisconsin Department of Transportation pays the cost of furnishing and installing Rustic Road marking signs, officially designated rustic roads remain under local control and are eligible for state aid the same as any other public street. Currently, there are not any designated Rustic Roads in the City of Kenosha.

Historic Preservation Programs

Historic Homeowners Income Tax Credit Program
The Wisconsin Historical Society administers a 25 percent tax credit program to assist in the repair and rehabilitation of private residences that are listed on the State or National Registers of Historic Places, listed as contributing properties to a State or National Historic District, or deemed eligible for listing on the State register through the tax credit application process. To qualify, a minimum expenditure of $10,000 must be made over a two- to five-year period, and credits for the repair and rehabilitation are limited to structural work, such as roof replacement, painting, floor leveling, electrical wiring, plumbing, heating, and cooling.

Wisconsin Barn Preservation Program
The Wisconsin Historical Society, UW-Extension, and the Wisconsin Historic Trust have developed the Wisconsin Barn Preservation Program to help preserve old wood frame barns and other historically significant rural

structures. Because farmsteads are often converted to residential subdivisions, the program sponsors workshops to explain how such structures could be converted into homes or carefully integrated with residential lots as accessory structures that may function as a garage, storage shed, workshop, studio, den, home occupation business, or simply remain as a reminder of our agrarian heritage. Iowa and New York have programs that help pay for structural repairs of barns, including beams, sills, cabling, and roof work, through grant programs. The Wisconsin Barn Preservation Program is working to establish a similar foundation that would make direct grants for repairs if owners contribute a matching amount.

Main Street Program

Developed by the non-profit National Trust for Historic Preservation, the Main Street Program is an approach adopted by numerous non-profit and governmental units to revitalize traditional "downtown" commercial districts through preservation and promotion. Main Street programs can be structured in a variety of ways, including as a freestanding nonprofit organization or as part of an existing organization such as a Business Improvement District (BID) or a Community or Economic Development Corporation (CDCs or EDCs). The Main Street Four-Point Approach addresses four (4) distinct areas for commercial district revitalization: design, economic restructuring, promotion, and organization, and, as part of the approach, is generally accomplished on a grassroots or volunteer level. However, the organization, most likely will have at least one employee coordinating tasks. Local Main Street programs may coordinate with local units of government for assistance in preservation and revitalization efforts, or government units may adopt or incorporate the Main Street approach into existing historic preservation, economic development, city management, or community planning programs. Currently, there is not an official Main Street Program in the City of Kenosha.

County and Local Programs

Kenosha/Racine Land Trust

The Kenosha/Racine Land Trust may purchase lands containing significant natural resources or hold conservation easements for such lands in Kenosha and Racine Counties. This Nonprofit Conservation Organization (NCO), established in 1993, holds conservation easements and monitors the conservation restrictions within these easements. Land trusts help protect land and water resources for the public benefit and are eligible to participate in State grant programs that fund land or conservation easement acquisitions.

Other Conservation Programs and Techniques[7]

In addition to zoning, other conservation programs and techniques that have proven successful in other communities in Wisconsin and across the nation experiencing development pressures may have relevance for the City of Kenosha. These include:

Conservation Easements

A conservation easement is a legally recorded agreement of deed restrictions that landowners voluntarily place on their property to protect natural, or cultural resources, such as water resources, open space, wildlife habitat, or historic sites, by prohibiting specified uses. For example, most easements restrict uses other than those associated with open spaces and conservancy areas, such as residential, commercial, or industrial uses. Lands remain on the tax rolls, sometimes at a reduced rate. Landowners can sell[8] or donate either a portion or the entire parcel to either a governmental unit or a qualified conservation organization such as a land trust (i.e. the Kenosha/Racine Land Trust) to monitor and enforce the restrictions set forth in the easement. In return, landowners can receive tax benefits for granting easements.

Usually, the terms of an easement are specific and include instructions on allowable uses on the property and the time period set for the easement. Although most conservation easements are permanent, some impose restrictions

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[7] *Additional information relative to farmland preservation can be found in* Saving American Farmland: What Works*, American Farmland Trust, 1997.*

[8] *Purchase of development rights (PDR) programs typically involve the placement of a conservation easement on a parcel in return for compensation to the property owner.*

for a specified number of years. The easement also legally binds future landowners to the terms set forth in the legally recorded easement attached to the land.

Conservation Subdivisions

Conservation Subdivision Design, sometimes referred to as Cluster Development Design, involves the grouping of dwellings on a portion of a development parcel in order to preserve the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners association, the local municipality or County, the State, a land trust or other private conservation organization, or the original landowner. Conservation easements and attendant deed restrictions should be used to protect the common open space from future conversion to more intensive uses.

In comparison to conventional subdivision designs, conservation subdivisions afford greater opportunity for preserving open space and maintaining the natural resources of the parcel being developed as illustrated in Figures8-1, beginning on page 11, and Figure 8-2, page 15. When properly designed, the visual impact of new residential development from surrounding streets and adjoining parcels can be minimized and significant natural features and agricultural lands can be protected from development. Infrastructure installation and maintenance costs may be reduced due to shortened street and utility lengths.

Lot Averaging

In some cases it may be determined that a cluster development is not appropriate for a particular parcel. In other cases, the community may be uncomfortable with the idea of joint ownership of common open space. In such cases, the community concerned could consider allowing lot averaging as a means of preserving open space or environmentally sensitive areas, as illustrated in Figure 8-3, page 16. Maintaining an overall lower density, the lot sizes would be permitted to vary as long as the lot area that is taken from one lot is transferred to one or more other lots, so that a minimum "average" lot size required by the zoning ordinance is maintained within the development site concerned. Lots within the development larger than the minimum lot size required by the zoning ordinance would be deed restricted to prevent further division. Although no common open space is created, the advantage of lot averaging is flexibility of site design and the ability to concentrate some of the permitted dwellings on smaller lots in certain areas of the development parcel while the remaining dwellings would be located on a few larger lots. Alternatively, a large parcel could be maintained in open space with smaller lots developed with homes. Features of open space or environmentally sensitive areas can be preserved, albeit on private lots.

Purchase of Development Rights (PDR)

Purchase-of-Development-Rights Programs, or "PDR" programs, represent another potential means to ensure the preservation of open space or environmentally sensitive lands. Under a PDR program, landowners are compensated for permanently committing their land to open space use. Deed restrictions or easements are used to ensure that the lands concerned remain in open space use. Such restrictions are attached to the land and remain in effect regardless of future sale or other transfer of the land.

PDR programs may be administered and funded by State, county, or local units of government, land trusts and other private organizations, or combinations of these. The amounts paid to farmland owners under PDR programs may be calculated on the basis of the number of dwelling units permitted under existing zoning, on the basis of the difference between the market value of the land and its value solely for agricultural purposes, or on some other basis.

FIGURE 8-1

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS

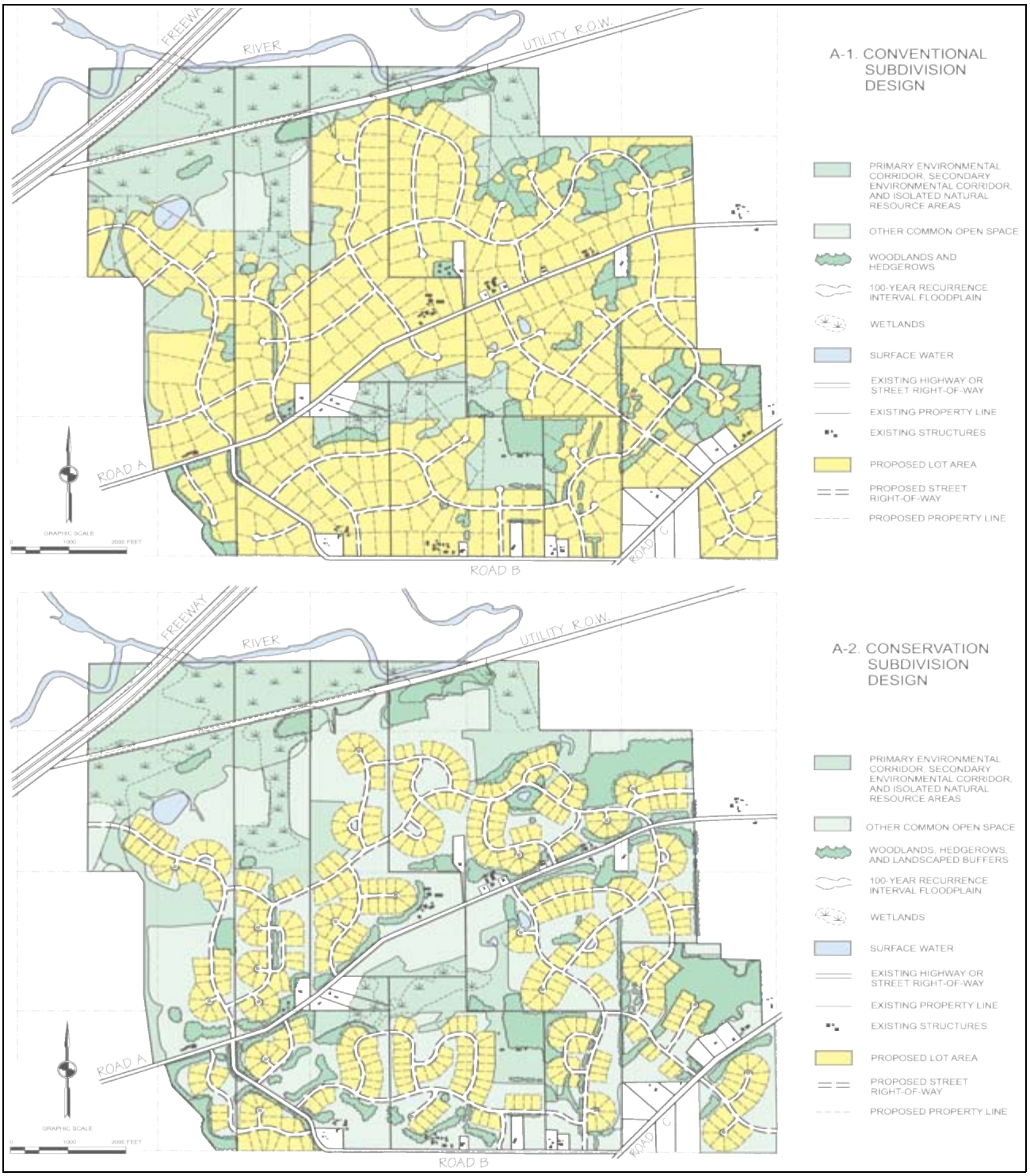


FIGURE 8-1 (CONTINUED)

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS

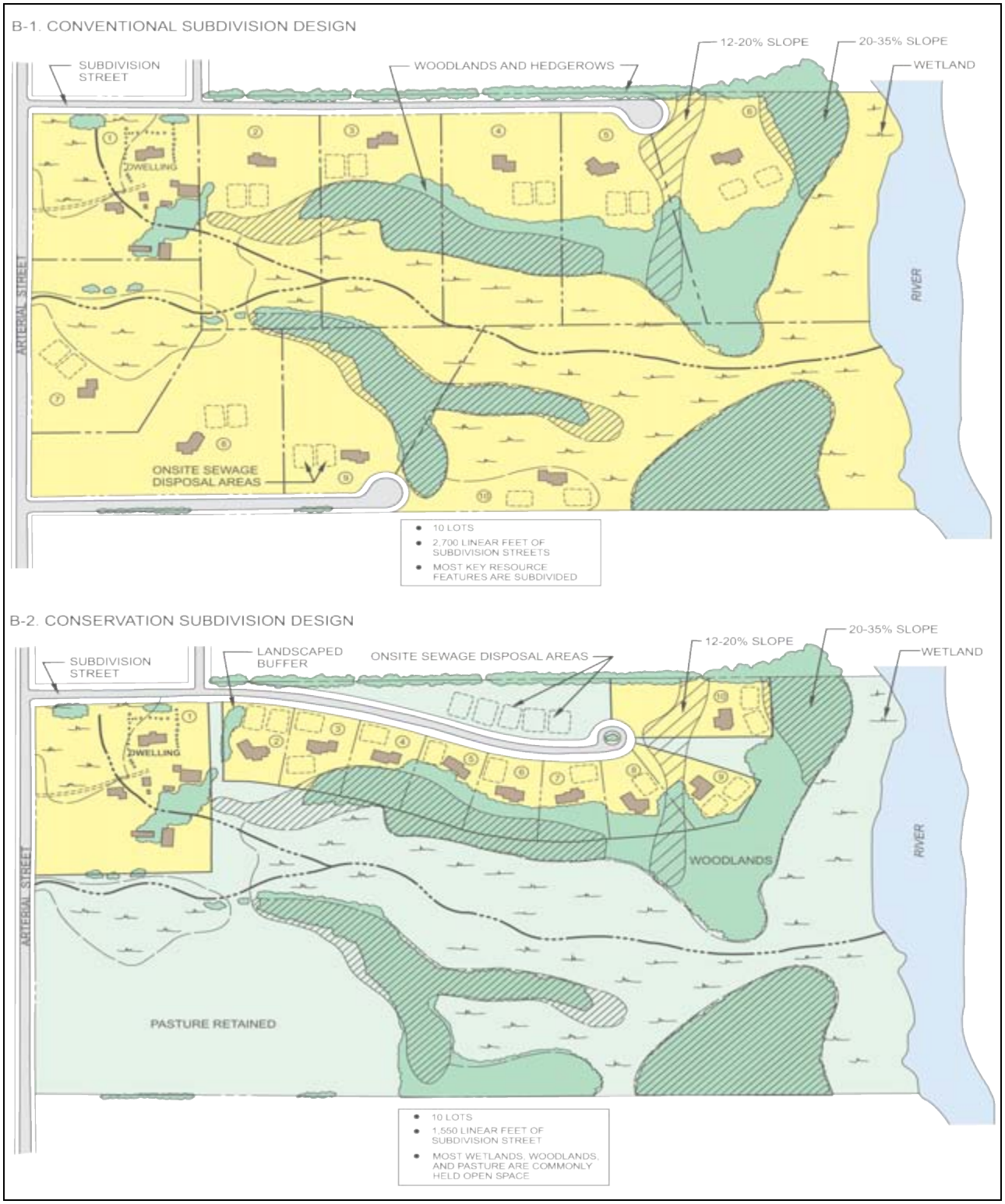


FIGURE 8-1 (CONTINUED)

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS

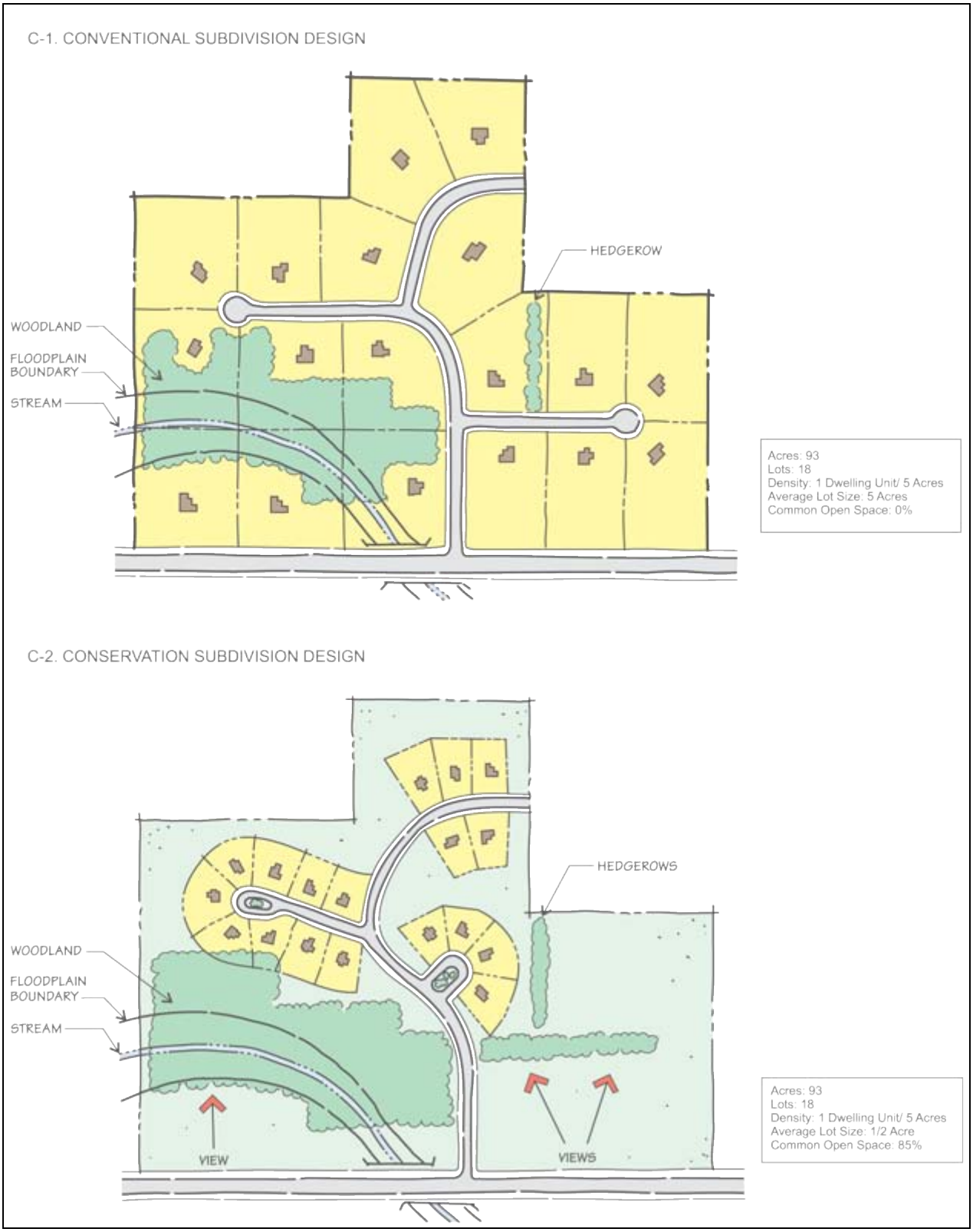


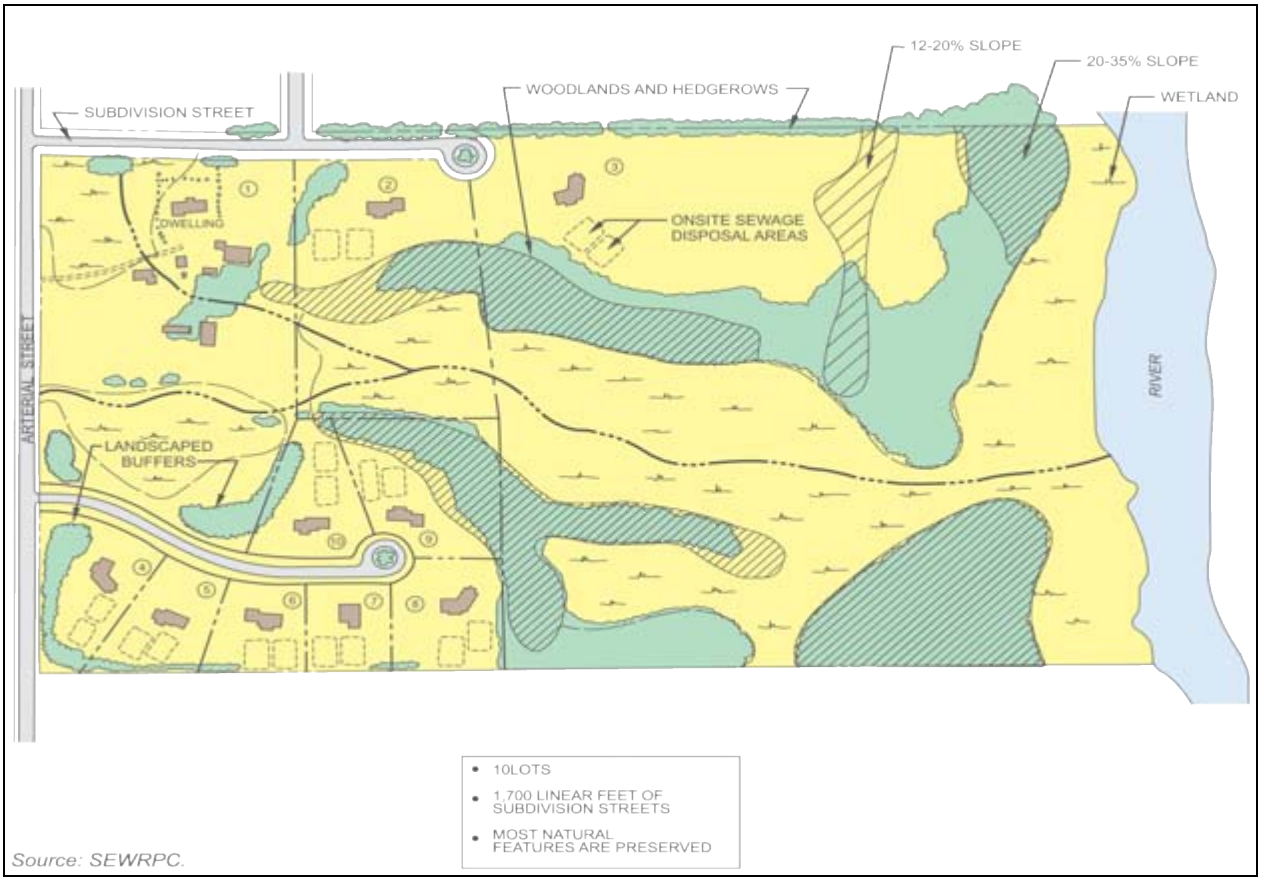
FIGURE 8-1 (CONTINUED)

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS

Source: SEWRPC.

FIGURE 8-2

EXAMPLE OF LOT AVERAGING



PDR programs provide assurance that land will be permanently retained in open use. Landowners receive a potentially substantial cash payment while retaining all other rights to the land, including the right to continue farming. The money paid to the landowner may be used for any purpose, such as debt reduction, capital improvement to the farm, or retirement income. Lands included in a PDR program remain on the tax roll and continue to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

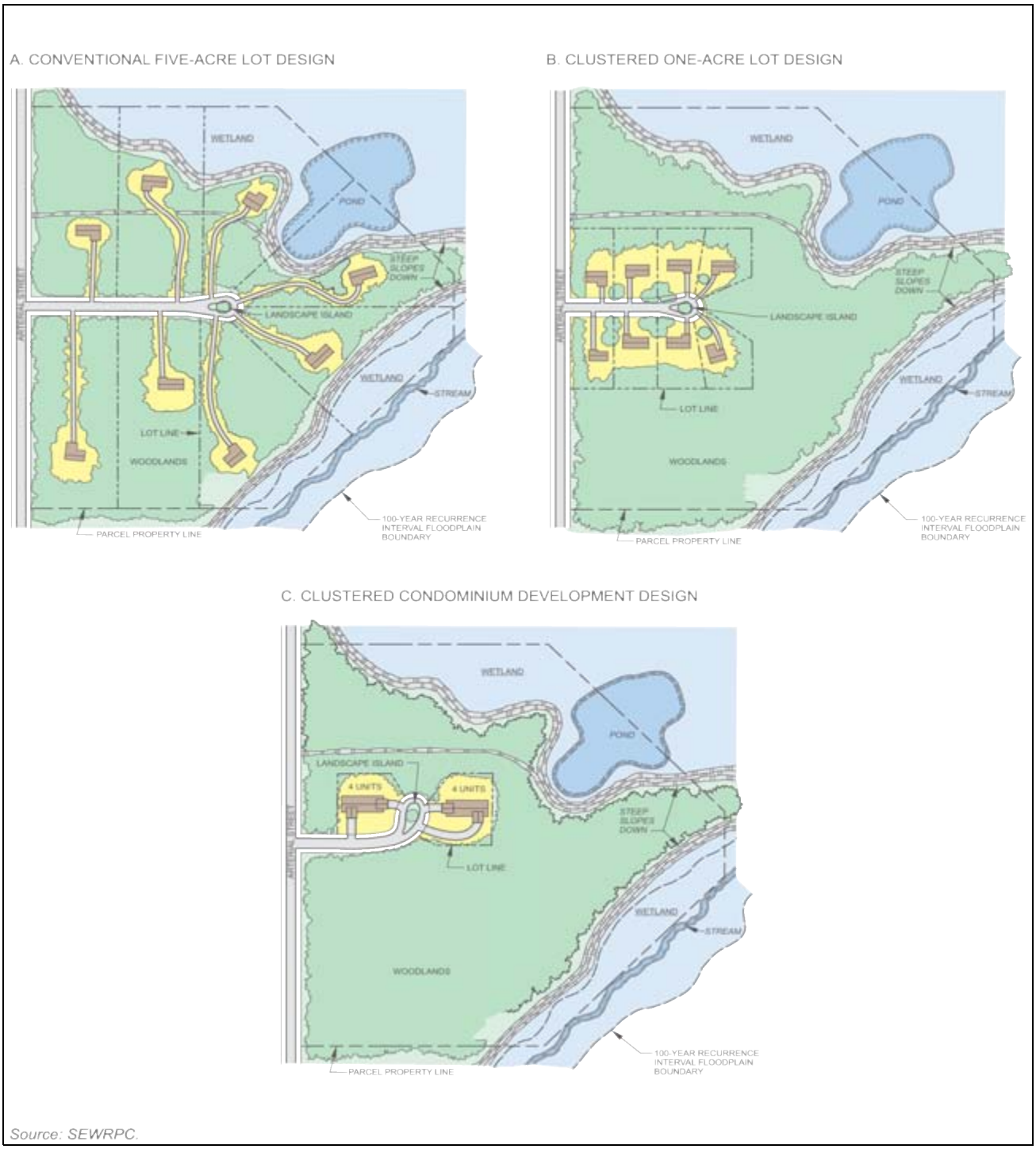
PDR programs have not been widely embraced within the Region to this point. The primary drawback of PDR programs is the potentially high cost. Given the attendant costs, PDR programs should be strategically targeted toward agricultural lands where long-term preservation is particularly important. A PDR program could, for example, be directed at existing land surrounding a public nature preserve or major park in order to ensure a permanent open space buffer around the park or nature preserve.

Transfer of Development Rights (TDR)

Under Transfer-of-Development-Rights Programs, or "TDR" Programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one (1) parcel, which would be maintained in open space use, to a different parcel, where the number of dwelling units permitted would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one (1) parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one (1) owner to another, at fair market value. In either case, the result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

FIGURE 8-3

ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS COMPATIBLE WITH PRIMARY ENVIRONMENTAL CORRIDORS



Source: SEWRPC.

The transfer of development rights may be implemented only if authorized under local zoning. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units which may be transferred from the "sending" area to the "receiving" area. The zoning district map must identify the sending and

receiving areas, or at least identify the districts within which development rights can be transferred from one parcel to another.

While the creation and administration of a TDR Program is somewhat complicated, the technique remains a potentially effective means for preserving open space and maintaining rural densities, while directing development to areas where it may best be accommodated.

PART 2: AGRICULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth agricultural resource goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve agricultural resource goals and objectives; and programs, which are projects or services intended to achieve agricultural resource policies, are also identified. Goals and objectives were developed with the expectation that agricultural uses within the City of Kenosha are temporary uses prior to the lands being developed for an urban use. Furthermore, the City of Kenosha believes that the most effective way of preserving agricultural land, is to ensure an adequate supply of developable land within an area served by municipal utilities to satisfy the demand for housing and businesses.

The following general goals and objectives related to agricultural resources are set forth in the Issues and Opportunities Element (Chapter 7). Planned farmland preservation areas in Kenosha County for the year 2035 are identified on Map 9-2 (Kenosha County Land Use Plan Map: 2035). There are not any farmland preservation areas identified on Map 9-6, City of Kenosha's Land Use Plan Map: 2035. The general goals and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs:

Overall Agricultural Resources Goals and Objectives

Goals:

- Allow agriculture and farmlands as temporary uses prior to development or urban uses when provided with municipal utilities.
- Identify and encourage desirable and sustainable agri-businesses and job development.

Objectives:

- Encourage agricultural uses outside planned urban (sewer) service areas.
- Support county-grown agriculture through farmer's markets and community gardens.

Productive Agricultural Areas

As stated earlier, the City of Kenosha has identified that the most effective way of preserving agricultural land is to ensure there is an adequate supply of developable land within an area served by municipal utilities to satisfy the demand for housing and businesses. Since the entire City of Kenosha is expected to be served by municipal utilities by 2035, Map 9-6 (City of Kenosha Land Use Plan Map: 2035) does not reflect any areas within the planned boundaries of the City of Kenosha as planned farmland preservation areas. However, planned farmland preservation areas are shown outside the City on Map 9-2 (Kenosha County Land Use Map: 2035).

Goal:

- Encourage a sufficient amount of agricultural land to ensure farming remains viable and sustainable on lands not served by municipal utilities outside the City of Kenosha.

Objectives:

- Develop methods to identify, protect, and preserve agricultural areas and lands in adjacent towns.

- Develop methods to retain and encourage agriculture as a viable part of the economy such as farmers markets and community gardens.
- Work with adjacent towns to discourage development on productive agricultural lands.
- Encourage preservation of agricultural activity outside planned urban (sewer) service areas.
- Capitalize on agri-tourism amenities.

Policies:

- Farmlands in planned urban (sewer) service areas should be encouraged to remain in agricultural use until public sewer and water services are extended to the parcel.
- Encourage niche farming operations in Kenosha County, such as organic farms, orchards, and landscape nurseries in areas not served by public sewer and water service.
- Promote the protection of agricultural land in the surrounding area by accommodating urban development at medium or higher densities within the City sewer service areas.
- Consider limiting the use of Tax Incremental Financing (TIF) districts to convert land from agricultural to urban uses and instead focus on redevelopment and infill areas within developed portions of the City.

Programs:

- Support programs to promote an agricultural economic cluster of farming operations and appropriate agri-businesses on lands designated for agricultural use on the County Land Use Plan Map (Map 9-2 in Chapter 9).
- Support a program to market and link Kenosha County agricultural products, including organic products, to restaurants, stores, schools, and group residential facilities (nursing homes, for example).
- Continue to support produce stands and encourage farmer markets in the City of Kenosha.

PART 3: NATURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth natural resources goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve natural resources goals and objectives; and programs, which are projects or services intended to achieve natural resources policies, are also identified. Goals and objectives were developed using the natural resources data inventoried in Chapter 3, and the general planning issue statements and goals and objectives related to natural resources identified in Chapter 6. Sources of public input, such as the SWOT analysis; Kenosha County Café; planning goals, objectives, principles, and policies from existing County and local plans; input from the nine (9) local comprehensive plan informational meetings; and public comments obtained via the Kenosha County comprehensive planning website and e-mails were also reviewed to identify the agricultural issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

The overall natural resources issues identified in Chapter 7 (Natural Resources Preservation and Protection Issue) indicated a strong desire among residents to preserve natural features. Results from the visioning process indicate that the loss of natural resources due to development is viewed as a threat to the City of Kenosha. Concerns include invasive species, depletion of groundwater supplies and declining water quality, and the perception that air quality is deteriorating. The City of Kenosha residents placed a high priority on preserving existing woodlands, wetlands, and river corridors, and applying stricter regulations for preserving water quality. Natural amenities that provide recreational opportunities are important to City of Kenosha residents, and include Lake Michigan, prairies, and parks. Lake Michigan was viewed as a strength as a natural resource, as a tourism and recreational amenity, and for its potential to serve industry and create jobs. Development and enhancement of greenways and trails, the importance of Lake Michigan to the City of Kenosha, and improving parks and park amenities were recurring themes throughout the visioning process.

The natural resources data collected in Chapter 3 indicates there are significant geological, nonmetallic, surface water, groundwater, forest, plant and animal species habitat, and areas where high concentrations of the best remaining elements of the natural resource base occur (environmental corridors) within the City of Kenosha.

The following general goal and objectives related to natural resources are set forth in the Issues and Opportunities Element (Chapter 7). The general goal and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs.

Overall Natural Resources Goal and Objectives

Goal:

- Preserve and enhance the City of Kenosha's natural resources, including Lake Michigan, and park and open space sites.

Objectives:

- Continue the development of a comprehensive system of parks and open spaces within the City of Kenosha to enhance the quality of the environment and life and to allow City of Kenosha residents adequate opportunities to participate in resource and non-resource-oriented outdoor recreation activities, including water-based outdoor recreation activities.
- Encourage the preservation of natural features and open space as part of future development proposals.
- Protect and enhance natural resource areas, including wetlands, wildlife habitats, woodlands, open spaces, and floodplains.
- Encourage the protection of Lake Michigan's water quality and shoreline.
- Capitalize on natural and recreational tourism amenities.

Further analysis of this data refines the general natural resources issue into the following more specific natural resources issues:

- Environmental Corridors, Natural Areas, and Critical Species Habitats Issue
- Surface and Groundwater Resources and Watersheds Issue
- Floodplain, Wetlands, and Severe Structural and Severe Wet Soils Issue
- Lake Michigan Issue
- Nonmetallic Mineral Resources Issue
- Invasive Species Issue
- Environmental Health Issue
- Parks, Outdoor Recreation, and Open Space Preservation Issue

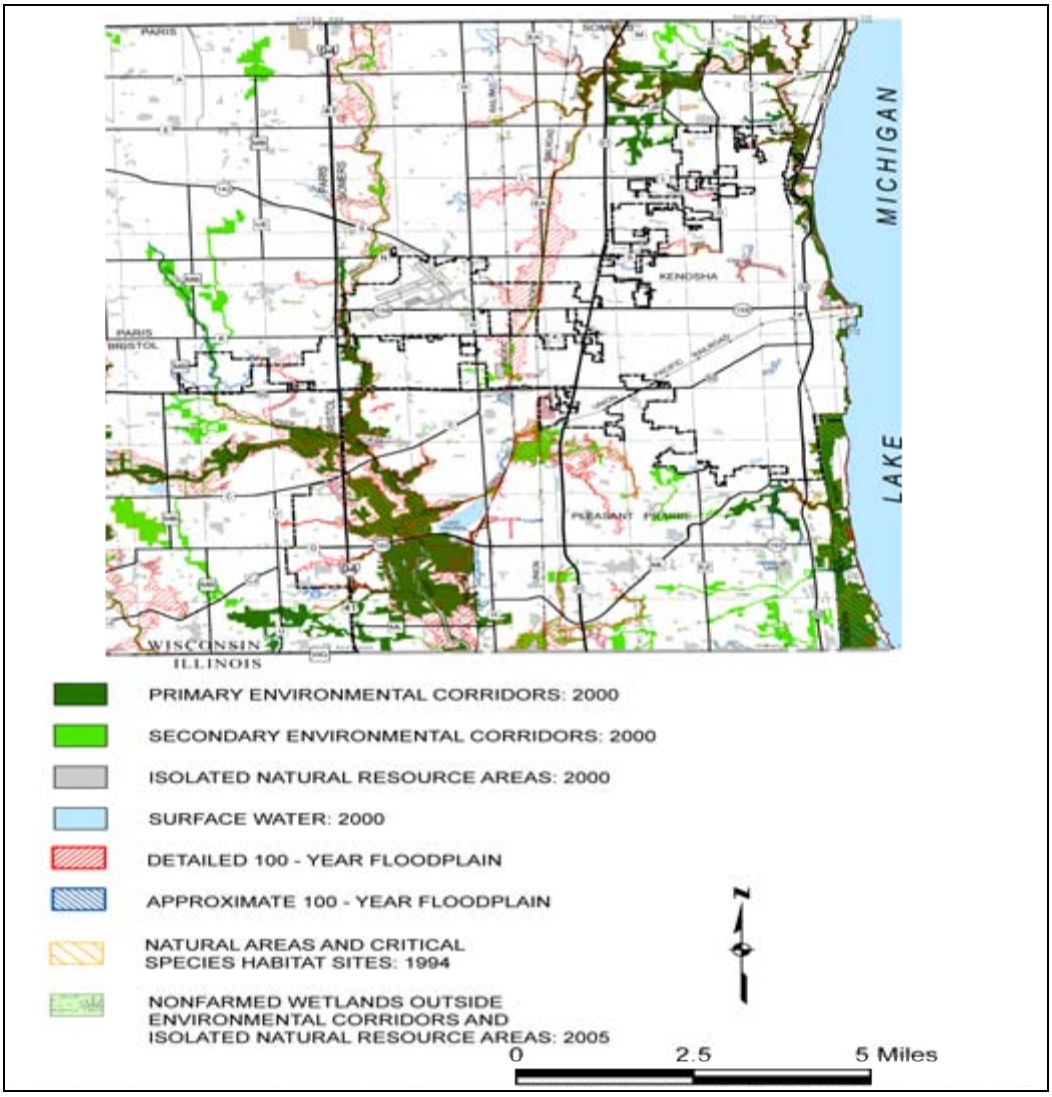
Each set of goals, objectives, policies, and programs corresponds to a natural resources issue listed above. Natural resource recommendations for local government consideration have also been prepared.

Environmental Corridors, Natural Areas, and Critical Species Habitats Issue

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the City of Kenosha and to the continued provision of amenities required to maintain a high quality of life for residents. Environmental corridors and other natural resource areas encompass these areas and are shown on Map 8-1, page 19.

Map 8-1

ENVIRONMENTAL CORRIDORS AND OTHER NATURAL RESOURCES IN KENOSHA COUNTY



Source: Federal Emergency management Agency, Wisconsin Department of Natural Resources, and SEWRPC

Environmental corridors often encompass natural areas, which are defined as tracts of land or water so little modified by human activity that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement, and critical species habitat sites (terrestrial and aquatic), which are located outside of natural areas but are important for their ability to support rare, threatened, or endangered plant or animal species. While these sites are almost always located in environmental corridors, there are limited exceptions. Map 8-1 shows natural areas and critical species habitat sites in the City of Kenosha.

The resources encompassed by environmental corridors and isolated natural resource areas have been identified through many sources of public input as vital to the future; therefore, protection of these areas has been identified as a high priority through the comprehensive planning process. Preservation of natural areas was also specifically identified as an opportunity during the County SWOT analysis.

While the environmental corridor network includes sizable areas (areas of five (5) acres or larger) of remaining natural resources, other smaller areas can also contribute to the environmental quality of the City of Kenosha by providing small areas for wildlife, plant habitat, and/or open space. Such areas can include common open space

in conservation subdivisions managed for natural resource protection, and, in some cases, backyards that are designed to attract birds, butterflies, and other wildlife.

Goals:

- Preserve primary environmental corridors, secondary environmental corridors, natural areas, and isolated natural resource areas.
- Preserve critical species habitat sites and critical aquatic sites located outside of natural areas.
- Preserve habitat for native plants and wildlife by protecting environmental corridors, isolated natural resource areas, and wetlands and surface waters located outside such corridors and isolated natural areas.
- Preserve significant geological areas.

Objectives:

- Provide for permanent protection of primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, and critical species habitat and aquatic sites outside of natural areas[9] identified in associated Chapter 3 inventory maps and Map 8-1, page 20.
- Preserve "natural" character and vistas.
- Encourage the preservation of open spaces and natural resources as part of future development proposals.

Policies:

- Discourage incompatible land uses in environmental corridors, isolated natural resource areas, natural areas, floodplains, wetlands, and critical species habitat sites. Uses considered compatible with environmental corridors and isolated natural resource areas, and guidelines for such uses, are provided in Table 8-1, page 22. Figures 8-3, page 16 and 8-4, page 25, illustrate and recommend use of open space and conservation designs concepts if urban development is allowed on lands containing environmentally sensitive features.
- Encourage the protection of environmental corridors, natural areas, and critical habitat sites through public and NCO fee simple purchase and conservation easements.
- Work to implement strategies regarding the preservation and protection of woodlands, environmental corridors, natural areas, and critical species habitat sites recommended in the *Kenosha County Park and Open Space Plan*, including updates to the plan.
- Encourage the preservation of natural resources outside the environmental corridor network.

Programs:

- Promote use of State and Federal preservation programs
- Continue to protect lowland portions of environmental corridors and other lowland areas, including wetlands, through enforcement of C-2 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to protect upland portions of environmental corridors and other upland areas through enforcement of C-1 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to work with the Kenosha/Racine Land Trust and other NCOs to protect primary environmental corridors, natural areas, and critical species habitat sites.
- Continue to implement the recommendations for acquisition and management of natural areas, critical species habitat sites, and significant geological areas as set forth in the Natural Areas of Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin.
- Support Kenosha County Land and Water Conservation Division (LWCD) to develop an educational program and distribute educational materials regarding techniques to protect Kenosha County's environmental corridors, natural areas, and critical species habitat sites through fee simple acquisitions and conservation easements. The educational program focus should include local governments and NCOs.

[9] *Primary environmental corridors, secondary environmental corridors, isolated natural resources areas, natural areas, and critical species habitat and aquatic sites outside of natural areas will be referred to as "environmental corridors, natural areas, and critical species habitat sites" in the report.*

- Continue to protect environmental corridors through the Conditional Use Permit (CUP), Site Plan Review, and Land Division Review processes.

TABLE 8-1

GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

Component Natural Resource and Related Features within Environmental Corridors[a]	Permitted Development																
	Transportation & Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)											Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Streets and High-ways	Utility Lines and Related Facilities	Engineered Storm-water Mgmt. Facilities	Engineered Flood Control Facilities[b]	Trails[c]	Picnic Areas	Family Camping[d]	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings		
Lakes, Rivers, and Streams	--[e]	--[f,g]	--	--[h]	--[i]	--	--	X	X	--	--	--	--	--	--	--	--
Shoreland[j]	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--
Floodplain[k]	--[l]	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--
Wetland[m]	--[l]	X	--	--	X[n]	--	--	--	X	--	--[o]	--	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--
Woodland	X	X	X[p]	--	X	X	X	--	X	X	X	X	X	X	X[q]	X	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	--[r]	--	--	--	--	X[s]	X	--	--	--	--	--	--
Prairie	--	--[g]	--	--	--[r]	--	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--	--
Historic Site	--	--[g]	--	--	--[r]	--	--	--	--	--	--	--	--	X	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	--[q]	--	--	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one (1) of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under the regional plan:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use – in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities: All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extend possible following construction, such resources should be restored to preconstruction conditions. The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Recreational Facilities: In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases, however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis. The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Rural Density Residential Development: Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor

acreage within the site, less the acreage covered by surface water and wetlands, by five (5). The permitted housing units may be in single-family or multi-family structures. When rural residential development is accommodated, conservation subdivision designs are strongly encouraged.

- Other Development: In lieu of recreational or rural density residential development, up to ten (10) percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban-density residential development and certain commercial and other urban development under all of the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development is compatible with and does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by site basis. Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable over accommodating scattered homesites and attendant access roads at an overall density of one (1) dwelling unit per five (5) acres throughout the upland corridor areas.
- Pre-Existing Lots: Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the Land Use Plan.
- All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

a The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five (5) acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

Shoreland: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one (1) acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas which are dominated by native grasses; also includes savannahs.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan.

b Includes such improvements as stream channel modifications and such facilities as dams.

c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of natural resources.

d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

e Certain transportation facilities such as bridges may be constructed over such resources.

f Utility facilities such as sanitary sewers may be located in or under such resources.

g Electric power transmission lines and similar lines may be suspended over such resources.

h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

i Bridges for trail facilities may be constructed over such resources

j Consistent with Chapter NR 115 of the Wisconsin Administrative Code.

k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.
n Only an appropriately designed boardwalk/trail should be permitted.
o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.
p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.
q Only if no alternative is available.
r Only appropriately designed and located hiking and cross-country ski trails should be permitted.
s Only appropriately designed, vegetated, and maintained ski hills should be permitted.

Source: SEWRPC.

Surface and Groundwater Resources and Watersheds Issue

Surface waters, including streams, rivers, and Lake Michigan, greatly enhance the aesthetic quality of the environment in the City of Kenosha and constitute a focal point for water-related recreational activities. An adequate supply of groundwater for domestic consumption is essential for urban and rural development. Both surface water and groundwater quality are readily susceptible to degradation through improper land development and management. Surface water quality can be degraded by excess pollutant loads, including nutrient loads, from manufacturing and improperly located onsite wastewater treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites and impervious surfaces; careless agricultural practices; careless lawn maintenance practices; excessive development of riparian areas; and inappropriate filling of wetlands. Groundwater quality can be degraded by the loss of groundwater recharge areas (potential groundwater recharge areas identified through the regional water supply study[10] are shown on Map 3-15 in Chapter 3), excessive or overly concentrated pumping, inappropriate or poorly maintained onsite wastewater treatment systems, surface water pollution, and careless agricultural practices. Developing methods to protect both surface water and groundwater resources has been identified as important in all areas of public input gathered during the comprehensive planning process, including the SWOT analysis and local informational meetings. These resources are vital to the preservation of the natural and high quality urban development in the City of Kenosha.

Lakes, rivers, and Lake Michigan, recognized as a global resource, were specifically identified as strengths during the SWOT analysis. Lake Michigan is one of five (5) Great Lakes, which together hold ten (10) percent of the world's fresh water. Lake Michigan has been identified as an important resource because of the County's location east of the sub-continental divide, which runs through the Southeastern Wisconsin Region. Three (3) of the five (5) major watersheds located in the County are part of the Great Lakes – St. Lawrence River drainage system. Under the terms of the Great Lakes Compact, all of Kenosha County and its city, villages, and towns have access to Lake Michigan as a source of water. While the County currently relies heavily on groundwater resources for water supplies, the City of Kenosha has unlimited access to a vast source of water if needed in the future. Protection from pollution is vital to maintaining the water quality of Lake Michigan, inland surface water resources, and groundwater resources, which will have a great impact on the City of Kenosha's future.

Goals:

- Encourage integrated water resource management of surface water and water dependent natural resources.
- Protect and enhance surface water quality.

Objectives:

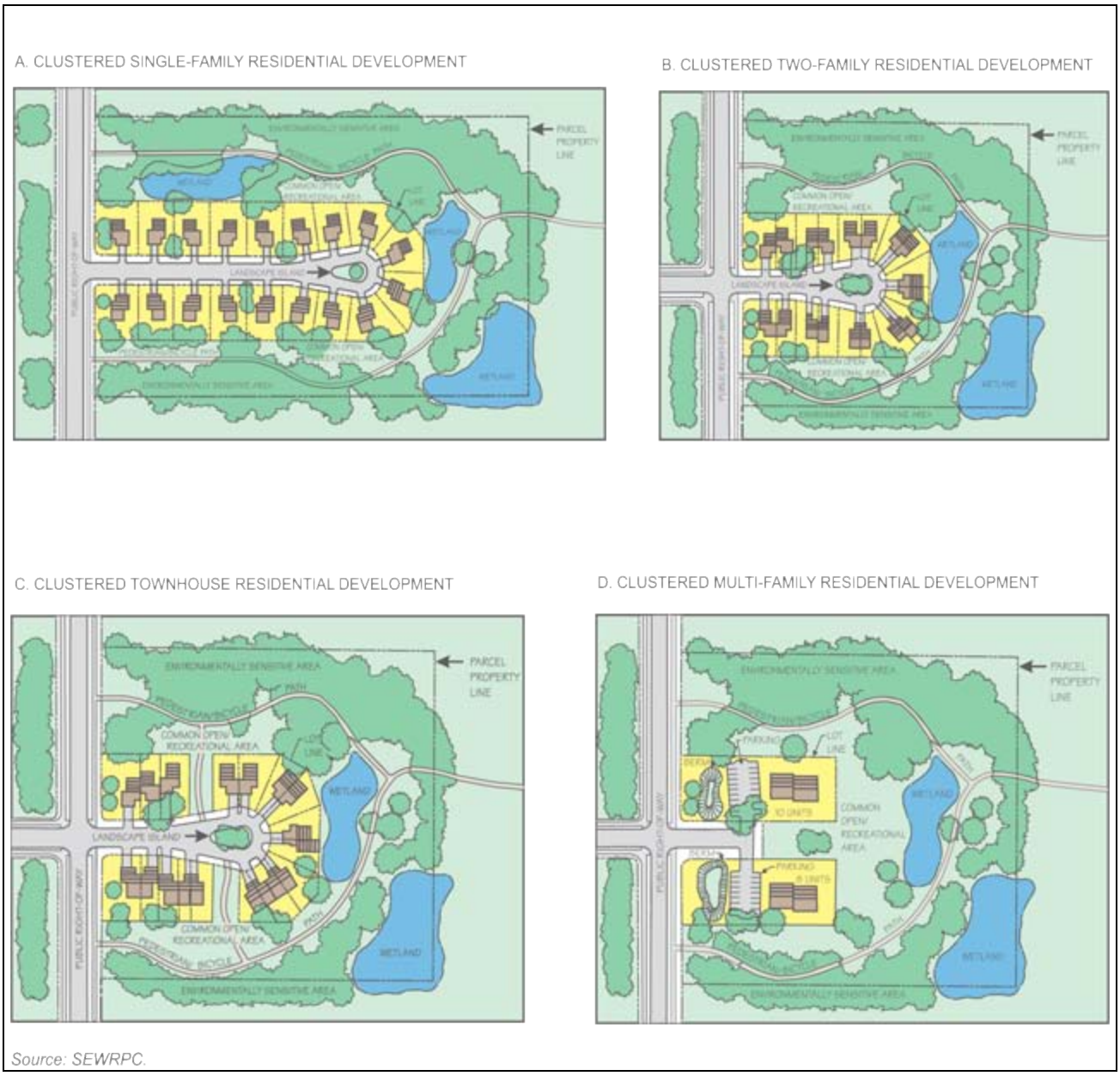
- Reduce sedimentation, pollution, and eutrophication[11] of lakes, rivers, and streams.
- Ensure surface water resources, including Lake Michigan, remain a recreational focal point.
- Protect groundwater quality and quantity from inappropriate onsite waste treatment systems, surface water pollution, and careless agricultural practices.

[10] *SEWRPC Planning Report No. 52,* A Regional Water Supply Plan for Southeastern Wisconsin, *(study underway).*

[11] *Eutrophication is caused by the increase of chemical nutrients, typically compounds containing nitrogen or phosphorus, in an ecosystem. Eutrophication typically occurs when nutrient pollution is released into water bodies and results in enhanced growth of phytoplankton (an algal bloom), which disrupts normal functioning of the ecosystem.*

FIGURE 8-4

ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS COMPATIBLE WITH ENVIRONMENTALLY SENSITIVE AREAS



Source: SEWRPC.

Policies:

- Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City of Kenosha.
- Encourage recreational use of surface water resources by residents and tourists.
- Encourage eco-tourism.
- Support the development of land use patterns, water supply infrastructure, including operational improvements, to effectively meet the water supply needs.

Programs:

- Support and, where applicable, implement sanitary sewer and stormwater management standards recommended in the regional water quality management plan update and subsequent amendments.
- Develop a public educational program and distribute educational materials to the public regarding non-point and point source pollution.
- Encourage the development of a Pharmaceutical Collection Program.
- Continue the Hazardous Household Waste Collection Program.
- Continue to encourage natural buffers along all watercourses.
- Ensure Compliance with NR 216 of the *Wisconsin Administrative Code* through plat and zoning reviews, including construction site pollutant control (including plan review and compliance inspections) and post-construction stormwater management (including plan review and compliance inspections.)
- Assist SEWRPC and other government agencies with implementation of the Regional Water Quality Management Plan.
- Develop methods to promote water resources to tourists, such as water trails, shown on Map 8-2, page 27.
- Support the Kenosha Area Convention and Visitors Bureau.
- Require public access to applicable water resources as required under Chapter 236 of the Wisconsin Statutes as part of the City of Kenosha Land Division Review process.
- Work with Kenosha County Health Department on beach water quality monitoring.
- Continue to implement Chapter 32, Kenosha Water Utility Ordinance of the City of Kenosha Code of General Ordinances, which includes regulation of Private On-site Waste Treatment Systems (POWTS).
- Encourage the preservation of natural resources, land development, and stormwater management practices such as the use of permeable pavement, set-aside open space, landscaping with drought-tolerant plants (i.e. native plants) and landscape mulch versus turf/grass, rain gardens, and bio-swales should be integrated into the site design and development to help preserve groundwater recharge capability.
- Develop methods to inventory existing abandoned wells and ensure that they are properly abandoned.
- Support and, where applicable, implement desirable objectives, principles, and standards recommended by the regional water supply plan.
- Require the use of Best Management Practices (BMPs) to reduce stormwater runoff, such as rain gardens and permeable pavement.
- Continue to implement the City of Kenosha's “Wet” Basin policy.

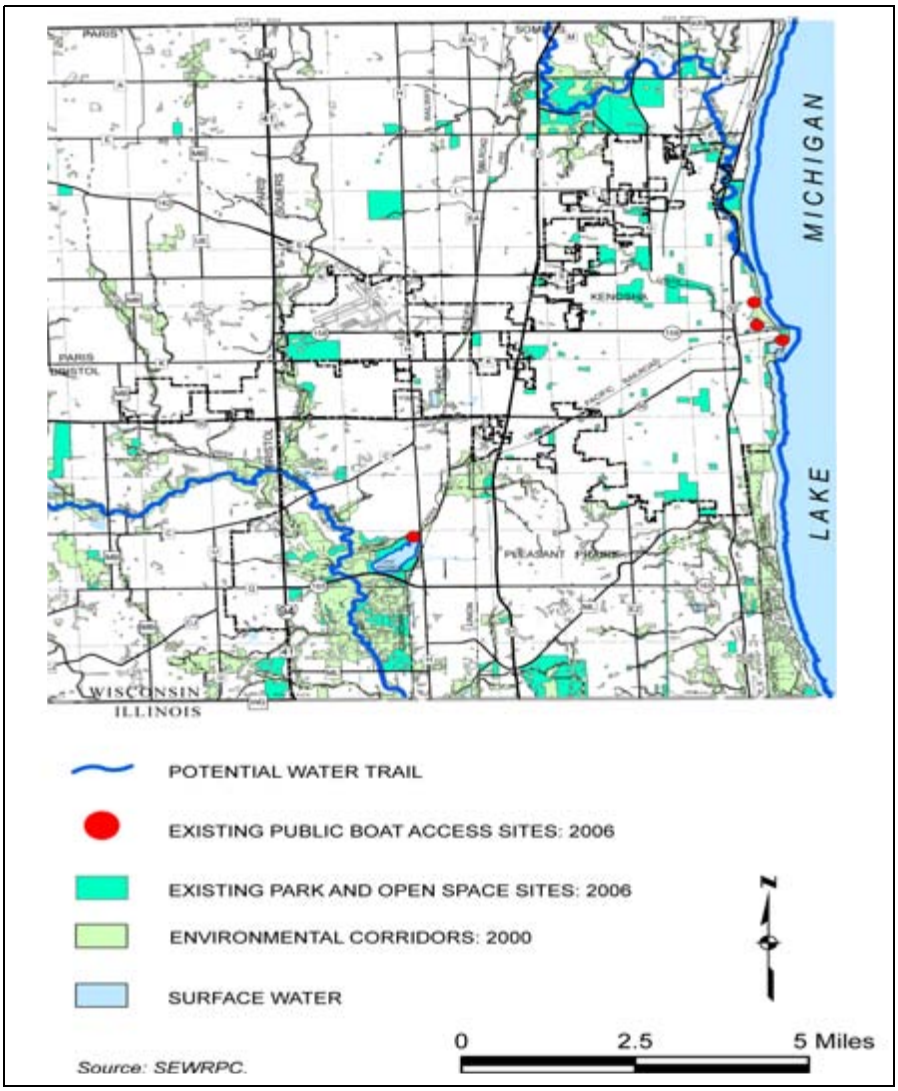
Floodplain, Wetlands, and Severe Structural and Severe Wet Soils Issue

Floodplains, wetlands, and saturated soils have been identified as areas to protect from urban uses because of their incompatibility with urban development and their significant ecological importance. Floodplains are the wide, gently sloping areas typically lying on both sides of a river or stream channel and the channel itself which hold the flow of the channel during flood events. For planning and regulatory purposes, the floodplain is defined as those areas subject to inundation by the 100-year recurrence interval flood event. They are not well suited to urban development because of flood hazard, high water tables, poorly suited soils, and because development in a floodplain may adversely affect flooding further downstream.

Soils in wetland areas are not well suited for urban or agricultural uses. Wetlands also have important ecological value. They contribute to flood control and water quality enhancement because they naturally serve to temporarily store excess runoff, thereby reducing peak flows and trapping sediments, undesirable nutrients, and other water pollutants. Wetlands are also important groundwater recharge and discharge areas. In addition, they provide breeding, nesting, resting, and feeding grounds for many forms of wildlife. Soils that are saturated with water or have high water tables, also known as hydric soils or severe structural or severe wet soils, are also poorly suited for urban development because they can cause wet basements and poorly functioning septic tank absorption fields. These soils can serve as important locations for restoration of wetlands, wildlife habitat, and stormwater detention. Saturated soils are often associated with wetlands, but may also be located outside of wetlands, particularly where tiled to drain the land for farming.

MAP 8-2

POTENTIAL WATER TRAILS FOR MAJOR LAKES AND RIVERS IN KENOSHA COUNTY



Goals:

- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect floodplains from incompatible lands uses.
- Protect wetlands from destruction and degradation.
- Encourage urban development to be located on soils suitable for such development.

Objectives:

- Guide urban development away from floodplains, wetlands, and saturated (hydric) soils.
- Protect wetlands from pollution.

Policies:

- Restrict urban land uses and other incompatible land uses and structures in areas identified as floodplains and wetlands on Map 3-13 in Chapter 3 and any subsequent update to floodplain and wetland delineations. Require mitigation (creation of new wetlands or enhancement of existing wetlands) if

wetlands are destroyed as part of a development project in accordance with State and Federal requirements.

- Discourage urban land uses in areas identified as severe structural or severe wet soils on Map 3-2 in Chapter 3.
- Seek to minimize the use of fill in floodplains for new construction, and continue to require compensatory flood storage areas when floodplain areas are filled.
- Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to protect wetlands from pollution.

Programs:

- Incorporate the updated floodplain mapping from the DNR and FEMA into the City of Kenosha zoning maps.
- Continue to administer and enforce floodplain and shoreland regulations included in the City of Kenosha Zoning and Shoreland/Floodplain Zoning Ordinance.
- Continue to implement ordinance requirements related to land suitability to avoid inappropriate development on severe structural or severe wet soils.
- Continue to apply for available Federal and State flood mitigation grant funds.
- Continue to partner with the NRCS, DNR, U.S. Fish and Wildlife Service (USFWS), and non-profit organizations such as Ducks Unlimited to promote wetland creations, enhancements, and restorations.
- Continue to encourage the use of the Targeted Runoff Management (TRM), Urban Nonpoint Source and Storm Water (UNP&SW) and Wetland Reserve Program (WRP).
- Consider participation in the Potentially Restoreable Wetlands (PRW) Planning and Prioritization Program.
- Promote wetland creations, enhancements and restorations.
- Develop a municipally-owned wetlands mitigation bank in the City of Kenosha.

Lake Michigan Issue

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of land located along Lake Michigan. Unstable bluff areas are not compatible with urban uses and should be protected from development. It is also important to protect Lake Michigan, which is a National resource, from degradation by threats such as point and non-point pollution sources. The proximity of the City of Kenosha to Lake Michigan was identified during the SWOT analysis as a strength due to its recreational resources and as a source of water for consumption in the City of Kenosha. Loss of water supply was identified as a threat during the SWOT analysis.

Goals:

- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect Lake Michigan's water quality and shoreline, including Lake Michigan bluffs.

Objectives:

- Protect land from Lake Michigan bluff erosion.
- Protect and enhance Lake Michigan water quality.

Policies:

- Implement strategies regarding water resources including protecting and enhancing Lake Michigan water quality.
- Restrict urban land uses and other incompatible land uses and structures in bluff areas.
- Encourage eco-tourism.

Programs:

- Work to establish boat cleaning stations to limit the spread of invasive aquatic species (see related programs in "Invasive Species Issue and Recommendations" section).
- Encourage the Wisconsin State Legislature to enact ballast water treatment requirements to limit the introduction of invasive aquatic species by ocean-going ships.
- Continue beach clean-up events and beach monitoring with the Kenosha County Public Health Department.
- Work with private and public groups on programs designed to control and eradicate invasive species associated with Lake Michigan. (e.g. Asian Carp)
- Work with private and public groups to implement Lake Michigan Water Quality Priority Programs.
- Develop methods to promote Lake Michigan to tourists and the Kenosha Area Convention and Visitors Bureau.
- Promote public access sites and canoe-kayak launches and landings along Lake Michigan.
- Encourage the Corps of Engineers to study the means and methods of making the Kenosha Harbor sustainable for long-term use.
- Study the means and methods to promote Lake Michigan water quality.

Nonmetallic Mineral Resources Issue

Nonmetallic mineral resources include sand, gravel, crushed stone, building (dimension) stone, peat, and clay. These minerals constitute much of the material used to construct roads and also provide materials for structures and landscaping. There are no nonmetallic mineral site locations within the City of Kenosha.

Invasive Species Issue

Invasive plant and animal species present a threat to the bio-diversity of high-quality natural resource areas. These species out-compete native plants and reduce the bio-diversity of an area. This, in turn, causes degradation or destruction of fish and wildlife habitat and can lower the overall quality of natural areas and environmental corridors. Figures 3-1 and 3-2 in Chapter 3 list invasive plant and animal species found in the State as of 2007.[12] The City of Kenosha should work to control these species in light of the high importance placed on natural resources by residents.

Goal:

- Protect City of Kenosha's naturally occurring bio-diversity.

Objective:

- Control and reduce the spread of invasive species, including both terrestrial and aquatic species.

Policy:

- Develop programs to control and reduce the spread of invasive species.

Programs:

- Maintain the landscaping ordinance that restricts landscaping with invasive plant species.
- Continue to support the Kenosha County Gypsy Moth Suppression Program.
- Work with NCO's to support implementation of methods to control invasive species, with a focus along major transportation routes and corridors, such as I-94; the Des Plaines and Pike Rivers; and parks.
- Consider developing model public/private landscaping construction and facilities maintenance guidelines to ensure transported soil, fill, and rock do not contain invasive plants or seeds, and use the guidelines for City of Kenosha projects.

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[12] *Several of the plants and animals listed in Figures 3-1 and 3-2 may not be found in Kenosha County due to the statewide scope of the DNR invasive species listing.*

Environmental Health Issue

It is important to protect the City of Kenosha's natural resource base from pollutants for human and environmental health purposes as well as aesthetic and economic purposes. A healthy environment, including land and water, can help to reduce the risk of disease, injury, and premature death associated with or caused by hazardous environmental factors and help to promote the health, safety, and welfare of City of Kenosha residents.

Goals:

- Reduce the risk of disease, injury, or premature death associated with or caused by hazardous environmental factors in Kenosha County.
- Reduce the human and environmental risks posed by hazardous and animal waste.

Objectives:

- Reduce human health hazards and health nuisances for citizens.
- Provide cost effective ways for residents to dispose of unused hazardous waste.

Policies:

- Support State and local programs to identify and reduce public health hazards related to environmental factors.
- Implement programs to reduce the human and environmental risks posed by hazardous and animal waste.
- Investigate methods to collect and safely dispose of unused pharmaceuticals.

Programs:

- Continue enforcement of the Kenosha County Environmental Health/Food Ordinance (Chapter 16 of the County Code of Ordinances) in compliance with Chapter 254 of the *Wisconsin Statutes*.
- Continue to provide education and assistance to citizens on potential environmental problems that may impact human health, including home health hazards such as mold, lead, and asbestos; indoor and outdoor air quality; solid and hazardous waste; and pest control.
- Encourage the development of a Pharmaceutical Collection Program.
- Continue to support Kenosha County Health Department's capacity to offer health and environment safety programs.
- Continue, and expand as appropriate, monitoring and testing of publicly-owned beaches.
- Investigate potential human health hazards, and take appropriate follow-up actions.
- Continue to cooperate with DNR in implementing the Wisconsin Mercury Reduction Program.
- Continue to assist the EPA and DNR to identify and manage contaminated sites.

Parks, Outdoor Recreation, and Open Space Preservation Issue

Parks significantly contribute to the City of Kenosha's quality of life. They provide intensive and non-intensive recreational activities as well as opportunities for public gathering, festivals, and other social occasions. They also contribute to the physical health and well being of the residents. Parks, tourism, and recreational opportunities were specifically identified as opportunities and strengths during the County SWOT analysis. Taking these factors into consideration, maintaining and expanding parks and recreational opportunities will be a critical part of the future development of the County.

Open space preservation is also a key issue in planning for the City of Kenosha's future. As noted throughout this Chapter, the natural characters of the City of Kenosha and preservation of the existing natural resource base have been overwhelming identified as critical to the future in every phase of public input. Open space preservation activities undertaken, including fee simple purchase and conservation easements, can, in part, help to preserve the existing natural resource base of the City of Kenosha.

Goals:

- Preserve and enhance natural resources.

- Preserve "natural" character and vistas.
- Provide a wide range of outdoor recreational opportunities to all citizens.
- Preserve and enhance the system of parks, trails, and open space.
- Improve access to recreational opportunities.

Objectives:

- Provide an integrated system of public parks, trails, and related open space areas that will provide residents with adequate opportunity to participate in a wide range of outdoor recreation activities.
- Preserve high-quality open space lands for protection of the underlying natural resource base and enhancement of the social and economic well being and environmental quality.
- Provide an interconnecting system of trail-oriented facilities, such as bikeways, hiking trails, and water trails.

Policies:

- Encourage the protection of high-quality open space lands through public and NCO fee simple purchase and conservation easements.
- Local parks and open space plans should be updated and adopted every five (5) years and certified by the DNR to ensure the City of Kenosha remains eligible for available State and Federal grants to fund capital improvements and land acquisition associated with the local park system.
- The City of Kenosha should support the partnership between the County, other government agencies, and NCOs in the effort to protect high-quality open space sites through fee simple purchase, conservation easements, and educational efforts.

Programs:

- Update the City Park and Open Space Plan, including updates from the Regional Natural Areas and Critical Species Habitat Plan, to maintain eligibility for DNR Stewardship funding.
- Ensure future Park and Open Space Plans are adopted by the Parks Commission and Common Council and certified by the DNR so that City of Kenosha is eligible to receive available State and Federal outdoor recreation grants.
- Assist SEWRPC and consider adoption of the update to the *Regional Natural Areas and Critical Species Habitat Plan.*
- Study the purchase of natural areas and critical species habitat sites identified for acquisition in the Regional Natural Areas Plan through a County funded program.
- Continue a dedicated funding source for park and open space acquisition through park impact fees.
- Apply for DNR Stewardship funds, WCMP grants, and other State and Federal funding.
- Work to protect environmental corridors and natural areas through the Subdivision, Certified Survey Map, Conditional Use Permit (CUP), and Site Plan Review processes.
- Continue the development, enhancement, and management of recreational trail facilities to ensure connectivity of such facilities including potential water trails, as illustrated in Map 8-2, page 27, and potential area wide recreational bicycle trails, as illustrated in Map 8-3, page 32.

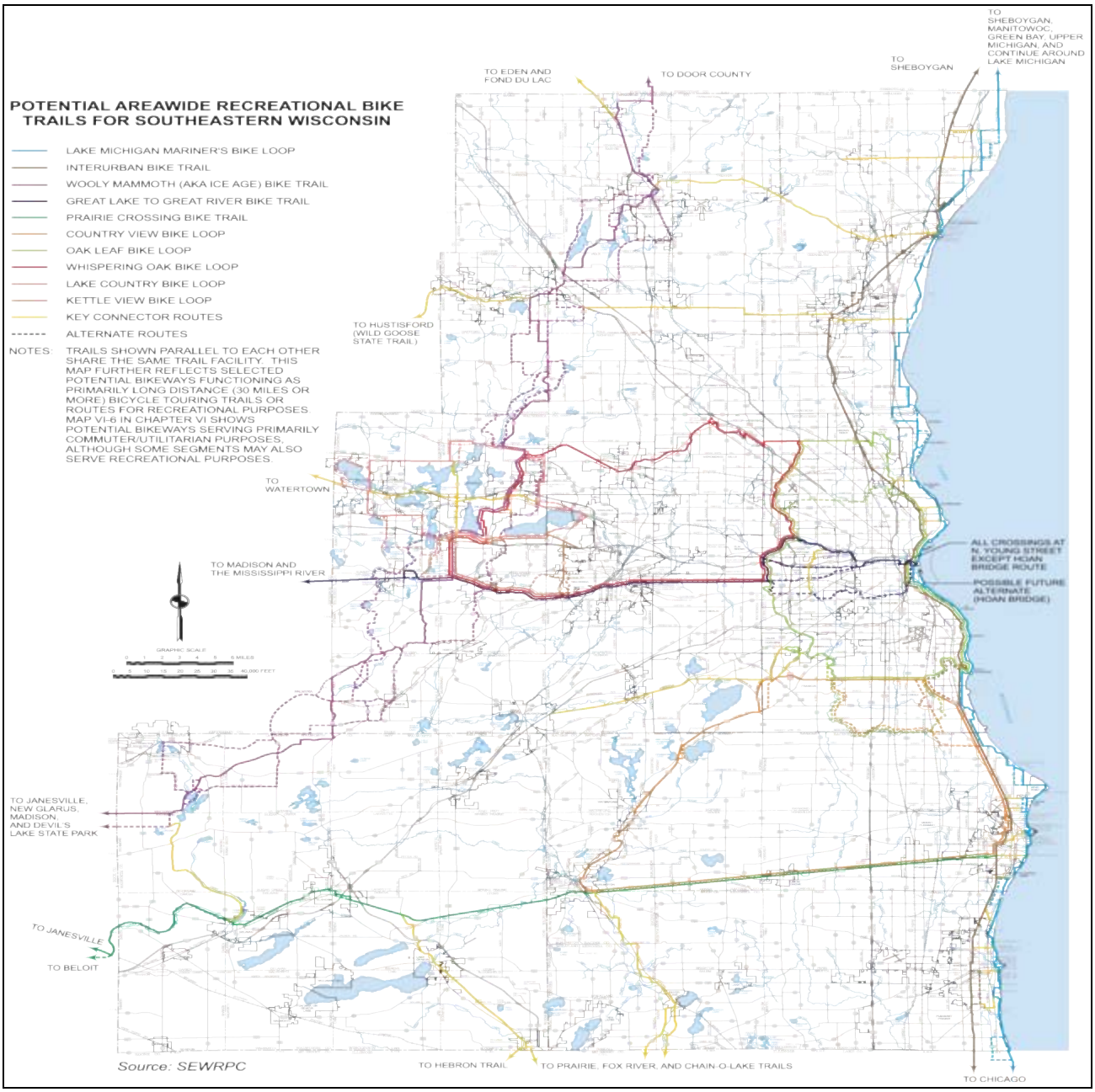
PART 4: CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth cultural resources goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve cultural resources goals and objectives; and programs, which are projects or services intended to achieve cultural resources policies, are also identified. Goals and objectives were developed using the cultural resources data inventoried in Chapter 3, and the general planning issue statements and goals and objectives related to cultural resources identified in Chapter 7. Sources of public input, such as the SWOT analysis; Kenosha County Café; planning goals, objectives, principles, and policies from existing County and local plans; input from the nine (9) local comprehensive plan informational meetings; and public comments obtained via the Kenosha County comprehensive planning website and e-mails were also

reviewed to identify the agricultural issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

MAP 8-3

POTENTIAL AREAWIDE RECREATIONAL BIKE TRAILS FOR SOUTHEASTERN WISCONSIN



The overall cultural resources issue identified in Chapter 7 was a strong desire among residents to preserve and enhance cultural opportunities in the City of Kenosha. The development and enhancement of cultural opportunities and activities is important, and is viewed as a way to enhance tourism as well as improve the overall quality of life in the City of Kenosha, making it a more attractive community in which to live, work, and play. Recreational and cultural opportunities were seen as a strength in the SWOT analysis, and the Kenosha Public Museum complex and improvement of blighted downtown areas were viewed as opportunities.

The cultural resources data collected in Chapter 3 indicates there are significant historical, archaeological, and other cultural resources that provide the City of Kenosha with a sense of heritage, identity, and civic pride that promote the diverse character.

Overall Cultural Resources Goal and Objectives

Goal:

- Preserve and enhance the historic and cultural resources and character of the City of Kenosha.

Objectives:

- Encourage preservation of historic and cultural structures and districts and archaeological sites.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Capitalize on historic and cultural tourism amenities.

Further analysis of this data refines the general cultural resources issue into the following more specific cultural resources issues:

- Historic Resources Issue
- Archaeological Resources Issue
- Local Historical Societies and Museums Issue
- Cultural Venues, Events, and Organizations Issue

Recommendations have been developed to address each of the cultural resources issues through the identification of goals, objectives, policies, and programs.
Each set of goals, objectives, policies, and programs corresponds to a cultural resources issue statement in the preceding section. City governments have primary control over zoning ordinances, land division ordinances, and building codes and are authorized under State law to adopt local historic preservation ordinances and create historic preservation commissions.

The following general goals and objectives related to cultural resources are set forth in the Issues and Opportunities Element (Chapter 7). The general goal and objectives are addressed in this Chapter, along with more specific goals and objectives and accompanying policies and programs:

Historical Resources Issue

Kenosha has many significant historical resources that contribute to the urban character of the City of Kenosha and provide economic opportunities through tourism. This is evidenced by the 21 sites and districts listed on the National Register of Historic Places and the State Register of Historic Places, the additional 82 sites and structures that have been designated as local landmarks by the City of Kenosha Historic Preservation Commission, the five (5) historical markers, and the State heritage and maritime trails located in the City of Kenosha. Although these sites have been recognized as significant, concerns have also been raised about the many structures and sites which have not received formal recognition but are known to contribute significantly to the heritage, economy, and quality of life (see the historical resources section of Chapter 3).

Goals:

- Preserve historical resources that contribute to the City of Kenosha's distinct urban characteristics and heritage.
- Promote cultural resources and heritage related tourism.

Objectives:

- Preserve historic structures and sites.

- Preserve historic districts.
- Preserve historical and cultural resources that attract tourists.

Policies:

- Preserve historic structures, sites, and districts that have been listed on the National and/or State Registers of Historic Places.
- Encourage the preservation of local landmarks.
- Encourage the preservation of historical resources that contribute to the heritage and economy of the City of Kenosha, but have not yet been recognized or designated by Federal, State, or City government.

Programs:

- Study the requirements for the City of Kenosha to become a Certified Local Government by the State Historic Preservation Officer.
- Preserve and maintain structures with significant historical value owned by the City of Kenosha.
- Observe Section 66.1111 of the *Wisconsin Statutes,* which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National or State Registers of Historic Places.
- Continue to distribute educational materials to property owners regarding Wisconsin's Historic Building Code, which can be used in lieu of the prevailing code for eligible buildings to retain historical features not permitted by the prevailing code.
- Study the development and funding of a Historical Preservation Covenant Program in the City of Kenosha to protect historical structures.
- Continue to provide educational materials to property owners regarding Federal and State Investment Tax Credits available for rehabilitation of historic properties.
- Consider developing and distributing educational materials to property owners regarding grants available for historic preservation and rehabilitation, with a concentration on programs that focus on smaller communities and rural areas such as the Jeffris Family Foundation, the National Trust for Historic Preservation/Jeffris Preservation Services Fund, and Wisconsin Humanities Council Historic Preservation Program Grants.
- Continue to promote historical sites located in Kenosha County to tourists.
- Develop methods to support cultural and civic institutions, including the Kenosha County Historical Society, the Kenosha Public Museum, the Dinosaur Museum, and the Kemper Center.
- Continue the local Historical Plaque Program to further identify local landmarks to the public

Archaeological Resources Issue

Like historical sites, archaeological sites can provide the City of Kenosha with a sense of heritage and identity and can provide for economic opportunities through tourism if properly identified and preserved. There are 438 known archaeological sites located in the County; however, these are estimated by the State Historical Society to be only a small fraction of the potential sites in the County. Value that cannot be replaced is lost once an archaeological site is disturbed. Identifying sites and protecting them from development will be an ongoing challenge as the City of Kenosha plans for the future.

Goals:

- Preserve archaeological resources that contribute to the City of Kenosha's character and heritage.
- Promote cultural resource and heritage related tourism.

Objectives:

- Preserve known archaeological sites.
- Identify and preserve additional archaeological sites.
- Preserve archaeological sites that attract tourists to the City of Kenosha.

Policies:

- Preserve archaeological sites inventoried in Chapter 3.
- Preserve archaeological sites inventoried or identified through various surveys, studies, and reports prepared for the City of Kenosha through the plan design year of 2035.
- Encourage land use and development patterns that conserve land where archaeological features are located.

Programs:

- Obtain records from the State Division of Historic Preservation regarding all State inventoried archaeological sites and lands that have been surveyed. Consider conducting additional archaeological survey work in areas that have not yet been surveyed. The UW-Milwaukee Archaeological Research Laboratory may be contacted to assist in this effort.
- Continue to comply with Section 66.1111 of the *Wisconsin Statutes,* which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National Register of Historic Places or State Register of Historic Places.
- Consider developing and distributing educational materials to local government and property owners regarding the archaeological tax exemption available under Section 70.11 of the *Wisconsin Statues.*
- Consider developing methods to promote archaeological sites located in the City of Kenosha to tourists.

Local Historical Societies and Museums Issue

Local historical societies and museums provide City of Kenosha residents and visitors with the opportunity to experience Kenosha's history and heritage. They also provide the public with materials and facilities to conduct research for community, professional, and individual purposes that may further the understanding of the City of Kenosha's history and development. While some of the museums and facilities are housed in structures with historical significance, those that are not our cultural resources because they provide the facilities that make displays of historical exhibits and historical research possible.

Goals:

- Support the efforts of local historical societies to provide a greater understanding of the City of Kenosha's history and heritage to the public.
- Promote cultural resources and heritage related tourism.

Objective:

- Support the efforts of local historical societies to research and display the City of Kenosha's history and heritage to the public.

Policy:

- Encourage the development and maintenance of facilities such as museums and research centers.

Programs:

- Develop methods to support local historical societies, museums, and research facilities through funding.
- Develop methods to promote museums located in the City of Kenosha to tourists.

Cultural Venues, Events, and Organizations Issue

Performing arts and exhibits that highlight the City of Kenosha's history also provide the County and its communities with a sense of heritage. These types of displays provide both an educational and recreational outlet for residents and visitors. While many of the cultural venues are not historical resources in themselves, they provide the facilities that make performances and exhibits possible. Cultural events also provide an avenue for a wide range of performances, artistic displays, historical and informational exhibits, crafts, educational opportunities, and community gatherings. These events provide recreation for residents and can attract tourism to the City of Kenosha. Operation of these cultural venues and events would not be possible without the support of

the cultural organizations present in the City of Kenosha. These organizations provide staffing, fundraising, and promotion for the cultural venues and events that, in many cases, help to define the image of a community and its heritage.

Goals:

- Support a wide range of artistic performances, art exhibits, displays, fairs, and educational programs in the City of Kenosha.
- Support a wide range of entertainment and recreational opportunities in the City of Kenosha.

Objectives:

- Encourage the development and maintenance of cultural venues.
- Support cultural events held.

Policy:

- Support the efforts of cultural organizations to staff, fund, and promote cultural venues and events.

Programs:

- Develop methods to support cultural venues through funding and in-kind contributions (such as providing public space for events free of charge).
- Develop methods to promote cultural venues and events located in the City of Kenosha to tourists, and provide support to the Kenosha Area Convention and Visitors Bureau and the Kenosha County Historical Society.

* * * * *

CHAPTER 9

LAND USE ELEMENT

INTRODUCTION

The Land Use 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)(h) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide future development and redevelopment of public and private property. The *Statutes* also require this element to include:

- Information regarding the amount, type, and intensity or density of existing land uses
- Land use trends
- Potential land use conflicts
- Projected land use needs in five (5) year increments to the plan design year (2035)
- Maps showing existing and future land uses; productive agricultural soils; natural limitations to building site development; floodplains, wetlands, and other environmentally sensitive lands; and boundaries of areas to which public utility and community services will be provided by the plan design year

As indicated in Chapter 8, general "community design" recommendations or tools are also discussed in this chapter.

In addition, the 14 general comprehensive planning goals of the State, which are related to each of the nine (9) comprehensive plan elements, set forth in Section 16.965 of the *Statutes* must be addressed as part of the multi-jurisdictional comprehensive planning process.[1] The Land Use Element relates to each of the other comprehensive plan elements, and therefore relates to all 14 State comprehensive planning goals. State goals that are most directly related to the Land Use Element include:

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Balancing property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Section 16.965 also requires the identification of "Smart Growth Areas" in local comprehensive plans. A "Smart Growth Area" is defined by the *Statutes* as "an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage

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

efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs."

Part 1 of this chapter includes an analysis of existing land use conditions and trends and describes potential "Smart Growth Areas." Part 2, page 7, describes the framework for development of the plan, including the supporting maps required by the *Statutes*, and potential development techniques and tools. Part 3, page 18, presents the City of Kenosha Land Use Plan Map and describes the land use categories included on the map. Part 4, page 26, describes existing and potential conflicts among units of government related to land use. Part 5, page 27, sets forth goals, objectives, policies, and programs intended to guide the future development of public and private property in the City of Kenosha through the comprehensive plan design year of 2035. The Land Use Element, in particular the 2035 Land Use Plan Map, serves to support the goals and objectives set forth in other elements of the comprehensive plan, including the Agricultural, Natural, and Cultural Resources; Transportation; Housing; and Economic Development Elements. The 2035 Land Use Plan Map also serves as a visual representation and summary of the comprehensive plan.

PART 1: EXISTING LAND USE CONDITIONS AND TRENDS

Existing Land Uses

Data regarding the amount, type, and intensity of land uses in the City of Kenosha in 2000 are set forth in Chapter 4 of this report. Major development projects that occurred between 2000 and 2007 are also identified in Chapter 4. In an effort to obtain the most current information available prior to developing the Land Use Element, the 2000 land use inventory was updated to 2007 as part of the comprehensive planning process. The 2007 land use inventory for the City of Kenosha is shown on Map 9-1, page 3, and is quantitatively summarized in Table 9-1, page 4. Figure 9-1, page 5, presents a comparison of the percentage of the City of Kenosha devoted to various types of land uses in 2007. City of Kenosha limits as of December 2007 were used to prepare the maps and acreage tables.

The 2007 generalized land use inventory differs somewhat from the detailed land use inventories conducted by SEWRPC in 2000 and prior years. The 2007 inventory is therefore not directly comparable to earlier SEWRPC land use inventories. The generalized 2007 inventory identifies entire parcels of about ten acres or less of recent residential development as residential if a house with largely open space was on the property, and identifies entire parcels as commercial or industrial if the majority of a parcel was recently developed with a commercial or industrial use. Agricultural use is shown on the inventory if a parcel was developed partially for urban use and partially for agricultural use. In prior inventories, areas devoted to landscaping and other open space on residential lots larger than approximately two acres and on commercial and industrial parcels were coded as "open lands." Also, lands under development in 2007 are included in the future land use category. For example, lands platted for residential use that had the associated infrastructure (streets, sewer, or water) in place, but were not developed with homes, are included in the residential category.

Based on the 2007 generalized inventory, approximately 14,029 acres, or about 83 percent, of the City of Kenosha were in urban uses. Also, approximately 620 acres, or about four (4) percent, were encompassed in natural resource areas (woodlands, nonfarmed wetlands, and surface waters). About five (5) percent of the City of Kenosha, 912 acres, were in agricultural use with an additional 1,295 acres, or almost eight (8) percent, consisting of open lands.

Land Use Trends

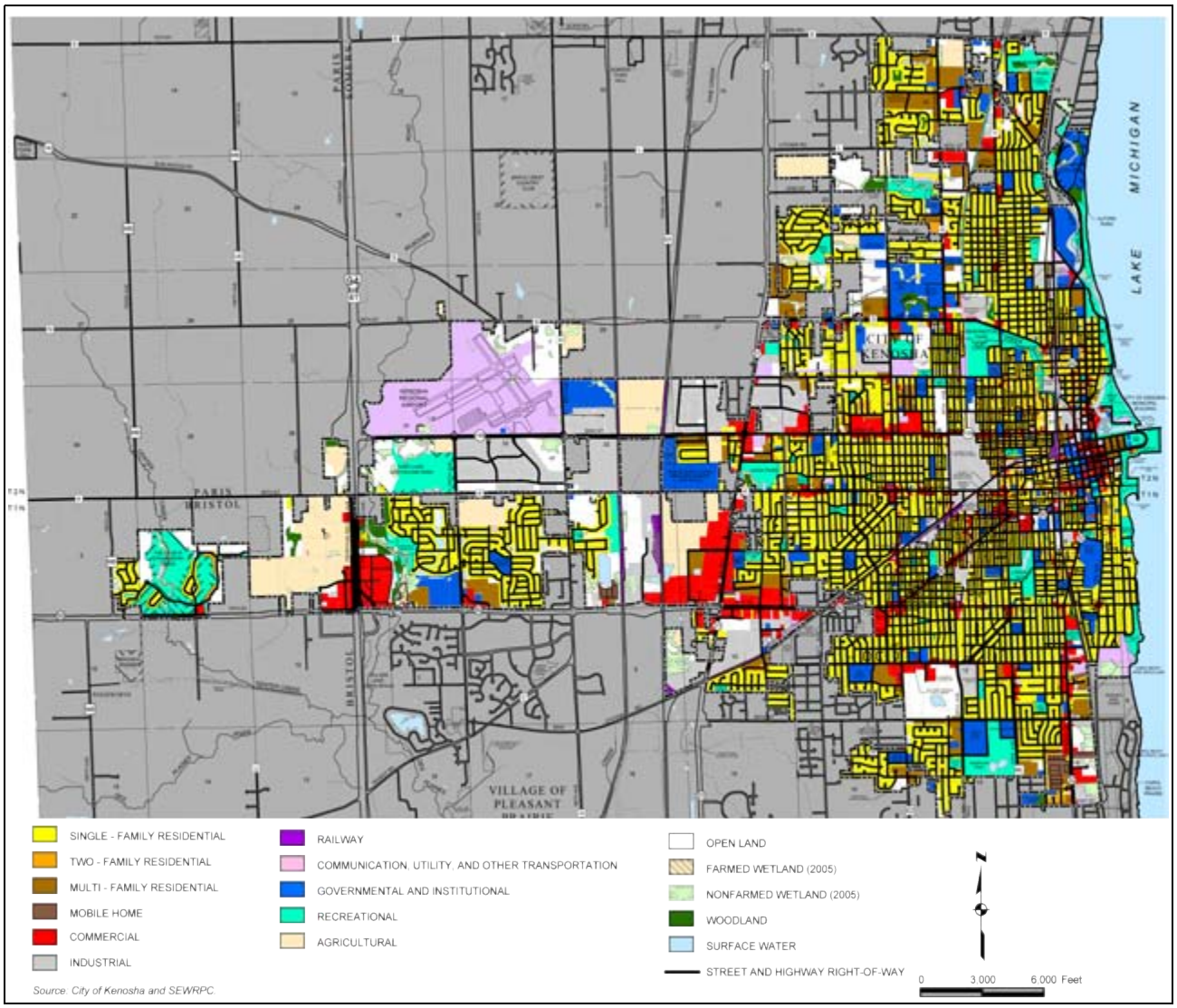
Section 66.1001 of the *Statutes* requires an analysis of past land use trends in addition to the inventory of existing land uses. The following sections describe trends in land supply, land demand, and land price.

Land Supply and Demand

Chapter 4 includes a map and description of development trends in the City of Kenosha from 1830 to 2000. More detailed information on land use trends in the City of Kenosha from 1980 to 2000 is presented in Table 4-1 in Chapter 4. Between 1980 and 2000, all urban land uses, experienced an increase in acreage. Residential

MAP 9-1

GENERALIZED EXISTING LAND USES IN THE CITY OF KENOSHA: 2007



land uses experienced an increase of 994 acres, which was the second largest increase of all land use categories in the City between 1980 and 2000. Single-family residential accounted for 653 acres, or about 66 percent of the total residential land increase. The largest urban land use category increase was transportation, communications, and utilities. These land uses increased by 1,089 acres. Street and highway rights-of-way accounted for about 60 percent of the increase in this category between 1980 and 2000. The third largest increase in urban land use was commercial land uses. Commercial land use increased by 353 acres, due primarily to the development of the Green Bay Road, Highway 50, and I-94 corridors. Recreational land use increased by 221 acres (fourth largest increase), and governmental/institutional land use increased by 134 acres (fifth largest increase).

Between 1980 and 2000, nonurban land uses increased by about 2,385 acres, or by about 126 percent. All nonurban land use categories increased in acreage. Agricultural lands increased by 943 acres, or by about 137 percent, between 1980 and 2000. Woodlands increased by 59 acres, and wetlands increased by 211 acres between 1980 and 2000. Surface water and open lands also experienced an increase in acreage.

TABLE 9-1

LAND USES IN THE CITY OF KENOSHA: 2007

Land Use Category[a]	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Residential			
Single-Family[b]	4,629	33.0	27.5
Two-Family	325	2.3	1.9
Multi-Family	680	4.8	4.0
SUBTOTAL	5634	40.1	33.4
Commercial	1,031	7.4	6.1
Industrial	1273	9.1	7.6
Transportation, Communications, and Utilities			
Street Rights-of-Way	2,663	19.0	15.8
Railroad Rights-of-Way	159	1.1	0.9
Communications, Utilities, and Other Transportation[c]	1,011	7.2	6.0
SUBTOTAL	3,832	27.3	22.7
Governmental and Institutional[d]	1,111	7.9	6.6
Recreational[e]	1,148	8.2	6.8
URBAN SUBTOTAL	14,029	100.0	83.2
Nonurban			
Natural Resource Areas			
Woodlands	149	5.2	0.9
Nonfarmed Wetlands	364	12.8	2.1
Surface Water	107	3.8	0.6
SUBTOTAL	620	21.8	3.7
Agricultural	912	32.1	5.4
Farmed Wetlands	13	0.5	0.1
Extractive	0	0.0	0.0
Landfill	0	0.0	0.0
Open Lands[f]	1,295	45.6	7.7
NONURBAN SUBTOTAL	2,840	100.0	16.8
TOTAL	16,869	---	100.0

a Includes parking and lands under development in associated use.

b Includes mobile homes, land under development for single-family residential uses, and farm residences. Other farm buildings are included in the agricultural land use category.

c "Other Transportation" includes bus depots, airports, truck terminals, and transportation facilities not classified as street or railroad rights-of-way.

d Includes public and private schools, government offices, police and fire stations, libraries, cemeteries, religious institutions, hospitals, nursing homes, and similar facilities.

e Includes only lands which are intensively used for recreational purposes.

f Includes lands in rural areas that are not being farmed and other lands that have not been developed, including residual lands or outlots attendant to existing urban development that are not expected to be developed.

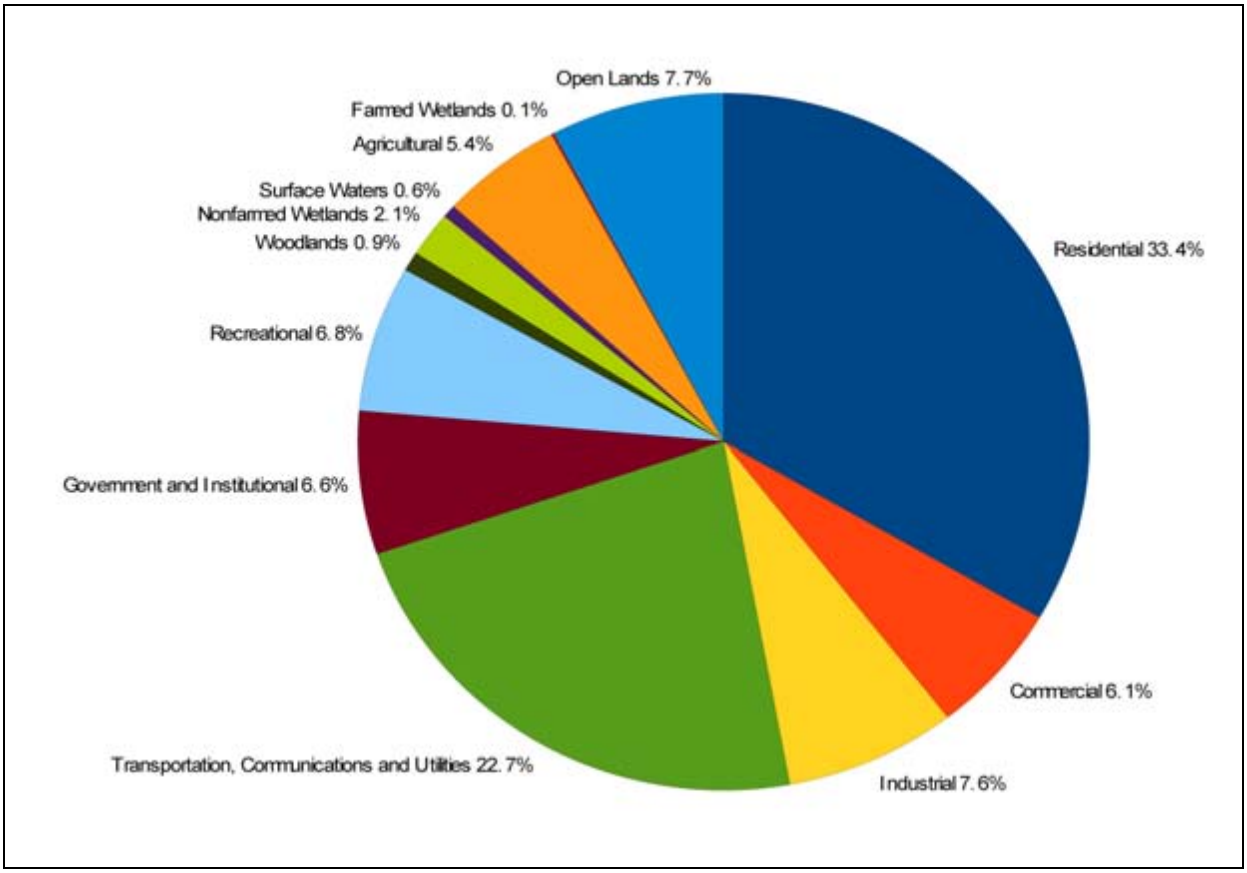
Source: SEWRPC.

These trends indicate a demand for additional land to accommodate urban land uses, especially for single-family residential and the transportation infrastructure that serves it, in the City of Kenosha. There is also a decreasing supply of land for agricultural use. This trend poses several challenges to the desire of County residents to preserve productive farmland while identifying an adequate amount of land to accommodate the projected

increase of about 15,386 additional households and 14,830 additional jobs expected in the City of Kenosha between 2000 and 2035.

FIGURE 9-1

LAND USES IN THE CITY OF KENOSHA: 2007



Land Price

Equalized value trends by real estate class in the City of Kenosha in 2003 and 2007 are set forth in Table 9-2, page 6. Residential properties in the City of Kenosha experienced the greatest increase in equalized value, with an increase of about 44 percent. Commercial and industrial properties also experienced increases over the same period. Commercial properties experienced an increase of about 34 percent and industrial properties experienced an increase of nine (9) percent. The City of Kenosha experienced an overall increase in equalized value of about 40 percent between 2003 and 2007, which was above the 39 percent increase State-wide over the same period.

Other lands, excluding agricultural land, also experienced increases in value between 2003 and 2007 by almost 139 percent. Although the equalized value of agricultural land has decreased, the sale price of agricultural land increased substantially in the County between 2000 and 2005. Between 2000 and 2005, the average agricultural land sale price[2] for parcels 35 acres or greater in the County increased from $9,449 per acre to $11,316 per acre, or about 20 percent. The average agricultural land sale price increased 38 percent in Southeastern Wisconsin and 87 percent in the State of Wisconsin over the same time period.

[2] *Data is derived from the Wisconsin Department of Revenue through real estate transfer returns. The transfer returns include information pertaining to the parties involved, size of the parcel, the predominant use of the land, and the sale price. The analysis of agricultural land prices includes only transactions between non-related parties of parcels greater than 35 acres of vacant land.*

TABLE 9-2

EQUALIZED VALUE BY REAL ESTATE CLASS IN THE CITY OF KENOSHA: 2003 AND 2007

Real Estate Class	Statement of Equalized Values – 2003				Statement of Equalized Values – 2007				Change in Equalized Value 2003 and 2007	
	Acres	Land	Improvements	Total	Acres	Land	Improvements	Total	Number	Percent
Residential	4,678	$627,223,200	$2,710,466,700	$3,337,689,900	5,057	$914,871,500	$3,881,026,700	$4,795,898,200	$1,458,208,300	43.7
Commercial	3,355	216,185,700	895,276,500	1,111,462,200	3,364	289,878,900	1,200,722,300	1,490,601,200	379,139,000	34.1
Manufacturing	528	18,330,900	132,682,300	151,013,200	492	23,397,000	141,265,700	164,662,700	13,649,500	9.0
Agricultural	1,056	328,800	N/A	328,800	912	200,600	N/A	200,600	-128,200	-39.0
Undeveloped	0	N/A	N/A	N/A	0	N/A	N/A	N/A	N/A	N/A
Ag Forest[a]	N/A	N/A	N/A	N/A	0	N/A	N/A	N/A	N/A	N/A
Forest	0	N/A	N/A	N/A	0	N/A	N/A	N/A	N/A	N/A
Other	18	44,800	165,500	210,300	9	292,500	210,000	502,500	292,200	138.9
TOTAL	9,635	$862,113,400	$3,738,591,000	$4,600,704,400	9,834	$1,228,640,500	$5,223,224,700	$6,451,865,200	$1,851,160,800	40.2

a In 2005, the Department of Revenue added "Ag Forest" as a new Real Estate Class.

Source: Wisconsin Department of Revenue and SEWRPC.

Opportunities for Redevelopment and Smart Growth Areas

The greatest opportunities for redevelopment exist where there is available land served by existing infrastructure and existing community facilities located within a reasonable service area, typically in older and underutilized commercial or industrial buildings and parcels located in and adjacent to downtown and uptown areas of the City of Kenosha. Downtown redevelopment efforts in recent years are notable in the City of Kenosha. Several economic development programs that can help to facilitate downtown commercial district rehabilitation and redevelopment of abandoned industrial buildings and parcels are inventoried and recommended for further study and implementation in Chapter 13.

Additional opportunities for commercial, mixed use, multi-family, or light industrial redevelopment may occur on environmentally contaminated sites, with the environmental clean-up of such sites being accomplished prior to site redevelopment. Contaminated sites are identified on Map 13-3 and Table 13-13 in Chapter 13. The Department of Natural Resources (DNR) and Department of Commerce administer a number of brownfield redevelopment grant programs, as indicated in Chapter 13 and Appendix 13-1, that can assist communities and developers with redevelopment efforts.

The following areas are identified as potential "Smart Growth Areas" in the City of Kenosha:

- Sites identified as suitable for redevelopment.
- Abandoned industrial buildings and parcels.
- Underutilized parcels in and adjacent to downtown and uptown, including older shopping centers.
- Aging commercial districts located on urban service area fringes.
- Undeveloped land within planned sewer service areas that is adjacent to existing development, provided significant natural resources are protected and that such areas do not create a need for additional community facilities such as a new fire station, new emergency medical service facilities, or new libraries that are not designated on a comprehensive plan.

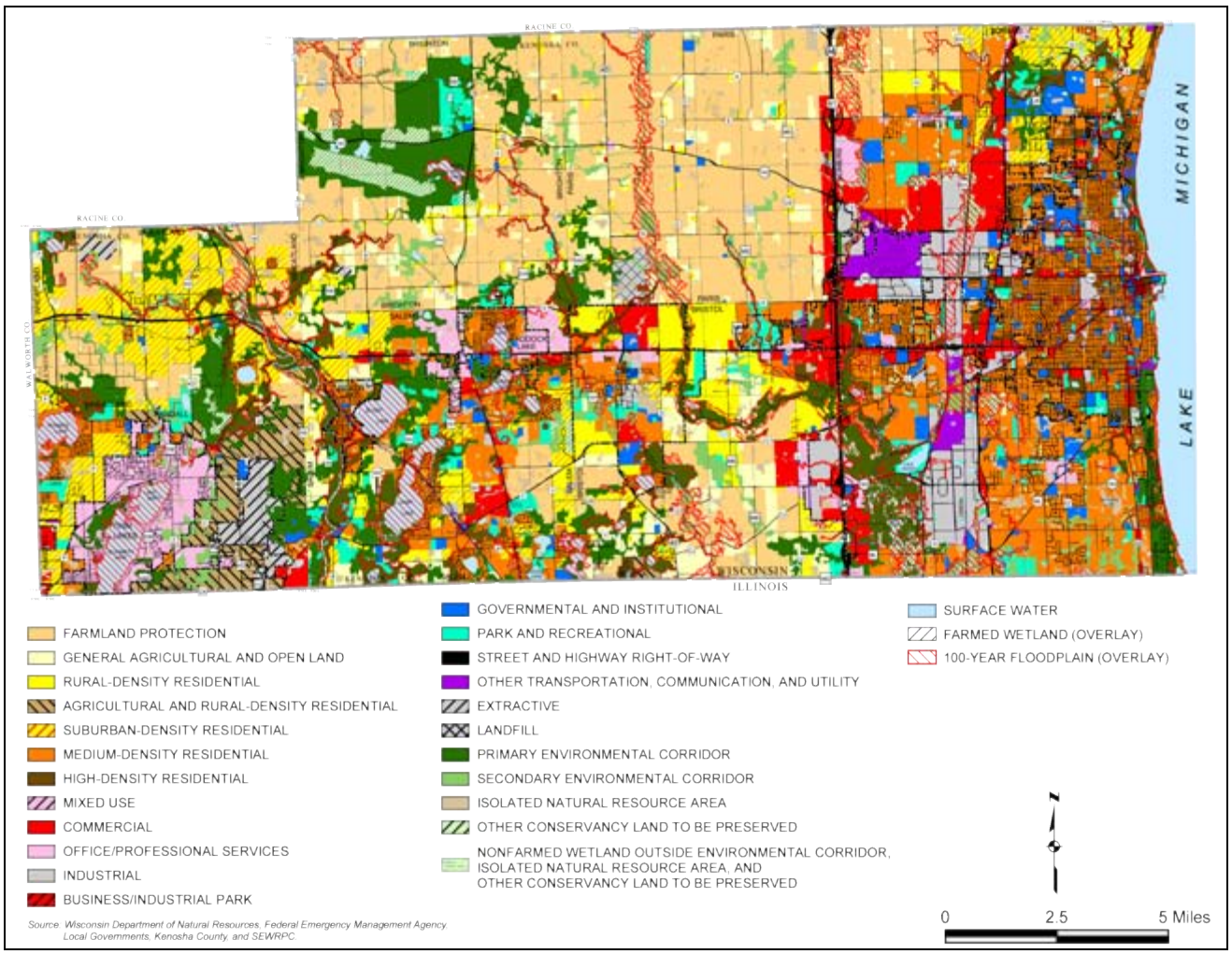
PART 2: PLAN FRAMEWORK AND DEVELOPMENT TECHNIQUES

Inclusion of City, Village, and Town Plans in the County Plan

The County 2035 Land Use Plan is shown on Map 9-2, page 7, to reference how the City of Kenosha 2035 Land Use Plan fits into the overall county map. The map sets forth the desired development pattern for the County over the comprehensive planning period. The Land Use Plan Map is designed to accommodate projected population, household, and employment growth; provide for the infrastructure and institutions required to serve residential, commercial, and industrial uses; to protect the County's natural resources; and to maintain the agricultural base in those local governments that have placed a priority on preserving agricultural lands.

MAP 9-2

LAND USE PLAN MAP FOR KENOSHA COUNTY: 2035



Map 9-2 is a compilation of the Land Use Plan Map adopted or developed by each local government in the County. Land use categories used on adopted local land use plan maps were converted, where necessary, to the appropriate category shown on the County map. Appendix 9-1 provides a comparison of the land use categories shown on the City of Kenosha Land Use Plan Map to the corresponding categories on the County Land Use Plan Map.

The consistency requirement in Section 66.1001(3) of the Comprehensive Planning Law states that any County or local government that engages in official mapping, general or shoreland zoning, or subdivision regulation must

carry out those actions in a way that is consistent with "that local governmental unit's[3] comprehensive plan." This requirement applies most directly to the Land Use Element and the Land Use Plan Map in local comprehensive plans. Outside areas included in boundary agreements, the County comprehensive plan incorporates the Land Use Plan Map of the unit of government that has zoning authority for the area in question, because the *Statutes* require the regulatory ordinances of a local government to be consistent with the local government's comprehensive plan. Although subdivision and official mapping ordinances can also regulate the use of land, zoning is the primary regulatory tool used by local governments to determine and control land use.

During the life of the plan, the City of Kenosha may wish to include additional areas as part of environmental corridors and isolated natural resources areas over time, particularly abutting undeveloped and revegetated floodplains to be preserved as open space and areas established for floodplain, wetland, or other natural feature mitigation purposes. Lands proposed for development that have or may contain environmentally significant areas, such as primary environmental corridors or isolated wetlands, should be field verified to determine the precise boundaries of such features on the property prior to development.

Background Data and Maps

Chapters 2 through 6 provide background data and maps used to help design the City of Kenosha Land Use Plan Map. In addition to the detailed inventories included in these chapters, the Comprehensive Planning Law requires that the following maps be included in the Land Use Element:

- ***Productive Agricultural Soils***

  Agricultural lands identified by surrounding local governments for farmland protection are shown on the Kenosha County Land Use Plan Map (Map 9-2, page 7). Agricultural soil capability classes and agricultural soil land evaluation (LE) scores for soils in Kenosha County are shown on Maps 3-4 and 3-5, respectively, in Chapter 3. Soil capability classes and LE scores are determined by the USDA- Natural Resources Conservation Service. There is not any land identified by the City of Kenosha for farmland production.

- ***Environmentally Sensitive Areas***

  Environmentally sensitive areas reflected on the land use plan map include primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, critical species habitat sites, critical aquatic habitat sites, surface water, wetlands, woodlands, 100-year floodplains, and a significant geological site. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter 8).

  Environmentally sensitive lands are shown on Map 9-3, page 9. The wetlands reflected on Map 9-3, page 9, are generally those identified on the 2005 Wisconsin Wetland Inventory maps. In some cases, more detailed wetland boundaries, or new wetland areas, have been identified through field investigations and stakings. The wetland boundaries on Map 9-3, page 9, have been adjusted to reflect such recorded field stakings. Updated boundaries of natural areas and critical species habitat sited identified in 2008 as part of the update of the regional natural areas and critical species habitat plan are shown on Map 9-3, page 9.

- ***Potential Natural Limitations to Building Site Development***

  Several natural resource features that may limit development were identified as part of the multi-jurisdictional plan. These features include environmental corridors, isolated natural resource areas, Lake Michigan bluffs, slopes of 12 percent or greater, wetlands, severe wet soils (hydric soils), severe structural soils, 100-year floodplains, and surface water. These features are shown on Map 9-4, page 10. Additional constraints to development or special circumstances that must be carefully addressed when a parcel is developed are also included on Map 9-4, page 10, and include transitional landfills, former landfills, and solid waste disposal sites. All of these conditions or features affect the construction costs of urban development, and may limit the location of buildings, pavement, utilities, and private onsite waste treat-

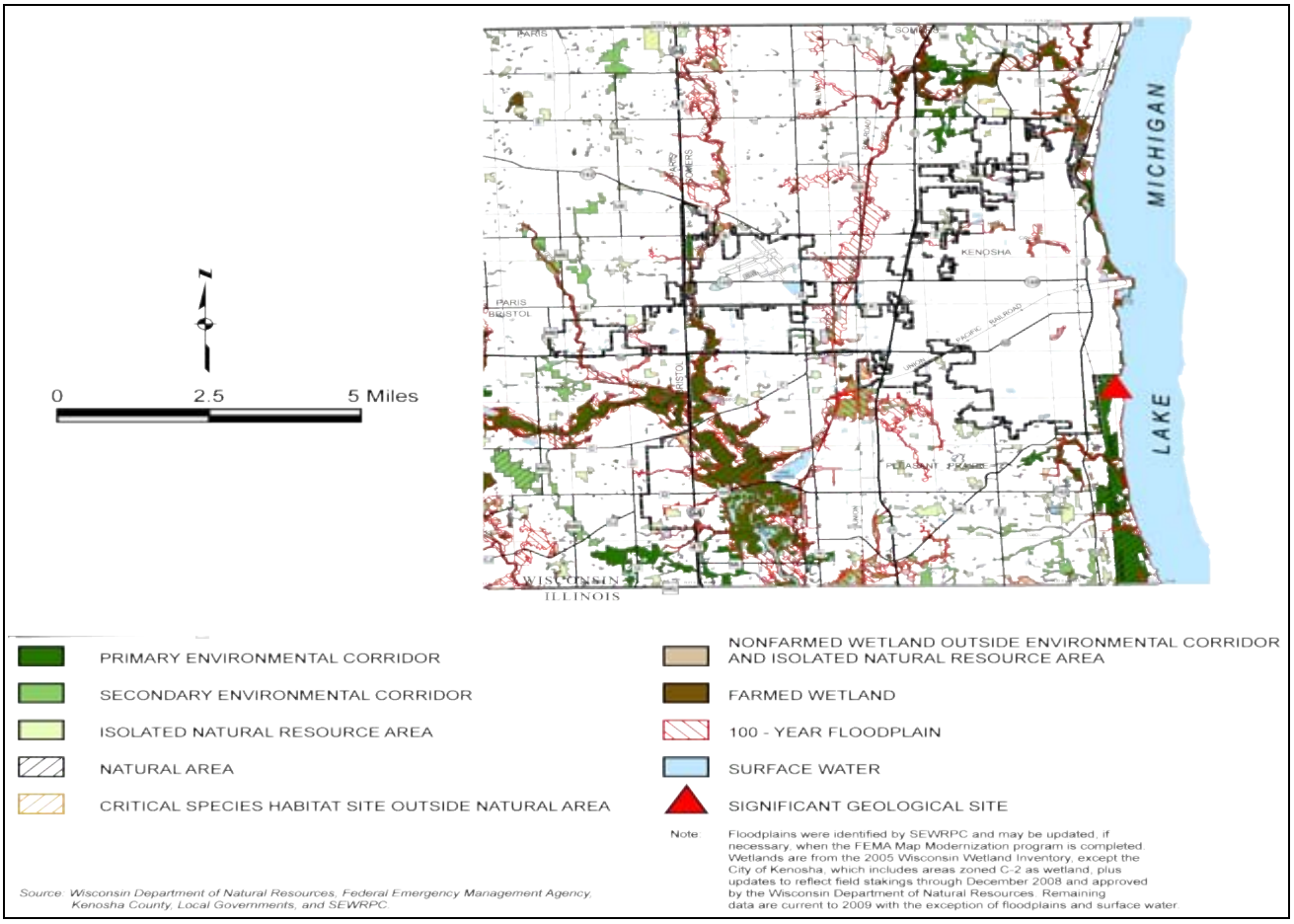
[3] *Section 66.1001(1)(b) of the* Statutes *defines a "local governmental unit" as a city, village, town, county, or regional planning commission.*

ment systems. In some cases, particularly in wetlands and floodplains, State regulations and County or City ordinances will also affect site development.

There are two active licensed landfills near the City of Kenosha, the Waste Management Pheasant Run landfill in the Town of Paris and the WE Energies boiler and coal fly ash landfill in the Village of Pleasant Prairie. The DNR also identifies 53 former landfills and solid waste disposal sites in Kenosha County in the State registry of waste disposal sites, which includes 2 "Inactive" landfills located in the City of Kenosha. A complete inventory of inactive and transitional landfills in Kenosha County, as identified by the DNR, is provided on Map 13-4 and Table 13-14 in Chapter 13. Former landfills and solid waste disposal sites are shown on Map 9-5, page 11, and listed in Table 9-3, page 12. The DNR may allow building on former landfills or solid waste disposal sites, subject to a case-by-case review of the proposed building and the condition of the landfill or solid waste disposal site. Although development of former landfills typically consists of recreational uses, such as ski or sledding hills, and other passive uses, the development of buildings and parking lots may be allowed, depending on site conditions. More information is available on the DNR website (www.dnr.wi.gov/org/aw/rr/rbrownfields/historic_fill.htm).

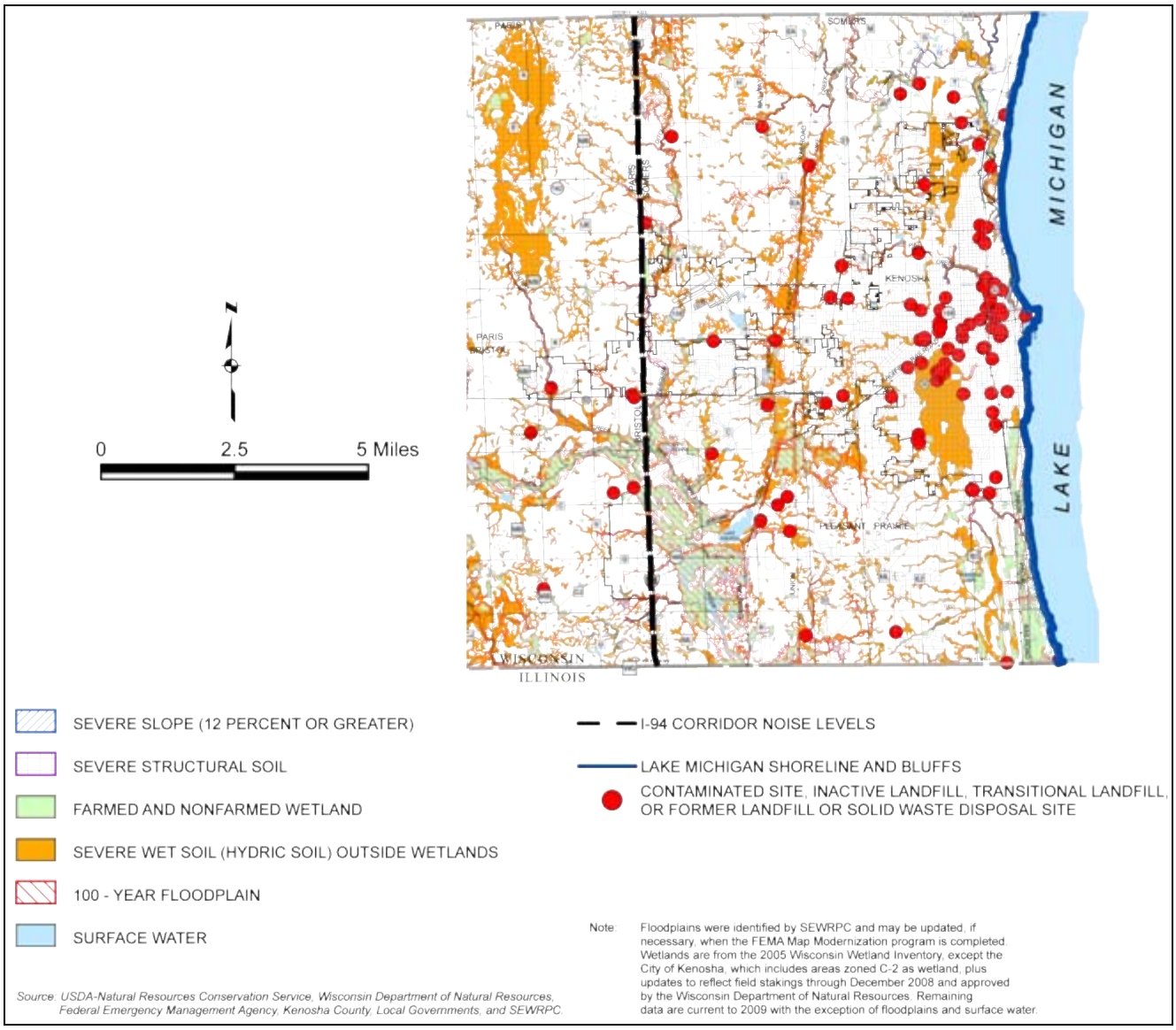
MAP 9-3

ENVIRONMENTALLY SENSITIVE AREAS IN KENOSHA COUNTY



MAP 9-4

POTENTIAL NATURAL LIMITATIONS TO BUILDING SITE DEVELOPMENT IN KENOSHA COUNTY



Although not a "natural" limitation to development, the Environmental Impact Statement prepared for the I-94 North-South construction project identified future noise levels within approximately 900 feet of the freeway as a concern. This Wisconsin Department of Transportation (WisDOT) determined that noise barriers would not be feasible along the freeway in Kenosha County, but recommended that the County and local governments consider requiring noise mitigation for future development along the freeway. High noise levels are of most concern when residential uses and hotels are proposed along the freeway. The City of Kenosha 2035 Land Use Map does not show any residential uses adjacent to I-94. Retail, office, warehousing, manufacturing, and agricultural uses are less sensitive to highway traffic noise. Site design techniques, such as providing open space, parking areas, and/or berms between the freeway and buildings may decrease noise levels. Building design and materials, such as avoiding windows facing the freeway, the use of sound-absorbing insulation, or other sound abatement techniques for wall structure construction (such as wall separation techniques), can also be used to decrease noise levels. Consideration should also be given to requiring a landscaped buffer to provide visual screening between the freeway and urban development on adjacent parcels.

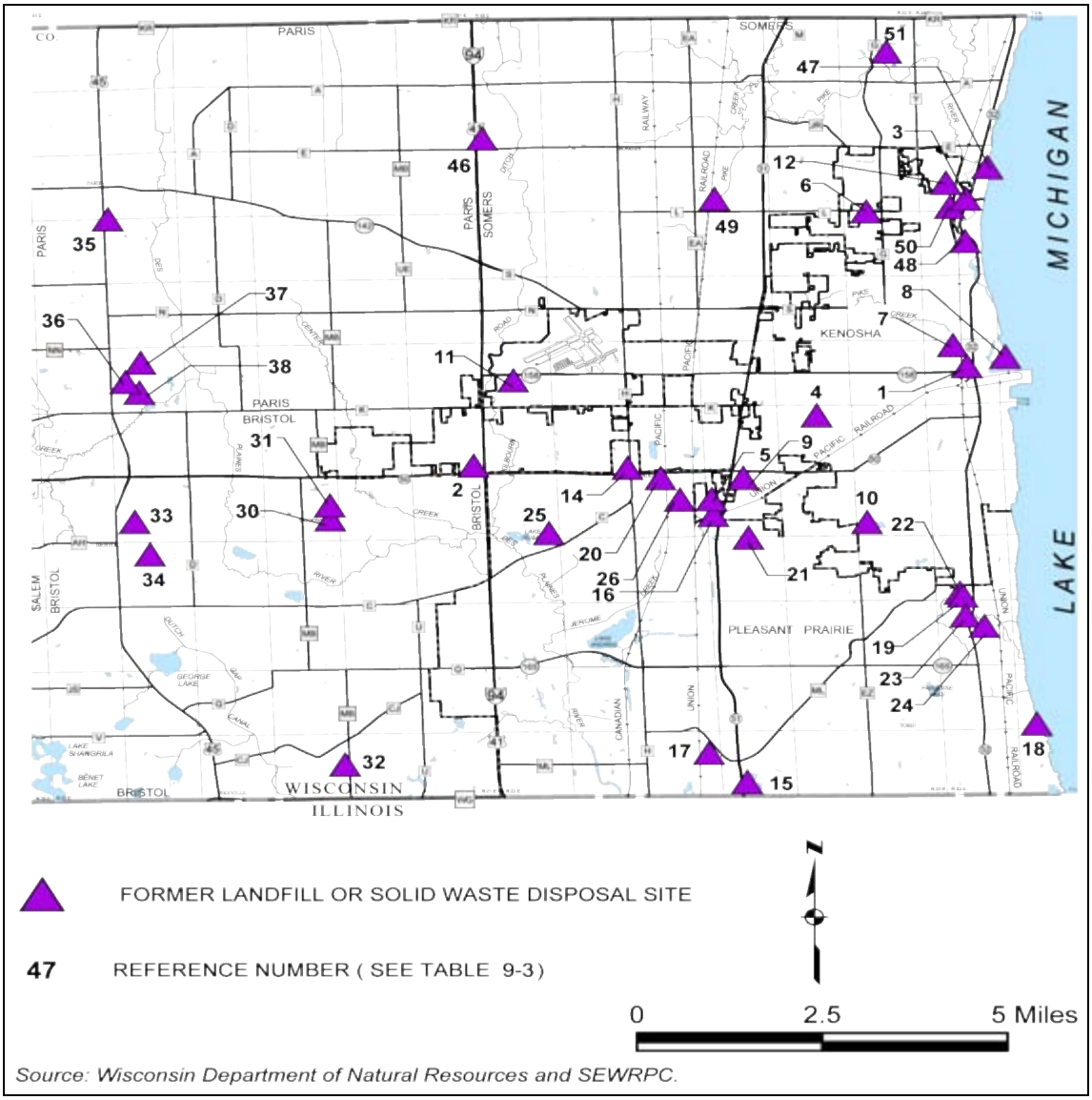
- ***Utilities and Community Services***
  The Comprehensive Planning Law requires the Land Use Element to include maps showing boundaries of areas to which public utility and community services will be provided by the plan design year. Such maps are included in Chapters 5 and 12.

Development Techniques or Tools

Although land use patterns essentially establish the general character of an area, attention paid to detailed layout and design of developments is also crucial to preserve or achieve the appearance desired by communities. Various development techniques or tools are important to help further protect or achieve a community's identity. These include, but are not limited to, neighborhood and special district planning, community design and sustainability concepts, and other design implementation tools.

MAP 9-5

FORMER LANDFILLS AND SOLID WASTE DISPOSAL SITES IN KENOSHA COUNTY: 2008



Source: Wisconsin Department of Natural Resources and SEWRPC.

TABLE 9-3

FORMER LANDFILLS AND SOLID WASTE DISPOSAL SITES IN KENOSHA COUNTY: 2008

No. on Map 9-5	Name	Location (Local Government)	Size (acres)
1	Ashmus Belting, Inc.	City of Kenosha	---[a]
2	Brat Stop Restaurant	City of Kenosha	0.5
3	Carthage College	City of Kenosha	---[a]
4	City of Kenosha (Parks Department)	City of Kenosha	1.2
5	Gerald Kramer	City of Kenosha	1.4
6	Kenosha County Trucking	City of Kenosha	---[a]
7	N. S. Koos and Sons, Inc.	City of Kenosha	1.4
8	Nardi Electric	City of Kenosha	0.1
9	Ron's Rubbish	City of Kenosha	---[a]
10	Tirabassi	City of Kenosha	2.3
11	Town of Somers	City of Kenosha	2.4
12	Unknown	City of Kenosha	---[a]
13	C. Bryzek (Fish Dump)	Village of Paddock Lake	0.3
14	Ace Construction Company	Village of Pleasant Prairie	2.1
15	All-State Development Corporation	Village of Pleasant Prairie	15.8
16	Chicago and Northwestern Transportation	Village of Pleasant Prairie	1.5
17	City of Kenosha and Village of Pleasant Prairie Landfill	Village of Pleasant Prairie	65.7
18	Daniel Dorece	Village of Pleasant Prairie	0.1
19	Elizabeth Fraeterick (Wood)	Village of Pleasant Prairie	2.3
20	Harry Crow	Village of Pleasant Prairie	6.6
21	Harry Crow and Sonns, Inc.	Village of Pleasant Prairie	0.8
22	Keno Drive-In	Village of Pleasant Prairie	0.4
23	Kreger Brothers	Village of Pleasant Prairie	0.2
24	Luckason	Village of Pleasant Prairie	0.1
25	Town of Pleasant Prairie	Village of Pleasant Prairie	4.1
26	Wisconsin Electric Power – Pleasant Prairie	Village of Pleasant Prairie	139.3
27	Village of Silver Lake Landfill	Village of Silver Lake	1.3
28	Village of Twin Lakes Landfill	Village of Twin Lakes	10.5
29	Town of Brighton Landfill	Town of Brighton	---[a]
30	Bristol Mushroom Farm	Town of Bristol	16.8
31	Kenosha Bowman, Inc.	Town of Bristol	0.2
32	Noel Elfering	Town of Bristol	2.1
33	Robert Watring	Town of Bristol	0.1
34	Town of Bristol Landfill	Town of Bristol	10.7
35	Thomas Hancock	Town of Paris	0.8
36	Waste Management of Wisconsin – Pheasant Run	Town of Paris	---[a]
37	Waste Management of Wisconsin – Pheasant Run North	Town of Paris	68.1
38	Waste Management of Wisconsin – Pheasant Run South	Town of Paris	51.5
39	New Munster Deep Pit (DNR)	Town of Randall	0.1
40	Nippersink Manor Resort	Town of Randall	1.0
41	Town of Randall Landfill	Town of Randall	10.8
42	Kenosha County Highway Department	Town of Salem	0.8
43	Salvation Army	Town of Salem	0.1
44	Town of Salem Landfill	Town of Salem	17.0

No. on Map 9-5	Name	Location (Local Government)	Size (acres)
45	Wilmot Mountain, Inc.	Town of Salem	1.5
46	Blackmon Trucking	Town of Somers	0.7
47	No Name Dump (Private)	Town of Somers	0.1
48	St. George's Cemetery	Town of Somers	1.6
49	Town of Somers Landfill	Town of Somers	5.9
50	Town of Somers Dump	Town of Somers	0.4
51	Warren Hansche	Town of Somers	0.8
52	Dan Peterson Property	Town of Wheatland	3.0
53	Town of Wheatland	Town of Wheatland	0.8
	TOTAL = 53 SITES	**----**	**455.3**

a Data not available.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Neighborhood and Special District Planning

Within the context of community-level plans, detailed neighborhood development plans as illustrated in Figure 9-1, page 5, should be prepared for each residential neighborhood or special planning district where significant urban development or redevelopment is expected. Adopted neighborhood plans are described in Part 3, page 18. Future neighborhood plans should attempt to integrate green development standards, such as Leadership in Energy and Environmental Design standards for Neighborhood Development (LEED-ND), to help achieve sustainability, insofar as such standards are consistent with individual community plans, goals, objectives, policies, and programs. While such plans may also vary in format and level of detail, they should generally do the following to further refine and detail land use plans:

- Designate future collector and land-access (minor) street locations and alignments, pedestrian paths and bicycle ways, and, as appropriate, the configuration of individual blocks and lots.
- Further classify residential areas as to structure type and density, with the mix of housing structure types and lot sizes resulting in an overall density for the neighborhood consistent with that recommended in the plans.
- Identify specific sites for neighborhood parks, schools, and retail and service centers which are recommended on a general basis in the overall City of Kenosha Comprehensive Plan. Neighborhood commercial centers may contain compact mixed-use developments as described below.
- Identify environmentally significant areas to be preserved consistent with the comprehensive plan.
- Indicate areas to be reserved for stormwater management and utility easements.

The neighborhood planning process should make full use of the many design concepts that can enhance the living environment and increase efficiency in the provision of urban services and facilities and in travel patterns. These design concepts include:

- **Mixed-Use Development**. This term refers to a development that contains a diversity of land uses that are compatible and complementary to each other. It typically consists of residential development in a mixed-use setting with compatible commercial and/or institutional uses that provide a desirable environment for a variety of housing types, including those for elderly and persons with disabilities (senior and assisted living facilities), seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, health, and other urban amenities. Mixed uses, as illustrated in Figure 9-2, pages 15 and 16, can be horizontal or vertical arrangements, or a combination thereof. Horizontal mixed uses typically include residential structures intermixed with, or located adjacent to, buildings containing complementary commercial, institutional, or other civic uses. Vertical mixed uses may include residential living units on the ground/first floor level (convenient for elderly and persons with disabilities)

in the rear of compatible businesses (only permitted in the B-4 Mixed-Use District); or commercial uses located on the street level and residential uses located on upper levels, with offices potentially acting as a "transition" or buffer between retail activities and residential dwellings. General industrial uses should not be intermixed with residential or school uses. Suitable controls should be in place to ensure compatibility between different land uses.

- **Traditional Neighborhood Development (TND)**. This term refers to very compact, pedestrian-oriented, mixed-use neighborhoods typically characterized by a grid like street system, with possibly alleyways, and street-oriented setbacks and building designs. The overall design, including the layout of "complete" streets with sidewalks and wheelchair accessibility, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood. TND is suitable for areas that have access to public facilities, such as schools and civic buildings, which are in close proximity. TNDs are typically designed around a commercial center or other identifiable center (i.e. park or civic center) that functions as a neighborhood gathering place.

- **Transit-Oriented Development (TOD)**. This term refers to compact, mixed-use development whose internal design is intended to maximize access to a transit (bus or rail) stop located within or adjacent to the development, as illustrated in Figure 11-1 in Chapter 11. Within the development, commercial uses and medium- to higher-density residential uses are located near the transit stop. The layout of streets and sidewalks with curb cuts or ramps provides convenient walking and bicycling access and wheelchair access to the transit stop. Such development may be appropriate around existing or future commuter rail stations.

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

Community Design and Sustainability Techniques

One of the goals of the comprehensive plan is to achieve communities that are aesthetically pleasing and efficient while promoting a sustainable land use pattern that meets the social, economic, physical, ecological, and quality-of-life needs of the County and all its communities, maintaining a sense of place in urban and rural areas.

Community Design

Community design includes beautification techniques, such as tree planting programs, Main Street redevelopment, neighborhood enhancements, and the aesthetic benefits of buffering and landscaping. A well-designed County will attract quality development, improve the visual character, and enhance important natural resources. Community design is an integral part of the planning process, and directly affects land use patterns, transportation planning, and neighborhood livability.

As the City of Kenosha's population grows, community design concepts and methods should be addressed to accommodate new residential, commercial, utility, community facility, and industrial development. Development designs should be environmentally sensitive and complement adjacent land uses. New growth can be accommodated through compatible infill, higher density mixed-use development, and redevelopment areas. Mixed-use development, Traditional Neighborhood Development (TND), and Transit-Oriented Development (TOD) are types of development associated with high-density areas. Mixed-use development may help minimize street and utility requirements and promote alternative modes of transportation, particularly if such development

is designed to provide high-density residential development; employment opportunities; transit, bike, and pedestrian facilities; parks; retail areas; and personal services.

FIGURE 9-2

EXAMPLES OF VERTICAL AND HORIZONTAL MIXED-USE DEVELOPMENTS

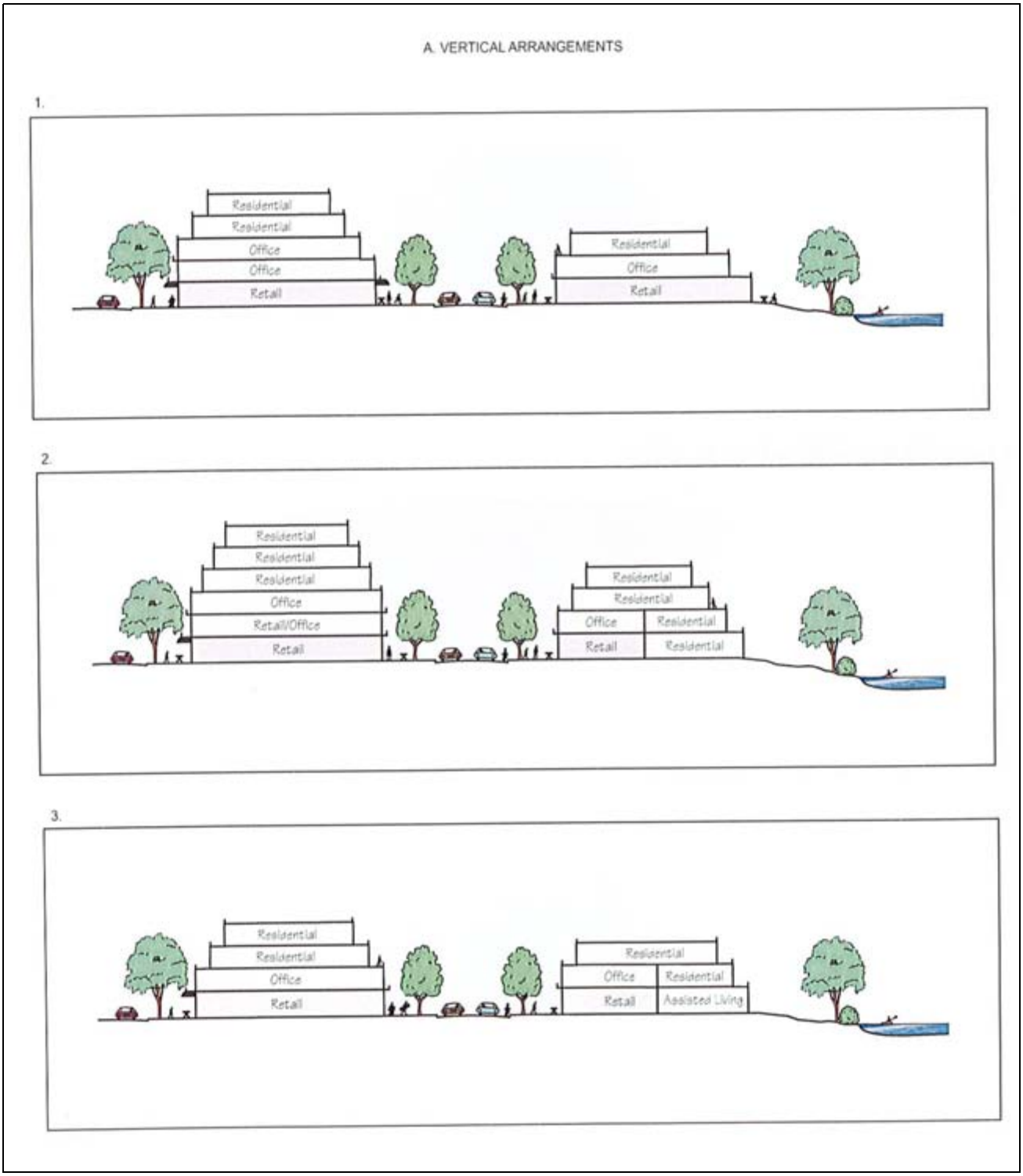
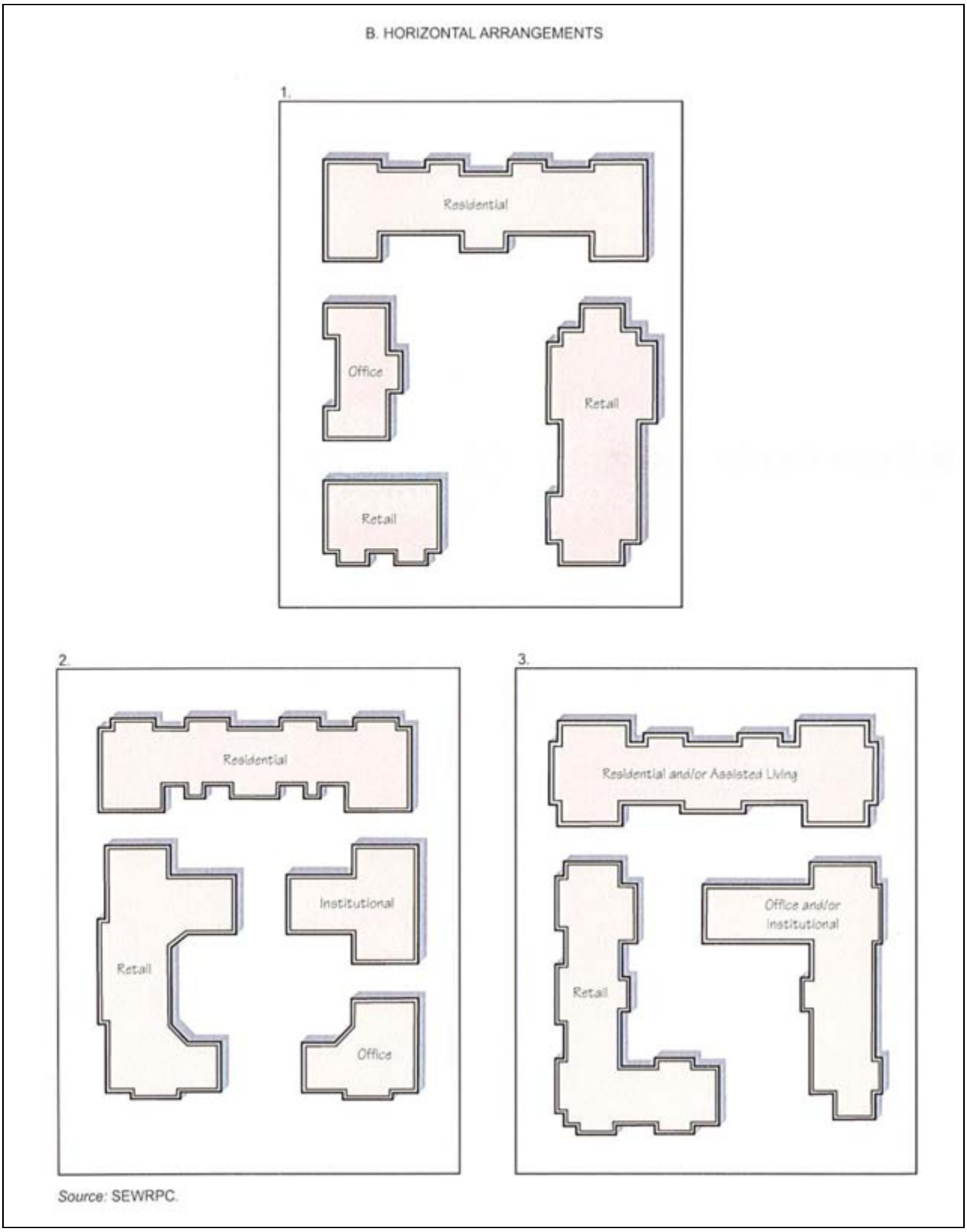


FIGURE 9-2 (CONTINUED)

EXAMPLES OF VERTICAL AND HORIZONTAL MIXED-USE DEVELOPMENTS



Source: SEWRPC.

Neighborhood planning and subdivision designs should also incorporate pedestrian/bike trails, pathways, and/or bikeways as means of transportation or recreational activity. It is also important that new development be designed so it is compatible with established development, and be set back and/or provide shoreline protection measures along Lake Michigan bluffs and shorelines to control erosion and provide bluff and shoreline stability. Commercial and office uses should be grouped in commercial nodes or located in suitable locations in mixed-use neighborhoods. Ideally, mixed-use development in redevelopment areas should promote the use and improvement of existing infrastructure, increase pedestrian activity and transit use, and provide needed goods and services for nearby residents. Industrial uses and business and industrial parks should be developed in areas served by existing infrastructure with convenient access to highway, rail, or air services. Major business parks should ideally be served by transit to serve employees and have pedestrian and bicycle access and facilities between transit (bus or rail) stops and employment centers.

The use of flexible zoning techniques is encouraged to accommodate a variety of housing options, such as infill development, live-work units, planned unit developments (PUDs), planned development districts (PDDs), TNDs, TODs, and cluster development. "Universal Design" and "Visitability" design concepts, which provide increased accessibility for persons with disabilities by providing homes with wider doors and hallways, step-free level entrances and other surfaces, locating key rooms on ground or first floor levels, and other features, should also be considered during the review of proposed development projects. Building designs should minimize the apparent scale of structures and emphasize the sense of place for the streetscape. It is also recommended that a variation in lot and home sizes in the same neighborhood be provided within the framework of established minimum lot sizes and home sizes to avoid a repetitious facade on the homes in a subdivision or neighborhood, and also provide housing for a range of household incomes.

Sustainability

Development and redevelopment projects are integral parts of a green economy with intentions for sustainability. "Sustainable development" is a pattern of resource use that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability or "green" development should be practiced throughout the City of Kenosha and at government facilities, with the intent of improving air and water quality and conserving energy. All types of development should consider incorporating energy-efficient techniques or renewable energy such as solar energy, wind energy, high-efficiency lighting, and geothermal energy. Residential "green-related" development programs, such as Energy Star Qualified Homes, Green Built Home, and LEED, described in Chapter 10, provide initiatives that certify new homes and remodeling projects that meet sustainable building and energy standards. LEED promotes a whole-building approach to sustainability by recognizing performance in sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.

New and existing development should include techniques and designs that protect and improve water quality. Some examples of water quality management and conservation practices include maximizing porous and permeable materials and permeable soils;[4] vegetated buffers and infiltration zones; incorporating infiltration and retention areas such as rain gardens, green (vegetated) roofs, bioswales, bioinfiltration trenches and basins, and vegetated buffer or perimeter strips; and installing "gray water" systems, which allows certain water that has been used for hand washing, showering, and any other uses from sinks, showers, or washing machines to be reused for other purposes, especially landscape irrigation. Rain barrels, xericscaping, dual-flush toilets, low-flow showerheads and faucets, and energy-efficient washing machines, dishwashers, and water heaters should also be considered as water quality management practices.

Other Development Tools

Basic important regulatory tools that can be used to help direct the design of development and redevelopment, as well as achieve or implement plan recommendations, include zoning, land division, and official mapping ordinances, which are discussed in Chapters 6 and 15.

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[4] *The use of permeable pavement should generally be avoided if chlorides (salt) are directly applied for deicing and anti-icing, or if the area of permeable pavement will receive runoff from paved areas to which chlorides are applied.*

Form-based zoning is an emerging concept that is flexible and generally places more emphasis on physical building and site design attributes ("form"- i.e. mass, scale, layout) and less emphasis on the regulation of specific uses and certain measurable regulations than conventional zoning. The use of form-based zoning is most likely applicable where a diversity of uses is desired and to allow buildings to accommodate different uses over time. Alternatively, hybrid zoning is another emerging concept that attempts to achieve the same results as form-based zoning by meshing conventional zoning codes with design standards.

Conservation techniques that are applicable to natural and rural areas and help retain rural or "country" character are discussed in Chapter 8. These include conservation easements, cluster development, lot averaging, purchase of development rights, and transfer of development rights. Examples of conservation subdivision designs are provided in Figures 8-1 through 8-4 in Chapter 8.

PART 3: CITY OF KENOSHA LAND USE PLAN

The following section provides more detail on land use categories depicted on Map 9-6, page 20, Land Use Plan Map for the City of Kenosha 2035.

Map 9-6, page 9, shows the Land Use Plan Map for the City of Kenosha for the year 2035. The map includes areas within the City of Kenosha as of December 2008, areas adjacent to the City of Kenosha in the Town of Bristol included in the Bristol Neighborhood Plan, and areas in the Town of Somers where properties will be annexed into the City of Kenosha under the terms of a boundary agreement between the City of Kenosha and the Town. The Land Use Plan Map is a composite of the neighborhood plans adopted by the City of Kenosha. Planned land use categories were developed by City of Kenosha staff for portions of the City of Kenosha not included in a neighborhood plan, based on existing zoning, surrounding land uses, and local knowledge. Figure 9-3, page 19, presents a comparison of the percentage of the City of Kenosha devoted to various types of planned land uses in 2035.

The City of Kenosha has a long history of land use planning. The Kenosha City Plan was completed in 1925 by the firm Harland Bartholomew & Associates, one of the leading and most respected planning firms of the time. The plan was based on the "City Beautiful" movement, and "established the location and designation of major thoroughfares, street widths, building setbacks, and general land use locations. The concept of each elementary school having its own neighborhood playground came from the City plan, as did the notion that all residents should be within walking distance of a neighborhood park."[5]

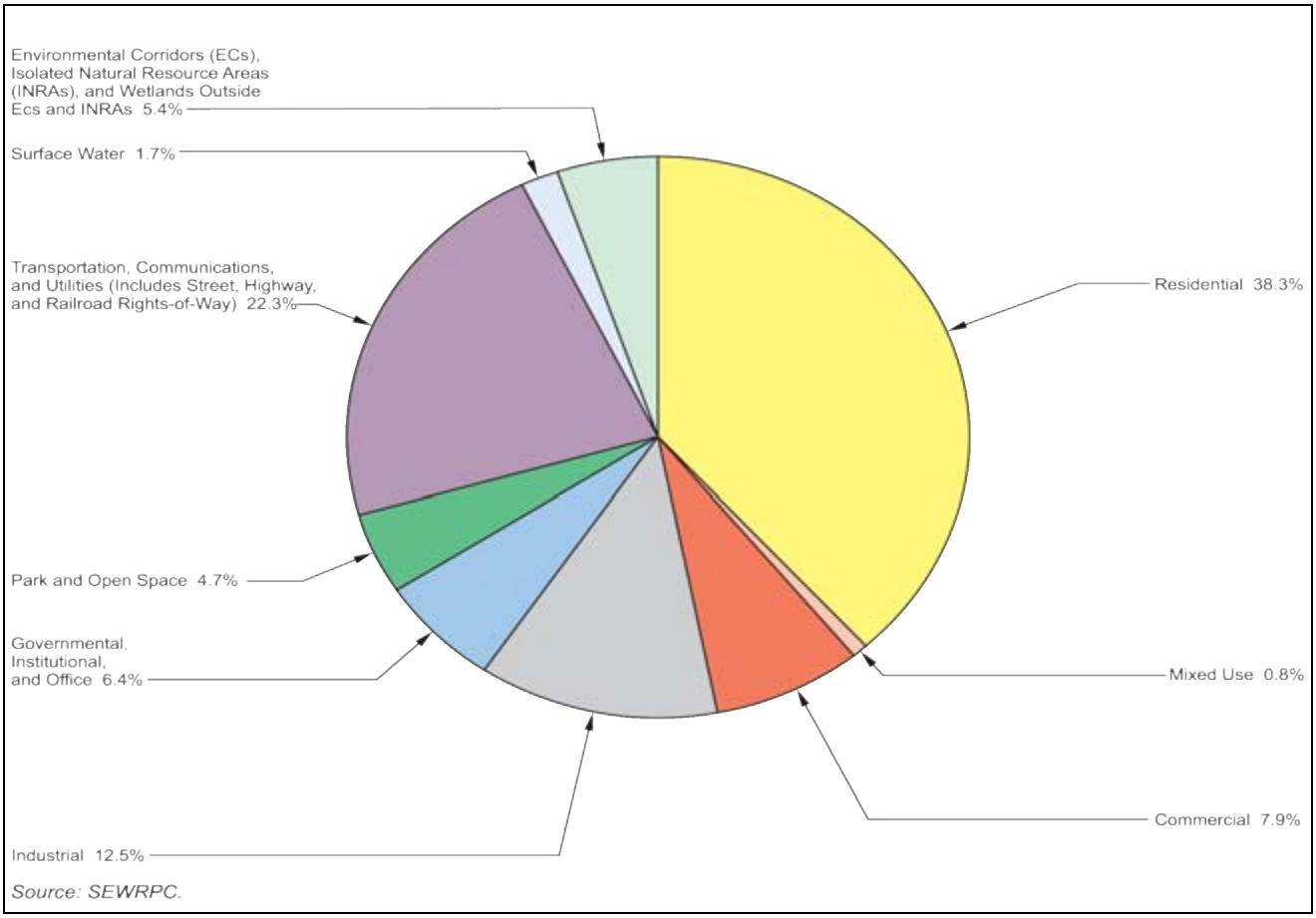
The City has actively continued its land use planning activities, most notably through participation in the preparation and update of a comprehensive plan for the Kenosha Urban Planning District in 1967 and 1995, respectively; and through the preparation of detailed neighborhood plans for much of the City.

Map 9-6, page 20, includes the neighborhood plans prepared for the following neighborhoods: Bristol, Columbus, CTH HH, Gateway, Green Bay Road/60th Street, Harborpark, Hillcrest, Kenosha Corridor Land Use Plan, Lincoln, McKinley-Roosevelt Railroad Corridor Area, Parkside South, Pike Creek, St. Peter's, South Sheridan, Tirabassi, Washington Park, and Wilson. The location of these neighborhoods is shown on Map 9-7, page 21. Table 1-1 in Chapter 1 provides the dates each neighborhood plan was adopted by the City Plan Commission and Common Council.

[5] *Ray Forgianni, former City Planner, in the Forward to the* Kenosha City Plan: 1925, 75th Anniversary Edition*, published in 2000.*

FIGURE 9-3

PLANNED LAND USES IN THE CITY OF KENOSHA PLANNING AREA BASED ON THE CITY OF KENOSHA LAND USE PLAN MAP: 2035



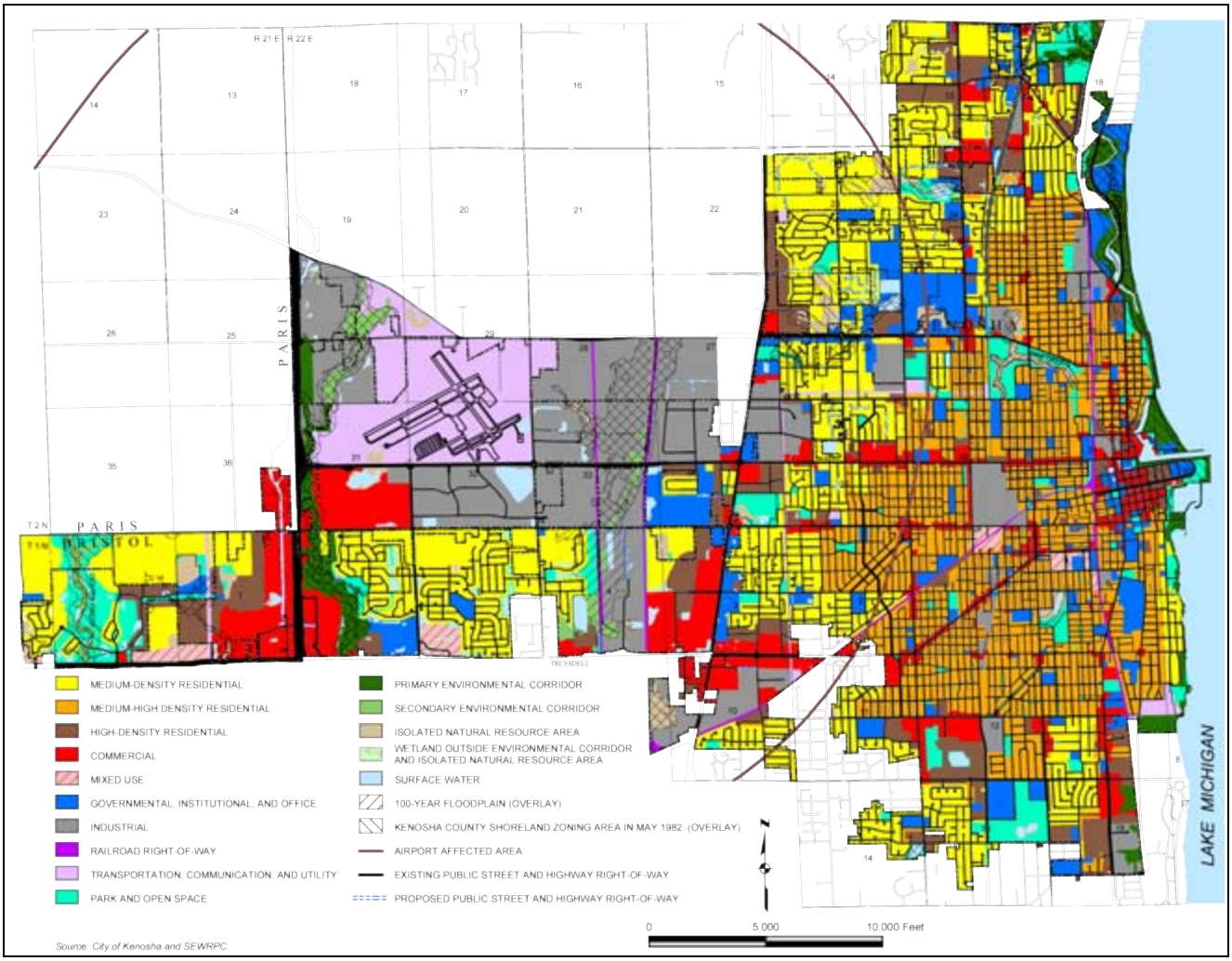
The land use plan categories shown on the neighborhood plans were generalized into a standard set of land use categories in order to develop the City-wide Land Use Plan Map. The relationship between the land use plan categories shown on Map 9-6, page 20, and neighborhood plan land use categories are shown in Appendix 9-1. Appendix 9-1 also shows the relationship between the neighborhood and City Land Use Plan categories to the categories shown on the County Land Use Plan Map (Map 9-2, page 7). The number of acres in each land use plan category on the City Land Use Plan Map are shown on Table 9-4, page 22, for the area within existing City limits (as of December 2008) and adjacent areas included in the City planning area. The City's planning area includes lands that are planned to be annexed by the City under the terms of intergovernmental agreements with the Towns of Bristol and Somers.

Map 9-6, page 20, includes primary and secondary environmental corridors and isolated natural resource areas as basic land use plan categories. Environmental corridors and isolated natural resource areas were not included on the neighborhood plans, except for the "Corridor" plan. Inclusion of such features on the City Land Use Plan Map is therefore an update to the neighborhood plans. Map 9-6, page 20, also includes wetlands in the City's Lowland Resource Conservancy zoning district (C-2), which are wetlands whose boundaries have been staked based on field investigations. Wetlands zoned Lowland Resource Conservancy (C-1) by Kenosha County in those portions of the Town of Somers within the City's planning area are also included on Map 9-6, page 20. Wetlands shown on both a neighborhood plan and on the 2005 Wisconsin Wetland Inventory (WWI) maps are also shown on the Land Use Plan Map. There are additional wetlands included on the 2005 WWI maps that are

not shown on the City's Land Use Plan Map. Such wetlands will be placed in the C-2 zoning district by the City at the time they are identified and staked as part of a field investigation.

MAP 9-6

LAND USE PLAN MAP FOR THE CITY OF KENOSHA: 2035



The 100-year floodplain boundary is shown as an overlay on Map 9-6. Floodplains will be updated once the Map Modernization program currently underway by FEMA is completed. Shoreland zoning areas in the City planning area that were within a Town in 1980,[6] and therefore subject to Kenosha County shoreland zoning regulations, are also shown as an overlay. Under Section 59.692(7) of the *Wisconsin Statutes*, County shoreland zoning regulations continue to apply in areas annexed by a City or Village after May 7, 1982, unless the City regulations are equally or more restrictive than the County shoreland zoning regulations. County shoreland zoning regulations continue to apply in shoreland areas annexed by the City of Kenosha.

Medium-Density Residential

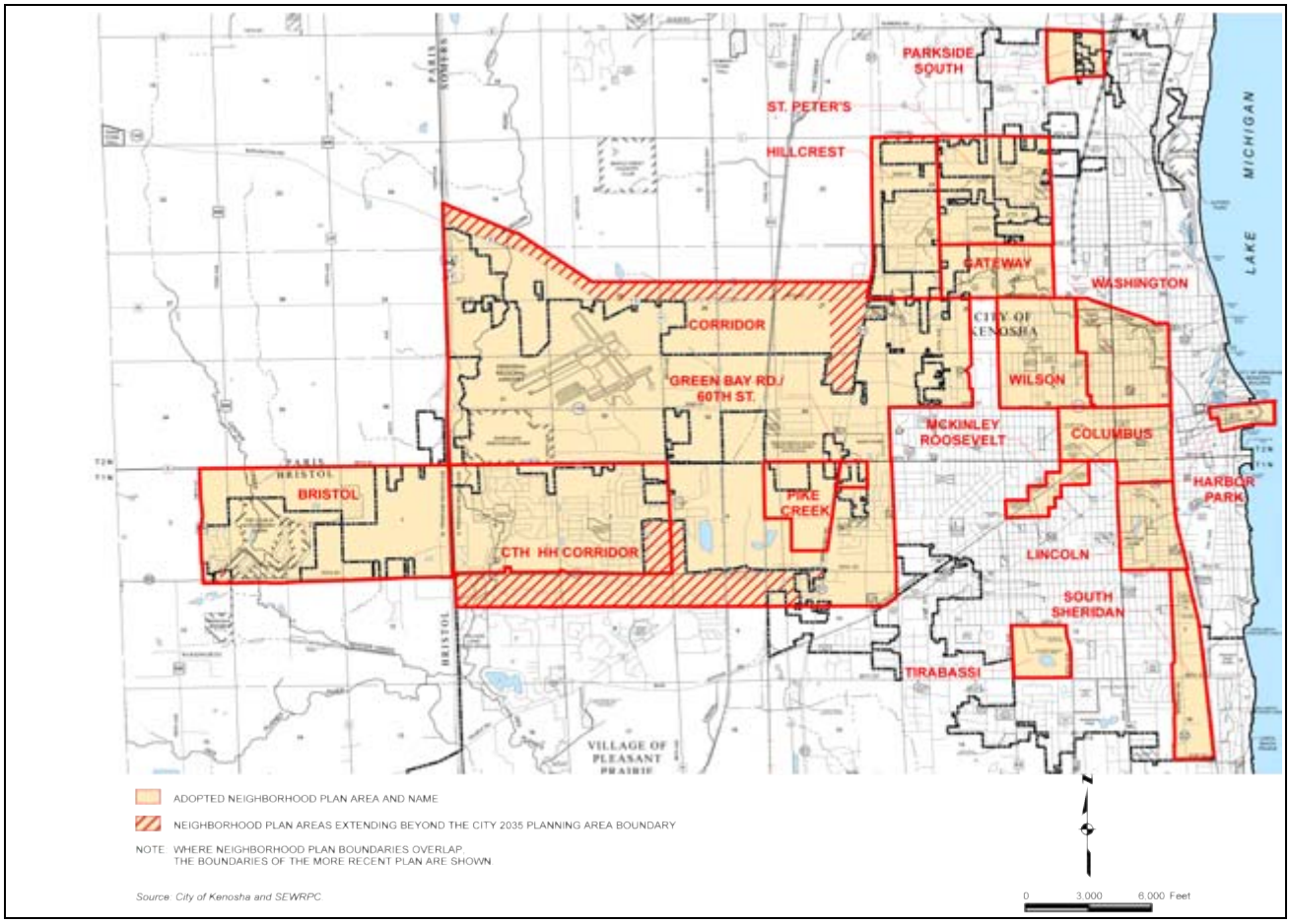
The medium-density residential use category occupies 3,889 acres, or about 20 percent of the City of Kenosha, on the 2035 Land Use Plan Map. Medium-density residential uses are envisioned to occur in a variety of residential neighborhoods providing a full complement of basic neighborhood amenities including a school, park, and

[6] *Information on annexations between 1980 and May 7, 1982 is not available.*

shopping area. The average density of medium-density residential areas should be one home per 7,000 to 39,999 square feet of area, predominantly allowing for attached and detached single family homes.

MAP 9-7

NEIGHBORHOOD PLANS ADOPTED BY THE CITY OF KENOSHA: 2009



Medium-High Density Residential

The medium-high density residential use category occupies 2,534 acres, or about 13 percent of the City of Kenosha 2035 Land Use Plan Map. Medium-high density residential uses areas are envisioned to occur in a variety of residential neighborhoods, providing a full compliment of basic neighborhood amenities including a school, park, and shopping area. The average density of medium-high density residential areas should be tween 3,000 to 6,999 square feet per dwelling unit, allowing for single and two family homes.

High-Density Residential

High-density residential uses occupy 1,195 acres, or about six (6) percent of the City of Kenosha, on the 2035 Land Use Plan Map. High-density residential uses are envisioned to occur in a variety of residential neighborhoods providing a full complement of basic neighborhood amenities including a school, park, and shopping area. The average density in this category would be less than 6,000 square feet per dwelling unit, allowing for two-family homes and multi-family buildings.

TABLE 9-4

PLANNED LAND USES IN THE CITY OF KENOSHA PLANNING AREA BASED ON THE CITY OF KENOSHA LAND USE PLAN MAP: 2035

Land Use Category	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Medium-Density Residential[a]	3,889	21.1	19.6
Medium-High Density Residential[b]	2,534	13.7	12.7
High-Density Residential[c]	1,195	6.5	6.0
SUBTOTAL	7,621	41.3	38.4
Mixed Use	151	0.8	0.8
Commercial	1,507	8.5	7.9
Industrial	2,477	13.4	12.5
Governmental, Institutional, and Office	1,269	6.9	6.4
Park and Open Space	938	5.1	4.7
Street and Highway Rights-of-Way[d]	3,101	16.8	15.6
Railroad Rights-of-Way	146	0.8	0.7
Transportation, Communications, and Utilities	1,184	6.4	6.0
URBAN SUBTOTAL	18,461	100.0	92.9
Nonurban			
Primary Environmental Corridor[e]	546	39.0	2.8
Secondary Environmental Corridor[e]	186	13.3	0.9
Isolated Natural Resource Area[e]	317	22.6	1.6
Wetlands Outside Environmental Corridors and Isolated Natural Resource Areas	17	1.2	0.1
Surface Water	334	23.9	1.7
NONURBAN SUBTOTAL	1,400	100.0	7.1
TOTAL	19,861	---	100.0
Overlay Categories	**Acres**	**Percent of Subtotal**	**Percent of Total**
100-Year Floodplain	1,147	---	---
Shoreland Zoning	2,001	---	---
Airport Affected Area	11,153	---	---

Note: This table is based on the categories developed for the City of Kenosha Land Use Plan Map (Map 9-6, page20). This table includes areas within the City's extraterritorial area that will be annexed into the City based on intergovernmental agreements with adjacent communities.

a Attached and detached single-family residential with an average density of 7,000 to 39,999 square feet per dwelling unit.

b Single- and two-family residential with an average density of 3,000 to 6,999 square feet per dwelling unit.

c Two- and multi-family residential with an average density of less than 6,000 square feet per dwelling unit.

d Reflects year 2008 existing street and highway rights-of-way, planned public street rights-of-way included on the City's Official Map, and proposed rights-of-way for the I-94 corridor, including interchanges, to be constructed in 2009 and 2010. Otherwise, future street rights-of-way are included in the future land use categories.

e Does not include associated surface water areas.

Source: City of Kenosha and SEWRPC.

Mixed-Use

The mixed-use category occupies 151 acres, or just under one (1) percent of the City of Kenosha, on the 2035 Land Use Plan Map, and would include a mix of residential and compatible commercial and/or institutional uses. Parcels designated for mixed use should be developed in accordance with a development or redevelopment plan approved by the City of Kenosha. Development in this category would typically be subject to planned unit

development (PUD), traditional neighborhood development (TND), transit-oriented development (TOD), or mixed use related regulations in the applicable Zoning Ordinance. Mixed-use areas generally include traditional downtown business districts, infill development sites, and areas adjacent to arterial streets, highways, and transit stops (bus or rail) within higher density areas.

Commercial
Commercial uses occupy 1,577 acres, or about eight (8) percent of the City of Kenosha, on the 2035 Land Use Plan Map. This category includes retail stores; services, such as drycleaners, barber or beautician shops, banks, and restaurants; and offices and professional services of doctors, dentists, architects, engineers, attorneys, computer programmers, graphic artists, insurance agents, financial planners, and other similar recognized professions and consultation services. This category may also include downtown business districts, neighborhood and community shopping centers, highway and regional shopping areas, financial institutions, and medical facilities.

Governmental, Institutional and Office
The governmental, institutional and office category occupies 1,269 acres, or about six (6) percent of the City of Kenosha, on the 2035 Land Use Plan Map. This category includes a variety of business uses such as the offices and professional services of doctors, dentists, architects, engineers, attorneys, computer programmers, graphic artists, insurance agents, travel agents, financial planners, and other similar recognized professions and consultation services. This category may also include corporate headquarters, financial institutions, and medical facilities.

Industrial
The plan envisions that the areas devoted to industrial land uses would occupy 2,477 acres, or about 13 percent of the City of Kenosha. This category would accommodate manufacturing and other industrial uses, such as warehouses and outdoor storage of commercial vehicles and building materials.

Park and Open Space
The park and open space land use category includes lands developed with facilities for public and private outdoor recreation and publicly-owned indoor recreational facilities. It includes both public parks and privately-owned recreational areas, such as an ice rink and golf courses as well as undeveloped open space. The plan envisions that the areas devoted to park and open space would occupy 938 acres, or about five (5) percent of the City of Kenosha, in 2035. This acreage does not include the natural resource areas which are encompassed in the natural resource related land use categories such as the environmental corridor, isolated natural resource area, "other conservancy lands to be preserved", and wetland categories.

Street and Highway Right-of-Way
All existing street and highway rights-of-way (as of December 2008), future street rights-of-way shown on adopted neighborhood plans, and the proposed right-of-way for the I-94 freeway corridor, including interchanges, currently under development, are shown on Map 9-6, page 20, as a separate category. Chapter 11 provides additional information regarding planned transportation facilities in the City of Kenosha. There are 3,101 acres, or about 16 percent of the City of Kenosha, within street and highway rights-of-way.

Transportation, Communication, and Utility
This category includes transportation facilities other than street rights-of-way, such as airports, park-ride lots, and railroad rights-of-way. It also includes parcels used for private and public utilities that provide residents and businesses with electric power, natural gas, communications, water, and sewage and solid waste management facilities and services. This category occupies 1,184 acres, or about six (6) percent of the City of Kenosha, on the 2035 Land Use Plan Map.

Landfill
There are no landfills identified on the City of Kenosha 2035 Land Use Map. Landfills have the potential to be reclaimed for other uses. A complete inventory of former, inactive, and transitional landfills in the City of

Kenosha, as identified by the DNR, is provided in Map 9-5, page 11, and Table 9-3, page 12, and Map 13-4 and Table 13-14 in Chapter 13.

Environmentally Significant Areas

To effectively guide urban development and redevelopment in the City of Kenosha into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to natural resources. Locating new urban development outside of environmental corridors and other environmentally sensitive areas will serve to maintain a high level of environmental quality in the City of Kenosha, and will also avoid costly development problems such as flood damage, wet basements, failing pavements, and infiltration of clear water into sanitary sewerage systems. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty.

This comprehensive plan recommends substantial preservation of remaining primary and secondary environmental corridors, isolated natural resource areas, and other environmentally sensitive areas. Development within these areas should be limited to required transportation and utility facilities, compatible outdoor recreation facilities, and very low density residential development carefully designed so as to minimize the impact on natural resources. Lands proposed for urban development that contain or appear to have environmentally sensitive areas, such as primary environmental corridors or isolated wetlands, should be field verified and staked for precise delineation of such features on the property prior to development.

Primary Environmental Corridor

Environmental corridors, more fully described in Chapter 3, are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Primary environmental corridors are at least two miles in length, 400 acres in area, and 200 feet in width. The protection of the primary environmental corridors from additional intrusion by urban development is one of the principal objectives of this plan. Primary environmental corridors occupy 546 acres, or about three (3) percent of the City of Kenosha. This land use category includes certain areas of "planned" primary environmental corridors consisting of existing "farmed wetlands" adjacent to such corridors that are located within existing or planned urban or cluster developments. Farming activities on these wetlands may likely cease, which will likely cause the wetland to return to a natural condition.

Secondary Environmental Corridor

Secondary environmental corridors contain concentrations of high-value elements of the natural resource base, but are smaller in area than primary environmental corridors. Such corridors are at least one mile in length and 100 acres in area, except where secondary corridors connect to or serve to link primary environmental corridor segments. In such cases, no minimum area or length criteria apply. Secondary environmental corridors, under the plan, occupy 186 acres, or about one (1) percent of the City of Kenosha, and includes certain areas of "planned" secondary environmental corridors consisting of existing "farmed wetlands" adjacent to such corridors and located within existing or planned urban development. Secondary corridors should be carefully integrated into urban development with the goal of preserving corridor resources. Such areas may serve as corridors for the movement of wildlife and may also lend themselves for certain uses, such as parks, drainageways, or stormwater detention or retention areas.

Isolated Natural Resource Area

Isolated natural resource areas consist of areas with important natural resource values which are separated geographically from primary and secondary environmental corridors. Most of the isolated natural resource areas in the County are wetlands or tracts of woodlands that are at least 200 feet wide and five acres in area. Isolated natural resource areas, under the plan, occupy 317 acres, or about two (2) percent of the City of Kenosha, and include certain areas of "planned" isolated natural resource areas consisting of existing "farmed" wetlands adjacent to such isolated natural resource areas and located within existing or planned urban development. The plan recommends that these areas be preserved in essentially natural, open space uses whenever possible, since

these areas sometimes serve as the only available wildlife habitat in an area and provide natural diversity to the landscape. Isolated natural resource areas also lend themselves for certain uses such as parks, drainageways, or stormwater detention or retention areas.

Wetlands Outside Environmental Corridors and Isolated Natural Resource Areas
This category consists of primarily nonfarmed wetlands (wetlands with natural vegetation), typically less than five (5) acres in size, that are located outside environmental corridors and isolated natural resource areas. These areas contain soils that are poorly drained and support wetland vegetation during years of normal or high precipitation or periods of normal or high water table. This land use category also includes certain existing farmed wetlands that are located within parcels of existing or planned urban development (ranging from rural residential uses to industrial uses), where farming activities may likely cease, and the wetland will revert to natural conditions. Wetlands are regulated under State and Federal laws and City of Kenosha Ordinances. Development of wetlands, usually requiring them to be filled, is limited. Permits to allow development in wetlands generally require "mitigation," which requires new wetlands to be created or existing degraded wetlands to be restored. Mitigation may be required on the same development site or in a different location. Wetlands under this land use category encompass 17 acres, or less than one (1) percent of the City of Kenosha.

Development on Parcels Containing Environmentally Significant Areas
Where possible, this comprehensive plan recommends that urban development be located entirely outside of primary and secondary environmental corridors, isolated natural resource areas, and other environmentally significant areas. While calling for the preservation of primary environmental corridors, the plan recognizes that in some cases it may be necessary to allow very low density residential development on the upland portion of such lands. In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors are set forth in Table 8-1 in Chapter 8. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for the evaluation of, proposals for similar types of development not specifically listed.

Surface Water
The surface water land use category includes lakes, ponds, and major rivers. Surface waters encompass 334 acres, or about two (2) percent of the City of Kenosha.

100-Year Floodplain (Overlay)
Floodplains are identified as an overlay on the City of Kenosha Land Use Plan Map, and encompass 1,147 acres of the City of Kenosha. The floodplain overlay includes areas adjacent to rivers, streams, and lakes that are subject to inundation by the 100-year recurrence interval flood event. Floodplains shown on Map 9-6, page 20, are based on the best information available at the time the map was prepared and include floodplains delineated as part of the Des Plaines and Pike River watershed studies; the Federal Emergency Management Agency (FEMA) 1981 Flood Insurance Study (FIS); the Lake Michigan floodplain elevation identified in a report titled "Revised Report on Great Lakes Open-Coast Flood Levels (Phase I)," prepared by the US Army Corps of Engineers in 1988, which updates elevations used for the 1981 FIS; and, in some cases, the floodplain delineations from the preliminary FEMA Map Modernization program underway as this comprehensive plan was being developed.

Since floodplains are continuously refined and amended, the City of Kenosha Department of City Development should be consulted for the most current floodplain delineations. A comprehensive update of floodplain mapping in Kenosha County is being conducted by FEMA, and is expected to be completed in 2010.

Land Use Projections
The Comprehensive Planning Law requires the Land Use Element to include projections, in five-year increments, of future residential, agricultural, commercial, and industrial land uses. Due to the uncertainty in predicting the rate of future development, it was assumed for the purpose of fulfilling this requirement that the same amount of growth would occur in each five-year period. Table 9-5 sets forth the additional acreage in residential,

commercial, and industrial growth that would be expected over the planning period. The Land Use Plan Map includes an increase of about 60 percent in the amount of land designated for residential use compared to land occupied for such uses in 2000. The amount of land designated for commercial use would increase from 776 acres to 1,749 acres, or by about 126 percent, between 2000 and 2035. The amount of land designated for industrial use represents an increase of about 268 percent between 2000 and 2035, from 673 acres in 2000 to 2,477 acres in 2035.

The number of acres in agricultural use will likely continue to decline during the planning period, as land is converted from farming to residential or other urban use. The Land Use Plan Map designates 0 acres of land for farmland in 2035.

TABLE 9-5

PROJECTED LAND USE NEEDS FOR THE CITY OF KENOSHA PLANNING AREA IN FIVE-YEAR INCREMENTS: 2000 – 2035

Land Use Category	Existing Land Uses: 2000		Future Land Uses: 2035		Change 2000 – 2035		5-Year Increment (Acres)
	Acres	Percent of City	Acres	Percent of City Planning Area	Acres	Percent of Change	
Residential	4,831	31.8	7,716[a]	38.8	2,885	59.7	412.1
Commercial	776	5.1	1,749[b]	8.8	973	125.4	139.0
Industrial	673	6.2	2,477	12.5	1,804	268.1	257.7

A Includes areas in the Medium-, Medium-High, and High-Density Residential categories and 65 percent of lands in the Mixed Use category shown on Map 9-6, page 20. Does not include proposed public street rights-of-way for future subdivisions shown on the City of Kenosha's Official Map.

b Includes areas in the Commercial category, 30 percent of lands in the Mixed Use category, and ten (10) percent of lands in the Governmental, Institutional, and Office category shown on Map 9-6, page 20. (Note: Five (5) percent of lands in the Mixed Use category and the remaining 90 percent of lands in the Governmental, Institutional, and Office category are estimated to be developed with governmental or institutional uses.)

Source: SEWRPC.

PART 4: POTENTIAL LAND USE CONFLICTS

Land use conflicts are most common in town areas directly adjacent to cities and villages where no boundary agreement is in place.[7] In the absence of a boundary agreement, conflicts arise where towns and the adjacent city or village have different "visions" for their communities. For example, a town may wish to maintain a rural, agricultural community while the adjacent city or village annexes land from the town for urban development. Towns that allow urban development near cities and villages may allow or require development at lower densities that are not cost efficient for cities and villages to provide with urban services, at such time as the city or village might annex that part of the town. Conversely, conflicts arise as cities and villages review and deny proposed subdivisions within extraterritorial plat review areas,[8] which may prevent residential development desired by a town.

In accordance with Section 62.23 of the *Statutes*, a city or village planning area can include areas outside its corporate limits, including any unincorporated land outside of the city or village boundaries that, in the plan commission's judgment, relates to the development of the city or village. Potential land use conflicts can arise in these areas because they may be planned for in both the town comprehensive plan and the city or village comprehensive plan, with different or conflicting land uses recommended by each plan. Map 9-8 shows the

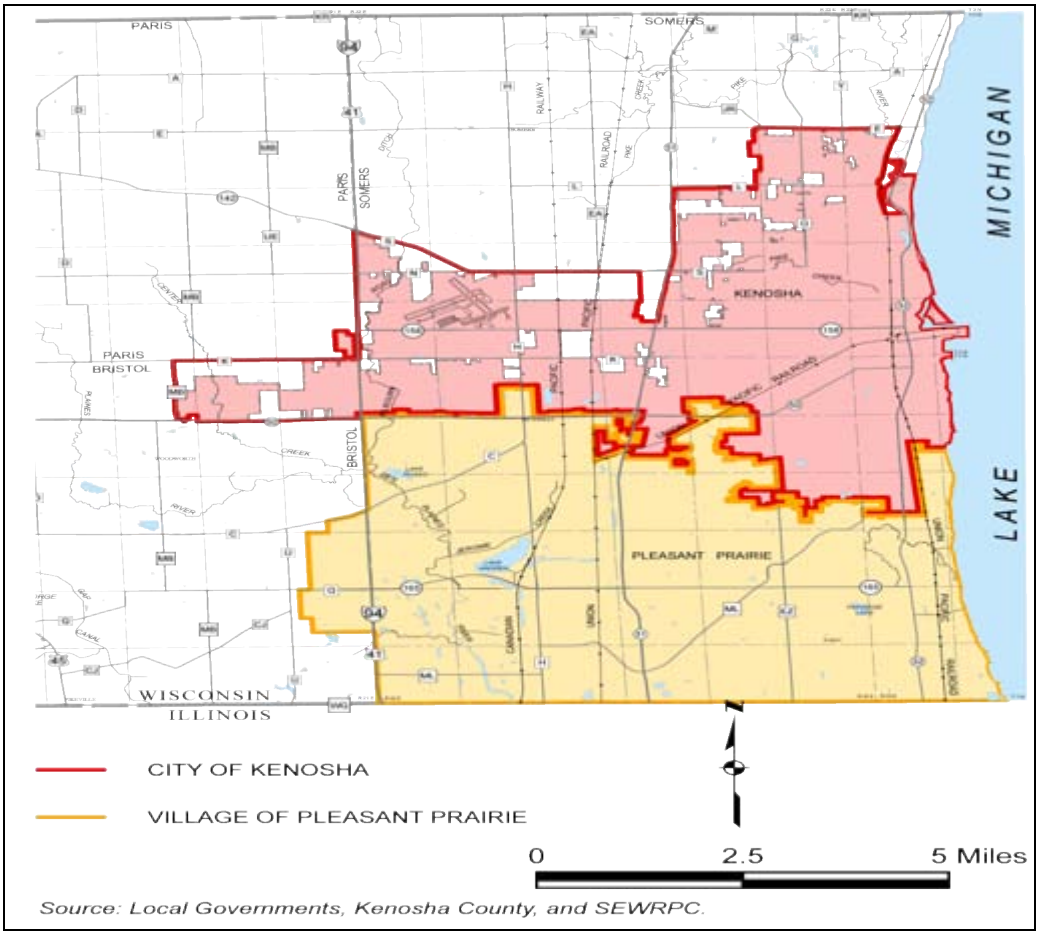
[7] *Boundary agreements approved by local governments are listed on Table 6-4 in Chapter 6.*

[8] *The* Wisconsin Statutes *grant cities and villages the authority to approve or deny subdivision plats within 1.5 miles of villages and cities of the fourth class, and within three miles of cities of the first, second, or third class (the City of Kenosha is a second class city). Cities and villages may also enact extraterritorial zoning regulations for their extraterritorial areas, but must work with the affected town to develop and approve such regulations.*

planning areas identified by the City of Kenosha,and also indicates areas where future land use has been agreed to under the terms of a boundary or other agreement. There are no known conflict areas.

MAP 9-8

PLANNING AREAS USED FOR CITY AND VILLAGE LAND USE PLAN MAPS IN KENOSHA COUNTY: 2009



PART 5: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth land use goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve land use goals and objectives; and programs, which are projects or services intended to achieve land use policies, are also identified. Goals and objectives were developed using the natural resource and land use data inventoried in Chapters 3 and 4; previous sections of this chapter; and the general planning issue statements and goals and objectives related to land use identified in Chapter 7. Sources of public input, such as the SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis, Kenosha Cafe, local government public informational meetings, public comments through the County comprehensive plan website and e-mails, and existing plans, such as the Kenosha County Land and Water Resource Management Plan were also reviewed to identify land use issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

The SWOT analysis identified the abundance of agricultural and natural resources as a strength and the top land-use priority. Redevelopment in the City of Kenosha and natural resources were identified during the Kenosha Café as characteristics that make Kenosha County a great community, and neighborhood-level planning by several local governments was viewed as a benefit to residents. Growth was viewed as having both positive and negative impacts. Land-use related opportunities identified during the SWOT analysis included improving

blighted downtown areas and neighborhoods and planning for future growth, including new businesses and industries. Unplanned development, the loss of agricultural and natural resources, and the rate of development outpacing the ability to provide adequate public services were identified as threats during the SWOT analysis. Cluster zoning, green development, infill development, mixed use development, controlling growth, and preserving natural resources were identified as part of the vision for the future of the City of Kenosha developed as part of the Kenosha Cafe. Concerns about development negatively affecting farming and agricultural businesses were identified during local public informational meetings.

The Land Use Element is closely related to several of the other comprehensive planning elements. For example, natural resources identified for protection in the Agricultural, Natural, and Cultural Resources Element are important components of the Land Use Plan. The Land Use Plan Map must designate enough land for residential, commercial, and industrial uses to accommodate the projected increase in population, households, and jobs in the City of Kenosha in 2035. The Land Use Plan is also the foundation for the design of the transportation system and utility and community facilities systems. Because of this inter-relationship, the recommendations consisting of goals, objectives, policies, and programs are organized under the following issues, related to the other element chapters of this plan. The goals, objectives, policies, and programs that follow are intended for implementation by the City of Kenosha.

- Land Use Issue
- Agriculture, Natural, and Cultural Resources Issue
- Housing Issue
- Transportation Issue
- Utilities and Community Facilities Issue
- Economic Development Issue
- Intergovernmental Cooperation Issue

Overall Land Use Issue

Goals:

- Encourage a balanced and sustainable spatial distribution among various types of land uses to meet the social, physical, and economic needs of residents.
- Accommodate the projected growth in population, households, and employment through the comprehensive plan design year 2035.
- Encourage sustainable development of land for business and residential use.

Objectives:

- Encourage land uses that promote efficient development patterns and relatively low costs to all levels of government.
- Encourage development and redevelopment of land with access to existing infrastructure and public services.
- Encourage infill development.
- Encourage an attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.

Policies:

- Provide a spatial distribution of various land uses on the land use plan map that will result in a convenient, sustainable, and compatible arrangement of land uses.
- Encourage land use development patterns that preserve and enhance the distinct character or "community design" of local communities, including neighborhoods, and downtown areas.
- Continue to develop local government land use plan maps that accommodate the projected growth in population, households, and employment for the community through the comprehensive plan design year 2035.

- To the extent practicable, additional urban residential development should be located within neighborhoods or hamlets that contain necessary supporting local services, such as park, retail and service, and elementary school facilities.
- To the extent practicable, residential and employment-generating land uses should be located so as to provide opportunities for living close to work.
- Redevelopment of older, underutilized urban areas that are in need of revitalization and infilling of undeveloped land within existing urban service areas is preferred over new development on the outskirts of urban service areas.
- Encourage the use of conservation subdivision design concepts in rural- and suburban-density residential development to the extent practicable.
- Promote the use of mixed-use development, traditional neighborhood development (TND), transit-oriented development (TOD), planned unit development, and "green" development design concepts and other design guidelines, where applicable, to preserve or achieve the character desired by local communities for various areas, such as neighborhoods, hamlets, downtown areas, business parks, lakefronts, and other special planning areas.
- Consider requiring developers to provide noise mitigation measures for new residential and other noise-sensitive land uses along I-94. Mitigation measures may include site layout, the use of buffers, building design and materials, and other measures effective in reducing noise levels.

Programs:

- Develop Land Use Plan and plan amendments for inclusion in the plan that can be implemented through land use ordinances and identify and adopt needed amendments to such ordinances.
- The City will continue to administer and enforce City zoning ordinances in accordance with the recommendations of the adopted City comprehensive plan, and amend zoning ordinances and maps as necessary to implement the local comprehensive plan. Such zoning ordinance amendments may include the creation of new zoning districts in order to implement the County and local comprehensive plans, and establish design guidelines for site and building developments.

Agricultural, Natural, and Cultural Resources Issue

Goals:

- Preserve and protect agricultural lands outside planned urban (sewer) service areas that are best suited for agricultural use.
- Encourage the protection, preservation, and appropriate use of natural resources, including Lake Michigan.
- Protect and enhance park and open space sites.
- Preserve and enhance the historic and cultural resources and character of the City of Kenosha.

Objectives:

- Encourage the preservation of open space as part of future development proposals.
- Guide urban land uses to land that can sustain urban development.
- Preserve primary environmental corridors, secondary environmental corridors, isolated natural resource areas, nonfarmed wetlands, and other environmentally sensitive lands shown on Map 9-3, page 9, to reduce flood damage and soil erosion, protect water supplies and air quality, enhance wildlife populations, and continue to provide scientific, educational, and recreational opportunities.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Encourage the protection of Lake Michigan's water quality and shoreline, including bluffs.
- Protect floodplains from incompatible land uses.

- Support the development of a comprehensive system of outdoor recreation sites and facilities, including trails, to allow residents adequate opportunities to participate in resource-oriented and nonresource-oriented outdoor recreation activities.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Encourage the preservation of historic or cultural structures and districts and archaeological sites.

Policies:

- Encourage the protection of farmland identified for agricultural use on Map 9-2, page 7, (Kenosha County Land Use Plan: 2035).
- Encourage niche farming operations in Kenosha County, such as organic farms, orchards, and landscape nurseries.
- Discourage urban land uses in areas identified as lands with natural limitations for building site development on Map 9-4, page 10.
- Do not allow urban land uses in primary and secondary environmental corridors and isolated natural resource areas that do not comply with the guidelines summarized on Table 8-1 in Chapter 8.
- One hundred-year recurrence interval floodplains should not be allocated to any development which would cause or be subject to flood damage; and only authorized structures should be allowed to encroach upon and obstruct the flow of water in perennial stream channels and floodways.
- Implement local park and open space plans, including subsequent updates.
- Preserve historic structures and sites that have been listed on the National or State Registers of Historic Places.
- Encourage the preservation of local landmarks.
- Encourage land use and development patterns that preserve land where archaeological features are located.

Programs:

- Incorporate the updated floodplain mapping from the DNR and FEMA into City Zoning map.
- Consider amending the City of Kenosha General Zoning and Shoreland/Floodplain Zoning Ordinance to address Lake Michigan bluff erosion more comprehensively and develop bluff setback requirements.
- Continue to preserve and maintain sites with significant historical or archaeological value, including local landmarks.
- Implement programs included in the Agricultural, Natural, and Cultural Resources Element (Chapter 8).
- Incorporate parcels designated as natural areas and environmental corridors on the Land Use Plan Map (Map 9-6, page 20), while protecting significant natural resources on such parcels.

Housing Issue

Goal:

- Promote the provision of an adequate number of housing units and allocate sufficient land area for housing demands to accommodate current and future populations.

Objective:

- Promote a range of affordable housing choices for all income levels, age groups, and special needs groups.

Policies:

- Encourage maintaining and enhancing the number and variety of housing units for elderly and persons with disabilities.
- Discourage building on poor soils or in other areas poorly suited for residential development.

Programs:

- Encourage a full range of housing structure types and sizes, including single-family, two-family, and multi-family dwelling units, in sewer service areas to provide affordable housing options for households of all income levels, ages, and special needs projected for Kenosha County in 2035.
- Encourage the development of nursing homes, community-based residential facilities, and other types of assisted living facilities for the elderly and persons with disabilities in appropriate locations.
- Implement programs included in the Housing Element (Chapter 10).
- Promote reinvestment in established neighborhoods.

Transportation Issue

Goal:

- Provide and support a range of transportation opportunities that will effectively serve existing and planned land uses.

Objectives:

- Provide an integrated, efficient, and economical transportation system that interconnects and supports the various land use activities in the City of Kenosha.
- Encourage land use development patterns that reduce the need for new roads and major improvements to existing roads.
- Encourage land use development patterns, such as Transit-Oriented Development, that can be efficiently served by public transportation and alternative transportation systems such as bicycle and pedestrian net-works.

Policies:

- Ensure planned land uses are adequately served by street and highway networks.
- Work to ensure consistency between regional, County, and local land use and transportation plans so that the arterial street network, transit services, and bicycle and pedestrian facilities are appropriately sized and located to serve City of Kenosha residents.
- Discourage urban development in rural areas to minimize the need for new and widened streets and highways.

Programs:

- Allocate a mix of residential land use categories, including urban density and multi-family/high density residential uses, to the residential areas identified on Map 9-6 to develop a land use pattern that can be efficiently served by public transportation and alternative transportation systems.
- Allocate an appropriate mix of commercial and industrial land uses to the business areas identified in Map 9-6 to develop a land use pattern that can be efficiently served by public transportation and alternative transportation systems.
- The City and affected local governments should cooperatively identify study areas for integrated land use and transportation plans around I-94 interchanges and prepare plans for these areas to refine the land use development pattern set forth on Map 9-6.
- Continue to cooperate with SEWRPC to update the Kenosha County Jurisdictional Highway System Plan.
- Promote efficient and safe vehicular access to land uses abutting street rights-of-way, consistent with adopted access management plans and ordinances.
- The City of Kenosha will continue to develop neighborhood plans to provide proper guidance to developers for connectivity of collector and land access streets between subdivisions.
- Continue including facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- Review and adopt the I-94 Frontage Roads Access Management Vision Plan.

- Implement programs included in the Transportation Element (Chapter 11).
- Support corridor enhancements to east-west thoroughfares between I-94 and the Lakefront, (e.g. 60th Street, 52nd Street, etc.).

Utilities and Community Facilities Issue

Goal:

- Ensure provision of utilities and community facilities to efficiently and adequately serve City of Kenosha residents, workers, and businesses.

Objective:

- Encourage land uses and densities that promote efficient development patterns and relatively low government and utility costs, including the establishment of "green" infrastructure, when possible.

Policies:

- Ensure an adequate amount of land is allocated to utility uses, such as sewage treatment plants and treatment lagoons and waters towers, on local land use plan maps to efficiently serve residents.
- Ensure an adequate amount of land is allocated to institutional and governmental service uses, such as governmental administration, safety, and assembly buildings; educational buildings and institutions; hospitals; and cemeteries on the Land Use Plan maps to efficiently serve residents.
- Promote the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Support the development of land use patterns and water quality control programs to maintain or improve water quality and energy conservation and efficiency.

Programs:

- The City will continue to identify suitable sites for healthcare facilities, schools, telecommunications facilities, libraries, and alternative energy sites, as appropriate, in cooperation with service providers.
- Allocate an adequate amount of land on land use plan maps to allow for the necessary expansion of health care facilities or construction of new health care facilities to meet the health care needs of County residents through 2035.
- Allocate an adequate amount of land on land use plan map to allow for the necessary expansion of schools or construction of new schools to meet the educational needs of City residents, in cooperation with school districts and other communities within the school district.
- Implement programs included in the Utilities and Community Facilities Element (Chapter 12).

Economic Development Issue

Goals:

- Provide for diversified, balanced, environmentally compatible business development that will offer a variety of goods and services through conveniently located, well-designed business clusters while providing needed services for residents.
- Promote and identify adequate areas for business creation, retention, and expansion.

Objectives:

- Direct commercial development by locating business and industrial land uses in clusters or in areas served by State or County highways and arterial streets.
- Encourage development and redevelopment of land with access to existing infrastructure and public services while maintaining and rehabilitating existing residential, commercial, and industrial structures.
- Promote an adequate amount of available and suitable land for businesses creation, retention, and expansion to help retain existing businesses and attract new businesses.
- Promote redevelopment of underutilized commercial and industrial land .

- Provide adequate land to accommodate the approximately 58,160 jobs projected to be located in the City of Kenosha in 2035.

Policies:

- Promote commercial and industrial development in business/industrial parks and Tax Incremental Finance (TIF) Districts.
- Promote commercial redevelopment in the downtown and uptown areas of the City of Kenosha.
- Promote the remediation and reuse of environmentally contaminated sites for commercial and industrial uses, where safe and feasible.
- Promote the development of new businesses, or business expansion, in areas with existing physical infrastructure and community services, or in areas near or contiguous to existing service areas that can readily be served by extending infrastructure. An exception should be made for home-based businesses that do not require urban services.
- Encourage concentrated urban development within sewer service areas to minimize the conversion of farmland to urban uses.

Programs:

- Allocate an adequate amount of land on the Land Use Plan Map (Map 9-6, page 20) to allow for the construction and expansion of industrial and commercial sites, including industrial or commercial development or environmentally contaminated sites identified by the City of Kenosha as potential redevelopment sites.
- Encourage and support businesses that use "green" development techniques and focus on renewable, alternative, or sustainable energy resources.
- Implement programs included in the Economic Development Element (Chapter 13).
- Promote redevelopment of environmentally contaminated sites or other sites identified by the City of Kenosha for potential redevelopment.

Intergovernmental Cooperation Issue

Goal:

- Encourage intergovernmental cooperation between all levels of government in land use planning.

Objective:

- Provide a structure for continuing dialog about land use planning and regulation and boundary issues among the City of Kenosha and surrounding local governments.

Policy:

- Continue to share information on land use-related plans and ordinances among local governments.

Programs:

- Implement programs included in the Intergovernmental Cooperation Element (Chapter 14).
- The City of Kenosha will provide inventory and additional planning maps produced for its comprehensive plan to surrounding local governments, upon request.

* * * * *

APPENDIX 9-1

COMPARISON OF COUNTY AND CITY OF KENOSHA LAND USE PLAN CATEGORIES

COMPARISON OF PLAN CATEGORIES FOR THE KENOSHA COUNTY YEAR 2035 LAND USE PLAN MAP, THE CITY OF KENOSHA YEAR 2035 LAND USE PLAN MAP, AND THE ADOPTED CITY OF KENOSHA NEIGHBORHOOD PLANS AND ZONING DISTRICTS

Kenosha County Land Use Plan: 2035 (See Map 9-2)	City of Kenosha Land Use Plan: 2035[a] (See Map 9-6)	City of Kenosha Neighborhood Plans and Zoning Districts[b]
Farmland Protection	N/A	N/A
General Agricultural and Open Land If residential uses are allowed, then average density of 10 to 34.9 acres per dwelling unit.	N/A	N/A
Rural-Density Residential Average density of 5 to 9.9 acres per dwelling unit.	N/A	N/A
Agricultural and Rural-Density Residential If residential uses are allowed, then density of at least 5 acres per dwelling unit.	N/A	N/A
Suburban-Density Residential Average density of 40,000 square feet to 4.9 acres per dwelling unit.	N/A	N/A
Medium-Density Residential Average density of 6,000 to 39,999 square feet per dwelling unit.	***Medium-Density Residential***[c] Attached and detached single-family with an average density of 7,000 to 39,999 square feet per dwelling unit.	***Detached Single-Family Residential*** St. Peter's and that portion zoned RS-2 in Wilson Neighborhood; ***Single-Family Residential*** Green Bay Road, Corridor, Parkside South and Hillcrest; ***Proposed Single-Family Residential*** Gateway, Pike Creek, and South Sheridan; ***RR-1, RR-2, RR-3, RS-1, and RS-2 Zoning Districts***
Medium Density-Residential Average density of 6,000 to 39,999 square feet per dwelling unit.	***Medium-Density Residential***[c] Single- and two-family with an average density of 3,000 to 6,999 square feet per dwelling unit.	***Attached Single-Family*** St. Peter's and Wilson; ***Detached Single-Family*** Wilson, except areas zoned RS-2; ***Existing Residential*** Washington; ***Existing Industrial to be Phased Out*** Washington; ***Proposed Two-Family Residential*** South Sheridan; ***Rural Highway Single-Family Residential*** Bristol; ***Single-Family Residential*** Columbus and Lincoln; ***Single- and Two-Family Residential*** Bristol and McKinley-Roosevelt; ***RS-3, RD, RG-1, RG-2, and TRD-1 Zoning Districts***

Kenosha County Land Use Plan: 2035 (See Map 9-2)	City of Kenosha Land Use Plan: 2035[a] (See Map 9-6)	City of Kenosha Neighborhood Plans and Zoning Districts[b]
High-Density Residential Average density less than 6,000 square feet per dwelling unit.	***High-Density Residential*** Two- and Multi-Family with an average density of less than 6,000 square feet per dwelling unit.	***Elderly and Handicapped Housing*** South Sheridan; ***Former Bain School Redevelopment*** Washington; ***Low-Density Multi-Family Development*** St. Peter's and South Sheridan; ***Medium-Density Multi-Family Residential*** South Sheridan; ***High-Density Multi-Family Residential*** South Sheridan; ***Multiple-Family Residential*** Bristol, Corridor[d], Columbus, Harborpark, McKinley-Roosevelt, Parkside South, and Wilson; ***Proposed Multi-Family Residential*** Gateway and Pike Creek ***Residential 40 DU/AC, 32 DU/AC, 16 DU/AC, 8 DU/AC*** Tirabassi; ***RM-1, RM-2, RM-3, and TRD-2 Zonning Districts***
Commercial	***Commercial***	***Commercial/Office*** Gateway, Hillcrest, McKinley-Roosevelt, St. Peter's, South Sheridan, Wilson; ***Proposed Commercial/Business*** Pike Creek; ***Community Commercial*** Bristol and Tirabassi; ***Neighborhood Commercial*** Tirabassi; ***Community and Regional Commercial*** Bristol; ***Commercial*** Columbus, Corridor[f], Lincoln, Washington; ***Large-Scale Planned Non-Residential Development or Redevelopment*** Corridor-those areas south of STH 158 not zoned M-2; ***Neighborhood Business (B-1 Zoning; Community Business (B-2) Zoning; Central Business (B-3) Zoning***
Mixed Use	***Mixed Use***	***Mixed Use Development*** Lincoln[e]; ***Mixed Use*** Harborpark ***Multiple Uses for Traditional Buildings*** Bristol ***Mixed Use (B-4) Zoning District***
Office/Professional Services	***N/A***	***N/A***
Industrial	***Industrial***	***Light Industrial*** Columbus, Lincoln, and Sheridan; ***Heavy Industrial*** Columbus and Sheridan; ***Industrial*** Corridor and Wilson ***Commercial/Office, Institutional, and Industrial/Manufacturing/Warehousing*** McKinley-Roosevelt; ***Large-Scale Planned Non-Residential Development or Redevelopment*** Corridor;

Kenosha County Land Use Plan: 2035 (See Map 9-2)	City of Kenosha Land Use Plan: 2035[a] (See Map 9-6)	City of Kenosha Neighborhood Plans and Zoning Districts[b]
		Light Manufacturing (M-1) Zoning; ***Heavy Manufacturing (M-2) Zoning***
Business/Industrial Park	***N/A***	***N/A***
Governmental and Institutional	***Governmental, Institutional, and Office***	***Institutional/Utility*** Bristol, Gateway, Hillcrest, Lincoln, St. Peter's, South Sheridan, and Wilson; ***Institutional/Office*** Green Bay Road; ***Institutional Uses*** Parkside South; ***Proposed Institutional/Office*** Pike Creek; ***Public-Institutional*** Columbus; ***Governmental and Institutional*** CTH HH; ***Institutional/Government/Utility*** McKinley-Roosevelt; ***Institutional-Park*** Corridor; ***Institutional*** Harborpark and Washington; ***Institutional Park (I-P) Zoning***
Other Transportation, Communications, and Utilities	***Transportation, Communications, and Utilities; Railroad Right-of-Way***	***Airport*** Corridor; ***Public Utility*** CTH HH; ***Institutional Park (I-P)*** For areas with existing or planned transit stations, detention basins, or other utilities; ***Railroad Corridor*** McKinley-Roosevelt; ***Other Railroad Rights-of-Way***
Park and Recreational	***Park and Open Space***	***Proposed Park*** Pike; ***Parks/Open Space*** Columbus, Lincoln, Tirabassi, and Wilson; ***Park/Open Space*** CTH HH, St. Peter's, and Washington; ***Open Space/Park*** Bristol; ***Neighborhood Park*** Hillcrest; ***Institutional-Park*** Corridor; ***Institutional Park (I-P) Zoning***
Street and Highway Right-of-Way	***Existing Street and Highway Right-of-Way*** ***Proposed Street and Highway Right-of-Way***	***Existing and Proposed Public Streets shown on Neighborhood Plans[h]***
Extractive	***N/A***	***N/A***
Landfill	***N/A***	***N/A***
Primary Environmental Corridor	***Primary Environmental Corridor***	***Primary Environmental Corridor*** Corridor[g]; ***Wetlands*** South Sheridan; ***Park and Open Space*** CTH HH; ***Urban Land Use Categories located within the Primary Environmental Corridor***

Kenosha County Land Use Plan: 2035 (See Map 9-2)	City of Kenosha Land Use Plan: 2035[a] (See Map 9-6)	City of Kenosha Neighborhood Plans and Zoning Districts[b]
Secondary Environmental Corridor	***Secondary Environmental Corridor***	***Secondary Environmental Corridor*** Corridor[g]; ***Open Space/Park*** Bristol; ***Urban Land Use Categories located within the Secondary Environmental Corridor***
Isolated Natural Resource Area	***Isolated Natural Resource Area***	***Isolated Natural Resource Area*** Corridor[g]; ***Lowland Concervancy*** Hillcrest; ***Open Space/Park*** Bristol; ***Park*** Washington; ***Shoreland*** Gateway, Hillcrest, St. Peter's; ***Park/Open Space*** St. Peter's; ***Upland Conservancy*** Hillcrest; ***Wetlands*** Gateway, St. Peter's; ***Woodlands*** St. Peter's; ***Proposed Park*** Pike Creek; ***Urban Land Use Categories located within Isolated Natural Resource Areas***
Other Conservancy Land to be Preserved	***N/A***	***N/A***
Nonfarmed Wetland Outside Environmental Corridor, Isolated Natural Resource Area, and Other Conservancy Land to be Preserved	***Wetland Outside Environmental Corridor and Isolated Natural Resource Area[i-j]***	***Shorelands*** St. Peter's; ***Wetlands zoned C-2 within the City; Wetlands zoned C-1 in portions of the Town of Somers located within the City's Planning Area***
Farmed Wetland Overlay	***N/A***	***N/A***
Surface Water	***Surface Water***	***Surface Water***
100-Year Floodplain Overlay	***100-Year Floodplain*** Overlay	***Floodplain Beyond Environmental Corridor*** Corridor; ***Floodway (FW) Zoning District; Floodplain Fringe (FFO) Overlay Zoning District; Urban Land Use Categories***

a Reflects a composite of the 17 adopted neighborhood plans and existing City of Kenosha zoning for areas that are not included in an adopted neighborhood plan. The locations of the neighborhoods are shown on Map 9-7 in Chapter 9.

b Lists land use categories from adopted neighborhood plans and existing zoning districts included in each category on the County and City of Kenosha Land Use Maps.

c Both the Medium-Density Residential and the Medium-High-Density Residential categories on the City of Kenosha Land Use Plan Map are included in the Medium-Density Residential category on the County Land Use Plan Map.

d The area shown as multi-family residential at the northeast corner of STH 50 and 104th Avenue on the Corridor Neighborhood Plan map is shown as Mixed Use on the City of Kenosha and County Land Use Maps, based on the neighborhood plan recommendation that a mixed use development of multi-family residential, neighborhood commercial, and/or professional offices would be an acceptable alternative for the site.

e Light industrial uses may also be allowed in the mixed use areas shown on the Lincoln Neighborhood Plan Map.

f The areas shown as commercial on the northeast corner of I-94 and STH 50 and on the northwest corner of STH 50 and STH 31 on the Corridor Neighborhood Plan Map may also be developed with a mix of multi-family residential, commercial, and/or office uses, based on the recommendations of the neighborhood plan.

g *Includes adjustments to environmental corridors and isolated natural resource areas based on wetland stakings and other refinements since the neighborhood plan was prepared.*

h *Existing public streets shown on the City of Kenosha Land Use Plan Map include streets where right-of-way has been dedicated to the City of Kenosha. The streets may or may not be developed.*

i *Wetlands zoned C-2 within the City of Kenosha (which include all field-identified and staked wetlands) and C-1 in those portions of the Town of Somers in the City of Kenosha 's planning area are mapped as wetlands. Not all wetlands shown on the 2005 Wisconsin Wetland Inventory are included on the City of Kenosha Land Use Plan Map.*

j *The City of Kenosha Land Use Plan Map includes an overlay identifying areas within the County shoreland zoning area in 1980. County shoreland zoning regulations continue to apply in shoreland areas annexed by the City of Kenosha after May 7, 1982.*

Source: City of Kenosha, Kenosha County, and SEWRPC.

* * * * *

CHAPTER 10

HOUSING ELEMENT

INTRODUCTION

The Housing 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)(b) of the Statutes requires the housing element to assess the age, structural condition, value, and occupancy characteristics of the existing housing stock in the City of Kenosha. In addition, specific policies and programs must be identified that:

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

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:[1]

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures;
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs;
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community;
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Part 1 of this chapter on page 2 provides an inventory of existing housing stock, including age, structural condition, value, and occupancy characteristics. This information, along with housing demand inventory data such as household, income, and demographic information presented in Chapter 2 and Chapter 7 is used to analyze future housing needs for residents of the City of Kenosha. Household projections are presented at the end of Part 1, page 2.

Part 2, page 33, provides a description of government programs which facilitate the provision of housing for residents of Kenosha, including affordable housing, and Part 3, page 40, includes information on community policies and ordinances affecting housing, including policies established for the percentage distribution of single-family, two-family, and multi-family units and zoning regulations for minimum home sizes, minimum lot sizes, maximum densities, and housing types established by the City of Kenosha.

Part 4 of this chapter (page 43), sets forth housing goals and objectives through the plan design year of 2035. Recommended policies, defined as steps or actions to achieve housing goals and objectives; and programs, defined as projects or services necessary to achieve housing policies, are also identified in Part 4, page 43.

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

Census Data
Census 2000 Summary File 1 and Census 2000 Summary File 3 were used in the collection of the existing housing stock data presented in this Chapter. Summary File 1 data was used when possible. Data from Summary File 1 is generally more accurate because it is based on 100 percent of the responses to the 2000 Census. In most cases, data from Summary File 3 was used because the data was not available from Summary File 1. Summary File 3 is generally less accurate because the data is based on a sampling of one in six households; however, Summary File 3 covers a greater range of topics. Because the sample sizes are different, the data reported by the Census may differ for each data source. Unfortunately, the Census does not make adjustments to reconcile the discrepancies. In addition, some of the data to follow in this Chapter is based on total housing units and some is based on occupied units only, depending on how the Census data was reported. This distinction is footnoted on all applicable tables.

PART 1: INVENTORY

Housing Supply
The characteristics of the existing housing stock in the City of Kenosha have been inventoried to help determine the number and type of housing units that will best suit the needs of City of Kenosha residents through 2035. The existing housing stock inventory includes:

- Total housing units
- Vacancy rates
- Value of owner-occupied housing units
- Median sales prices in 2007
- Number of bedrooms
- Structure type and year built
- Existing housing stock condition

Total Housing Units
The quantity and tenure (owner- or renter-occupied) of existing housing units in the City of Kenosha is a key piece of information needed to forecast the number of additional housing units the City of Kenosha will require in 2035. Table 10-1 sets forth the total number of housing units in the City of Kenosha in 2000. There were 36,004 total housing units in the City of Kenosha[2]. About 60 percent, or 21,388, were owner-occupied and about 36.2 percent, or 13,023, were renter-occupied. About four (4) percent of the total housing units, or 1,593 units, were vacant.

TABLE 10-1
TOTAL HOUSING UNITS BY TENURE IN KENOSHA COUNTY AND THE CITY OF KENOSHA: 2000[a]

Community	Owner-Occupied Units			Renter-Occupied Units			Vacant Units		Total Housing Units
	Number	Percent of Total	Vacancy Rate	Number	Percent of Total	Vacancy Rate	Number	Percent of Total	
City of Kenosha	21,388	59.4	1.3	13,023	36.2	4.9	1,593	4.4	36,004
Kenosha County	38,716	64.5	1.2	17,341	28.9	5.1	3,932	6.6	59,989

a Totals are based on 100 percent of respondents to the 2000 Census.

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

Vacancy Rates
The vacancy rate of various housing types is also needed to forecast the number of additional housing units the City of Kenosha will require in 2035. The vacancy rate is the number of vacant and available housing units divided by the total number of housing units within the City of Kenosha. The vacancy rates for both owner-

[2] *The number of housing units shown in Table 10-1, page 2, is based on Summary File 1 Census 2000 data.*

occupied units and rental units are shown on Table 10-1. The Census determines vacancy rates by obtaining information through questionnaires completed by landlords, owners, neighbors, rental agents, and others. Some vacancies are necessary for a healthy housing market. The Federal Department of Housing and Urban Development (HUD) states that an area needs a minimum overall vacancy rate of three (3) percent to ensure adequate housing choices, which should include a minimum 1.5 percent vacancy rate for owner-occupied housing units and a minimum five (5) percent vacancy rate for rental units to ensure adequate housing choices. Table 10-1, page 2, indicates a vacancy rate of 1.3 percent for owner-occupied units, and a rate of 4.9 percent for renter-occupied units in 2000. As shown by Table 10-2 vacant units can fall into several categories including for rent; for sale only; for seasonal, recreational, or occasional use; for migrant workers; and other vacant units.

TABLE 10-2

HOUSING VACANCIES IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Community	For Rent	For Sale Only	Rented or Sold, Not Occupied[b]	For Seasonal, Recreational, or Occasional Use	For Migrant Workers	Other Vacant[c]	Total Occupied Units	Total Units	Total Vacancy Rate (percent)
City of Kenosha	671	273	112	93	- -	444	34,411	36,004	4.4
Kenosha County	938	469	199	1,651	4	671	56,057	59,989	6.6

a Totals are based on 100 percent of the responses to the 2000 Census.

b The unit is classified "rented or sold, not occupied" if any money towards rent has been paid or the unit has recently been sold but the occupant has not yet moved in.

c If a vacant unit does not fall into any of the other categories it is classified as an "other vacant unit." An example would be a unit held for occupancy by a caretaker.

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

The overall vacancy rate in the City of Kenosha was about 4.4 percent in 2000. Although the overall vacancy rate met or exceeded HUD guidelines in each community, in many cases, the vacancy rate was inflated due to the high number of "for seasonal, recreational, or occasional use" vacancies such as summer cottages.

The owner-occupied unit vacancy rate was about 15 percent lower than the minimum vacancy rate recommended by HUD to provide for an adequate choice of owner-occupied units, and the rental unit vacancy rate was about the same as the HUD guidelines.

Value of Owner-Occupied Housing Units

Table 10-3, page 4, sets forth the value of specified owner-occupied housing units[3] in the City of Kenosha in 2000. These values can be used to determine if adequate home ownership opportunities are available for residents of all income levels in the City of Kenosha. The median value for owner-occupied housing units in the City of Kenosha in 2000 was $108,000.

- About 1.7 percent had values less than $50,000
- About 40 percent had values between $50,000 and $99,999
- About 41 percent had values between $100,000 and $149,999
- About 13 percent had values between $150,000 and $199,999
- About four (4) percent had values between $200,000 and $299,999
- Less than one (1) percent had values between $300,000 and $499,999
- Less than one (1) percent had values of $500,000 or more

Table 10-4, page 4, sets forth the value of owner-occupied housing units for each County in the Region and for the State in 2000. The median value of $120,900 in the County was the third lowest among Counties in the Region. The median value of owner-occupied housing units was $124,441 in the Region, $112,200 in the State, and $119,600 in the Nation.

[3] *The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, duplexes, and housing units in multi-unit buildings.*

TABLE 10-3

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN KENOSHA AND CITY OF KENOSHA: 2000[a]

Community	Less than $50,000		$50,000 to $99,999		$100,000 $100,000 to		$150,000 to $199,999		$200,999 to $299,999		$300,000 to $499,999		$500,000 or More		Total		Median Value (dollars)
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
City of Kenosha	327	1.7	7,461	39.9	7,747	41.4	2,368	12.7	729	3.9	55	0.3	26	0.1	18,713	100.0	108,000
Kenosha County	485	1.5	10,050	30.4	12,560	38.0	6,180	18.7	2,959	8.9	696	2.1	127	0.4	33,057	100.0	120,900

a *The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.*

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

TABLE 10-4

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN THE REGION AND STATE: 2000[a]

County	Less than $50,000		$50,000 to $99,999		$100,000 to $149,999		$150,000 to $199,999		$200,000 to $299,999		$300,000 to $499,999		$500,000 or More		Total		Median Value (dollars)
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Kenosha	485	1.5	10,050	30.4	12,560	38.0	6,180	18.7	2,958	8.9	696	2.1	127	0.4	33,057	100.0	120,900
Milwaukee	16,203	9.9	61,792	37.6	52,685	32.1	20,296	12.4	9,042	5.5	2,785	1.7	1,359	0.8	164,162	100.0	103,200
Ozaukee	67	0.3	917	4.5	5,968	28.9	5,584	27.1	4,585	22.2	2,636	12.8	866	4.2	20,623	100.0	177,300
Racine	1,668	3.8	16,896	38.9	13,066	30.1	7,278	16.8	3,566	8.2	780	1.8	180	0.4	43,434	100.0	111,000
Walworth	288	1.5	5,223	26.4	7,091	35.8	3,742	18.9	2,279	11.5	829	4.2	344	1.7	19,796	100.0	128,400
Washington	69	0.3	2,169	7.9	10,535	38.3	8,344	30.4	4,986	18.1	1,108	4.0	268	1.0	27,479	100.0	155,000
Waukesha	398	0.4	4,660	5.0	27,424	29.1	30,703	32.6	21,089	22.4	7,486	8.0	2,327	2.5	94,087	100.0	170,400
Region	19,178	4.8	101,707	25.3	129,329	32.1	82,127	20.4	48,506	12.0	16,320	4.1	5,471	1.3	402,638	100.0	124,441
Wisconsin	73,450	6.5	396,893	35.3	343,993	30.6	173,519	15.5	95,163	8.5	30,507	2.7	8,942	0.9	1,122,467	100.0	112,200

a *The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.*

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

Median Sales Prices in 2007

The Wisconsin Realtors Association records information on all Multiple Listing Service (MLS) real estate sale transactions that occur in each county within the Region and the State. The Kenosha Realtors Association also records such information for Kenosha County for the years 2003 through 2007. Table 10-5, page 5, sets forth the number of MLS sales and the median sales prices for housing units in each county in the Region from 2000 to 2007.[4] In 2000, median sales price for a single-family home in Kenosha County was $116,700. In 2007, the median price for a single-family home was $169,000 in Kenosha County; this is an increase of nearly 45 percent from the year 2000 median price.

Monthly Housing Costs

Monthly housing costs for owner-occupied housing units and rental housing units have been inventoried to determine if there is an adequate supply of affordable housing units for each household income level in the City of Kenosha. HUD defines affordability as access to decent and safe housing that costs no more than 30 percent of a household's gross monthly income. Table 10-6, page 5, sets forth monthly housing costs[5] for specified owner-occupied housing units with a mortgage in the City of Kenosha in 2000. The median monthly housing cost for homeowners with a mortgage in the City of Kenosha was $1,040 in 2000.

[4] *The median sales price information is limited to single-family homes, duplexes, and condominiums.*

[5] *Selected monthly owner costs are the sum of mortgage payments or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.*

- About 13 percent of homeowners with a mortgage spent under $700 on monthly housing costs
- About 34 percent spent between $700 and $999
- About 39 percent spent between $1,000 and $1,499
- About 12 percent spent between $1,500 and $1,999
- About four (4) percent of homeowners spent $2,000 or more

TABLE 10-5

MEDIAN SELLING PRICE OF EXISTING HOUSING[a] IN THE REGION: 2000-2007

Year	Kenosha County		Milwaukee County		Ozaukee County		Racine County		Walworth County		Washington County		Waukesha County		Southeastern Wisconsin Region	
	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	No. of Sales	Median Selling Price (dollars)	Total No. of Sales	Median Selling Price[b] (dollars)
2000	1,836	116,700	8,666	101,600	929	182,700	2,012	108,100	1,252	125,900	1,161	148,000	3,860	177,700	19,716	126,665
2001	1,969	126,000	9,088	110,700	1,062	184,400	2,239	115,400	1,347	132,500	1,412	151,400	4,518	185,500	21,635	135,830
2002	2,246	133,000	9,781	118,600	1,177	210,700	2392	118,700	1,613	140,000	1,511	161,700	4,697	202,600	23,417	145,724
2003	2,503	142,000	9,891	128,200	1,146	220,600	2,187	129,200	1,677	152,900	1,467	175,400	4,590	220,000	23,225	157,215
2004	2,659	149,500	11,050	138,700	1,274	235,300	2,703	138,700	1,898	163,300	1,709	194,500	4,869	238,100	26,063	168,483
2005	2,688	167,000	11,517	153,300	1,349	237,500	2,810	150,800	1,873	184,400	1,844	204,500	5,287	250,000	27,269	183,064
2006	2,391	168,500	10,946	158,700	1,166	244,700	2,449	155,000	1,565	194,000	1,750	204,500	5,107	253,100	25,302	187,672
2007	2,097	169,000	8,970	161,500	1,090	244,700	2,182	162,000	1,386	198,000	1,483	204,300	4,647	250,000	21,802	190,527

a The price represents those for single-family homes, duplexes, and condominiums.

b The price represents the sum of the median sale prices in each county multiplied by the total number of sales in that county, divided by the total number of sales in the Region.

Source: Kenosha Realtors Association (Kenosha County: 2003-2007), Wisconsin Realtors Association (remaining county data), and SEWRPC.

TABLE 10-6

MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS WITH A MORTGAGE IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Community	Less than $700		$700 to $999		$1000 to $1,499		$1,500 to $1,999		$2,000 or More		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
City of Kenosha	1,634	12.5	4,401	33.6	5,066	38.6	1,545	11.8	460	3.5	13,106	100.0	1,040
Kenosha County	2,519	10.5	6,902	28.6	9,650	40.0	3,525	14.6	1,509	6.3	24,105	100.0	1,113

a The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

Table 10-7, page 6, sets forth monthly housing costs for specified owner-occupied housing units with a mortgage for each County in the Region and the State in 2000. The median monthly cost of $1,113 in the County was the third lowest among Counties in the Region. The median monthly cost for homeowners with a mortgage was $1,123 in the Region, $1,024 in the State, and $1,088 in the Nation.

TABLE 10-7

MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS WITH A MORTGAGE IN THE REGION: 2000[a]

County	Less than $700		$700 to $999		$1,000 to $1,499		$1,500 to $1,999		$2,000 or More		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Kenosha	2,519	10.5	6,902	28.6	9,650	40.0	3,525	14.6	1,509	6.3	24,105	100.0	1,113
Milwaukee	19,943	17.8	34,771	31.1	38,320	34.2	12,594	11.3	6,281	5.6	111,909	100.0	1,013
Ozaukee	773	5.2	2,218	14.8	5,319	35.5	3,481	23.2	3,196	21.3	14,987	100.0	1,420
Racine	4,752	15.3	9,272	29.9	11,611	37.4	3,822	12.3	1,594	5.1	31,051	100.0	1,054
Walworth	1,643	11.8	3,586	25.8	5,754	41.4	1,865	13.5	1,035	7.5	13,883	100.0	1,125
Washington	1,353	6.6	3,910	19.1	9,448	46.2	4,178	20.4	1,586	7.7	20,470	100.0	1,248
Waukesha	4,048	5.7	10,774	15.2	28,279	39.8	17,394	24.5	10,618	14.8	71,113	100.0	1,366
Region	35,031	12.2	71,433	25.0	108,381	37.6	46,854	16.2	25,819	9.0	287,518	100.0	1,123
Wisconsin	144,525	18.7	225,805	29.3	260,821	33.8	92,913	12.1	46,932	6.1	770,996	100.0	1,024

a *The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.*

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

Table 10-8 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage in the City of Kenosha in 2000. The median monthly housing cost for homeowners without a mortgage in the City of Kenosha was $356 in 2000.

- About 24 percent of homeowners without a mortgage spent under $300 on monthly housing costs
- About 44 percent spent between $300 and $399
- About 22 percent spent between $400 and $499
- About eight (8) percent spent between $500 and $699
- About three (3) percent of homeowners spent $700 or more

TABLE 10-8

MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS WITHOUT A MORTGAGE IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Community	Less than $300		$300 to $399		$400 to $499		$500 to $699		$700 or More		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
City of Kenosha	1,333	23.8	2,470	44.0	1,231	22.0	420	7.5	153	2.7	5,607	100.0	356
Kenosha County	2,010	2.25	3,691	41.2	2,015	22.5	943	10.5	293	3.3	8,952	100.0	366

a *The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.*

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

Table 10-9, page 7, sets forth monthly housing costs for specified owner-occupied housing units without a mortgage for each County in the Region and the State in 2000. The median monthly cost of $366 in the County was the third lowest among Counties in the Region. The median monthly housing cost for homeowners without a mortgage was $388 in the Region, $333 in the State, and $295 in the Nation.

TABLE 10-9

MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS WITHOUT A MORTGAGE IN THE REGION AND STATE: 2000[a]

County	Less than $300		$300 to $399		$400 to $499		$500 to $699		$700 or More		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Kenosha	2,010	22.5	3,691	41.2	2,015	22.5	943	10.5	293	3.3	8,952	100.0	366
Milwaukee	11,800	22.6	18,573	35.6	11,465	21.9	7,575	14.5	2,840	5.4	52,253	100.0	377
Ozaukee	465	8.3	1,716	30.4	1,381	24.5	1,286	22.8	788	14.0	5,636	100.0	446
Racine	3,155	25.5	5,262	42.5	2,204	17.8	1,397	11.3	365	2.9	12,383	100.0	357
Walworth	1,565	26.5	2,282	38.6	1,116	18.9	672	11.4	278	4.6	5,913	100.0	356
Washington	1,011	14.4	2,903	41.4	1,934	27.6	890	12.7	271	3.9	7,009	100.0	387
Waukesha	1,661	7.2	6,819	29.7	7,191	31.3	5,006	21.8	2,297	10.0	22,974	100.0	442
Region	21,667	18.8	41,246	35.8	27,306	23.7	17,769	15.4	7,132	6.3	115,120	100.0	388
Wisconsin	134,168	38.2	115,626	32.9	55,830	15.9	33,054	9.4	12,793	3.6	351,471	100.0	333

a The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

Table 10-10 sets forth monthly housing costs for rental units, or gross rent, in the City of Kenosha in 2000. Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels (oil, kerosene, wood, etc.) are included in the calculations of monthly gross rent. These costs are included in the monthly cost calculation if the renter pays them or they are paid for the renter by another party such as the property owner. Rental units that are occupied without payment of rent are included in the no cash rent[6] category of Table 10-10. The median monthly cost for rental housing in the City of Kenosha was $571 in 2000.

- About 11 percent of renters in the City of Kenosha spent less than $300 on monthly housing costs
- About 22 percent spent between $300 and $499
- About 47 percent spent between $500 and $749
- About 15 percent spent between $750 and $999
- About three (3) percent spent between $1,000 and $1,499
- Less than one (1) percent spent $1,500 or more
- About three (3) percent of renters made no cash payments for rental housing costs

TABLE 10-10

MONTHLY GROSS RENT FOR SPECIFIED RENTER-OCCUPIED HOUSING UNITS IN KENOSHA COUNTY AND THE CITY OF KENOSHA: 2000[a]

Community	Less than $300		$300 to $499		$500 to $749		$750 to $999		$1,000 to $1,499		$1,500 or More		No Cash Rent[b]		Total		Median Rent (dollars)
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
City of Kenosha	1,397	10.7	2,864	22.0	6,085	46.6	1,946	14.9	329	2.5	8	0.1	414	3.2	13,043	100.0	571
Kenosha County	1,511	8.8	3,487	20.3	7,811	45.6	3,022	17.6	676	4.0	40	0.2	594	3.5	17,141	100.0	589

a Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one (1) in six (6) respondents to the 2000 Census.

b Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

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

[6] *These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.*

Table 10-11 sets forth monthly housing costs for rental units for each County in the Region and the State in 2000. The median gross rent of $589 in Kenosha County was the fourth highest among counties in the Region. The median monthly gross rent was $596 in the Region, $540 in the State, and $602 in the Nation.

TABLE 10-11

MONTHLY GROSS RENT FOR SPECIFIED RENTER-OCCUPIED HOUSING UNITS IN THE REGION AND STATE: 2000[a]

Community	Less than $300		$300 to $499		$500 to $749		$750 to $999		$1,000 to $1,499		$1,500 or More		No Cash Rent[b]		Total		Median Value (dollars)
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Kenosha	1,511	8.8	3,487	20.3	7,811	45.6	3,022	17.6	676	4.0	40	0.2	594	3.5	17,141	100.0	589
Milwaukee	16,438	9.2	49,943	28.0	77,580	43.4	22,434	12.6	6,947	3.9	1,705	0.9	3,607	2.0	178,654	100.0	555
Ozaukee	377	5.3	814	11.3	3,740	52.0	1,487	20.7	477	6.6	56	0.8	239	3.3	7,190	100.0	642
Racine	1,735	8.4	5,480	26.7	9,724	47.3	2,228	10.8	540	2.6	41	0.2	824	4.0	20,572	100.0	548
Walworth	1,021	9.9	2,158	20.9	4,568	44.3	1,803	17.5	296	2.9	47	0.4	428	4.1	10,321	100.0	588
Washington	576	5.6	1,706	16.5	5,321	51.5	1,943	18.8	400	3.9	16	0.2	361	3.5	10,323	100.0	620
Waukesha	1,534	4.9	2,989	9.5	12,112	38.5	9,283	29.5	3,761	12.0	810	2.6	959	3.0	31,448	100.0	726
Region	23,198	8.4	66,577	24.2	120,856	43.8	42,200	15.3	13,097	4.8	2,715	1.0	7,012	2.5	275,649	100.0	596
Wisconsin	67,538	10.5	189,366	29.5	254,439	39.7	78,955	12.3	22,527	3.5	4,881	0.8	23,966	3.7	641,672	100.0	540

a Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one (1) in six (6) respondents to the 2000 Census.

b Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

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

Number of Bedrooms

Table 10-12 sets forth the number of housing units by tenure and number of bedrooms in the City of Kenosha in 2000. This information, when compared with existing and projected household size information inventoried in Chapters 2 and 7, will provide a greater understanding of what type of housing units will best suit the future needs of Kenosha County residents.

Three (3) bedroom dwellings comprised about 55 percent of the owner-occupied units in the City of Kenosha. Two (2) bedroom dwellings and four (4) bedroom dwellings comprised about 24 percent and 16 percent, respectively, of the owner-occupied units. Dwellings with five (5) or more bedrooms and one (1) or no bedrooms each comprised about three (3) percent of the owner-occupied dwellings.

Two (2) bedroom units comprised about 47 percent of the rental units in the City of Kenosha. Units with one (1) bedroom or no bedrooms and three (3) bedroom units comprised about 35 percent and 15 percent, respectively, of rental units. Four (4) bedroom units and units with five (5) or more bedrooms comprised about two (2) percent and one (1) percent of the rental units in the County.

TABLE 10-12

HOUSING UNITS BY NUMBER OF BEDROOMS FOR KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Owner-occupied Housing Units												
Community	1 or no bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		Total[b]	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City of Kenosha	570	2.7	5,118	23.8	11,829	55.0	3,416	15.9	555	2.6	21,488	100.0
Kenosha County	1,016	2.6	8,906	23.0	20,819	53.8	6,867	17.7	1,125	2.9	38,733	100.0

Renter-occupied Housings Units												
Community	1 or no bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		Total[b]	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City of Kenosha	4,565	35.0	6,105	46.7	2,010	15.4	260	2.0	118	0.9	13,058	100.0
Kenosha County	5,701	3.29	8,259	47.7	2,745	15.8	463	2.7	156	0.9	17,324	100.0

a Totals are based on a sample of one (1) in six (6) responses to the 2000 Census.

b Totals include occupied housing units only.

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

Structure Type and Year Built

An inventory of housing units by structure type in the City of Kenosha provides insight into the number of existing single-family, two-family, and multi-family units. This inventory can be compared to household characteristics to determine the future need for single-family, two-family, and multi-family units. An inventory of housing units by structure type also provides insight into the character of existing housing stock. Table 10-13 sets forth the number of housing units by structure type in the City of Kenosha in 2000.[7] Table 10-13 also includes the number of building permits issued for units in each structure type in the City of Kenosha from 2000 through 2006. In 2000, about 62 percent of housing units in the City of Kenosha were in single-family structures and about 24 percent were in multi-family structures. About 13 percent of units were in two-family structures and about two (2) percent were mobile homes or other types of residential structures. The number of residential units in the City of Kenosha increased from 36,162 to 39,712, or by 10 percent, between 2000 and 2006. Although there was an increase in the total number of housing units between 2000 and 2006, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar. Because condominiums are a form of ownership rather than a specific type of structure, the 2000 Census does not report the number of condominiums by structure type. The City of Kenosha, however, maintains records on condominium ownership as shown on Table 10-14, page 10. As of 2006, there were 2,225 condominium units in Kenosha. About 56 percent of those condominium units, or 1,243 units, were added from 2000 to 2006.

TABLE 10-13

HOUSING UNITS BY STRUCTURE TYPE IN KENOSHA COUNTY AND CITY OF KENOSHA: 1970 - 2006

Year[a]	Single-Family Detached		Single-Family Attached[b]		Two-Family		Multi-Family		Mobile Homes and Other[c]		Total[d]	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
City of Kenosha												
1970	15,527	64.1	--	--	--[e]	--[e]	8,488[e]	35.0[e]	230	0.9	24,245	100.0
1980	17,649	60.0	343	1.2	5,257	17.9	5,947	20.2	192	0.7	29,388	100.0
1990	18,115	58.1	591	1.9	4,740	15.2	7,002	22.5	728	2.3	31,176	100.0
2000	21,325	58.9	1,165	3.2	4,529	12.5	8,581	23.7	562	1.6	36,162	100.0
2006	24,141	60.8	--	--	4,642	11.7	10,367	26.1	562	1.4	39,712	100.0
Kenosha County												
1970	25,085	70.7	--	--	--[e]	--[e]	9,533[e]	26.9[e]	850	2.4	35,468	100.0
1980	31,250	67.9	451	1.0	5,961	13.0	7,164	15.6	1,155	2.5	45,981	100.0
1990	34,241	66.8	839	1.6	5,393	10.5	8,481	16.5	2,308	4.5	51,262	100.0
2000	39,987	66.6	1,521	2.5	5,048	8.4	11,347	18.9	2,086	3.5	59,989	100.0
2006	46,097	68.4	--	--	5,308	7.9	13,859	20.5	2,162	3.2	67,426	100.0

a 1970 to 2000 data are from the U.S. Census Bureau. 2006 data includes 2000 Census data plus the number of building permits issued for each type of housing unit from 2000 through 2006. Building permit data were provided by the Wisconsin Department of Administration.

b In this data, single-family attached housing units, sometimes called townhouses, are one-unit structures that have one or more walls extending from ground to roof separating it from adjoining structures. These include and are also sometimes referred to as rowhouses, double houses, and houses attached to nonresidential structures. Such Census data was not available for 1970. 2006 data properly includes two (2) attached townhouses in the two-family structure category and three (3) or more attached townhouses in the multi-family structure category.

c Includes mobile homes and living quarters that do not fit into the other categories.

d Totals are based on all housing units, including occupied and vacant units.

e Single-family attached, two-family, and multi-family structure totals were combined in the 1970 Census. The 1970 multi-family data reflects this combined total.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

[7] *The number of housing units in 2000 in Table 10-13, page 9, is based on Summary File 3 Census 2000 data; 2006 data adds building permits issued from 2000 through 2006 to the 2000 Census totals.*

TABLE 10-14

TOTAL NUMBER OF CONDOMINIUM UNITS IN KENOSHA COUNTY AND CITY OF KENOSHA: 1990-2006

Community	1990		2000		2006	
	Number of Condos	Percent of Total Housing Units	Number of Condos	Percent of Total Housing Units	Number of Condos	Percent of Total Housing Units
City of Kenosha	199	1	982	3	2,225	6
Kenosha County	274	1	1,279	2	3,195	5

a Less than 0.05 percent.

Source: U.S. Bureau of the Census, Kenosha County community tax assessors, local governments, and SEWRPC.

The age of existing housing stock in the City of Kenosha also provides insight into the character and condition of existing homes. It can be assumed that as housing stock ages, more housing units will need to be rehabilitated or replaced. Table 10-15 sets forth the age of the existing housing stock in the City of Kenosha. About 14 percent of the City of Kenosha's existing housing stock was constructed between 1990 and 2000. The median year built was 1960 for the City of Kenosha as a whole.

Existing Housing Stock Condition

The condition of individual housing units must be examined to gain a more precise understanding of the number of existing housing units that need to be removed from existing housing stock totals. This provides a more accurate projection of the number of new housing units that will be needed to serve the projected population of the County through 2035.

TABLE 10-15

YEAR BUILT FOR HOUSING UNITS IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Community	1995 to March 2000		1990 through 1994		1980 through 1989		1970 through 1979		1960 through 1969		1940 through 1959		Before 1940		Total[b]		Median Year Built
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
City of Kenosha	2,606	7.2	2,486	6.9	3,020	8.4	4,748	13.1	5,082	14.1	8,442	23.3	9,778	27.0	36,162	100.0	1960
Kenosha County	5,643	9.4	5,473	1.9	5,346	8.9	8,807	14.7	7,982	13.3	13,754	22.9	12,984	21.7	59,989	100.0	1964

a Totals are based on a sample of one (1) in six (6) respondents to the 2000 Census.

b Totals are based on all housing units, including occupied and vacant housing units.

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

Municipal assessor's offices generally assign each housing unit within their jurisdiction a condition score. Table 10-16, page 11, sets forth housing condition scores for the City of Kenosha for 2006. Housing units are scored on an eight-point scale ranging from "excellent" to "unsound." The assessment measures the present physical condition of each housing unit. A condition score of "excellent," "very good," or "good" indicates the dwelling exhibits above average maintenance and upkeep in relation to its age. About 61 percent of the housing units in the City of Kenosha were rated as "excellent," "very good," or "good." A condition score of "average" or "fair" indicates the dwelling shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age. About 37 percent of the housing units in the City of Kenosha were rated as "average" or "fair." A condition score of "poor" or "very poor" indicates the dwelling shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age. About two (2) percent of the housing units in the City of Kenosha were rated as "poor" or "very poor." An "unsound" rating indicates the dwelling is unfit for use and should be removed from the existing housing stock totals. Less than one (1) percent of the housing units in the City of Kenosha were rated as "unsound."

TABLE 10-16

HOUSING CONDITIONS IN THE CITY OF KENOSHA: 2006

Condition[a]	Housing Type								Total	
	Single-Family[b]		Two-Family		Multi-Family[c]		Other[d]			
	Number	% of Total Housing Units	Number	% of Total Housing Units	Number	% of Total Housing Units	Number	% of Total Housing Units	Number	% of Total Housing Units
Excellent	3	--[e]	2	--[e]	0	0.0	0	0.0	5	--[e]
Very Good	183	0.7	13	--[e]	0	0.0	0	0.0	196	0.7
Good	15,531	57.3	808	3.0	24	0.1	0	0.0	16,363	60.4
Average	7,008	25.9	1,304	4.8	68	0.3	0	0.0	8,380	30.9
Fair	1,184	4.4	504	1.9	51	0.2	0	0.0	1,739	6.4
Poor	221	0.8	132	0.5	13	--[e]	1	--[e]	367	1.4
Very Poor	25	0.1	16	0.1	1	--[e]	0	0.0	42	0.2
Unsound	4	--[e]	3	--[e]	0	0.0	0	0.0	7	--[e]
TOTAL	***24,159***	***89.1***	***2,782***	***10.3***	***157***	***0.6***	***1***	***--[e]***	***27,099***	***100.0***

Note: Data represent conditions for housing units as recorded by the local assessors and may not include all housing units. Mobile homes are not included.

Key:

a "Excellent" means building is in perfect condition; very attractive and highly desirable.
"Very good" means slight evidence of deterioration; still attractive and quite desirable.
"Good" means minor deterioration visible; slightly less attractive and desirable, but useful.
"Average" means normal wear and tear is apparent; average attractiveness and desirability.
"Fair" means marked deterioration but quite usable; rather unattractive and undesirable.
"Poor" means deterioration is obvious; definitely undesirable and barely usable.
"Very poor" means condition approaches unsoundness; extremely undesirable and barely usable.
"Unsound" means building is definitely unsound and practically unfit for use.

b Includes condominiums.

c Includes units in apartment buildings of three (3) units and larger.

d Includes residential units in commercial buildings.

e Less than 0.05 percent.

Source: Local community assessor and SEWRPC.

Housing with Lead-Based Paint or Varnish

Lead poisoning in children can reduce IQ, cause learning disabilities, and impair hearing. Children who have elevated lead levels often experience reduced attention spans, are hyperactive, and can exhibit behavior problems. At higher exposures, lead can damage a child's kidneys and central nervous system, and cause anemia, coma, convulsions, and even death. Homes built before 1950 have a high likelihood of having lead-based paint or varnish on interior and exterior surfaces. Over 90 percent of the lead-based paint and varnish in homes was applied prior to 1950. Homes built between 1950 and 1978 could contain lead-based paint or varnish on interior and exterior surfaces. The use of lead-based paint and varnish in homes was banned in 1978. Homes built after 1978 have a very low likelihood of having lead-based paint or varnish on interior and exterior surfaces. The median year built for homes in the City of Kenosha is 1960, which means lead poisoning is a concern in Kenosha. To protect children from exposure to lead from paint, Congress passed the Residential Lead-Based Paint Hazard Reduction Act of 1992, also known as Title X. Section 1018 of this law directed HUD and the Environmental Protection Agency (EPA) to require the disclosure of known information on lead-based paint and lead-based paint hazards before the sale or lease of most housing built before 1978.

Housing Demand

Household, income, and demographic characteristics of Kenosha have been inventoried and analyzed with housing supply inventory items to help determine the number and type of housing units that will best suit the needs of Kenosha residents through 2035. Housing demand inventory items include:

- Affordable Housing Needs Assessment
- Kenosha Housing Affordability Information
- Household Income
- Housing Need for Non-Resident Workers

- Specialized Housing Facilities (for the elderly, disabled, and homeless)
- Household Size
- Household Projections: 2035

Affordable Housing Needs Assessment

As previously stated, HUD defines housing affordability as households "paying no more than 30 percent of their income for housing." Households that pay more than 30 percent of their monthly gross income for housing are considered to have a high housing cost burden. The measure is based on gross pre-tax income. Another measure of affordability is implicit in the long-standing mortgage lending practice of limiting borrower's monthly housing costs to 28 or 29 percent of their gross monthly income as a condition of loan approval. Thus, 28 to 30 percent can be considered a cutoff beyond which housing is not affordable. Data show that most households opt for less than that percentage, while others, particularly those with low incomes, are generally unable to find housing that costs less than 30 percent of their monthly gross income.

Kenosha Housing Affordability Information

The following information is based on the HUD recommended affordability standard of paying no more than 30 percent of gross monthly income for housing costs.

- *About 24 percent of households in the City of Kenosha spent over 30 percent of their monthly gross income on housing costs in 2000 (Table 10-17, page 13).*
  - About 2,890 households in the City of Kenosha were extremely low income (earning below 30 percent of the City of Kenosha median annual household income of $41,902), and about 2,390 households were very low income (between 30 and 50 percent of the City of Kenosha median annual household income) in 2000.
  - About 70 percent of extremely low income households spent over 30 percent of their monthly earnings on housing costs.
  - About 51 percent of very low income households spent over 30 percent of their monthly earnings on housing costs.
  - An extremely low income household (earning below 30 percent of the 2000 City of Kenosha median annual household income of $41,902) could afford monthly housing costs of no more than $314 in 2000, based on HUD recommended affordability standards.
  - In 2000, 4,261 households paid less than $499 a month on gross rent.
  - In 2000, 1,634 households paid less than $700 a month on housing expenses for owner-occupied housing units with a mortgage.

- *Based on estimates from the Kenosha Realtors Association, the median sale price of a single-family home in Kenosha County was $168,500 in 2006*
  - The minimum annual household income needed[8] to afford a median priced home ($168,500) in Kenosha County was $61,858 (or $5,155 a month) in 2006.
  - A household with a median annual gross income[9] of $53,323 (or $4,444 a month) in 2006 could afford a $140,000 house.
  - The minimum annual household gross income needed to afford a $150,000 home in Kenosha County was $56,318 (or $4,693 a month) in 2006.
  - The minimum annual household gross income needed to afford a $200,000 home in Kenosha County was $71,291 (or $5,941 a month) in 2006.

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[8] *The minimum income needed to afford a home in Kenosha County assumes a monthly housing cost that is 30 percent of the household's gross monthly income, a down payment of five (5) percent of the cost of the home, a 6.5 percent interest rate on a 30-year mortgage, a property tax rate of $17.78 per $1,000 of assessed value (Kenosha County's net effective tax rate in 2006), a property insurance cost of $30 a month, a private mortgage insurance (PMI) cost of $105 a month (using a loan to value ratio of 0.78), and $150 per month for utilities.*

[9] *2006 median household income is based on the year 2000 median income of $46,970, adjusted to the 2006 Consumer Price Index.*

- The minimum annual household gross income needed to afford a $250,000 home in Kenosha County was $86,263 (or $7,189 a month) in 2006.

- *The fair market rent[10] in Kenosha County for a one (1) bedroom apartment was $596 in 2006.*

- *The fair market rent in Kenosha County for a two (2) bedroom apartment was $739 in 2006.*

- *The housing wage in Kenosha County*
  - A full-time worker (40 hours per week) must earn $15.4014.21 per hour to afford a two-bedroom rental unit at the fair market rent in Kenosha County in 2006, which is 219 percent of the State minimum wage in 2006 ($6.50 per hour).
  - A full-time worker (40 hours per week) must earn $11.46 per hour to afford a one-bedroom rental unit at the fair market rent in Kenosha County, which is 176 percent of the State minimum wage in 2006.
  - A full-time worker (40 hours per week) must earn $29.74 per hour to afford a median priced home ($168,500) in Kenosha County in 2006, which is about 457 percent of the State minimum wage in 2006.
  - A full-time worker (40 hours per week) must earn about $27.08 per hour to afford a $150,000 home in Kenosha County in 2006, which is about 417 percent of the State minimum wage in 2006.
  - A full-time worker (40 hours per week) must earn $41.47 per hour to afford a $250,000 home in Kenosha County in 2006, which is about 638 percent of the State minimum wage in 2006.

TABLE 10-17

HOUSEHOLDS WITH A HOUSING COST BURDEN IN THE CITY OF KENOSHA: 2000[a]

Income Level[b]	Owner-Occupied Households				Renter-Occupied Households				Total Occupied Households				Total Households with a Housing Cost Burden	Total Households	Percent of Households with a Housing Cost Burden
	Cost Burden of 30.1 to 50%		Cost Burden of Over 50%		Cost Burden of 30.1 to 50%		Cost Burden of Over 50%		Cost Burden of 30.1 to 50%		Cost Burden of Over 50%				
	No.	%[c]	No.	%[c]	No.	%[c]	No.	%[c]	No.	%[c]	No.	%[c]			
Extremely Low (Below 30%)	300	0.9	625	1.8	400	1.2	1,565	4.6	700	2.0	2,190	6.3	2,890	4,120	8.4
Very Low (30.1 to 50%)	425	1.2	460	1.4	1,200	3.5	305	0.9	1,625	4.7	765	2.2	2,390	4,660	6.9
Low (50.1 to 80%)	990	2.9	315	0.9	585	1.7	20	--[d]	1,575	4.5	335	1.0	1,910	7,000	5.5
Moderate (80.1 to 95%)	465	1.3	30	0.1	10	--[d]	--	--	475	1.4	30	0.1	505	3,340	1.5
Other (above 95%)	590	1.7	15	--[d]	20	--[d]	--	--	610	1.8	15	--[d]	625	15,415	1.8
TOTAL	***2,770***	***8.0***	***1,445***	***4.2***	***2,215***	***6.4***	***1,890***	***5.5***	***4,985***	***14.4***	***3,335***	***9.6***	***8,320***	***34,535***	***24.1***

a Spending over 30 percent of gross monthly household income on housing is considered to be a housing cost burden.
b Income level categories are based on a percentage range of the 1999 median family income.
c Percent of total households (34,535).
d Less than 0.05 percent.

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

A comparison of median house price values to median household incomes indicates that, between 2000 and 2006, housing most likely has become less affordable for many households. Table 10-18, page 14, shows threshold income levels for housing affordability based on mortgage interest rates, down payment amounts, mortgage insurance, property insurance, Kenosha County property taxes, and an estimate of $150 per month for utilities. In 2000, the median household income was $46,970; a household earning the median income could afford about a $135,000 home, with a five (5) percent down payment and a mortgage interest rate of five (5) percent. The median house price in 2000 was about $121,000, which was affordable for a household earning the median income, based on a mortgage interest rate of 6.5 percent. By 2006, the median house price rose to about $168,500, while

[10] *Fair market rents (FMR) are established and used by HUD as the payment standard to calculate subsidies under the Section 8 Rental Voucher Program. HUD annually estimates the FMR for Kenosha County. The objective is to ensure a sufficient supply of rental housing for program participants in Kenosha County. To accomplish this objective the FMR must be high enough to permit a selection of units and neighborhoods in the County, but low enough to serve as many low-income families as possible. The FMR definition used by HUD for Kenosha County is the 40th percentile rent, or the dollar amount below which 40 percent of standard-quality rental units in the County are rented.*

the estimated median annual income increased to about $54,989. In order to afford a median priced house, a household would need an annual income of about $55,759, with a five (5) percent down payment and a mortgage interest rate of five (5) percent, or an income of about $61,858 with a five (5) percent down payment and a mortgage interest rate of 6.5 percent.

TABLE 10-18
KENOSHA COUNTY HOUSING AFFORDABILITY INDEX[a]

Housing Unit Price (in dollars)	Percent Down Payment	Down Payment (dollars)	5% Mortgage Interest Rate		6.5% Mortgage Interest Rate		8% Mortgage Interest Rate	
			Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)
100,000	20	20,000	775	31,018	852	34,066	933	37,320
	10	10,000	861	34,446	947	37,874	1,038	41,536
	5	5,000	918	36,710	1,008	40,339	1,105	44,203
	0	0	950	37,993	1,045	41,803	1,147	45,871
110,000	20	22,000	838	33,536	1,222	36,889	1,012	40,469
	10	11,000	932	37,298	1,027	41,070	1,127	45,097
	5	5,500	995	39,799	1,095	43,780	1,201	48,031
	0	0	1,030	41,180	1,134	45,371	1,246	49,846
120,000	20	24,000	899	35,974	991	39,631	1,088	43,537
	10	12,000	1,003	40,111	1,106	44,225	1,215	48,619
	5	6,000	1,070	42,799	1,179	47,142	1,294	51,780
	0	0	1,108	44,327	1,222	48,899	1,345	53,781
130,000	20	26,000	962	38,492	1,061	42,454	1,167	46,685
	10	13,000	1,074	42,963	1,186	47,421	1,305	52,180
	5	6,500	1,147	45,879	1,265	50,584	1,390	55,608
	0	0	1,189	47,555	1,311	52,508	1,445	57,796
140,000	20	28,000	1,025	41,010	1,132	45,277	1,246	49,833
	10	14,000	1,145	45,816	1,265	50,616	1,394	55,742
	5	7,000	1,224	48,959	1,351	54,026	1,486	59,436
	0	0	1,269	50,742	1,402	56,076	1,544	61,771
150,000	20	30,000	1,088	43,527	1,202	48,099	1,325	52,981
	10	15,000	1,217	48,668	1,345	53,812	1,483	59,303
	5	7,500	1,302	52,079	1,438	57,508	1,583	63,305
	0	0	1,349	53,969	1,492	59,684	1,645	65,786
160,000	20	32,000	1,149	45,965	1,271	50,842	1,401	56,049
	10	16,000	1,287	51,481	1,424	56,967	1,571	62,825
	5	8,000	1,377	55,079	1,522	60,870	1,676	67,053
	0	0	1,428	57,117	1,580	63,212	1,743	69,721
170,000	20	34,000	1,212	48,483	1,342	53,665	1,480	59,197
	10	17,000	1,358	54,333	1,504	60,163	1,660	66,386
	5	8,500	1,454	58,159	1,608	64,312	1,772	70,881
	0	0	1,508	60,304	1,670	66,781	1,842	73,696
180,000	20	36,000	1,275	51,001	1,412	56,487	1,559	62,345
	10	18,000	1,430	57,186	1,584	63,358	1,749	69,948
	5	9,000	1,531	61,239	1,694	67,753	1,868	74,709
	0	0	1,588	63,531	1,760	70,389	1,943	77,711
190,000	20	38,000	1,338	53,519	1,483	59,310	1,637	65,493
	10	19,000	1,501	60,039	1,664	66,553	1,838	73,509
	5	9,500	1,608	64,319	1,780	71,195	1,963	78,538
	0	0	1,669	66,758	1,850	73,997	2,043	81,726
200,000	20	40,000	1,401	56,037	1,553	62,132	1,716	68,641
	10	20,000	1,573	62,931	1,745	69,789	1,928	77,111
	5	10,000	1,686	67,438	1,867	74,677	2,060	82,406
	0	0	1,749	69,946	1,939	77,565	2,143	85,701

Housing Unit Price (in dollars)	Percent Down Payment	Down Payment (dollars)	5% Mortgage Interest Rate		6.5% Mortgage Interest Rate		8% Mortgage Interest Rate	
			Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)
210,000	20	42,000	1,462	58,474	1,622	64,875	1,793	71,709
	10	21,000	1,643	65,704	1,823	72,904	2,015	80,593
	5	10,500	1,761	70,438	1,951	78,039	2,154	86,154
	0	0	1,827	73,093	2,027	81,094	2,241	89,636
220,000	20	44,000	1,525	60,992	1,692	67,698	1,871	74,857
	10	22,000	1,714	68,556	1,902	76,100	2,104	84,154
	5	11,000	1,838	73,518	2,037	81,481	2,250	89,983
	0	0	1,908	76,320	2,118	84,702	2,341	93,651
230,000	20	46,000	1,588	63,510	1,763	70,520	1,950	78,005
	10	23,000	1,785	71,409	1,982	79,295	2,193	87,716
	5	11,500	1,915	76,598	2,123	84,923	2,345	93,811
	0	0	1,988	79,508	2,207	88,270	2,441	97,626
240,000	20	48,000	1,651	66,028	1,834	73,343	2,029	81,153
	10	24,000	1,857	74,261	2,062	82,491	2,282	91,277
	5	12,000	1,992	79,678	2,209	88,365	2,441	97,639
	0	0	2,068	82,735	2,297	91,879	2,541	101,641
250,000	20	50,000	1,713	68,506	1,903	76,125	2,107	84,261
	10	25,000	1,928	77,114	2,142	85,686	2,371	94,839
	5	12,500	2,068	82,718	2,294	91,766	2,536	101,428
	0	0	2,148	85,922	2,386	95,447	2,640	105,616
260,000	20	52,000	1,775	70,984	1,973	78,908	2,184	87,369
	10	26,000	1,998	79,927	2,221	88,842	2,459	98,360
	5	13,000	2,145	85,798	2,380	95,208	2,631	105,256
	0	0	2,227	89,069	2,474	98,975	2,739	109,552
270,000	20	54,000	1,838	73,501	2,043	81,731	2,263	90,517
	10	27,000	2,069	82,779	2,301	92,037	2,548	101,922
	5	13,500	2,222	88,878	2,466	98,650	2,727	109,084
	0	0	2,307	92,297	2,565	102,583	2,839	113,567
280,000	20	56,000	1,900	76,019	2,114	84,553	2,342	93,665
	10	28,000	2,141	85,632	2,381	95,232	2,637	105,483
	5	14,000	2,299	91,958	2,552	102,092	2,823	112,913
	0	0	2,388	95,524	2,655	106,192	2,940	117,582
290,000	20	58,000	1,963	78,537	2,184	87,376	2,420	96,813
	10	29,000	2,213	88,524	2,462	98,468	2,727	109,085
	5	14,500	2,376	95,038	2,638	105,534	2,919	116,741
	0	0	2,468	98,711	2,744	109,760	3,039	121,557
300,000	20	60,000	2,024	80,975	2,253	90,119	2,497	99,881
	10	30,000	2,282	91,297	2,540	101,583	2,814	112,567
	5	15,000	2,451	98,038	2,722	108,896	3,012	120,489
	0	0	2,546	101,859	2,832	113,288	3,137	125,492
350,000	20	70,000	2,337	93,484	2,604	104,152	2,889	115,542
	10	35,000	2,638	105,520	2,938	117,521	3,258	130,334
	5	17,500	2,835	113,397	3,152	126,065	3,490	139,591
	0	0	2,946	117,835	3,279	131,170	3,635	145,407
400,000	20	80,000	2,652	106,073	2,957	118,265	3,282	131,282
	10	40,000	2,995	119,782	3,337	133,498	3,704	148,142
	5	20,000	3,219	128,757	3,581	143,234	3,967	158,692
	0	0	3,346	133,851	3,727	149,091	4,134	165,362
450,000	20	90,000	2,967	118,662	3,309	132,378	3,676	147,022
	10	45,000	3,351	134,045	3,737	149,475	4,149	165,950
	5	22,500	3,603	144,116	4,010	160,404	4,445	177,794
	0	0	3,746	149,828	4,174	166,972	4,632	185,278

Housing Unit Price (in dollars)	Percent Down Payment	Down Payment (dollars)	5% Mortgage Interest Rate		6.5% Mortgage Interest Rate		8% Mortgage Interest Rate	
			Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)	Monthly Housing Costs (dollars)	Minimum Gross Household Income (dollars)
500,000	20	100,000	3,281	131,251	3,662	146,491	4,069	162,762
	10	50,000	3,708	148,308	4,136	165,452	4,594	183,758
	5	25,000	3,987	159,476	4,439	177,573	4,922	196,895
	0	0	4,145	165,804	4,621	184,854	5,130	205,193
600,000	20	120,000	3,909	156,350	4,366	174,637	4,854	194,163
	10	60,000	4,421	176,833	4,935	197,407	5,484	219,373
	5	30,000	4,755	190,195	5,298	211,912	5,877	235,098
	0	0	4,945	197,797	5,516	220,656	6,127	245,063
700,000	20	140,000	4,535	181,408	5,069	202,743	5,638	225,532
	10	70,000	5,132	205,279	5,732	229,281	6,373	254,909
	5	35,000	5,521	220,835	6,154	246,170	6,831	273,221
	0	0	5,744	229,750	6,410	256,419	7,122	284,894
800,000	20	160,000	5,162	206,466	5,771	230,849	6,422	256,884
	10	80,000	5,843	233,725	6,529	261,156	7,261	290,444
	5	40,000	6,288	251,514	7,012	280,469	7,785	311,384
	0	0	6,542	261,663	7,304	292,142	8,117	324,685
900,000	20	180,000	5,789	231,565	6,475	258,996	7,207	288,284
	10	90,000	6,555	262,210	7,327	293,070	8,150	326,020
	5	45,000	7,056	282,233	7,870	314,807	8,740	349,587
	0	0	7,341	293,656	8,199	327,944	9,114	364,555
1,000,000	20	200,000	6,417	256,663	7,179	287,142	7,992	319,685
	10	100,000	7,268	290,736	8,126	325,024	9,041	361,635
	5	50,000	7,824	312,952	8,729	349,146	9,695	387,791
	0	0	8,141	325,649	9,094	363,747	10,111	404,426

a *The minimum income needed to afford a house assumes a total monthly housing cost that is at most 30 percent of the household's gross monthly income (U.S. Department of Housing and Urban Development's housing affordability standard). Monthly housing costs take into account downpayments, mortgage costs, mortgage and property insurance, property taxes, and an estimate of $150 per month for utilities.*

Source: SEWRPC.

2000 Comprehensive Housing Affordability Strategy (CHAS) Data

CHAS data is a special tabulation of 2000 Census data, which HUD provides to local governments, to be used for housing planning purposes. A CHAS must be prepared in order to receive various HUD-funded housing assistance programs and grants and is used by HUD in allocation formulas for distributing funds to local governments. The data is comprised of a variety of housing need variables categorized by HUD-defined income limits and household types.

Income levels include extremely low income households (30 percent or less of median family income), very low income households (30.1 to 50 percent of median family income), low income households (50.1 to 80 percent of median family income), moderate income households (80.1 to 95 percent of median family income), and other households (above 95 percent of median family income). Income levels are based on the HUD-adjusted area median family income[11] (HAMFI). This is an estimate of median family incomes prepared by HUD for each metropolitan area and counties located outside a metropolitan area. Kenosha County is located within the "Chicago-Naperville-Joliet, IL-IN-WI" Metropolitan Statistical Area (MSA).[12] HUD prepares an annual estimate of the median family income for a family of four (4). The four-person family income is then adjusted by household size as follows: 70 percent of base for a one-person household, 80 percent of base for a two-person

[11] *In compiling statistics on family income, the incomes of all members 15 years and older related to the householder are summed and treated as a single amount. Annual family income is generally greater than annual household income because many households consist of only one (1) person.*

[12] *Although the Kenosha County, WI HUD Metro Fair Market Rent (FMR) Area is part of the Chicago-Naperville-Joliet, IL-IN-WI MSA, HUD has assigned Kenosha County to it's own FMR area due to differences in base rents of at least 5.0 percent. Kenosha County, WI HUD Metro FMR Area has a 2000 Census 40th Percentile Base Rent of $601, about 17 percent less than the 2000 Census 40th Percentile Base Rent for Chicago-Naperville-Joliet, IL-IN-WI MSA of $701.*

household, 90 percent of base for a three-person household, 108 percent of base for a five-person household, etc. The HUD estimated family incomes for the Kenosha County area by family size are presented in the second column of Table 10-19. The third column of the table lists the income cut-off levels used to determine eligibility for HUD programs.

The following household types are included in the CHAS data: elderly family households (two (2) people, one (1) of whom is 62 or older), small family households (two (2) persons, neither of whom is 62 or older, or three (3) or four (4) persons), large family households (five (5) or more persons), elderly non-family households (one (1) or two (2) person non-family households with either person 62 or older), and other non-family households. Housing problems include households with a cost burden of over 30 percent or housing units that lack complete plumbing, lack complete kitchen facilities, or have 1.01 or more occupants per room.

TABLE 10-19

HUD ESTIMATED MEDIAN FAMILY INCOME[a] BY FAMILY SIZE FOR THE CHICAGO-NAPERVILLE-JOLIET METROPOLITAN STATISTICAL AREA (MSA): 2006

Family Size	Median Income	80 Percent of Median Income
One (1) Person	$46,313	$37,050
Two (2) Person	$52,875	$42,300
Three (3) Person	$59,500	$47,600
Four (4) Person	$66,125	$52,900
Five (5) Person	$71,438	$57,150
Six (6) Person	$76,688	$61,350
Seven (7) Person	$82,000	$65,600
Eight (8) Person	$87,313	$69,850

[a] *When developing these estimates, HUD first estimates the median family income for a family of four, using income data from the 2000 Census. The four-person family income is then adjusted for all other family sizes based on the formula described in this Chapter.*

Source: U.S. Department of Housing and Urban Development (HUD) and SEWRPC.

Monthly Income Spent on Housing Costs

Table 10-20 sets forth the median percentage of monthly income spent on housing costs by owner-occupied and renter-occupied households for the City of Kenosha in 2000 based on Summary File 3 Census data. The median percentage of monthly income spent on housing costs in the City of Kenosha by owner-occupied households with a mortgage was about 21.1 percent. The median percentage spent by owner-occupied households without a mortgage was about 12.7 percent, and the percentage spent by renter-occupied households was about 24.5 percent. This shows that most households in the County opt to pay substantially less than the 30 percent affordability standard defined by HUD. Overall, these numbers are very similar to those found in the other counties throughout the Region, as shown in Table 10-21, page 18, which sets forth the median percentage of monthly income spent on housing costs by owner-occupied and renter-occupied households for each county in the Region.

TABLE 10-20

MEDIAN PERCENTAGE OF MONTHLY INCOME SPENT ON HOUSING IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000

Community	Owner-Occupied With a Mortgage	Owner-Occupied Without a Mortgage	Renter-Occupied
City of Kenosha	21.1	12.7	24.5
Kenosha County	21.4	12.5	24.3

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

TABLE 10-21

MEDIAN PERCENTAGE OF MONTHLY INCOME SPENT ON HOUSING IN THE REGION: 2000

County	Owner-Occupied with a Mortgage	Owner-Occupied Without a Mortgage	Renter-Occupied
Kenosha	21.4	12.5	24.3
Milwaukee	21.1	12.6	24.8
Ozaukee	21.4	11.3	21.8
Racine	20.7	11.5	24.0
Walworth	22.8	11.8	24.1
Washington	21.9	10.2	21.2
Waukesha	21.4	11.3	22.8

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

Households with Housing Problems

In addition to a high percent of monthly gross household income spent on housing, other factors indicative of housing problems can include overcrowding, and the lack of plumbing and kitchen facilities. Table 10-22 sets forth the number of households based on the number of occupants per room in the City of Kenosha.[13] The number of occupants per room is obtained by dividing the number of people in each occupied housing unit by the number of rooms in the unit. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use. The U.S. Census Bureau and HUD consider units with more than one (1.01) or more occupants per room to be crowded.

TABLE 10-22

HOUSING OCCUPANCY BY NUMBER OF OCCUPANTS PER ROOM IN KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Owner-occupied Housing Units[b]										
Community	0.50 or less occupants per room		0.51 to 1.00 occupants per room		1.01 to 1.50 occupants per room		1.51 or more occupants per room		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City of Kenosha	14,685	68.3	6,418	29.9	309	1.4	76	0.4	21,488	100.0
Kenosha County	26,777	69.1	11,253	29.1	577	1.5	126	0.3	38,733	100.0

Renter-occupied Housing Units[b]										
Community	0.50 or less occupants per room		0.51 to 1.00 occupants per room		1.01 to 1.50 occupants per room		1.51 or more occupants per room		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City of Kenosha	7,929	60.7	4,325	33.1	540	4.2	264	2.0	13,058	100.0
Kenosha County	10,630	61.3	5,749	33.2	584	3.4	361	2.1	17,324	100.0

a Totals are based on a sample of one (1) in six (6) responses to the 2000 Census.

b A housing unit is considered overcrowded if there is more than one occupant per room. Rooms considered in the calculation include living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use.

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

About two (2) percent of households in the City of Kenosha had more than 1.01 occupants per room in 2000. These low totals indicate that a high cost burden, rather than substandard housing, was the primary cause of problems for households in the City of Kenosha reported to have housing problems.

Table 10-23, page 19, shows the number and percent of households in each income group and household type (elderly family, small family, etc.) in Kenosha that experienced a housing problem in 2000. About 28 percent of households in the City of Kenosha, or 9,695 households, experienced a housing problem. Table 10-17, page 13,

[13] *Tables 10-21, page 18, and 10-22, page 18, are based on Summary File 3 Census 2000 data (a sample of one in six respondents).*

sets forth the number of households with a housing cost burden by income level in the City of Kenosha in 2000. About 24 percent of households, or 8,320 households in the City of Kenosha, experienced a housing cost burden in 2000, which indicates that most of the housing problems in the City of Kenosha were due to housing costs, rather than overcrowded or inadequate housing. Table 10-24, page 20, sets forth the number of households with a high housing cost burden within the Region. Milwaukee County has the highest percentage of housing cost burden for total households at about 25 percent, while Washington County has the lowest at 19 percent. Kenosha County is slightly above the Regional average level which is about 23 percent of total households experiencing a high housing cost burden.

TABLE 10-23

HOUSEHOLDS WITH HOUSING PROBLEMS IN THE CITY OF KENOSHA: 2000[a]

Income Level[b]	Owner-Occupied Households											
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households		Owner-Occupied House-holds With Problems	Percent With Problems[c]
	No. With Problems	Total House-holds in Cate-gory	No. With Pro-blems	Total House-holds in Cate-gory	No. With Problem s	Total House-holds in Cate-gory	No. With Problem s	Total House-holds in Category	No. With Pro-blems	Total House-holds in Category		
Extremely Low (Below 30 percent)	45	75	755	920	195	225	375	795	735	965	2,105	6.1
Very Low (30.1 to 50 percent)	45	65	695	910	285	335	290	530	520	810	1,835	5.3
Low (50.1 to 80 percent)	25	150	235	1,300	160	285	160	365	230	1,165	810	2.3
Moderate (80.1 to 95 percent)	- -	60	40	475	60	80	- -	100	- -	510	100	0.3
Other (above 95 percent)	- -	90	20	1,255	95	190	- -	130	55	1,260	170	0.5
TOTAL	***115***	***440***	***1,745***	***4,860***	***795***	***1,115***	***825***	***1,920***	***1,540***	***4,710***	***5,020***	***14.0***

Income Level[b]	Renter-Occupied Households											
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households		Renter-Occupied Households With Problems	Percent With Problems[c]
	No. With Pro-blems	Total House-holds in Cate-gory	No. With Pro-blems	Total House-holds in Cate-gory	No. With Pro-blems	Total House-holds in Cate-gory	No. With Pro-blems	Total House-holds in Cate-gory	No. With Pro-blems	Total House-holds in Cate-gory		
Extremely Low (Below 30 percent)	75	90	230	255	50	60	435	570	150	165	940	2.7
Very Low (30.1 to 50 percent)	110	460	315	500	160	185	255	700	125	165	965	2.8
Low (50.1 to 80 percent)	100	985	635	1,285	190	360	160	540	315	565	1,400	4.1
Moderate (80.1 to 95 percent)	45	390	250	995	110	370	20	105	105	255	530	1.5
Other (above 95 percent)	30	1,145	420	7,870	185	1,345	25	510	180	1,620	840	2.4
TOTAL	***360***	***3,070***	***1,850***	***10,905***	***695***	***2,320***	***895***	***2,425***	***875***	***2,770***	***4,675***	***13.5***

a Housing problems include households with a housing cost burden (spend more than 30 percent of gross monthly income on housing costs); housing units without complete plumbing and kitchen facilities; or housing units with more than 1.01 occupants per room.

b Income level categories are based on a percentage range of the 1999 median family income.

c Percent of all households (34,535).

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

Household Income

Income should be considered when developing policies intended to help provide housing units within a cost range affordable to all income groups. The median household income in the City of Kenosha in 1999 was $41,902. This is comparable to an income of about $51,181 in mid-2006 based on the Consumer Price Index. A household earning the estimated 2006 median household income of $51,181 per year could afford a home of $130,000, based on the household paying 30 percent of its income on housing, with 5% down.

TABLE 10-24
HOUSEHOLDS WITH A HIGH HOUSING COST BURDEN IN THE REGION: 2000[a]

County	Owner-Occupied Households		Renter-Occupied Households		Total Households	
	Number	Percent	Number	Percent	Number	Percent
Kenosha	7,855	20.3	5,359	30.9	13,214	23.6
Milwaukee	38,655	19.4	54,025	31.9	95,680	25.3
Ozaukee	4,570	19.4	1,730	23.7	6,300	20.4
Racine	8,615	17.2	6,265	30.1	14,880	21.0
Walworth	5,285	22.2	3,179	29.8	8,464	19.3
Washington	6,075	18.2	2,380	22.6	8,455	19.3
Waukesha	19,100	18.5	8,750	27.5	27,850	20.6
Region	90,155	19.1	84,688	30.5	174,843	23.3

a High housing cost burden is defined by HUD as a household spending more than 30 percent of its gross monthly income on housing costs.

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

Housing Needs for Non-Resident Workers

The characteristics of resident and non-resident workers in Kenosha County were analyzed to determine whether non-resident workers could afford to live in Kenosha County if they wanted to do so.

Data Sources

The Public Use Microdata Samples (PUMS), released in 2003 by the U.S. Census Bureau, provide information based on a five (5) percent sample of the population from "long-form" questionnaires completed for the 2000 Census of Population and Housing. The PUMS data are intended to permit the cross-tabulation of variables not possible using other Census products and not available in Census publications, while conforming to requirements to protect the confidentiality of Census respondents. The geography used for the PUMS data is a relatively large scale, being based on groups of counties or single counties with 100,000 or greater population. Because the PUMS data were derived from a five (5) percent sample of the total population – less than that used in other tabulations of the Census – the data should not be expected to precisely match that published in other Census products.

The Census Transportation Planning Package (CTPP) is a special tabulation of the 2000 Census of Population and Housing based on place of work questions from "long-form" questionnaires. It was possible to determine the number of workers, by area of residence, working in various sub-areas of Kenosha County by using this data.

Place of Residence and Place of Work

Table 2-12 in Chapter 2 provide information on the place of work for people who lived in the City of Kenosha in 2000. Although 64 percent of City residents worked in Kenosha County, or 27,105 workers, a significant number commuted outside Kenosha County. The largest number of commuters, about 7,422 workers or 17.5 percent of all City residents, worked in Racine County.

Earnings and Household Incomes of Resident and Non-Resident Workers

As shown by Table 10-25, page 21, non-resident workers earned more in terms of median earnings than did resident workers. The median earnings for non-resident workers was about $34,780, while the median earnings for resident workers was about $23,430 – a difference of about $11,350, or 33 percent. The median earnings of workers vary significantly by occupation. Both resident and non-resident workers in service and farming, forestry, and fishing occupations had the lowest median earnings, while workers employed in management, business, and financial operations had the highest median earnings. The median wages of non-resident workers exceeded those of resident workers in all occupation categories. Table 10-26, page 21, shows the number of non-resident and resident workers in each occupation category.

With respect to the number of hours worked per week, shown in Table 10-27, page 22, a greater proportion of resident workers worked on a part-time basis, less than 40 hours per week, than did non-resident workers. About 31 percent of resident workers worked less than 40 hours per week, while only about 15 percent of non-resident

workers worked less than 40 hours per week. The higher percentage of non-resident workers who work full-time likely contributes to the higher average annual wages of non-resident workers.

TABLE 10-25

MEDIAN EARNINGS BY OCCUPATION OF PERSONS WORKING IN KENOSHA COUNTY: 2000

Occupation Category	Non-Resident Workers[a]	Resident Workers	Resident and Non-Resident Workers
Management, Business, and Financial Operations	$47,850	$38,730	$42,550
Professional and Related	$35,810	$34,600	$35,140
Service Occupations	$13,830	$12,720	$12,890
Sales and Office Occupations	$28,620	$18,340	$20,490
Farming, Forestry, and Fishing[b,c]	- -	- -	$13,100
Construction, Extraction, and Maintenance	$47,110	$38,220	$40,920
Production, Transportation, and Material Moving	$30,840	$25,790	$26,380
TOTAL	***$34,780***	***$23,430***	***$25,590***

a Includes persons who worked in Kenosha County but did not live in the County.
b Farmers who farm their own land and farm managers are included in the Management, Business, and Financial Operations category.
c The sample size for the Farming, Forestry, and Fishing category is much smaller than that of the other categories, because only 0.5 percent of workers are in this occupation category. The earnings reported may not be an accurate reflection of actual earnings for workers in this category due to the small sample size.

Source: U.S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

TABLE 10-26

EMPLOYMENT BY OCCUPATION OF PERSONS WORKING IN KENOSHA COUNTY: 2000

Occupation Category	Workers[a]		Resident Workers		Resident and Non-Resident Workers	
	Number	Percent	Number	Percent	Number	Percent
Management, Business, and Financial Operations	1,924	16.5	3,995	9.8	5,919	11.3
Professional and Related	2,840	24.4	6,081	14.9	8,921	17.0
Service Occupations	1,026	8.8	7,609	18.6	8,635	16.4
Sales and Office Occupations	2,067	17.8	11,574	28.3	13,641	26.0
Farming, Forestry, and Fishing[b]	61	0.5	140	0.4	201	0.4
Construction, Extraction, and Maintenance	1,542	13.3	3,727	9.1	5,269	10.0
Production, Transportation, and Material Moving	2,177	18.7	7,721	18.9	9,898	18.9
TOTAL	***11,637***	***100.0***	***40,847***	***100.0***	***52,484***	***100.0***

a Includes persons who worked in Kenosha County but did not live in Kenosha County.
b Farmers who farm their own land and farm managers are included in the Management, Business, and Financial Operations category.

Source: U.S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

Non-residents individually had higher median incomes than resident workers, and household incomes were also higher for non-resident workers than for resident worker households, as shown by Table 10-28, page 22. The median household income for resident worker households was about $55,400, whereas the median household income of non-resident worker households was about $70,000. Interestingly, the median household income of non-resident workers varied based on the State in which the workers reside. The median household income of non-resident workers living in Wisconsin (where 71 percent of non-resident workers live) was $72,900, compared to a median household income of $66,900 for non-resident workers living in Illinois (29 percent of non-resident

workers). The median household income for Kenosha County residents in 1999 (and reported in the 2000 Census) was $46,970 (this includes all households, some of which may not include any workers).

TABLE 10-27

HOURS WORKED PER WEEK FOR PERSONS WORKING IN KENOSHA COUNTY: 2000

Hours Worked per Week	Non-Resident Workers		Resident Workers		Resident and Non-Resident Workers	
	Number	Percent	Number	Percent	Number	Percent
Worked Less than 4 Hours	191	1.6	561	1.4	752	1.4
Worked 4 to 9 Hours	79	0.7	679	1.7	758	1.5
Worked 10 to 19 Hours	269	2.3	2,728	6.7	2,997	5.7
Worked 20 to 29 Hours	738	6.3	3,923	9.6	4,661	8.9
Worked 30 to 39 Hours	474	4.1	4,877	11.9	5,351	10.2
Subtotal Part Time	1,751	15.0	12,768	31.3	14,519	27.7
Worked 40 or More Hours	9,886	85.0	28,079	68.7	37,965	72.3
TOTAL	***11,637***	***100.0***	***40,847***	***100.0***	***52,484***	***100.0***

Source: U.S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

TABLE 10-28

HOUSEHOLD INCOME FOR HOUSEHOLDS WITH PERSONS WORKING IN KENOSHA COUNTY: 2000

Worker Household Income	Non-Resident (Total)		Non-Resident (State of Illinois)		Non-Resident (State of Wisconsin)		Kenosha County Resident		All Workers	
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total
Less Than $15,000	219	2.0	165	5.3	54	0.7	1,526	5.4	1,745	4.5
$15,000 to $19,999	302	2.8	124	4.0	178	2.3	1,453	5.1	1,755	4.5
$20,000 to $24,999	209	1.9	85	2.8	124	1.6	1,452	5.1	1,661	4.2
$25,000 to $29,999	415	3.8	43	1.4	372	4.8	1,629	5.7	2,044	5.2
$30,000 to $34,999	374	3.5	49	1.6	325	4.2	1,273	4.5	1,647	4.2
$35,000 to $39,999	452	4.2	55	1.8	397	5.1	1,662	5.9	2,114	5.4
$40,000 to $44,999	623	5.7	190	6.1	433	5.6	1,698	6.0	2,321	5.9
$45,000 to $49,999	735	6.8	316	10.2	419	5.4	1,478	5.2	2,213	5.6
$50,000 to $54,999	475	4.4	132	4.3	343	4.4	1,893	6.7	2,368	6.0
$55,000 to $59,999	652	6.0	181	5.9	471	6.1	1,571	5.5	2,223	5.7
$60,000 to $64,999	471	4.3	125	4.0	346	4.5	1,427	5.0	1,898	4.8
$65,000 to $69,999	502	4.6	215	6.9	287	3.7	1,569	5.5	2,071	5.3
$70,000 to $79,999	1,397	12.9	318	10.3	1,079	13.9	2,415	8.5	3,812	9.7
$80,000 to $89,999	985	9.1	261	8.4	724	9.3	1,888	6.7	2,873	7.3
$90,000 to $99,999	833	7.7	131	4.2	702	9.0	1,190	4.2	2,023	5.2
$100,000 or More	2,207	20.3	706	22.8	1,501	19.4	4,268	15.0	6,475	16.5
TOTAL	10,851	100.0	3,096	100.0	7,755	100.0	28,392	100.0	39,243	100.0
Median Household Income	***$70,000***		***$66,900***		***$72,900***		***$55,400***		***$58,900***	

Source: U. S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

Housing Costs

With respect to the housing costs incurred by workers, shown in Table 10-29 people who both lived and worked in Kenosha County paid slightly more for rental housing than non-resident workers did taken as a whole in 2000.

This, however, varied greatly depending on which state the non-resident worker lived in. Based on median monthly rents, non-resident workers who lived in Illinois paid more for rent than resident workers in Kenosha County ($180 more than Kenosha County resident workers). Non-resident workers from other counties in Wisconsin paid less for rent ($40 less than Kenosha County resident workers). Although overall, resident workers paid about $10 more per month in rent than non-resident workers, the median gross rent for non-resident workers who lived in Wisconsin was $580, while the median gross rent for non-resident workers who lived in Illinois was $800. The median monthly rent for resident workers in Kenosha County was $620 in 2000, higher than the median monthly rent of $589 for all residents of Kenosha County.

TABLE 10-29

GROSS RENT FOR RENTER-OCCUPIED HOUSING UNITS FOR HOUSEHOLDS WITH PERSONS WORKING IN KENOSHA COUNTY: 2000

Monthly Gross Rent[a]	Non-Resident (Total)		Non-Resident (State of Illinois)		Non-Resident (State of Wisconsin)		Kenosha County Resident		All Workers	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
Less Than $400	153	6.7	0	0.0	153	10.0	1,131	13.6	1,284	12.1
$400 to $449	129	5.7	31	4.1	98	6.4	405	4.9	534	5.0
$450 to $499	250	11.0	108	14.5	142	9.3	686	8.2	936	8.8
$500 to $549	124	5.4	17	2.3	107	7.0	615	7.4	739	7.0
$550 to $599	452	19.8	58	7.8	394	25.7	897	10.8	1,349	12.7
$600 to $649	143	6.3	28	3.7	115	7.5	1,102	13.2	1,245	11.8
$650 to $699	142	6.2	74	9.9	68	4.4	1,057	12.7	1,199	11.3
$700 to $749	105	4.6	16	2.1	89	5.8	463	5.6	568	5.4
$750 to $799	219	9.6	31	4.1	188	12.3	581	7.0	800	7.6
$800 to $849	227	10.0	128	17.1	99	6.5	355	4.3	582	5.5
$850 to $899	50	2.2	50	6.7	0	0.0	208	2.5	258	2.4
$900 to $949	119	5.2	40	5.4	79	5.1	254	3.0	373	3.5
$950 to $999	55	2.4	55	7.4	0	0.0	138	1.6	193	1.8
$1,000 or More	111	4.9	111	14.9	0	0.0	434	5.2	545	5.1
Subtotal Paying Cash Rent	2,279	100.0	747	100.0	1,532	100.0	8,326	100.0	10,605	100.0
No Cash Rent	57		0		57		224		281	
Median Gross Rent	***$610***		***$800***		***$580***		***$620***		***$620***	

a *Monthly gross rent is the monthly contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, sewer) and fuels if these are paid for by the renter.*

Source: U. S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

Overall, resident workers in Kenosha County paid less, on average, per month for owner-occupied housing (including homes and condos) than non-resident workers regardless of the state of residency, as shown in Table 10-30, page 24. Based on median monthly costs for owner-occupied housing units in 2000, non-resident workers living in Illinois had higher monthly owner costs ($280 more than Kenosha County resident workers), and non-resident workers living in Wisconsin had higher median monthly owner costs ($100 more than Kenosha County resident workers). The median monthly cost for owner-occupied housing for resident workers in Kenosha County was $1,010 in 2000, slightly lower than the median monthly owner cost of $1,050 for all households with at least one (1) worker in Kenosha County.

TABLE 10-30

SELECTED MONTHLY OWNER COSTS FOR OWNER-OCCUPIED HOUSING UNITS FOR HOUSEHOLDS WITH PERSONS WORKING IN KENOSHA COUNTY: 2000

Selected Monthly Owner Costs[a]	Non-Resident (Total)		Non-Resident (State of Illinois)		Non-Resident (State of Wisconsin)		Kenosha County Resident		All Workers	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
Less Than $500	1,040	12.1	372	15.7	668	10.7	3,679	18.5	4,719	16.6
$500 to $699	616	7.2	62	2.6	554	8.9	1,833	9.2	2,449	8.6
$700 to $899	1,015	11.8	208	8.8	807	13.0	2,653	13.4	3,668	12.9
$900 to $999	629	7.3	90	3.8	539	8.7	1,656	8.4	2,285	8.0
$1,000 to $1,099	662	7.7	215	9.1	447	7.2	1,770	8.9	2,432	8.6
$1,100 to $1,199	886	10.3	131	5.5	755	12.1	1,670	8.4	2,556	9.0
$1,200 to $1,299	805	9.4	125	5.3	680	10.9	1,256	6.3	2,061	7.2
$1,300 to $1,499	1,183	13.8	363	15.4	820	13.2	1,886	9.5	3,069	10.8
$1,500 to $1,699	621	7.3	219	9.3	402	6.5	1,239	6.2	1,860	6.5
$1,700 or More	1,126	13.1	580	24.5	546	8.8	2,218	11.2	3,344	11.8
TOTAL	8,583	100.0	2,365	100.0	6,218	100.0	19,860	100.0	28,443	100.0
Median Monthly Costs	***$1,130***		***$1,290***		***$1,110***		***$1,010***		***$1,050***	

a Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, water, sewer); and fuels (oil, coal, kerosene, wood, etc.).

Source: U. S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

Housing Values

The median value of owner-occupied housing units (including, but not limited to, single-family homes, duplex units, and condos) occupied by resident and non-resident workers is shown in Table 10-31. The median value of homes for resident workers in 2000 was $123,300, compared to $140,700 for non-resident workers, a difference of $17,400, or 14 percent. Housing values varied by the State in which non-resident workers lived. Median housing values for non-resident workers living in Illinois were $35,300 higher than those of Kenosha County resident workers, and for non-resident workers living in Wisconsin were $8,800 higher than those of Kenosha County resident workers in 2000.

TABLE 10-31

VALUE OF OWNER-OCCUPIED HOUSING UNITS FOR HOUSEHOLDS WITH PERSONS WORKING IN KENOSHA COUNTY: 2000

Value[a]	Non-Resident (Total)		Non-Resident (State of Illinois)		Non-Resident (State of Wisconsin)		Kenosha County Resident		All Workers	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
Less Than $50,000	413	4.8	43	1.8	370	6.0	635	3.2	1,048	3.7
$50,000 to $79,999	511	6.0	68	2.9	443	7.1	1,368	6.9	1,879	6.6
$80,000 to $89,999	622	7.2	159	6.7	463	7.4	1,879	9.5	2,501	8.8
$90,000 to $99,999	649	7.6	98	4.1	551	8.9	2,233	11.2	2,882	10.1
$100,000 to $124,999	1,204	14.0	189	8.0	1,015	16.3	4,100	20.6	5,304	18.7
$125,000 to $149,999	1,422	16.6	478	20.2	944	15.2	3,046	15.3	4,468	15.7
$150,000 to $174,999	1,240	14.4	427	18.0	813	13.1	2,117	10.7	3,357	11.8
$175,000 to $199,999	773	9.0	226	9.6	547	8.8	1,559	7.9	2,332	8.2
$200,000 to $249,999	798	9.3	136	5.8	662	10.6	1,546	7.8	2,344	8.2
$250,000 to $299,999	357	4.2	175	7.4	182	2.9	644	3.2	1,001	3.5
$300,000 to $499,999	519	6.0	323	13.7	196	3.2	621	3.1	1,140	4.0
$500,000 or More	75	0.9	43	1.8	32	0.5	112	0.6	187	0.7
TOTAL	8,583	100.0	2,365	100.0	6,218	100.0	19,860	100.0	28,443	100.0
Median Value	***$140,700***		***$158,600***		***$132,100***		***$123,300***		***$128,400***	

a Value is the Census respondent's estimate of how much the property would sell for if it were for sale.

Source: U. S. Bureau of the Census (Public Use Microdata Samples) and SEWRPC.

Conclusions
It appears that non-resident worker households could afford housing in Kenosha County, based on lower housing costs in Kenosha County for all workers other than those who rent housing in other Wisconsin counties, combined with higher incomes earned by non-resident workers. Those who both lived and worked in the County paid $280 less per month for owner-occupied housing, and $180 less for rental housing, than workers who lived in Illinois. Kenosha County workers who lived in the County paid $100 less per month for owner-occupied housing than workers who lived in another Wisconsin county, but $40 more per month for rental housing. In three (3) out of four (4) cases, housing costs were less for those who both lived and worked in the County, with a fairly modest decrease in monthly rent for those who worked in the County but lived in rental housing in another Wisconsin county.

Specialized Housing Facilities

Housing Facilities for Seniors
Age distribution in the County has important implications for planning and the formation of housing policies. The age distribution of the County population in 2000 is set forth in Table 7-6 in Chapter 7. The age distribution for the City of Kenosha in 2000 is provided on Table 2-3. When forming housing policy it is important to consider not only the current age composition, but what the age composition may be in the plan design year of 2035. Projected population and age composition are also set forth in Table 7-6. Table 7-6 shows the number of persons in all age groups is projected to increase between 2000 and 2035. However, the percentage of the population is projected to decrease for the two (2) younger age groups (those under 20, and those aged 20 to 44) and increase for the two (2) older age groups (those aged 45 to 64, and those for the 65 year and older) in Kenosha County. Projected age distribution is not available for the City of Kenosha. The percentage of residents 65 and older in Kenosha County is expected to increase from about 11 percent to about 16 percent of Kenosha County's population, from 17,169 to 34,147 persons. This trend is also expected in the City of Kenosha. There will likely be a demand for a higher percentage of specialized-housing units and accessory apartments or dwellings[14] for the elderly if the elderly population increases as projected over the next three (3) decades.

Specialized housing facilities for the elderly and disabled include retirement communities, assisted living facilities, and nursing home facilities, all offering different types of housing based on care needs. Types of housing needs from independent living facilities to assisted living facilities, including nursing homes, providing personal and healthcare services if needed. A retirement community is a very broad term that covers many varieties of housing for retirees and seniors, including independent and assisted living facilities, and generally indicates minimum age restrictions for residents. In 2007, there were 18 independent housing and senior apartments in Kenosha, shown on Map 10-1 and Map 10-1 Inset, pages 27 and 28, and listed in Table 10-32, page 26. Assisted living facilities that cater to persons of advanced age (60 and older) include nursing homes, community based residential facilities (CBRF's)[15], residential care apartment complexes (RCAC)[16], adult family homes[17], and

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[14] *Accessory apartments or dwellings, also referred to as "In-Law Suites" or "Granny Flats", are secondary dwellings established in conjunction with, and clearly subordinate to, a primary dwelling, and may be part of the same structure as the primary dwelling or a detached unit on the same lot. These dwelling units are often intended for use by relatives of the individuals residing in the primary dwelling.*

[15] *CBRF's are places where five (5) or more adults who are not related to the operator or administrator of the facility can receive care, treatment, or services above the level of room and board, but not including more than three (3) hours of nursing care per week per resident nor above intermediate level nursing care (basic care required by a person with a long-term illness or disability that has reached a relatively stable plateau). A CBRF is subject to State-level licensing and operational limitations as set forth in Chapter 50 of the Wisconsin Statutes. A CBRF does not include any of the following: a convent, facilities for victims of domestic abuse, a shelter, or other facilities excluded in Section 50.01 (1g) of the Wisconsin Statutes.*

[16] *RCAC provide independent apartments in facilities that offer a limited amount of services for residents, which may include meals, housekeeping, laundry, personal care, nursing services, social and recreational activities, and medication management. Residents may receive up to 28 hours per week of these services.*

[17] *Adult family homes provide community residential services for one (1) to two (2) people with developmental disabilities in a county-certified home or three (3) to four (4) people in a State-certified home. Residents receive care, treatment, or services that are above the level of room and board and up to seven (7) hours per week of nursing care per resident.*

adult day care facilities[18]. In 2007, there were seven (7) nursing homes in Kenosha with a combined capacity to serve 893 people; 12 CBRF's in Kenosha with a combined capacity to serve 235 persons of advanced age; two (2) residential care apartment complexes with a total capacity for 89 people; and three (3) adult family homes with a total capacity for 12 people. Table 10-33, page 29, (and Map 10-1 and Map 10-1 Inset, pages 27 and 28) show these assisted living facilities for persons of advanced age licensed by the Wisconsin Department of Health and Family Services in 2007.

TABLE 10-32

INDEPENDENT HOUSING AND SENIOR APARTMENTS IN KENOSHA COUNTY: 2007

No. on Map 10-1 & Map 10-1 Inset	Name	Street Address	Capacity (Units)
	Apartments for Seniors or Persons with Disabilities[a]		
1	Assisi Homes of Kenosha	1860 27th Avenue, Kenosha	60
2	Forest Towers Metro	8218 14th Avenue, Kenosha	16
3	Joanne Apartments	8828 41st Avenue, Kenosha	
4	Kenosha Garden Apartments	5430 64th Avenue, Kenosha	
5	Lakeside Towers	5800 3rd Avenue, Kenosha	182
6	Meadowview Village Apartments	450 Lincoln Drive, Twin Lakes	44
7	Northpoint Crossings	1724 Birch Road, Kenosha	71
8	Saxony Mano	1876 22nd Avenue, Kenosha	60
9	Silvercrest Apartments	630 S. Cogswell Drive, Silver Lake	24
10	Tanglewood Apartments	3020 87th Place, Kenosha	100
11	Tuscan Villa Apartments	8051 25th Avenue, Kenosha	112
12	Villa Nova Apartments	2401 18th Street, Kenosha	102
13	Village Plaza Apartment	25166 72nd Street, Paddock Lake	24
	Affordable Housing for Older Adults[b]		
14	Glenwood Apartments	1920 27th Avenue, Kenosha	60
15	Kenosha Commons (No age requirement)[c]	5500 60th Street, Kenosha	48
16	Lincoln Crest Apartments	410 Lincoln Drive, Twin Lakes	32
17	Prairie Ridge Senior Campus	7900 94th Avenue, Pleasant Prairie	120
18	Prairie Villa Senior Apartments	9500 81st Street, Pleasant Prairie	71
19	St. Catherine Commons	3618 8th Avenue, Kenosha	184
20	Villa Ciera[c]	1940 27th Avenue, Kenosha	71
	Senior Apartments[d]		
21	Beech Pointe	910 85th Street, Kenosha	144
- -	Kenosha Commons (No age requirement)	5500 60th Street, Kenosha	- -[e]
22	Petretti Apartments	1830 22nd Avenue, Kenosha	52
- -	Villa Ciera	1940 27th Avenue, Kenosha	- -[e]
- -	***TOTAL – 24 Sites***	*- -*	***1,577***

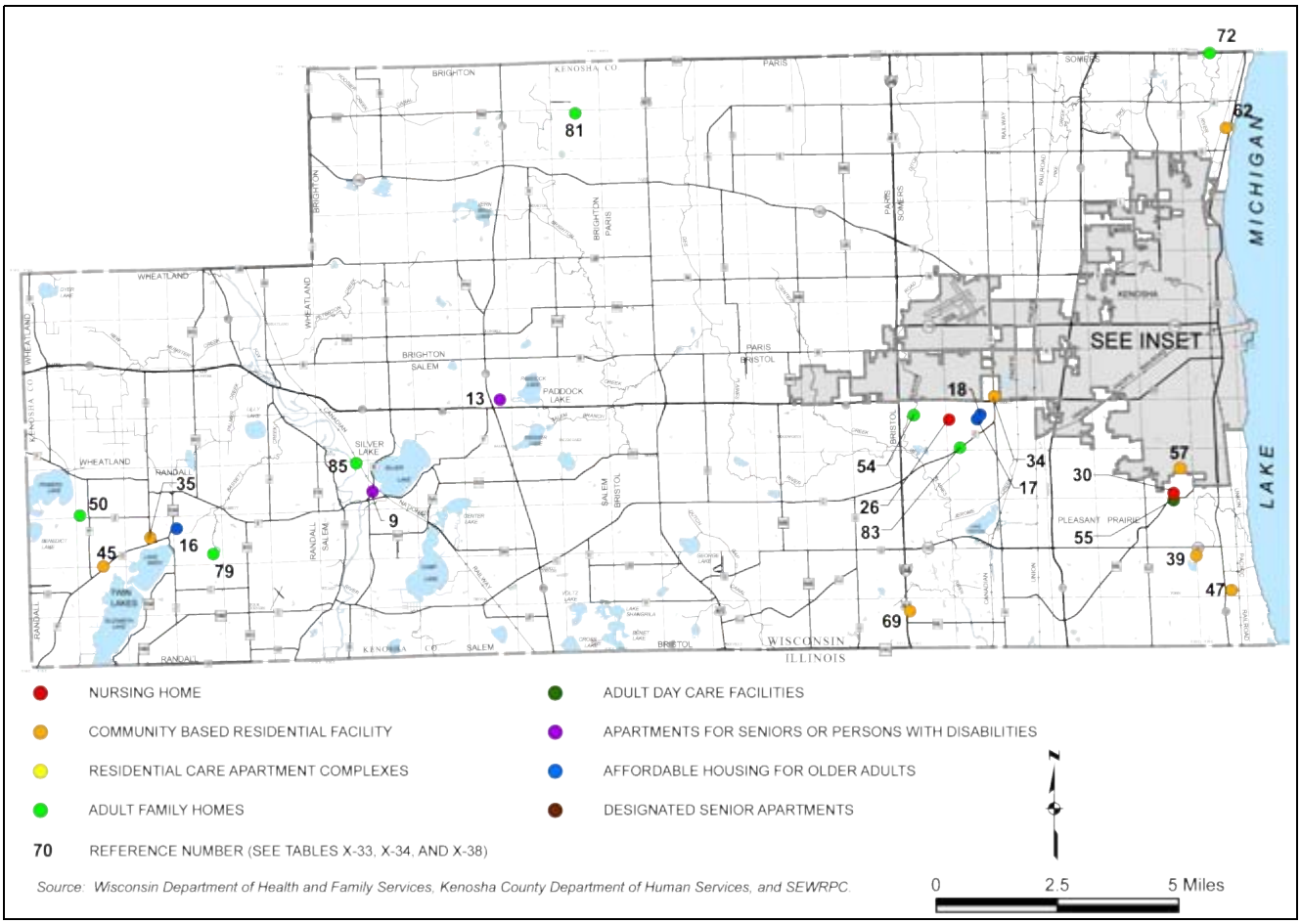
a Federally-subsidized apartments, where rent is 30 percent of adjusted gross income, for seniors or person with disabilities who are capable of living independently.
b Apartments available at reduced rent for income qualified persons age 55 and over.
c Facility offers subsidized and non-subsidized housing units for older adults.
d Non-subsidized apartments designated for older adults, but offer no reduction in rent.
e Includes units listed under affordable housing for older adults.

Source: Kenosha County Department of Human Services and SEWRPC.

[18] *Adult day care is a day program that provides the elderly and other adults with services when their caregivers are at work or need relief.*

MAP 10-1

ASSISTED LIVING FACILITIES, INDEPENDENT HOUSING, AND SENIOR HOUSING IN KENOSHA COUNTY: 2007



Housing Facilities for Persons with Disabilities

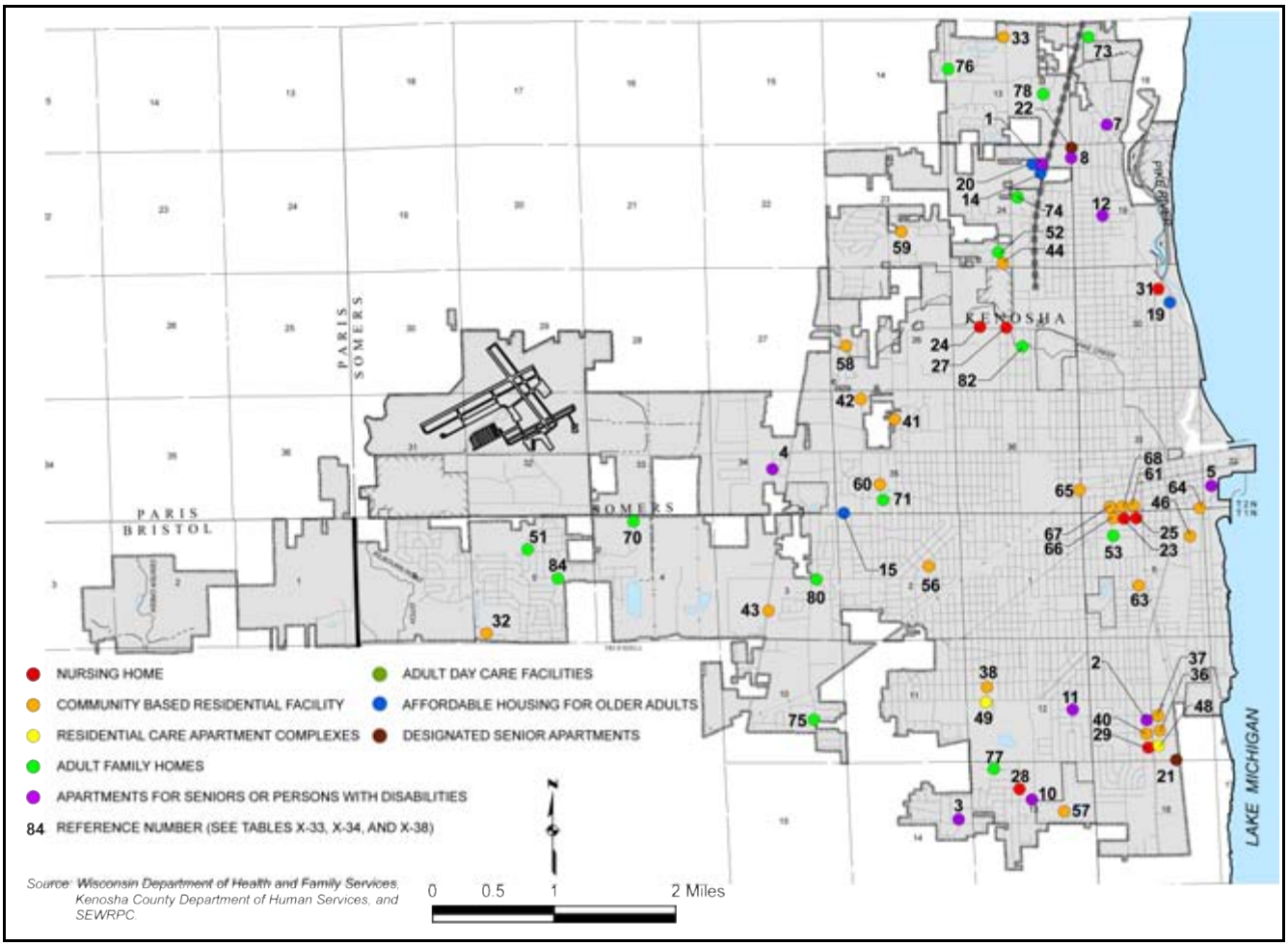
Persons with disabilities are another segment of the City of Kenosha's population that may have special housing needs. The data on disability status was derived from self-reported answers to the long-form (sample) Census 2000 questionnaire. The questionnaire asked if anyone in the household had experienced a disability lasting six (6) months or more that made it difficult to perform certain activities. The number of residents with disabilities by age group in the County and the City of Kenosha reported by the Census is set forth in Table 10-34, page 30. The 65 and over age group had the highest percentage of people reporting a disability in the City of Kenosha, at about 39 percent or 4,087 people. About 19 percent of people ages 21 to 64, or 9,368 people, reported having a disability, and about nine (9) percent of people ages five (5) to 20, or 2,021 people, reported having a disability. Although the 65 and over age group had the highest percentage of people reporting a disability, the largest number of people reporting a disability was in the 21 to 64 age group.

Several types of disabilities are included in the data:

1. Sensory – Blindness, deafness, or a severe sight or hearing impediment.
2. Physical – A condition that substantially limits one (1) or more basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying.
3. Mental disability – A condition lasting at least six (6) months that makes learning, remembering, or concentrating difficult.

MAP 10-1 – INSET

ASSISTED LIVING FACILITIES, INDEPENDENT HOUSING, AND SENIOR HOUSING IN THE CITY OF KENOSHA: 2007



4. Self-care disability – A condition lasting at least six (6) months that makes dressing, bathing, or getting around inside the home difficult.
5. Going outside the home disability – A condition lasting at least six (6) months that makes going outside. the home alone difficult (applies only to those residents at least 16 years of age and under 65 years of age).
6. Employment disability – A condition lasting at least six (6) months that makes working at a job or business difficult (applies only to those residents at least 16 years of age).

Table 10-35, page 30, sets forth the type of disabilities reported in the City of Kenosha and County in 2000. One (1) person may report having multiple types of disabilities. The range of disabilities reported may influence the type of housing required to provide for the needs of people with disabilities.

In addition to other facilities, all of assisted living facilities mentioned earlier that cater to persons of advanced aged also serve persons with disabilities. In 2007, there were eight (8) nursing homes in Kenosha with a combined capacity to serve 986 people; 25 CBRF's in Kenosha County with a combined capacity to serve 510 persons with disabilities; two (2) residential care apartment complexes with a total capacity to serve 89 people; and 15 adult

TABLE 10-33
ASSISTED LIVING FACILITIES FOR THE ADVANCED AGED[a] IN KENOSHA COUNTY: 2007

No. on Map 10-1 and Map 10-1 Inset	Name	Street Address	Capacity (Persons)
	Nursing Homes		
23	Beverly Health Care-Kenosha	1703 60th Street, Kenosha	97
24	Brookside Care Center	3506 Washington Road, Kenosha	154
25	Clairidge House	1519 60th Street, Kenosha	87
26	Grande Prairie Health and Rehabilitation Center	10330 Prairie Ridge Boulevard, Pleasant Prairie	118
27	Heartland Health Care Center-Washington Manor	3100 Washington Road, Kenosha	153
28	Hospitality Nursing and Rehabilitation Center	8633 32nd Avenue, Kenosha	133
29	Sheridan Medical Complex	8400 S. Sheridan Road, Kenosha	102
30	St. Joseph's Home	9244 29th Avenue, Pleasant Prairie	93
31	Woodstock Health and Rehabilitation Center	3415 N. Sheridan Road, Kenosha	167
	Community Based Residential Facilities		
32	Alterra Clare Bridge of Kenosha	10178 74th Street, Kenosha	40
33	Alterra Sterling House of Kenosha	3109 12th Street, Kenosha	20
34	Alterra Wynwood of Kenosha	7377 88th Avenue, Pleasant Prairie	53
35	Bethel Hill Assisted Living	100 E. School Street, Twin Lakes	20
36	Brotoloc Harbour Village East	1130 82nd Street, Kenosha	8
37	Brotoloc Harbour Village West	1150 82nd Street, Kenosha	8
38	Canterbury Home of Kenosh	7924 36th Avenue, Kenosha	20
39	Carey Mano	10628 22nd Avenue, Pleasant Prairie	8
40	Christopher House	8322 14th Avenue, Kenosha	20
41	Edwards House	4831 47th Avenue, Kenosha	8
42	Harbor House	4600 52nd Avenue, Kenosha	20
43	Harbor House	7135 Green Bay Road, Kenosha	16
44	Harmony of Kenosha	3109 30th Avenue, Kenosha	41
45	Living Hope	1213 W. Main Street, Twin Lakes	8
46	South Winds	6305 7th Avenue, Kenosha	18
47	St. James Manor	910 59th Street, Kenosha	16
	Residential Care Apartment Complexes		
48	Meadowmere Southport Assisted Living	8351 Sheridan Road, Kenosha	63
49	Regent Manor	7905 36th Avenue, Kenosha	26
	Adult Family Homes		
50	Eternal Hop	9255 392nd Avenue, Powers Lake	4
51	Hawthorne Home	6244 95th Avenue, Kenosha	4
52	Linden Home	3216 29th Street, Kenosha	4
53	Rasmussen Home	1721 60th Street, Kenosha	4
54	Reindl Home	7851 115th Avenue, Pleasant Prairie	4
	Adult Day Care Facilities		
55	St. Joseph's Adult Day Care	9244 29th Avenue, Pleasant Prairie	65
- -	***TOTAL – 33 Sites***	*- -*	***1,602***

a Persons aged 60 years and older.

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

family homes with a total capacity to serve 64 persons with disabilities. Table 10-36, page 31, (and Map 10-1 and Map 10-1 Inset, pages 27 and 28) show these assisted living facilities licensed by the Wisconsin Department of Health and Family Services that serve persons with disabilities in 2007. Table 10-36, page 31, (and Map 10-1and Map 10-1 Inset, pages 27 and 28), indicate independent housing available for persons with disabilities who are capable of living independently.

TABLE 10-34

PERSONS AGE 5 AND OVER WITH DISABILITIES FOR KENOSHA COUNTY AND CITY OF KENOSHA: 2000[a]

Community and Age Group	Persons With a Disability	Percent of Age Group	Total Population in Age Group
City of Kenosha			
5 to 20	2,021	9.3	21,833
21 to 64	9,368	18.7	50,108
65 and over	4,087	39.4	10,380
TOTAL	***15,476***	***18.8***	***82,321***
Kenosha County			
5 to 20	3,052	8.3	36,560
21 to 64	14,352	17.0	84,519
65 and over	6,291	38.3	16,426
TOTAL	***23,695***	***17.2***	***137,505***

a Disability types include sensory, physical, mental, self-care, and employment. A single respondent may have multiple types of disabilities. The data is based on a sample of one (1) in six (6) residents of the civilian non-institutionalized population.

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

TABLE 10-35

REPORTED DISABILITIES BY TYPE IN KENOSHA COUNTY AND THE CITY OF KENOSHA: 2000[a]

Community and Age Group	Type of Disability						Total
	Sensory	Physical	Mental	Self-care	Go-outside-home	Employment	
City of Kenosha							
5 to 15	213	213	867	121	- -[b]	- -[b]	1,414
16 to 64	1,089	3,883	2,640	1,331	3,277	6,593	18,813
65 and over	1,271	2,738	904	946	1,879	- -[b]	7,738
TOTAL	***2,573***	***6,834***	***4,411***	***2,398***	***5,156***	***6,593***	***27,965***
Kenosha County							
5 to 15	256	267	1,386	192	- -[b]	- -[b]	2,101
16 to 64	1,804	5,829	3,624	1,750	4,803	10,052	27,862
65 and over	2,026	4,099	1,383	1,400	3,004	- -[b]	11,912
TOTAL	***4,086***	***10,195***	***6,393***	***3,342***	***7,807***	***10,052***	***41,875***

a A single respondent may have multiple types of disabilities. The data is based on a sample of one (1) in six (6) residents.
b The Census did not collect data for disability type for this age group.

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

As indicated earlier, the population of Kenosha County is projected to continue to increase to year 2035 with the percentage of population in the two (2) older age groups, 45 to 64 age group and 65 and older age group, also anticipated to increase. In 2000, persons with disabilities consisted of mostly those in the 21 to 64 age group and 65 and over age group, with the highest percentage of County's population in the 65 and older age group. Based on this 2000 data and the 2035 age group projections, there will likely be an increase in demand for assisted living facilities serving persons with disabilities in the next three (3) decades.

TABLE 10-36

ASSISTED LIVING FACILITIES FOR PEOPLE WITH DISABILITIES IN KENOSHA COUNTY: 2007

No. on Map 10-1 and Map 10-1 Inset	Name	Street Address	Capacity (Persons)
	Nursing Homes		
23	Beverly Health Care – Kenosha	1703 60th Street, Kenosha	97
24	Brookside Care Center	3506 Washington Road, Kenosha	154
25	Clairidge Hous	1519 60th Street, Kenosha	87
26	Grande Prairie Health and Rehabilitation Center	10330 Prairie Ridge Boulevard, Pleasant Prairie	118
27	Heartland Health Care Center-Washington Manor	3100 Washington Road, Kenosha	153
28	Hospitality Nursing and Rehabilitation Center	8633 32nd Avenue, Kenosha	133
29	Sheridan Medical Complex	8400 S. Sheridan Road, Kenosha	102
30	St. Joseph's Home	9244 29th Avenue, Kenosha	93
31	Woodstock Health and Rehabilitation Center	3415 N. Sheridan Road, Kenosha	167
	Community Based Residential Facilities		
32	Alterra Clare Bridge of Kenosh	10178 74th Street, Kenosha	40
33	Alterra Sterling House of Kenosha	3109 12th Street, Kenosha	20
34	Alterra Wynwood of Kenosha	7377 88th Avenue, Kenosha	53
56	Bella Alternative Homes	6555 Pershing Boulevard, Kenosha	8
35	Bethel Hill Assisted Living	100 E. School Street, Twin Lakes	20
57	Brotoloc Briarwood	2620 89th Street, Salem	6
58	Brotoloc Cottonwood	5415 Adams Road, Kenosha	6
36	Brotoloc Harbour Village East	1130 82nd Street, Kenosha	8
37	Brotoloc Harbour Village West	1150 82nd Street, Kenosha	8
59	Brotoloc Ravenswood	2615 45th Avenue, Kenosha	8
38	Canterbury Home of Kenosha	7924 36th Avenue, Kenosha	20
60	Caralott	4901 56th Street, Kenosha	5
39	Carey Manor	10628 22nd Avenue, Pleasant Prairie	8
61	Cholaks Home Care Cente	1607 59th Street, Kenosha	8
40	Christopher Hous	8322 14th Avenue, Kenosha	20
62	Dayton Residential Care	521 59th Street, Kenosha	90
41	Edwards House	4831 47th Avenue, Kenosha	8
63	Genesis Options Residential Program	6755 14th Avenue, Kenosha	20
42	Harbor House	4600 52nd Avenue, Kenosha	20
43	Harbor House	7135 Green Bay Road, Kenosha	16
44	Harmony of Kenosh	3109 30th Avenue, Kenosha	41
64	Kare Center	510 60th Street, Kenosha	12
45	Living Hope	1213 W Main Street, Twin Lakes	8
65	Open Arms	2217 56th Street, Kenosha	13
46	South Winds	6305 7th Avenue, Kenosha	18
47	St. James Manor	910 59th Street, Kenosha	16
66	Transition House I	6024 18th Avenue, Kenosha	21
67	Transition House II	5905 19th Avenue, Kenosha	20
68	Transitional Living	1834 60th Street, Kenosha	11
69	Windy Oaks	11831 120th Court, Pleasant Prairie	8
	Residential Care Apartment Complexes		
48	Meadowmere Southport Assisted Living	8351 Sheridan Road, Kenosha	63
49	Regent Manor	7905 36th Avenue, Kenosha	26
	Adult Family Homes		
70	Alder Home	8212 61st Street, Kenosha	4
71	Alpha Homes of Wisconsin IX	5603 49th Avenue, Kenosha	4
72	Alpha Homes of Wisconsin VIII	101 11th Avenue, Somers	4
73	Alpha Homes of Wisconsin X	1822 12th Place, Kenosha	4

No. on Map 10-1 and Map 10-1 Inset	Name	Street Address	Capacity (Persons)
74	Alpha Homes of Wisconsin XI	2922 22nd Street, Kenosha	4
75	Alpha Homes of Wisconsin XII	8114 60th Avenue, Kenosha	4
76	Alpha Homes of Wisconsin XII	1481 39th Avenue, Kenosha	4
77	Alpha Homes of Wisconsin XIV	3506 85th Place, Kenosha	4
78	Birch Home	1549 25th Avenue, Kenosha	4
79	CLA Twin Lakes	1222 Winged Foot Drive, Twin Lakes	4
80	Crabtree Adult Family Home	5915 67th Street, Kenosha	4
50	Eternal Hope	9255 392nd Avenue, Powers Lake	4
81	Gunderson Family Hom	707 224th Avenue, Kansasville	4
51	Hawthorne Home	6244 95th Avenue, Kenosha	4
82	Independent Living Adult Family Home	4004 29th Avenue, Kenosha	4
52	Linden Home	3216 29th Street, Kenosha	4
53	Rasmussen Home	1721 60th Street, Kenosha	4
54	Reindl Home	7851 115th Avenue, Pleasant Prairie	4
83	Shannon Martin	10010 Wilmot Road, Pleasant Prairie	4
84	Sycamore Home	9211 66th Street, Kenosha	4
85	Victorian Manor Adult Family Home	409 75th Street, Kenosha	4
	Adult Day Care Facilities		
55	St. Joseph's Adult Day Care	9244 29th Avenue, Kenosha	65
- -	***TOTAL – 63 Sites***	*- -*	***1,902***

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

Emergency or Transitional Shelters

The Shalom Center of the Interfaith Network, located in the City of Kenosha, provides emergency and transitional housing shelters in coordination with Kenosha area churches. The Shalom Center contains several programs to assist in food, shelter, healthcare, and education support to help individuals towards a long-term goal of self-sufficiency. The Center operates a daily soup kitchen seven (7) days a week, 365 days a year; a food pantry distributing emergency food once a month to hungry families (about 650 families in the year 2007); an emergency family shelter that can accommodate seven (7) families and 28 individuals for up to 45 days; and emergency nightly shelters as part of the Interfaith Network Nightly Shelter (INNS) Program. The INNS Program provides temporary nightly shelter for up to 30 homeless persons per night and provides breakfast and a sack lunch. It operates year-round from 7 p.m. to 7 a.m. at rotating church sites consisting of Immanuel Baptist, St. Mary's Catholic, Immanuel United Methodist, and Grace Lutheran Churches.

According to the Center, the Shalom Center and affiliated churches on average, annually serves 41,000 meals in the Daily Soup Kitchen; distributes 408,000 pounds of food through the Food Pantry; provides 7,500 nights of shelter to 75 families with 175 children through the Emergency Family Shelter; and provides shelter to 700 homeless persons, of which approximately 150 are children, for a total of 8,300 nights of shelter through the Nightly Shelter (INNS Program).

Household Size

While it is important to provide housing options that are affordable for households of all income levels, it is also important to provide housing options that meet space requirements for households of various sizes. Table 2-10 in Chapter 2 lists the number of households in each size category, ranging from one-person households to households containing seven (7) or more members, in each local government and the County in 2000. The average household size for the City of Kenosha in 2000 is set forth in Table 2-6 in Chapter 2. Projected household sizes selected by the City of Kenosha for 2035 are set forth in Table 7-5. Based on SEWRPC's Regional Land Use Plan, the average household size in the City of Kenosha is expected to decline between 2000 and 2035 from 2.54 to 2.38 persons per household. This trend in declining household size has been experienced in the City of Kenosha and throughout the United States since the 1950's and is anticipated to continue into the future.

Household Projections: 2035

The number of additional housing units needed in the 2035 plan design year is determined by first selecting a population projection. The number of residents expected to reside in "group quarters" (in the City of Kenosha, this generally will include assisted living facilities) is then subtracted from the total population, and the result is divided by the projected household size (number of persons per household in 2035). This number is then multiplied by the desired vacancy rate to determine the total number of housing units needed in the City of Kenosha in 2035.

The number of additional housing units needed between 2006 and 2035 to provide an adequate number of housing units is determined by subtracting the number of unsound units, Table 10-16, page 11, (which should be removed from the housing stock) from the total number of housing units in 2006 represented in Table 10-13, page 9. The resulting number is then subtracted from the projected number of housing units needed in 2035 determined by the procedure described in the preceding paragraph.

PART 2: HOUSING PROGRAMS FOR KENOSHA COUNTY

Government sponsored housing programs have been inventoried to assess government's potential to help the private sector meet housing needs. The full array of government sponsored programs and funding availability is almost continually changing, therefore, this section focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in Kenosha. Many of the programs available in Kenosha are administered through local and State agencies that receive funding from the Federal government. Agencies involved in administering housing programs include the U.S. Department of Housing and Urban Development (HUD), the Wisconsin Department of Commerce Division of Housing and Community Development, the Wisconsin Housing and Economic Development Authority (WHEDA), the U.S. Department of Agriculture (USDA) Rural Development program, and the City of Kenosha Housing Authority. Information on programs offered by federal and state agencies that defer or alleviate housing and rehabilitation costs, including Veterans Administration and State Historical Society programs, and information on private and quasi-public housing programs, including "green development" related programs, is also provided.

In addition, the Wisconsin Department of Commerce-Division of Housing and Community Development released a Household Housing Guide in February 2007 that provides contacts and a brief description of housing programs available for low- and moderate-income households in the State. The guide can be found at the Department of Commerce website at http://commerce.wi.gov/CDdocs/BOH-Fact-Sheets/cd-boh-housing.pdf.

Housing Program Administrators

U.S. Department of Housing and Urban Development (HUD)

HUD provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program, the Home Investment Partnership Act (HOME), and the Community Development Block Grant program (CDBG). In order for units or agencies of government to apply for and receive HUD housing grants or public housing funds, they must prepare a Comprehensive Housing Authority Strategy (CHAS) and submit that strategy to HUD for approval. The purpose of the CHAS is to ensure that communities receiving funding from HUD have planned for the housing-related needs of low- and moderate-income households in a way that improves the availability and affordability of adequate housing. The CHAS must also include consideration of persons needing supportive services, identify the manner in which private resources will be incorporated in addressing identified housing needs, and provide for both rental and homeownership options.

The Federal Housing Administration (FHA)

The FHA was established by Congress in 1934 and became part of HUD's Office of Housing in 1965. The FHA insures mortgage loans for single family and multi-family homes from FHA-approved lenders throughout the Nation, including Kenosha County. FHA mortgage insurance provides approved lenders with protection against losses as the result of default on a loan. The lender bears less risk because the FHA will pay a claim to the lender in the event of a homeowner default. This allows FHA insured loans to be made with less cash investment than other loans, which increases accessibly to lower-income households.

Wisconsin Housing and Economic Development Authority (WHEDA)
WHEDA was created by the Wisconsin Legislature in 1972 as a nonprofit "public benefit corporation" to help meet the housing needs of lower-income households in the State. This purpose has expanded to include providing housing facilities to meet the needs of households with disabled or elderly members. The programs are financed through the sale of tax-exempt bonds and receive no State tax support. These programs involve the administration of several Federally-funded grants and housing tax credits.

The City of Kenosha Housing Authority
Created by the City of Kenosha under Section 66.1201 of the *Wisconsin Statutes*, the City of Kenosha Housing Authority operates housing programs targeted for low-income households, the elderly, and persons with disabilities in the City of Kenosha. The City of Kenosha Housing Authority administers housing assistance programs, promotes homeownership and neighborhood revitalization through home construction and homebuyer assistance, and assists in the development of affordable housing through the issuance of bonds. Housing assistance programs administered by the City of Kenosha Housing Authority include HUD's Housing Choice Voucher Program (Section 8), Welfare-to-Work Housing Choice Voucher, Family Self-Sufficiency Program, and WHEDA's rental assistance program.

Government Sponsored Housing Programs
The following sections describe programs funded by the State and Federal governments for construction of single- and multi-family housing and programs that provide financial assistance for down payments, loan guarantees, or rental assistance.

HUD Programs

Community Development Block Grant (CDBG) Program
HUD provides community development block grants to entitled counties, entitlement communities, and States (for distribution to non-entitlement communities) for housing programs that principally benefit low-and moderate-income households and other community development purposes. Counties, entitlement communities, and States develop their own specific programs and funding priorities under the CDBG program; however, maximum priority must be given to activities which either benefit low- and moderate-income persons or aid in the prevention or elimination of blight or slums. The City of Kenosha is designated an entitlement community and currently receives and administers CDBG funding directly from HUD.

The Federal HOME Investment Partnership Program (HOME)
HOME is the largest Federal block grant to State and participating local governments and HOME consortium's designed to create affordable housing for low- and very-low income households. Each year, HUD distributes about $2 billion in HOME funding to State and local governments and HOME consortiums based on formula grants to fund a wide range of activities including building, buying, and rehabilitating affordable housing for rent or homeownership, and for the direct provision of rental assistance to low-income households. States are automatically eligible for HOME funds and receive either their formula allocation or $3 million, whichever is greater. Based on eligibility, local jurisdictions can qualify for up to $500,000 under the formula (or less depending upon the annual amount allocated by Congress in the federal budget). The City of Kenosha is designated as an entitlement community for the HOME program and currently receives and administers HOME funding directly from HUD.

The HOME program allows the City of Kenosha to use HOME funds for grants, direct loans, loan guarantees or other forms of credit assistance, or rental assistance or security deposits for eligible households. Eligible activities include the provision of funds to qualifying homeowners and new homebuyers for home purchasing or rehabilitation finance assistance; financial assistance to build or rehabilitate housing for rent or ownership; site acquisition or improvement; demolition costs to make way for HOME-assisted development; and payment of relocation expenses. In addition, HOME funds may be used to provide tenant-based rental assistance. For rental housing and assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five (5) or more assisted units, at least 20 percent of the units must be occupied by households with incomes that do not exceed 50 percent

of the HUD-adjusted median income. The incomes of households receiving HUD assistance must not exceed 80 percent of the area median income. The HOME program requires that the City of Kenosha match 25 cents of every dollar in program funds to support affordable housing.

There are numerous programs under the HOME Investment Partnership Program that are administered by either WHEDA or DHCD, including the following sub-programs:

HOME Ownership Mortgage Loan Program

The HOME Loan Program administered by WHEDA, offers long-term, below–market, fixed-rate financing for low- to moderate-income, first-time homebuyers. Features and benefits of this program include a below-market, fixed interest rate with up to a 30-year term; a low down payment required with down-payment assistance available; lower mortgage insurance premiums; and Mortgage Guardian mortgage payment protection in the event of involuntary job loss. For Kenosha, eligible properties include new or existing single-family detached dwellings; manufactured housing on land owned by the applicant and taxed as real estate; condominiums; and two (2), three (3), or four (4) unit dwellings which are least five (5) years old.

HOME Plus Loan Program

The HOME Plus Loan Program, administered by WHEDA, provides financing of up to $10,000 for down payment and closing costs, and a line of credit for future home repairs. Borrowers must have less than $4,500 in liquid assets to be eligible to receive HOME Plus funds for down payment and closing costs. Those with liquid assets exceeding $4,500 may still request the line of credit for future home repairs. Eligible properties must be occupied by the owner and can be anywhere from one (1) to four (4) units.

American Dream Downpayment Initiative (ADDI)

ADDI provides financing of up to $10,000 to first-time low- to moderate-income homebuyers for down payment, closing costs, and rehabilitation costs carried out in conjunction with the home purchase. Rehabilitation may include, but are not limited to, the reduction of lead paint hazards and remediation of other home health hazards, and must be completed within one (1) year of home purchase. To be eligible for ADDI assistance, buyers must have incomes at or below 80 percent of the County median income. ADDI assistance is administered by the DHCD through the HOME Homebuyer and Rehabilitation (HHR) Program.

Housing Choice Voucher Program - Section 8

The Housing Choice Voucher Program, better known as Section 8, increases affordable housing choices for low-income households by allowing families to choose privately-owned rental housing. This is also referred to as "Tenant-Based Assistance". A public housing authority (PHA) generally pays the landlord the difference between 30 percent of a family's gross household income and the PHA-determined payment standard, about 80 to 100 percent of the fair market rent (FMR). Housing authorities may be established by counties and local governments. The City of Kenosha Housing Authority administers and provides vouchers directly to clients in the City of Kenosha.

Section 202 Supportive Housing for the Elderly Program

HUD provides interest-free capital advances to private, nonprofit sponsors to finance the development of supportive housing for the elderly. Supportive housing allows the elderly to live independently, but in an environment that provides support services including transportation, cooking, and cleaning. The capital advance does not have to be repaid as long as the project serves very low-income elderly persons for 40 years. Project rental assistance funds are provided to cover the difference between the HUD-approved operating cost for the project and the tenants' contribution towards rent. Project rental assistance contracts are approved initially for five years and are renewable based on the availability of funds. Private nonprofit organizations can apply to develop a Section 202 project if they can, among other requirements, submit a resolution that they will provide a minimum capital investment equal to 0.5 percent of the HUD-approved capital advance. Public entities are not eligible for funding under this program. Occupancy in Section 202 housing is open to any very low-income household comprised of at least one (1) person who is at least 62 years old at the time of initial occupancy.

Section 811 Supportive Housing for Persons with Disabilities
HUD provides interest-free capital advances to private nonprofit sponsors to finance the development of rental housing such as independent living projects, condominium units, and small group homes that will provide supportive services for people with disabilities. The capital advance does not have to be repaid as long as the project serves very low-income persons with disabilities for 40 years. Project rental assistance funds are provided to cover the difference between the HUD-approved operating cost for the project and the tenants' contribution towards rent. Project rental assistance contracts are approved initially for five (5) years and are renewable based on the availability of funds. Nonprofit organizations with a Section 501 (c) (3) tax exemption from the IRS can apply to develop a Section 811 project if they can, among other requirements, submit a resolution that they will provide a minimum capital investment equal to 0.5 percent of the HUD-approved capital advance, up to a maximum of $10,000. Occupancy in Section 811 housing is open to any very low-income household comprised of at least one person who is at least 18 years old and has a disability, such as a physical or developmental disability or chronic mental illness.

Rehabilitation Mortgage Insurance - Section 203 (k)
This FHA (which became part of HUD in 1965) program insures mortgages designed for properties in need of rehabilitation. Property acquisition costs are combined with rehabilitation costs under one (1) mortgage as opposed to (2) two, which is the traditional method. The ability to consolidate the mortgages results in a single long-term mortgage with relatively low interest rates and a streamlined process for the borrower and lender. They are also available to those who might not otherwise qualify for conventional mortgages. Section 203 (k) insures mortgages covering the purchasing or refinancing and rehabilitation of a home that is at least one (1) year old. A portion of the loan proceeds are used to pay the seller, or, in a refinance situation, to pay off the existing mortgage, and the remaining funds are placed in an escrow account and released as rehabilitation is completed. The rehabilitation cost must be at least $5,000 and there are no income limits for eligibility.

Property Improvement Loan Insurance (Title I)
This FHA program insures loans made by private lenders to borrowers, many of whom might not be eligible for a traditional loan, for the purpose of making home improvements. Loans are insured for up to 20 years on single family or multi-family properties. The maximum loan amount is $25,000 for a single family property and $12,000 per housing unit not to exceed a total of $60,000 for a multi-family property. Loan funds may be used for light to moderate rehabilitation of single family and multi-family structures, or to construct a non-residential structure on a single family property. Loans may also be used to purchase fire safety equipment. The intent of the program is to provide financing for permanent improvements that protect or improve the basic livability and utility of a property, including manufactured homes, single family and multi-family structures, non-residential structures, and preservation of historic homes.

Department of Veteran Affairs Home Loan Program
This program is available to veterans, active duty military personnel, and certain members of the reserves and National Guard. The program offers advantages to applicants including loans with no money down and no private mortgage insurance payments. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs.

DHCD Programs

Housing Cost Reduction Initiative (HCRI) Homebuyer Program
The HCRI Homebuyer Program provides down payment, closing cost, and gap financing assistance to low- to moderate-income households for affordable housing. Eligible organizations may include housing authorities, local governments, and elected governing bodies of federally-recognized American Indian tribes, non-profit groups, religious organizations, for-profit corporations, and cooperatives. To be eligible for assistance, households must have incomes at or below 80 percent of the County median income, adjusted for family size, and homebuyers must be single-family and the unit must be the primary residence of the owner.

Continuum of Care Supportive Housing
Each year, DHCD applies for funding from the HUD Continuum of Care Supportive Housing program, which supports a variety of transitional and permanent housing and supportive services for homeless people. The funds originate from a national HUD competition and the grant proposal covers 69 counties, including Kenosha County. Proposals submitted each year have acquired between $3.6 million to $5.7 million in grant funds which is then dispersed to organizations throughout the State. The DHCD application process is coordinated with state agencies as well as hundreds of local organizations.

Housing Opportunities for People with AIDS (HOPWA)
Authorized under the AIDS Housing Opportunity Act and the Housing and Community Development Act of 1992, the HOPWA program provides federal housing assistance and services to people with AIDS or AIDS-related diseases and their families. HOPWA funds may be used to assist all forms of housing designed to prevent homelessness including emergency housing, shared housing arrangements, apartments, single-room occupancy (SRO) dwellings, and community residences. Public housing agencies and non-profit organizations may be eligible, and funding for this program is provided by HUD and administered by DHCD.

State Shelter Subsidy Grant Program (SSSG)
The SSSG program provides grants to eligible public agencies, community action agencies, or private non-profit organizations to expand eligible emergency shelter housing programs or increase voucher programs. The SSSG program can provide up to 50 percent of an emergency shelter or voucher program's annual operating budget. DHCD allocates about $1.1 million in SSSG funds to programs throughout the State each year, with grants ranging from $1,100 to $60,000; grants can be enhanced through the use of IBRETA funds.

Emergency Shelter Grant (ESG), Transitional Housing Grant (THP), and Homeless Prevention Program (HPP)
HUD's ESG and DHCD's THP and HPP are a collection of programs that assist in providing shelter and transitional housing, homeless prevention programs, and essential social services to homeless people and families. ESG funding can be used to increase the capacity of existing shelters and transitional housing programs, to modify existing shelters and transitional housing in order to improve accessibility, and to develop additional shelter and transitional housing in areas where shelters do not exist. THP funds support the development or expansion of transitional housing for the homeless including the development of housing and support services, to enable participants to live as independently as possible. HPP funds are used for emergency rental assistance or rental assistance for up to one (1) year for individuals and families who are homeless or who are at risk of being homeless. Participation in Wisconsin Service Point (WISP), a Homeless Management Information System program to track homeless individuals and families, is mandatory.

Interest Bearing Real Estate Trust Account (IBRETA)
Wisconsin requires real estate brokers to establish interest-bearing real estate trust accounts for the deposit of all down payments, earnest money, or other trust funds received by the broker related to the conveyance of real estate. Each year, the interest from the trust accounts is transferred to the State's IBRETA account, about $200,000 to $300,000 annually. DHCD allocates these funds to help existing emergency and transitional homeless shelter programs, and to organizations that provide services to homeless individuals or families. IBRETA funds generally are used to supplement funds from other programs, such as the SSSG or PATH programs.

WHEDA Programs

Low-Income Housing Tax Credit Program (LIHTC)
Created by the Tax Reform Act of 1986, the LIHTC program gives states the equivalent of nearly $5 billion in annual budget authority to issue tax credits for the acquisition, rehabilitation, or new construction of rental housing targeted to lower-income households. The program provides an incentive by providing credit against Federal income tax liability. As a basic program requirement, rental property owners either make at least 20 percent of their housing units available to households with incomes not exceeding 50 percent of the area median family income as adjusted for family size or make at least 40 percent of their housing units available to household

with incomes not exceeding 60 percent of an area's median family income as adjusted for family size. Property owners must agree to maintain these percentages for at least 30 years. The LIHTC program is administered by WHEDA in Wisconsin.

Fixed-Interest Only Loan Program
The Fixed-Interest Only Loan Program administered by WHEDA and funded by HUD, offers below-market, fixed-rate financing with reduced payments during the first seven (7) years for eligible first-time homebuyers. The home purchase price must be at least $150,000 and cannot exceed the purchase price limits listed above for the HOME Loan Program.

WisLoan
This program provides loans for a wide variety of residential modifications to improve accessibility for disabled persons, including ramps and home accessibility modifications for non-rental units. Individuals applying for a loan must be a Wisconsin resident, at least 18 years old (parents and other relatives can apply on behalf of disabled people under age 18), and have a disability. Applicants can request any amount needed for the modifications, but the loan amount is dependent on ability to repay the loan and availability of loan funds. The loan is available to Kenosha County residents and administered by Independence First with oversight by the Independent Living Unit of the State Bureau of Aging and Long Term Care Resources (part of the Wisconsin Department of Health and Family Services). The Independence First office located in the City of Milwaukee serves Kenosha County.

Wisconsin Historical Society's Historic Homeowners Income Tax Credit Program
The Wisconsin Historical Society administers a 25 percent tax credit program to assist in the repair and rehabilitation of private residences that are listed on the State or National Register of Historic Places, listed as contributing properties to a State or National Historic District, or deemed eligible for listing on the State register through the tax credit application process. To qualify, a minimum expenditure of $10,000 must be made over a two- to five-year period, and credits for the repair and rehabilitation are limited to structural work, such as roof replacement, painting, floor leveling, electrical wiring, plumbing, heating, and cooling.

Housing Trust Funds
Housing trust funds can be established by county or local governments (or state governments) to support the preservation and production of affordable housing through a dedicated source of public financing. As of 2006, over 350 county and local government and 38 state housing trust funds had been established nationwide. They have combined to dedicate over $750 million annually towards addressing affordable housing needs across the Country. As of 2007, there was only one (1) established housing trust fund within the Region; in late 2006, the City of Milwaukee Common Council passed an ordinance creating the City of Milwaukee Housing Trust Fund. It started with base funds of $2.5 million in 2007 from bonding. Ongoing revenue is generated from gaming proceeds, Tax Increment Financing (TIF) revenue (see Chapter 13 for additional information regarding TIF), and designated PILOT funds.[19] Community support for the trust fund was championed by the Milwaukee Housing Trust Fund Coalition, which was comprised of many faith and community based organizations such as the Interfaith Conference of Greater Milwaukee.

The City of Kenosha Housing Authority
The City of Kenosha Housing Authority (CKHA) provides housing assistance to qualified low- to moderate-income level households within the City of Kenosha. In addition to administering HUD's Section 8 Housing Choice Voucher program in the City of Kenosha, CKHA also offers two (2) programs that combine housing assistance with support services to help further ensure that households and families can become self-sufficient. These programs include the Welfare-to-Work Housing Choice Voucher and the Family-Self-Sufficiency Program which are coordinated with other community agencies and educational institutions, including the Kenosha County Department of Human Services and the Kenosha County Job Center. CKHA also coordinates with WHEDA and private property owners to provide rental assistance to low- and very low-income individuals and households. CKHA also assists numerous community groups, non-profit agencies, and developers in the development of affordable housing and senior housing through bond issuance.

[19] *PILOT funds are 'payments in lieu of taxes' received by the City of Kenosha.*

Private and Quasi-Public Housing Programs

Habitat for Humanity

Habitat for Humanity (HFH) builds and renovates homes with the help of future home owners through donations of money, materials, and volunteer labor and sells the homes to the partner families at no profit. HFH Chapters exist in adjacent Racine, Walworth, Lake, and McHenry Counties, but not in Kenosha County. The Chapters are locally run affiliates of Habitat for Humanity International, a nonprofit, ecumenical Christian housing ministry. Habitat for Humanity works in partnership with people in need to build simple, decent, affordable housing. The houses are sold to those in need at no profit and with no interest charged.

There are several criteria that are considered when determining if families are eligible for a Habitat for Humanity home, including:

Need

- Applicant's present housing must be considered inadequate as per the following:
  - Applicant is unable to meet local government maintenance standards.
  - The building has structural problems.
  - The water, electrical, sewage, or heating systems are not functioning properly.
- Applicant has not been able to obtain housing by conventional means.

Ability to Pay

- Home is actually bought from the Habitat for Humanity Chapter.
- Applicant must demonstrate the ability to pay to the HFH Chapter:
  - The monthly mortgage.
  - Real estate taxes.
  - Insurance.
- Applicant must be able to meet all other family financial obligations.
  - HFH Chapters can help develop a budget in order to determine eligibility.

Willingness to Participate

- 12 hours of "sweat equity" must be completed prior to review of application.
- 500 hours of "sweat equity" must be completed before house can be occupied.
  - This can include hours worked by extended family or friends.
- 50 hours of "sweat equity" must be donated after home is completed.
  - This assures that Partner Families pass on what they have experienced.
- Maintenance and repairs are the participant's responsibility after move in.
- Maintain an ongoing relationship with HFH Chapters after moving in, and includes:
  - Financial counseling.
  - Household maintenance education.

Habitat for Humanity also operates Habitat ReStores that accept donated new and used materials from individuals, contractors, and retail building supply stores. Contributors avoid hauling costs, divert materials otherwise sent to landfills, and receive a tax deduction since Habitat for Humanity is a charitable organization. The merchandise is then priced anywhere from 50 to 70 percent less than typical retail cost, thereby allowing homeowners purchasing such materials an opportunity to maintain their property. The profits from the sales are used to fund Habitat for Humanity's mission of providing quality homes for low-income families. Habitat Restores are located in nearby the City of Racine, Wisconsin, and the Village of Gurnee, Illinois.

"Green" Development Related Programs

Energy Star Qualified Homes
Homes that earn the ENERGY STAR must meet guidelines for energy efficiency set by the U.S. Environmental Protection Agency. ENERGY STAR qualified homes are at least 15 percent more energy efficient than homes built to the 2004 International Residential Code (IRC) and include additional energy-saving features that typically make them 20 to 30% more efficient than standard homes. ENERGY STAR qualified homes can include a variety of energy-efficient features, such as effective insulation, high performance windows, tight construction and ducts, efficient heating and cooling equipment, and ENERGY STAR qualified lighting, water heaters, and appliances.

Through ENERGY STAR, builders and other home industry professionals can differentiate themselves in the market. New homes that qualify as ENERGY STAR provide greater comfort and durability for home buyers as well as savings in utility costs. Information on ENERGY STAR homes, products, and incentives can be obtained at the following website: www.energystar.gov.

Focus on Energy-Energy Star Mortgages
Through the Focus on Energy program and participating lenders, Energy Star Mortgages are available to those who purchase a Wisconsin Energy Star home. Benefits include reduced closing costs and qualifying for a slightly higher mortgage due to increased energy savings. For more information on ENERGY STAR Mortgages, the Wisconsin ENERGY STAR Homes program, or other ENERGY STAR programs see the following website: www.focusonenergy.com.

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

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

PART 3: COMMUNITY POLICIES AND REGULATIONS AFFECTING THE PROVISION OF HOUSING

Housing structure type, housing unit floor area, lot sizes, densities, and building setbacks are controlled by community zoning regulations. It is therefore appropriate to examine those regulations to identify the extent to which they permit or exclude relatively lower-cost minimum-size housing structures and lots.

Zoning Regulations

Zoning Districts

The zoning authority of the City of Kenosha represents an important influence on housing development patterns. Zoning regulations can substantially determine the location, size, and type of housing. An inventory was conducted of existing residential zoning to help provide a basis for determining the effect of zoning regulations on various types of housing. The results of the inventory are presented in Table 10-37, page 43. Map 6-3 in Chapter 6 shows zoning districts in effect in 2007 for the City of Kenosha.

Housing Unit Types

The type of housing unit allowed is generally determined by the type of structures allowed in residential zoning districts. This is important because apartment units tend to be more affordable to lower-income households than single-family housing units.

Areas zoned as single-family residential typically allow only one (1) detached single-family home per lot. These homes tend to be owner-occupied, but may be rental units. Areas zoned for two-family residential uses allow for duplexes that may be owner-occupied or rental units, or include one (1) unit occupied by the owner with the second unit rented. Areas zoned as multi-family residential allow for structures with three (3) or more units. Multi-family districts vary in the number of units and number of floors allowed per structure. Many housing units in these districts are rental units; however, some may be owner-occupied such as townhouses or other single-family attached housing units.

The City of Kenosha Zoning Ordinance includes single-family residential zoning districts, two-family zoning districts, and multi-family (three (3) or more housing units) districts. The ordinance also allows for two-family housing units to be located within a single-family zoning district (RS-3 District), and allows for combinations of single-, two-, and multi-family housing in three (3) general residential zoning districts (RG-1, RG-2, and TRD-1 Districts).

As of 2007, zoning ordinances for the City of Kenosha allow mobile home parks and several mobile home parks are located within the City of Kenosha.

Minimum Lot Size and Maximum Density Requirements

Residential zoning districts include minimum lot size requirements, which specify the smallest land area a residential structure can be constructed upon, and sometimes the maximum density allowed in such districts. Lot size requirements are important because larger minimum lot size requirements can add to the total price of developing a residence by increasing land and land improvement costs. Larger minimum lot sizes, however, may be appropriate in areas without urban services, in environmentally sensitive areas, or in areas in which larger lot sizes would be compatible with existing neighborhood or community character.

Minimum lot size requirements are typically smaller in local governments, or portions of local governments, that are served by public sewer or water. Public sewer and water services are available in the City of Kenosha.

The smallest minimum lot sizes in the single-family residential zoning district of the City of Kenosha is 5,000 square feet. The largest lot size for single-family districts in City of Kenosha ordinances is 40,000 square feet, or just under one acre, which applies to the City of Kenosha.

Most residential zoning districts also specify the maximum density (number of dwelling units per acre) allowed in residential zoning districts. Density requirements help control the extent or degree of intensity of development on a parcel, which affects both the character of an area as well as the cost of development. Density requirements are important from a housing cost perspective since the higher the density allowed on a parcel the more likely the rent or cost of dwelling units will decrease in comparison to a parcel developed at a low density. Typically developments with high densities are located where lands are served or can be provided with public sanitary sewer and water services. As indicated in Table 10-37, page 43, the maximum density allowed in residential zoning districts in the City of Kenosha range to a high of 24 units per acre for housing for the elderly.

Minimum Building Setbacks
City of Kenosha Zoning Ordinances include minimum building setback requirements which affect the location of buildings situated on a lot. Existing building setback requirements in the City of Kenosha range from a setback of 15 to 65 feet for front/street yards, five (5) to 30 feet for side yards, and five (5) to 50 feet for rear yards. The cost of housing units typically increases for larger building setbacks, since additional lot area and linear feet of public sanitary sewer and water supply lines, as well as pavement surface areas (i.e. Pathways and driveways), are then installed. Conversely, wide setbacks may be required for a number of reasons such as to ensure adequate sunlight and air circulation, access for building maintenance and fire protection purposes, sufficient separation from arterial highways and railways, privacy from adjacent buildings, provision of "open space", and compatibility with existing or desired neighborhood character. Smaller setbacks are typically associated with a more compact development. The City of Kenosha should carefully choose required building setbacks to achieve the extent of affordable housing and type of neighborhood or community character desired.

Flexible Zoning Techniques

Planned Unit Developments
Zoning ordinances of the City of Kenosha include planned unit development (PUD) overlay zoning districts, also referred to as planned development overlay districts (PDO). The intent of PUD zoning districts is to allow developments that will, over a period of time, be enhanced by coordinated area site planning, diversified location of structures, and diversified building types. Such developments are intended to provide a safe and efficient system for pedestrian and vehicle traffic, to provide attractive recreation and open spaces as integral parts of the developments, to enable economic design in the location of public and private utilities and community facilities, and to ensure adequate standards of construction and planning. PUD regulations limit the uses allowed in the PUD to the uses permitted in the underlying zoning district (for example, if the PUD is applied to a single-family residential zoning district, only single-family homes can be built within the PUD). The PUD regulations allow the minimum lot size, building setbacks, and other requirements of the underlying zoning district to be varied, subject to approval of the Plan Commission. The density within the PUD may not exceed the density permitted in the underlying basic zoning district.

PUDs allow for conservation subdivisions to be established. Conservation subdivisions reduce the minimum lot size that would be required for each home in a conventional subdivision and locate homes on a portion of a development parcel in order to preserve the remainder of the parcel in open space.

Traditional Neighborhood Development
Section 66.1027 of the Wisconsin Statutes requires any city or village with a population of 12,500 or more residents, such as the City of Kenosha, to include provisions that would accommodate "Traditional Neighborhood Developments (TND)." TNDs are intended to be unified neighborhoods with a compact mix of land uses and access to various transportation modes integrated into the neighborhood. The City of Kenosha Zoning Ordinance explicitly allows Traditional Neighborhood Developments under its TRD-1 Traditional Single and Two Family Residential District and TRD-2 Traditional Multiple Family Residential District.

Mix of Housing Types
Some communities have adopted policies specifying a desirable mix of housing types. Land use, master, and comprehensive plans adopted by local communities were reviewed to determine if a desired housing mix was specified in the plan. The City of Kenosha has adopted such a policy as part of a comprehensive plan for the Kenosha Urban Planning District. This plan includes a housing standard that the housing units within the planned urban service area of the Planning District should generally be allocated as follows: single-family detached housing units, 60 percent; units in two-family structures, 10 percent; and units in multi-family (three (3) or more family) structures, 30 percent.

TABLE 10-37
LOT SIZE, DENSITY, AND FLOOR AREA REQUIREMENTS IN RESIDENTIAL ZONING DISTRICTS IN THE CITY OF KENOSHA ZONING ORDINANCE: 2007

Residential Zoning Districts	Minimum Lot Size (square feet)	Maximum Density (dwelling units per acre)	Minimum Floor Area (square feet)
RR-1 Rural Single-Family Residential	40,000	1.1	- -
RR-2 Suburban Single-Family Residential	17,000	2.6	- -
RR-3 Urban Single-Family Residential	10,000	4.4	- -
RS-1 Single-Family Residential	8,000	5.5	- -
RS-2 Single-Family Residential	7,000	6.2	- -
RS-3 Single-Family Residential	5,000 for single family; 6,000 for two-family[a]	- -	- -
RD Two-Family Residential	8,000	- -	- -
RG-1 General Residential	5,000 for single-family; 6,000 for two-family	- -	- -
RG-2 General Residential	5,000 for single-family; 6,000 for two-family; Varies by structure type for multi-family	(5 dwelling units per lot)	- -
RM-1 Multiple-Family Residential	8,000	(11 dwelling units per lot)	- -
RM-2 Multiple-Family Residential	25,000	(3 dwelling units per lot)	- -
RM-3 Elderly and Handicapped Housing	25,000	24 units or beds per acre	- -
TRD-1 Traditional Single and Two Family Residential	5,000	6.0	- -
TRD-2 Traditional Multiple Family Residential	- -	12.0	- -

Note: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the County or municipal zoning ordinances and maps for specific zoning information.

[a] *A two-family residence is allowed as a conditional use on a lot adjacent to a less restrictive use.*

Source: City of Kenosha and SEWRPC.

PART 4: HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth housing goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve housing goals and objectives; and programs, which are projects or services intended to achieve housing policies, are also identified. Goals and objectives were identified using the housing data inventoried in the prior sections of this Chapter and in Chapter 2, and the general planning issue statements and goals and objectives related to housing identified in Chapter 7. Sources of public input such as the SWOT analysis; Kenosha County Café; planning goals, objectives, principles, and policies from existing local plans; input from the nine local comprehensive plan public information meetings held during the fall of 2007; and public comments obtained via the Kenosha County comprehensive planning website and e-mails, were also reviewed to identify the housing issues to be addressed by the goals, objectives, policies, and programs set forth in this element. One (1) of the nine (9) public meetings was held at the Kenosha Public Museum.

Housing Issues

The comprehensive planning law requires the Housing Element to include policies and programs to provide an adequate housing supply that meets existing and forecast housing demand and provides a range of housing choices to meet the needs of all income levels, age groups, and persons with special needs. An adequate amount of housing is provided by the private market for households earning the median income or above. The housing element recommendations, therefore, focus on the provision of housing for households that earn less than the median income, housing for an aging population, and housing for people with disabilities.

Overall Housing Goal and Objectives

Goal:

- Promote a range of affordable housing choices for all income levels, age groups, and physical abilities in the City of Kenosha.

Objectives:

- Encourage flexibility in zoning to accommodate a variety of housing options.
- Promote affordable housing choices for people who work in the City of Kenosha.
- Promote housing choices for Kenosha's aging, disabled, and young family populations.
- Promote universal design (designed for all physical abilities) in housing and subdivision construction to accommodate all population groups.

The following specific housing issues have been identified:

- Housing Supply Issue
- Housing Quality Issue
- Housing Cost Issue
- Aging and Disabled Population Issue
- Household Size Issue
- Housing Distribution Issue
- Fair Housing Issue

Recommendations have been developed to address each of the housing issues through the identification of goals, objectives, policies, and programs.

Housing Supply Issue

Based on anticipated increases in population over the planning period, about 11,586 housing units[20] should be added to the existing housing stock in Kenosha to meet the projected housing demand by the plan design year of 2035. HUD guidelines suggest a minimum owner-occupied housing unit vacancy rate of 1.5 percent and a minimum renter-occupied housing unit vacancy rate of 5 percent. The owner-occupied housing unit vacancy rate for Kenosha was 1.3 percent in 2000, which is just below the HUD guideline. The 2000 vacancy rate of 4.9 percent for renter-occupied housing units met HUD guidelines. HUD guidelines also recommend a minimum overall vacancy rate of three (3) percent to ensure an adequate number of housing choices for City of Kenosha residents.

Goals:

- Promote the addition of an adequate number of housing units to the current housing stock to meet housing demand.
- Promote adequate housing choices for consumers through 2035.
- Allocate sufficient land for housing development and to accommodate current and future populations.

Objectives:

- Accommodate an additional 11,586 housing units in Kenosha by 2035 in the areas identified for residential use on Map 9-6, (Kenosha Land Use Plan Map: 2035).
- Promote a owner-occupied housing unit vacancy rate between 1.5 and two (2) percent.
- Promote a renter-occupied housing unit vacancy rate between five (5) and six (6) percent.

Policies:

- Promote awareness of HUD vacancy rate guidelines among local government elected officials and staff.
- Encourage local plans and ordinances that support the provision of a full range of structure types and sizes, including single-, two-, and multi-family dwellings, at appropriate densities, and accessory and live-work units.
- Encourage the development of "life-cycle" housing.[21]

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[20] *This number is based on the 2035 population projections.*

[21] *"Life-cycle" housing includes a range of housing options that meet people's preferences and circumstances at all of life's stages (unmarried working adult, families with children, and elderly households, for example).*

- Promote the revision and implementation of ordinances, including zoning ordinances, land division ordinances, and building codes, that are consistent with comprehensive plan recommendations.

Programs:

- Kenosha should create and maintain an inventory of available land suitable for different types of housing densities, including affordable housing.
- Kenosha should study the feasibility of creating a housing trust fund to provide a dedicated source of revenue to support the development and preservation of affordable housing.
- Kenosha, in coordination with other local governments, should study the creation of a housing assistance task force to deal with housing issues comprised of for-profit, non-profit, and government housing experts and authority personnel from City and other local governments. A housing assistance task force would be responsible for identifying and securing Federal, State, and private funds to help subsidize the development of affordable housing, and to help secure grants for the rehabilitation or modification of homes to meet the needs of the elderly and disabled. The task force could be responsible for developing and managing a countywide project recognition program, managing a countywide housing trust fund, providing assistance to developers applying for Federal and State tax credits or funds for affordable housing, and developing an annual report.
- Consider Accessory units and live-work units (more recently called "flex" houses), where appropriate.

Housing Quality Issue

Besides an increase in the total number of housing units based on population projections, it is anticipated that a portion of the existing housing stock will need to be replaced or rehabilitated by 2035, due to unsound or deteriorating housing conditions. Based on the 2006 existing housing stock conditions shown in Table 10-16, page 11, seven (7) housing units, or less than one (1) percent, are considered unsound in Kenosha, indicating substandard and unsafe housing conditions. Unsound units should be removed from the existing housing stock totals when calculating the total number of future housing units needed. Two (2) percent, or 409 housing units in the City of Kenosha, were rated as "poor" or "very poor," indicating the dwelling shows signs of deferred maintenance and exhibits substandard maintenance and upkeep in relation to its age. Housing units lacking complete kitchen or plumbing facilities should also be considered substandard. Cost factors should indicate whether substandard housing units should be replaced or rehabilitated.

Although age does not generally correlate strongly to housing conditions or quality, a housing unit's age may indicate the use of unsafe building materials or a need to update or improve energy efficiency. Current building codes set safety standards for new housing stock and prohibit construction materials and methods that may have been allowed in the past. Sources of lead in the home may include lead plumbing in houses built prior to the 1950s and lead-based paint in houses built prior to 1978. New innovations in materials, such as energy efficient windows or heating/cooling mechanisms, can improve energy efficiency in older homes, thereby lowering heating and cooling costs. In most cases, remediation and rehabilitation is a less expensive and more feasible solution than replacement. Additionally, mobile and manufactured homes built prior to the 1976 enactment of HUD's Federal Manufactured Home Construction and Safety Standards may also have a shorter life expectancy.

A non-conforming use or structure that has been changed or altered to comply with the provisions of the existing zoning ordinance are prohibited from reverting back to a nonconforming use or structure.

Goals:

- Promote safe and decent housing for all Kenosha residents.
- Encourage energy-efficient housing for all Kenosha residents.

Objective:

- Encourage well-constructed and maintained housing with adequate services.

Policies:

- The City of Kenosha should continue to encourage housing that is built using sound construction techniques and quality workmanship, including "green" housing development techniques.

- The City of Kenosha should seek to ensure that all housing includes heating facilities and insulation adequate for healthful and comfortable living, a supply of safe and palatable water, adequate toilet and bathing facilities, and adequate wastewater disposal and treatment facilities (POWTS or public sewers).
- The City of Kenosha should support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- The City of Kenosha should support and provide for property maintenance ordinances, and to include lead-safe standards in such ordinances.
- The City of Kenosha should seek to protect the character of residential neighborhoods by preventing the encroachment of incompatible land uses and minimizing adverse impacts on the environment.
- The City of Kenosha should discourage building on poor soils or in other areas poorly suited for development.
- The City of Kenosha should promote the creation and adoption of separate building maintenance codes to regulate the rehabilitation of older homes, to make rehabilitation more economically feasible.

Programs:

- Continue to ensure that building codes include requirements for adequate insulation, heating, and plumbing.
- Identify programs and potential funding sources for new programs to assist homeowners in creating more energy-efficient homes and in making needed repairs, including improvements to meet State and Federal lead-safe standards.
- Continue to enforce State public health Statutes and Ordinances concerning dilapidated, unsafe, or unsanitary housing that pose a human health hazard.
- Continue to enforce and support requirements relating to land suitability and design through the administration of Land Division Ordinances.
- Continue to enforce and support requirements relating to restricting development in floodplains through administration of the City of Kenosha's shoreland-wetland and floodplain ordinances.
- The City of Kenosha should develop a program to identify, rehabilitate, or replace housing units deemed unsound or unsafe, and to provide housing assistance to households with poor energy efficiency and/or are at risk of displacement due to unsafe housing conditions.
- Continue the systematic Neighborhood Inspection Program to preserve and revitalize existing neighborhoods.
- Implement the Housing Goals and Objectives of the 2010 – 2014 Consolidated Plan.

Housing Cost Issue

About 24 percent of the households in the City of Kenosha have a high housing cost burden, which is defined by HUD as a household that spends more than 30 percent of their gross income on housing. A high housing cost burden is closely associated with income. In 2000, 46 percent of households making less than 80 percent of the median City of Kenosha household income[22] had a high housing cost burden, while 70 percent of households making less than 30 percent of the median City of Kenosha household income had a housing cost burden.

In addition, a number of people working in the City of Kenosha may not be able to afford housing in the City of Kenosha, particularly as homeowners rather than renters. The highest average annual wage by industry sector in the City of Kenosha in 2005 was manufacturing at $49,475. The minimum annual income to afford a $168,500 house (a median priced home in Kenosha County) in 2006 was $61,858 (or $29.74 an hour). The minimum annual earnings needed to afford the fair market rent for a one bedroom apartment in the County in 2006 was $23,837, and it was $29,557 for a two (2) bedroom apartment. Both of these annual earnings are greater than the average annual earnings of retail trade workers (the second largest industry sector employer in the County) and accommodation and food services workers (the fourth largest industry sector employer in the County) in 2006.[23]

[22] *The median annual household income in Kenosha in 1999 was $41,902; 80 percent of the median income was $33,522; and 30 percent of the median income was $12,571.*

[23] *In 2006, the State Department of Workforce Development reported retail trade workers employed in Kenosha County had average annual earnings of $20,934 and food service workers had average annual wages of $15,874.*

Goals:

- Promote a range of affordable housing choices for low to moderate income levels in the City of Kenosha.
- Promote the conservation of the existing housing stock as one source of affordable housing.

Objectives:

- Promote reducing the percentage of households in the City of Kenosha with a high housing cost burden by encouraging more affordable housing[24] options.
- Promote affordable housing choices for young families and the elderly in Kenosha.
- Promote affordable housing choices for people who work in Kenosha County.

Policies:

- Seek to provide sufficient housing so all income levels can afford housing utilizing a maximum of 30 percent of their gross household income.
- Encourage mixed income housing development to avoid concentrating affordable units in a limited number of areas.
- City of Kenosha plans and ordinances, including zoning ordinances, land division ordinances, and building codes, should support the provision of a full range of housing structure types and sizes including single-family, two-family, and multi-family units.
- Encourage the adoption and use of "flexible zoning district" regulations such as Traditional Neighborhood Development and Planned Unit Development regulations.
- Develop or encourage the development of rent-to-own programs through public-private partnerships and entrepreneurship to give low- to moderate-income families a chance at homeownership.[25]
- Promote Federal, State, and County government housing programs that have the potential to increase the availability of lower-cost housing and rehabilitation within the City of Kenosha.
- Study the potential to integrate other types of specialty housing, where applicable, such as "cooperative housing" (sometimes called "coop-housing or co-habiting housing)[26], "cohousing"[27], and university or
- campus-related housing for seniors[28], which may also socially support and help seniors and/or persons with disabilities be self-sufficient.

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[24] *HUD defines affordable housing as households "paying no more than 30 percent of their income for housing. Household income category thresholds are based on the Kenosha County median annual household income. Extremely low income households earn less than 30 percent of the County median household income, very low income households earn between 30 and 50 percent of the median income, low income households earn between 51 and 80 percent of the median income, and moderate income households earn between 81 and 95 percent of the median income.*

[25] *An example of a rent-to-own development is Metcalf Park in the City of Milwaukee. A private developer, in partnership with the Milwaukee Urban League and using affordable housing tax credits, is developing 30 homes that will be leased to families that qualify for below-market rents of $675 and $825 per month. In 15 years, the homes will be available for purchase at discounted prices.*

[26] *A multi-family dwelling owned and maintained by the residents. The entire structure and real property is under common ownership as contrasted to a condominium dwelling where individual units are under separate ownership. Apartments and dwellings may include shared common areas such as kitchen, dining, and/or living rooms, and services, such as housekeeping, organized social and recreational activities, transportation services, and/or other support or shared facilities and services appropriate for the residents, including seniors and persons with disabilities capable of living "independently" (usually requiring no or minimal medical-care or "Stay at Home" related services). More information on cooperative housing in Wisconsin can be accessed at http://www.uwcc.wisc.edu/info/uwcc_pubs/coopHouse02.pdf .*

[27] *Co-housing communities are communities or "villages" that generally consist of privately-owned individual homes and community-owned areas and buildings. Households participate in social activities centered in a community-owned building, and help to design and manage their "village" consisting of small groups of homes concentrated around a community building which acts as the social center of the "village." Residents own their own private dwellings, usually condos or attached single-family homes, but share common areas, such as dining areas, kitchen, lounges, meeting rooms, a recreational facility, a workshop, children's spaces and the like. Group meals are regularly shared in the common house and food may be grown in common gardens. Maintenance equipment is shared where residents manage the property. Other types of cohousing include elder co-housing which is generally designed for adults 55 or older. Elder cohousing promotes universal design concepts that support active lifestyles and can accommodate accessibility needs.*

- Support the inclusion of accessory dwelling units and "live-work units"[29] (sometimes called "flex units"), where suitable, to help provide affordable housing as well as affordable office or work space for entrepreneurs (i.e. small businesses and home-based businesses).
- The City of Kenosha should make every effort to ensure that applications for new residential subdivisions, condominiums, and apartments include housing which utilizes a maximum of 30 percent of gross household income for workers in new jobs to be located in the community.
- Encourage higher density development in appropriate areas to encourage more affordable housing.
- Support the use of tax incremental financing (TIF) districts to encourage redevelopment of under-used and blighted areas for affordable housing.

Programs:

- The City of Kenosha should consider developing a model *density bonus ordinance* and model *PUD accessory apartment*, and *live-work unit ordinances* for consideration that are designed to increase the number of affordable housing units.
- Establish a residential development monitoring system which tracks the number of new housing units added by type and cost within the City of Kenosha annually and share the results with the Plan Commission and Common Council on an annual basis.
- Support housing programs that provide grants or low-interest loans to renovate older homes that are in disrepair or do not meet lead-safe standards, or assist low-income households to achieve home ownership.
- Encourage the home-sharing program, which allows single-family homeowners, typically older residents, to rent a room to another person for money or help around the residence.
- Consider incentives such as reducing or waiving application and impact fees, streamlining the permit process and providing density bonuses for all proposed subdivisions that include and demonstrate affordable and/or senior housing that are reviewed under the Land Division Ordinance.
- Work with State and Federal officials to encourage adequate funding for financial assistance programs for affordable housing.
- Support and consider expanding the City of Kenosha Housing Authority programs, including the Welfare-to-Work Housing Choice Voucher and the Family-Self-Sufficiency in the City of Kenosha.
- Consider requiring that a certain percentage of affordable housing units be provided in new residential development at or above a certain size, for example 50 or more units within a period of five (5) years.

Aging and Disabled Population Issue

While the number of City of Kenosha residents in all age categories[30] is expected to increase by the year 2035, the percentage of residents in the 65 years of age and older age category is projected to increase due to the aging of the "baby boom" generation. This shift in population distribution may create a corresponding shift in the housing needs of City of Kenosha residents. Additional smaller homes on smaller lots, town homes, multi-family condominiums, multi-family apartments, independent senior living communities, assisted living communities, nursing homes, RCACs, and CBRFs may all be needed to provide housing options for the City of Kenosha's aging population. Additional "empty nester" housing, further increasing the demand for smaller single-family homes, town homes, and condos, may also be needed within communities for existing residents who are growing older and would like to move out of relatively large single-family homes into smaller homes with less maintenance and yard work, while remaining in the community.

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[28] *Senior housing, rental or homeownership, linked to universities and colleges where services offered to seniors include auditing classes, library and computer privileges, access to healthcare, use of fitness facilities, discount event tickets, and/or reduced meal prices. The universities or colleges may or may not be involved with the development and operation of the retirement community, while providing such services to residents.*

[29] *Live-work units contain work space that usually occupy more floor area, up to 50 percent of the total floor area of the unit, than a conventional house containing a home occupation, in which the home-based business typically occupies between 10 to 25 percent of the total floor area. Live-work units may contain more types of business activities than a traditional home occupation, such as more parking, traffic, employees, and/or customer visits. Such units may be detached buildings or attached units (especially townhouses) functioning as potential small-business incubators. Units may be rented or owned, including as condominiums, thereby allowing owners to accumulate equity.*

[30] *Age categories include under 20 years of age, 20 to 45 years of age, 46 to 64 years of age, and 65 years of age and older.*

The aging of the population also creates an increasing need for housing that is accessible to disabled persons. In 2000, there were 15,476 people with disabilities residing in the City of Kenosha, about 19 percent of the total population. The age group with the highest percentage of people with disabilities, 39 percent, was the 65 and older group; therefore, it is reasonable to assume that as the population ages over the planning period, the number of residents with disabilities will increase. This issue also relates to the design of affordable housing, since many disabled persons live on fixed incomes. Accessibility for the disabled can be increased by providing homes with wider doors and hallways, step-free level surfaces, locating key rooms on ground or first floor levels, and other features, often referred to as "universal design."

Goals:

- Promote a range of affordable housing choices for Kenosha's aging and disabled population.
- Promote housing options that allow elderly and disabled persons to remain in their homes.

Objectives:

- Increase awareness of the housing needs and preferences of elderly and disabled residents.
- Continue to provide assistance programs for home maintenance.
- Encourage increasing the availability of options to adapt homes to the needs of disabled and elderly people.
- Promote the use of design that allows access and livability for disabled and elderly people in new construction.

Policies:

- Promote Federal, State, and County government housing programs that have the potential to increase the availability of senior oriented housing and housing for people with disabilities, including new construction.
- Kenosha should cooperate with housing agencies to develop methods to collect data regarding the housing needs and preferences of City of Kenosha residents age 60 and older and disabled residents.
- Continue to support services offered by public and private agencies to assist elderly householders with living in traditional housing.
- Support and continue to promote the expansion of transportation and para-transit services for the elderly and disabled.
- Promote programs that provide funds and labor to adapt homes to the needs of disabled and elderly people.
- Promote construction design concepts such as Universal Design[31] and Visitability[32].
- Study the potential to integrate other types of specialty housing, where applicable, such as "cooperative housing", "co-housing", and university- or campus-related housing for seniors, which may also socially support and help seniors and/or persons with disabilities be self-sufficient.
- Support the inclusion of accessory dwelling units where appropriate.
- Encourage the development of nursing homes, community based residential facilities, and other types of assisted living for the elderly and disabled.

Programs:

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[31] *Accessibility for the disabled can be increased by providing homes with wider doors and hallways, level surfaces, and other features, often referred to as "Universal Design."*

[32] *"Visitablity" is a movement to change home construction practices so that all new homes, not just custom built homes, offer a few specific features that make the home easier for people with mobility impairment to live in or visit. Minimum requirements include wide passage doors, at least a half-bath on the first floor, and at least one zero-step entrance approached by an accessible route on a firm surface no steeper than a 1:12 grade from a driveway or public sidewalk.*

- Continue to support non-profit agencies that provide "stay-at-home" services like meal delivery and transportation assistance for the elderly and disabled, including the Kenosha Area Family and Aging Services, Inc.
- The City of Kenosha should continue to construct new homes with Universal Design.
- Incorporate Universal Design requirements into Zoning Ordinances and Building Codes for multi-family residential units.
- Develop and adopt a policy to address the reasonable integration of Community Based Residential Facilities (CBRF's) and Community Living Arrangements (CLA's) in Kenosha's neighborhoods.

Housing Distribution Issue

Housing characteristics in Kenosha are unique. Some areas are fully urbanized and offer water and sanitary sewer services throughout; some are only partially urbanized although services are expanding; some are primarily rural with select areas offering urban services; and some are completely rural, offering no sanitary sewer or water services.

Housing cost is another characteristic that varies. Housing costs that are affordable in one area may not be comparable to those in another area due to variations in land and housing costs and income levels. In addition, neighborhoods may require various types of housing units, densities, and lot sizes. Generally, smaller parcels (10,000 square feet per dwelling unit or less) are the most feasible sites for affordable housing. Such sites typically have lower land costs, and smaller housing unit sizes are often permitted on smaller minimum lot sizes by zoning regulations.

The average household size in the City of Kenosha is projected to decrease to 2.38 persons per household by 2035. A higher percentage of smaller homes may be required to better meet the housing needs of smaller households.

Goal:

- Promote the distribution of a variety of housing structure types and sizes including single-, two-, and multi-family homes for all income and age groups, and household sizes.

Objective:

- Promote an adequate number of affordable housing choices within the City of Kenosha based on local high housing cost burden data as set forth in Table 10-17, page 13.

Policies:

- Promote local plans and ordinances that support the provision of a full range of housing structure types and sizes (single, two-family, and multi-family housing units).
- Encourage the use of flexible zoning techniques to accommodate a variety of housing options. Such techniques include infill development, accessory dwelling units, live-work units, planned unit developments (PUDs), planned development districts (PDDs), traditional neighborhood development (TNDs), and cluster development.

Program:

- Review land uses on the Comprehensive Plan Map on a continuous basis to ensure there is a good distribution of a variety of housing types for all income and age groups, and household sizes.

Fair Housing Issue

Fair housing practices must be followed to ensure all households that potentially want to reside within the City of Kenosha, such as those with workers employed in the City of Kenosha, have the opportunity to do so. Federal and State housing laws make housing discrimination illegal against any individual in a protected class.[33] These

[33] *Protected classes include: race, color, sex, national origin/ancestry, religion, age, disability/handicap, and marital status, lawful source of income, sexual orientation, and family status.*

laws also address a wide range of unlawful housing acts ranging from refusing to rent, sell, insure, construct, or finance housing to printing, publishing, or displaying advertisements or notices that indicate a preference affecting a protected class.

Goal:

- Promote fair housing practices in Kenosha.

Objective:

- Discourage housing discrimination based on protected classes and unlawful acts set forth in Federal and State laws.

Policies:

- Promote awareness of Federal and State fair housing laws among those seeking and providing housing within the City of Kenosha.
- Develop methods to help ensure Federal and State fair housing laws are followed within Kenosha.

Program:

- Kenosha should assist (the State and Federal agency in charge) in distributing educational materials regarding Federal and State fair housing laws. Emphasis should be given to protected classes, unlawful actions, and organizations to contact if an individual believes he or she has experienced housing discrimination, such as the City of Kenosha Housing Authority, Metropolitan Milwaukee Fair Housing Council, the Wisconsin Equal Rights Division, or HUD.

SUMMARY

The first three parts of this chapter provide inventory information on existing housing stock and housing demand information, including an affordable housing needs assessment, a description of government housing programs, and information on policies and ordinances that affect the type of housing permitted in each in Kenosha. The following is a summary of the inventory information:

- There were 36,004 total housing units in the City of Kenosha in 2000. About 60 percent, or 21,388 were owner-occupied and about 29 percent, or 13,023, were renter-occupied. About four (4) percent of the total housing units, or 1,593 units, were vacant.

- The overall vacancy rate in the City of Kenosha was about 4.4 percent in 2000.

- The vacancy rate in Kenosha for owner-occupied units was about 1.3 percent, slightly lower than the minimum vacancy rate of 1.5 percent recommended by HUD. The vacancy rate for rental units was 4.0 percent, which met the HUD guideline of five (5) percent.

- The median value for owner-occupied housing units in the City of Kenosha in 2000 was $108,000.

- In 2007, the median sale price for a housing unit[34] was $169,000; this is an increase of nearly 45 percent from the median sale price in 2000.

- The median monthly housing cost for homeowners with a mortgage in the City of Kenosha was $1,040 in 2000.

- The median monthly housing cost for homeowners without a mortgage in the City of Kenosha was $356 in 2000.

[34] *The median housing unit sale price excludes multi-family units.*

- The median monthly cost for rental housing in the City of Kenosha was $571 in 2000.

- Three bedroom dwellings comprised about 55 percent of the owner-occupied units in the City of Kenosha. Four bedroom dwellings and two bedroom dwellings comprised about 16 percent and 24 percent, respectively, of the owner-occupied units. Dwellings with five (5) or more bedrooms and one (1) or no bedrooms comprised about three (3) percent each of the owner-occupied dwellings.

- Two (2) bedroom units comprised about 47 percent of the rental units in the City of Kenosha. Units with one (1) bedroom or no bedrooms and three (3) bedroom units comprised about 35 percent and 15 percent, respectively, of rental units. Four (4) bedroom units and units with five (5) or more bedrooms comprised about two (2) percent and one (1) percent, respectively, of the rental units in the City of Kenosha.

- In 2000, about 62 percent of housing units in the City of Kenosha were in single-family structures and about 24 percent were in multi-family structures. About 13 percent of units were in two-family structures and about two (2) percent were mobile homes or other types of residential structures.

- The number of residential units in the City of Kenosha increased from 36,162 to 39,712, or by 10 percent, between 2000 and 2006. Although there was an increase in the total number of housing units between 2000 and 2006, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar.

- There were 982 condominium units in the City of Kenosha in 2000 and about 2,225 in 2006, and increase of 127 percent. This is nearly twice the number of new condominium units added from 1990 to 1999 (783).

- The median year homes were built was 1960 for the City of Kenosha.

- Less than one (1) percent of the housing units in the City of Kenosha were rated as "unsound." About 91 percent of the housing units were rated as either "average" or "good," and about two (2) percent of housing units were rated as "poor" or "very poor."

- HUD defines housing affordability as households "paying no more than 30 percent of their income for housing." About 24 percent of households in the City of Kenosha spent over 30 percent of their monthly income on housing costs in 2000. About 5,280 households in the City of Kenosha were either extremely low income or very low income households. About 70 percent of extremely low income households spent over 30 percent of their monthly earnings on housing costs. About 51 percent of very low income households spent over 30 percent of their monthly earnings on housing costs. An extremely low income household could afford monthly housing costs of no more than $314.

- In 2006, the fair market rent for a one (1) bedroom apartment in Kenosha County was $596; for a two-bedroom apartment, it was $739.

- Based on the HUD recommended affordable housing standard of paying no more than 30 percent of gross monthly income for housing costs, the minimum annual household income needed to afford a median priced home in 2006 ($168,500) was $61,858, or $5,155 per month. A household earning the median household income in 2006 ($54,989 annually), could afford about a $145,000 house.

- About 28 percent of households in the City of Kenosha, or 9,695 households, experienced a housing problem in 2000. About 24 percent of households, or 8,320 households in the County, experienced a housing cost burden.

- In 2000, the median percentage of monthly income spent on housing costs in the City of Kenosha by owner--occupied households with a mortgage was about 21 percent. The median percentage spent by owner-occu-

pied households without a mortgage was about 13 percent and the percentage spent by renter-occupied households was about 25 percent.

- About 15,476 persons ages five (5) and older, or about 17 percent of City of Kenosha residents, reported having a disability in 2000. The 65 and over age group had the highest percentage of people reporting a disability, at about 39 percent or 4,087 residents. About 17 percent of residents ages 21 to 64, or 9,368 people, reported having a disability and about nine (9) percent of people ages five (5) to 20, or 2,021 people, reported having a disability.

- Agencies involved in administering housing programs include the City of Kenosha Housing Authority; the Wisconsin Department of Commerce Division of Housing and Community Development (DHCD); the Wisconsin Housing and Economic Development Authority (WHEDA); and the U.S. Department of Housing and Urban Development (HUD).

- Zoning ordinances for the City of Kenosha includes a variety of single-, two-, and multi-family residential zoning districts as well as for mobile homes.

- The smallest minimum lot sizes in the single-family residential zoning districts of the City of Kenosha is 5,000 square feet. The largest lot size for single-family districts in City of Kenosha ordinances is 40,000 square feet, or just under one acre.

- Existing building setback requirements in the City of Kenosha range from a setback of 15 to 65 feet for front/street yards, five (5) to 25 feet for side yards, and five (5) to 30 feet for rear yards. The cost of housing units typically increases for larger building setbacks, since additional lot area and linear feet of public sanitary sewer and water supply lines, as well as pavement surface areas (i.e. pathways and driveways), are then installed.

- The City of Kenosha Zoning Ordinance does not specify minimum floor area requirements; minimum floor area requirements are set on a case by case basis based on lot size and setback requirements.

- The City of Kenosha uses planned unit development (PUD) zoning regulations to alter minimum lot size, frontage, and yard requirements, provided that adequate open space is set aside so that the average residential density of the PUD is no greater than that permitted in the underlying district. PUD regulations limit the uses allowed in the PUD to the uses permitted in the underlying zoning district (for example, if the PUD is applied to a single-family residential zoning district, only single-family homes can be built within the PUD).

- The City of Kenosha Zoning Ordinance specifically allows Traditional Neighborhood Development as a type of flexible zoning technique.

- The zoning ordinance does not allow for accessory apartments or live-work units.

- About 11,586 housing units should be added to the existing housing stock in the City of Kenosha to meet the projected housing demand by the plan design year of 2035.

- Based on SEWRPC's regional land use plan, the average household size in the City of Kenosha is expected to decline between 2000 and 2035 from 2.54 to 2.38 persons per household. This trend in declining household size has been experienced in the County and throughout the United States since the 1950's and is anticipated to continue into the future.

- The number and percentage of residents in the 65 years of age and older age category is projected to increase in 2035. This shift in population distribution may create a corresponding shift in the housing needs of City of Kenosha residents. The aging of the population also creates an increasing need for housing that is accessible

to disabled persons. In 2000, there were 15,476 people with disabilities residing in the City of Kenosha. The age group with the highest percentage of people with disabilities, about 39 percent, was the 65 and older group.

Part 4, page 43, of the Chapter sets forth goals, objectives, policies, and programs intended to provide an adequate housing supply to meet existing and projected housing demand, including a range of housing choices to meet the needs of all income levels, age groups, and persons with special needs. An adequate amount of housing is provided by the private market for households earning the median income or above. The housing element recommendations therefore focus on providing housing for households that earn less than the median income, housing for an aging population, including "empty nester" housing, and housing for people with disabilities.

Housing recommendations for City of Kenosha consideration are included under each housing issue.

* * * * *

CHAPTER 11

TRANSPORTATION ELEMENT

INTRODUCTION

The Transportation 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) (c) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the City of Kenosha. Under the comprehensive planning law, the Transportation Element should incorporate State and Regional transportation plans, and compare City of Kenosha goals, objectives, policies, and programs to those of State and Regional transportation plans.

Modes of transportation addressed in this element include:

- Public transit
- Transportation for persons with compromised mobility and transit-dependent users
- Arterial streets and highways
- Collector and land access streets
- Bicycle and pedestrian facilities
- Railroads
- Air transportation
- Trucking
- Water transportation

In addition, the following comprehensive planning goals related to the Transportation Element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:[1]

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structure.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent citizens and persons with disabilities.

The following section describes transportation goals, objectives, policies, and programs through the plan design year of 2035. Appendix 11-1 provides a brief description of transportation funding programs currently available to the City of Kenosha, which can facilitate the provision of various modes of transportation in Kenosha. An inventory of existing transportation facilities and services is presented in Chapter 4.

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

TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth transportation goals and objectives through the plan design year of 2035. Policies, which are steps or actions to achieve transportation goals and objectives; and programs, which are projects or services intended to achieve transportation policies, are also identified. Goals and objectives were developed using the transportation data inventoried in Chapter 4 and the general planning issue statements and goals and objectives related to transportation identified in Chapter 7. The sources of public input reviewed to identify the transportation issues to be addressed by the goals, objectives, policies, and programs set forth in this element were:

- Kenosha County Café SWOT Analysis
- Applicable State, regional, and County transportation plans
- Planning goals, objectives, principles, and policies from County and local plans
- Input from the nine local comprehensive plan informational meetings
- Public comments obtained via the Kenosha County comprehensive planning website and e-mails

Transportation Issues
The general transportation issues identified in Chapter 7 include improving transit services and accessibility, and providing a variety of transportation choices are considered important to Kenosha residents, particularly in light of the changing age structure of the population and energy concerns. Participants in the visioning process placed a high emphasis on improving public transit services, including the expansion of bus service and the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail as one of the top opportunities for Kenosha. Participants also expressed a desire to expand alternative modes of transportation, including the addition of more bike paths and lanes and providing pedestrian access to open space. Concerns about increased traffic congestion due to development were also expressed.

Overall Transportation Goal and Objectives

Goal:

- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.

Objectives:

- Expand and enhance alternative modes of transportation, including public transit services, to meet the needs of transit-dependent elderly citizens and persons with disabilities.
- Maintain and enhance existing transportation infrastructure consistent with the Regional Transportation System Plan.
- Provide opportunities for walking and bicycling to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- Encourage development patterns and designs with transportation infrastructure that minimizes environmental and aesthetic impacts.

Further analysis of public input received during the comprehensive planning process and the transportation facilities and services data inventoried in Chapter 4 refines the general transportation issue into the following more specific transportation issues:

- Multi-Modal Transportation System Issue
- Transit Issue
- Transportation Services for the Elderly and Persons With Disabilities Issue
- Bicycle and Pedestrian Facilities Issue
- Airport Issue
- Inter-regional Transportation Issue
- Streets and Highways Issue

Recommendations have been developed to address each of the transportation issues through the identification of goals, objectives, policies, and programs.

Multi-Modal Transportation System Issue

Public and Advisory committee input has strongly favored providing a variety of transportation choices to meet the needs of all income, age, and special needs groups in the City of Kenosha. This input supports the vision of the Regional Transportation System Plan, which is:

> *"A multi-modal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of residents and support and promote expansion of the City of Kenosha's economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the natural environment, minimizing disruption of both the natural and man-made environment, and serving to support implementation of the regional land use plan and minimizing the capital and annual operating costs to the transportation system."*

The Transportation Development Objectives from the 2035 Regional Transportation System Plan are supported by this committee as well. The objectives state that a multi-modal transportation system:

1. Through its location, capacity, and design, will effectively serve the existing regional land use pattern and promote the implementation of the Regional Land Use Plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.
2. Is economical and efficient and best meets all other objectives while minimizing public and private costs.
3. Provides appropriate types of transportation needed by all residents of the Region at an adequate level of service; provides choices among transportation modes; and provides inter-modal connectivity.
4. Minimizes disruption of existing neighborhood and community development, including adverse effects upon the property tax base.
5. Serves to protect the overall quality of the natural environment.
6. Facilitates the convenient and efficient movement of people and goods between component parts of the Region.
7. Reduces accident exposure and provides for increased travel safety.
8. Minimizes the amount of energy consumed, especially non-renewable energy sources such as fossil fuels.

Source: SEWRPC.

The City of Kenosha Transportation Element incorporates the goals, objectives, policies, and programs recommended under a number of transportation issues to develop a multi-modal transportation system to serve the anticipated land use development pattern recommended in the Land Use Element; meet the current and projected transportation needs of all residents in an efficient and equitable manner; and encourage implementation of the vision and objectives of the Regional Transportation System Plan.

Goal:

- Provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent residents, persons with disabilities, and the elderly.

Objectives:

- Support creation of a Regional Transit Authority (RTA) and provision of dedicated funding for public transit services.
- Work to ensure consistency between State, Regional, County, and local land use and transportation plans so that the transit services, bicycle and pedestrian facilities, and the arterial street and highway network are appropriately sized and located to serve residents.
- Develop methods to promote interconnection between all transportation modes and systems available within the County and the Region.

Policies:

- Consider each transportation issue developed under the Kenosha Transportation Element to be an important element when programming and budgeting for transportation improvements.
- Continue to develop and invest in the streetcar, as appropriate, to support density in the core City of Kenosha area.

Programs:

- Implement the policies and programs set forth under each transportation issue of the Kenosha Transportation Element, subject to the availability of funding.
- Support policies and programs that promote the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail.
- Continue to help develop and support implementation of the Wisconsin Department of Transportation's *Connections 2030*[2] plan, the Regional Transportation System Plan, the County Jurisdictional Highway System Plan, and county and transit development plans.
- Continue to encourage or sponsor transportation-related events such as "Walking School Buses," Bike to Work weeks, and "Try Transit" days (free rides) to encourage residents to use alternative means of transportation.
- Work with school districts to encourage walking and biking to schools through methods such as the Safe Routes to School program.
- Provide technical assistance to employers interested in establishing programs to encourage commuting by transit, carpooling, biking, or walking, or by telecommuting from home.
- Continue to develop joint marketing strategies between the Kenosha Area Transit, Western Kenosha County Transit, and the Metra.
- Prepare and implement City of Kenosha neighborhood plans, small area plans, and bicycle and pedestrian plans to provide a coordinated system of bicycle and pedestrian trails, collector streets, and local land access streets.
- Upgrade transit and Metra station for multi-modal use.

Transit Issues

Fixed-route urban public transportation in Kenosha consists of the Kenosha Area Transit; the Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines, Inc. which currently includes one route that operates between downtown Kenosha, Racine, and Milwaukee; and the Metra, which offers commuter rail service between the City of Kenosha and Chicago.

Concerns have been expressed regarding the need for more equitable funding of transit services, so that taxpayers have access to transit services they help fund. Establishment of a permanent Regional Transit Authority (RTA) to provide regional management and funding of transit services would be one option to help assure that all residents have access to public transit, appropriate for their area (urban or rural), with connections to other components of the transit system.

A variety of transportation choices, including the potential development of a Kenosha-Racine-Milwaukee (KRM) commuter rail service and expanded bus service, were identified as important to the quality of life and economy for the City of Kenosha in the SWOT analysis, Kenosha Café, and in other forms of public input gathered during the planning process. The Land Use Element addresses this need, in part, through compact land use development patterns and development concepts, such as transit oriented developments (TOD), which are conducive to the use of public transit.[3] The recommendations of the Regional Transportation System Plan, which connect medium and high density areas of the Region to the Region's major activity centers, have been incorporated into the Transportation Element to efficiently serve the anticipated land use development pattern recommended in the Land Use Element. This element also incorporates the recommended transit service improvements set forth in the

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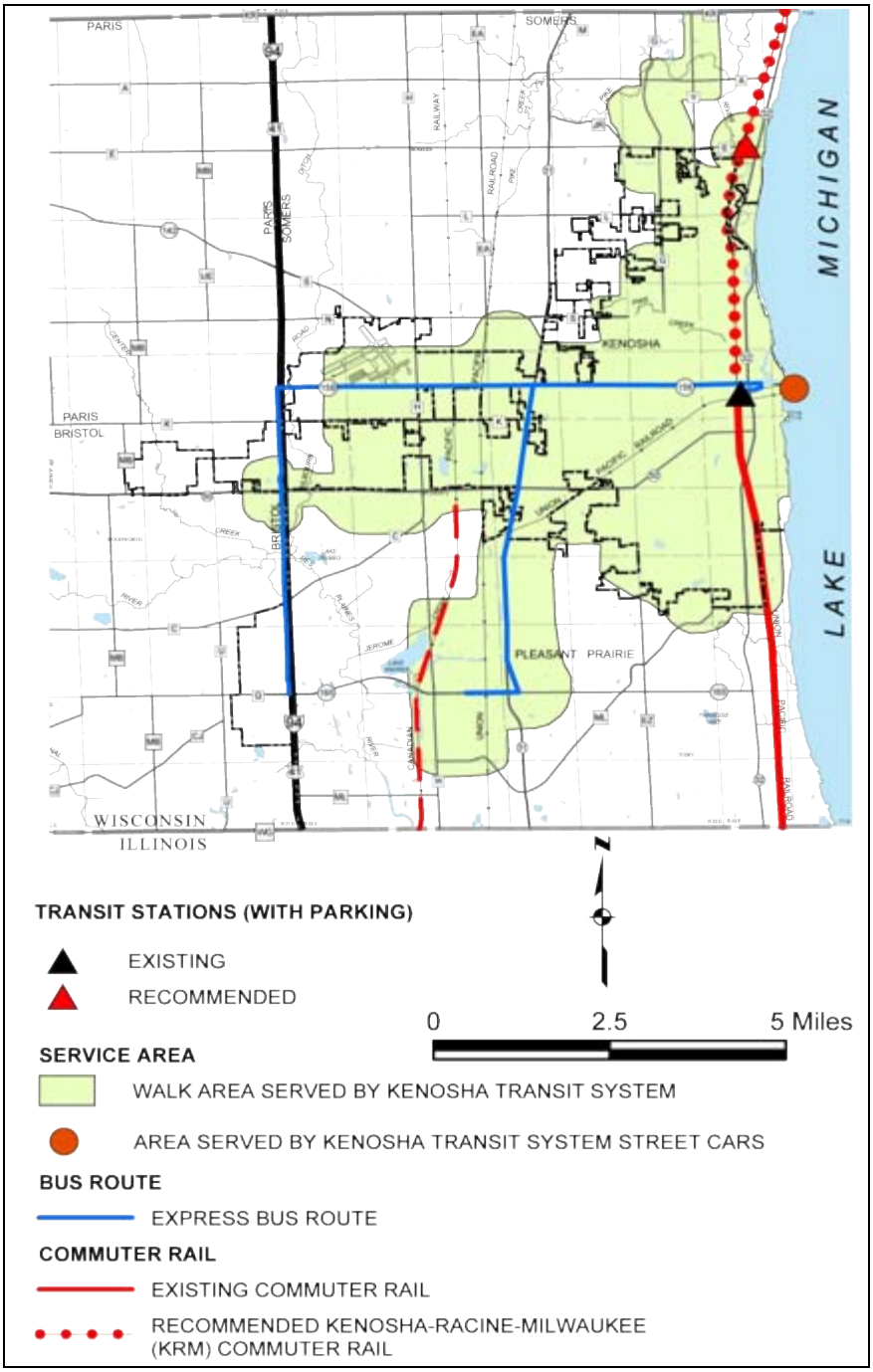
[2] *WisDOT is developing a long-range transportation plan for the State entitled* Connections 2030. *The plan will address all forms of transportation in the State over a 25-year planning period, including highways, local streets, air, water, rail, bicycle, pedestrian, and transit. The overall goal of the plan is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects. A draft plan was released by WisDOT in November 2008.*

[3] *An urban area with a residential density of at least four dwelling units per acre is considered capable of supporting transit.*

Kenosha County transit system development plan[4], with the modifications made by the 2035 Regional Transportation System Plan. The Public Transit Element of the Regional Transportation System Plan is shown on Map 11-1.

MAP 11-1

PUBLIC TRANSIT ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

[4] *The* Kenosha Area Transit System Development Plan: 1998-2002 *is currently being updated. The anticipated publication date is 2009. Modifications to the existing plan are reflected in this Chapter.*

The Public Transit Element of the Commission's adopted Regional Transportation System Plan for the year 2035 recommends improved and expanded rapid transit connections from eastern Kenosha County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service in eastern Kenosha County, focusing on the City of Kenosha. Implementation of the recommendations set forth in the Transit Element will result in a doubling of transit service Region-wide over the plan design period, including a 204 percent increase in rapid transit revenue vehicle-miles, a 59 percent increase in local transit revenue vehicle-miles, and the institution of new express transit services. These increases will provide for enhanced transit service levels on the City of Kenosha Area Transit System (KATS), including more attractive peak and non-peak service frequency levels and faster connections to employment centers located along STH 31 in eastern Kenosha County and in both Racine and Milwaukee Counties. The plan also identifies the potential to upgrade rapid and express bus services to guide transit services, including from Kenosha through eastern Kenosha County to downtown Milwaukee. The specific long-range plan recommendations for Kenosha County include the following:

- *The provision of rapid transit service between eastern Kenosha County and the Milwaukee Central Business District (CBD).* The plan envisions a new commuter rail line passing through eastern Kenosha County over tracks owned by the Union Pacific Railroad and providing service between Kenosha and downtown Milwaukee. As shown on Map 11-2, page 7, this new service would connect with the existing Metra service which ends in Kenosha and serves the Chicago area. The new commuter rail route would be designed to provide bi-directional service to allow Kenosha County residents to travel to jobs in Milwaukee County, as well as travel by residents of Milwaukee and Racine Counties to jobs in Kenosha County and Northeastern Illinois. Connections would also be available via local and express bus services to major employment centers in eastern Kenosha County and around the IH 94-STH 50 freeway interchange.

- *The provision of express bus service between downtown Kenosha and commercial and industrial development in eastern Kenosha County.* The express routes would directly serve various industrial, office, and commercial developments including the Business Park of Kenosha, the LakeView Corporate Park, and the IH 94 and STH 50 interchange area.

- *Local transit service improvements on the City of Kenosha transit system*, including extending service throughout the Kenosha urbanized area; increasing the frequency of local service on weekdays to between 15 and 30 minutes during peak periods and to 30 minutes during the middle of the day, and on Saturdays to between 30 and 60 minutes; extending service periods on weekdays and Saturdays to at least 10:30 p.m. at 60-minute intervals; and adding Sunday service at 60-minute intervals. Existing local City of Kenosha bus routes would be modified and new shuttle bus routes created to connect with the KRM commuter rail line to take passengers to and from the industrial, office, and commercial developments identified above.

- *Increase the use of the streetcar* as a development and transportation tool for the core area of the City of Kenosha.

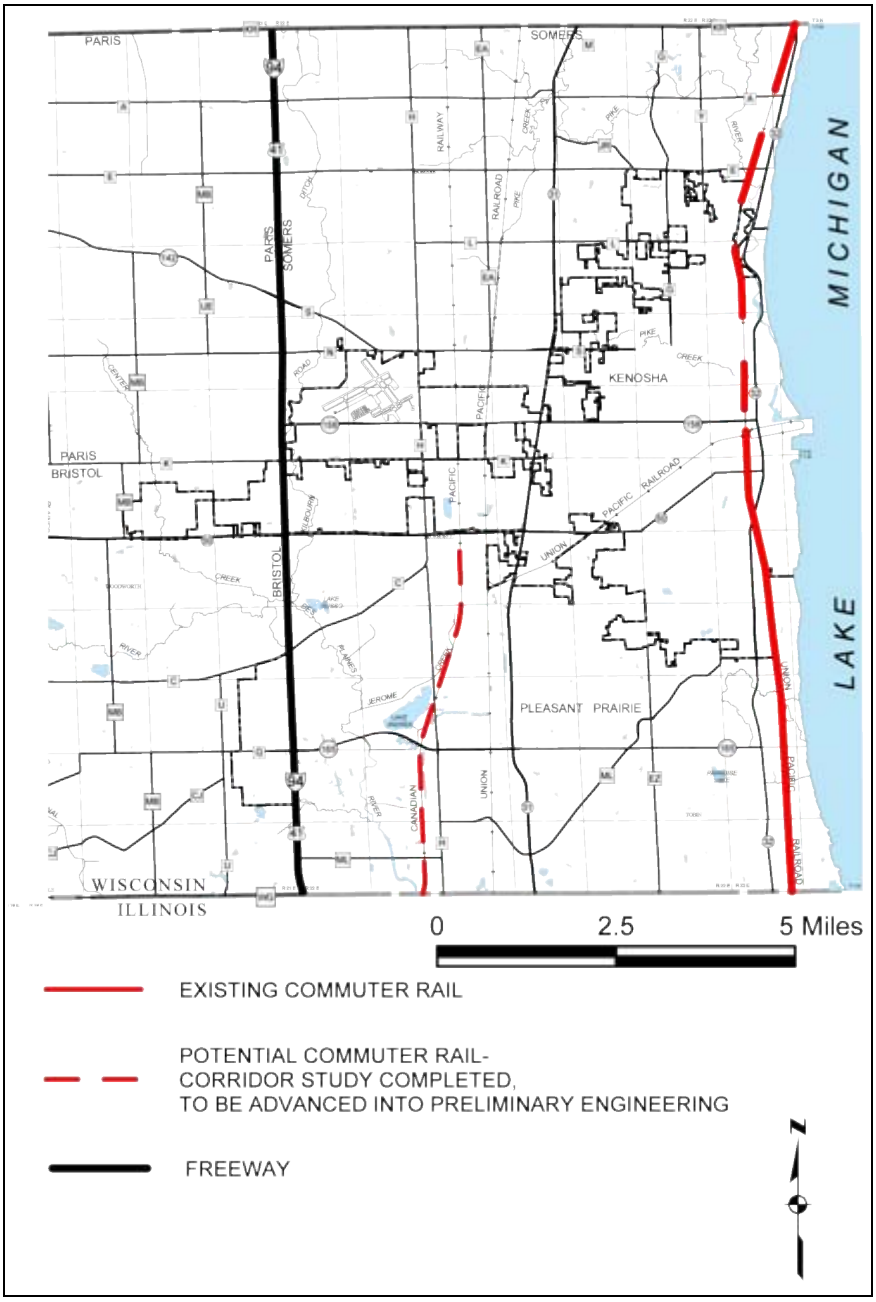
SEWRPC prepares a short-range transit plan for each transit operator which refines the recommendations of the Regional Transportation System Plan and provides recommendations to be considered for implementation over a five-year period. The 2010-2014 transit development plan (TDP) for the City of Kenosha transit system is the most recent TDP for the Kenosha area, and is in the process of being updated by SEWRPC and the City of Kenosha.

Goal:

- Provide for a public transportation system in Kenosha that efficiently serves City of Kenosha residents and businesses and the anticipated land use development pattern set forth on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035), where economically feasible.

MAP 11-2

RECOMMENDED COMMUTER RAIL SERVICE IN KENOSHA-RACINE-MILWAUKEE CORRIDOR



Source: SEWRPC.

Objectives:

- Encourage land use development patterns that can be efficiently served by public transportation, such as Transit-Oriented Development,[5] where applicable, shown on Figure 11-1, page 8.
- Encourage new transportation options that relieve congestion and reduce fuel consumption.

[5] *Transit-Oriented Development (TOD) refers to a compact, mixed-use development whose internal design is intended to maximize access to a transit (bus or rail) stop located within or adjacent to the development. Commercial uses and medium- to high-density residential uses are located near the transit stop, and the layout of streets and sidewalks or pedestrian pathways provides convenient walking and bicycling access to the transit stop.*

- Provide cost-effective public transportation options to all residents of Kenosha, including transit-dependent residents.
- Promote a strong economy within the City of Kenosha through an efficient public transportation system.
- Promote the establishment of the KRM commuter rail.
- Support continued operation of the Kenosha Area Transit and the METRA Commuter Rail System.
- Consider transit service and accessibility for all major development projects in Kenosha.

FIGURE 11-1

EXAMPLE OF A NEIGHBORHOOD DEVELOPMENT PLAN INCORPORATING TRANSIT-ORIENTED DESIGN PRINCIPLES

Source: Vandewalle & Associates and SEWRPC.

Policies:

- Integrate the Regional Transportation System Plan and applicable capital improvement programs.
- Ensure the Kenosha Area Transit meet the Public Transit Service Standards set forth in the Regional Transportation System Plan and the needs of Kenosha residents and businesses.
- Increase connectivity between the Kenosha Area Transit, Western Kenosha County Transit, Wisconsin Coach Lines intercity route, and the Metra rail.

Programs:

- Review the recommended transit service improvements set forth in the forthcoming Kenosha Area Transit System Development Plan 2010-2014 and subsequent updates and implement desired recommendations.

- Continue to improve public transportation for persons with disabilities and the elderly to increase access to jobs and community activities.
- Expand the park-ride lot (transit station with parking as shown on Map 11-1, page 5) located at the Kenosha Station to accommodate additional ridership and parking, subject to the availability of funding.
- Promote the location and design of public transit stops to minimize walking distance to and from major trip generators, to provide protection from inclement weather, and to promote convenient access to feeder bus service where appropriate.
- Allocate a mix of residential, industrial, and commercial land use categories identified on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by public transit.
- Develop educational materials regarding TODs for local promotion.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Support the development of joint marketing strategies between the Kenosha Area Transit and other transportation service providers, including the Western Kenosha County Transit System, the Metra, and Wisconsin Coach Lines.
- Encourage making buildings more accessible to transit users (and other pedestrians) by locating buildings closer to the street.

Transportation Services for the Elderly and Persons with Disabilities Issue

The need for transportation options and connectivity between transportation services within Kenosha and neighboring Counties will increase as the number of City of Kenosha residents aged 65 and older increases and transportation options such as public transportation are relied on for access to destinations of necessity such as health care, and to reduce isolation and provide opportunities for education, recreation, entertainment, volunteering, and employment. Public transportation options will be relied upon by persons with disabilities, as well as other transit-dependent users such as low-income households, and must be suited to meet their transportation needs in an efficient and equitable manner.

In accordance with the requirements of the Americans with Disabilities Act of 1990, para-transit service for persons with disabilities should be available to complement the fixed – route bus and demand responsive public transit services provided within the City of Kenosha. In addition to the major public transportation systems that are equipped to transport the disabled, para-transit services for persons with disabilities and the elderly in the City of Kenosha are currently provided by the Kenosha Achievement Center, Inc. (KAC) through the "Care-A-Van" program and Kenosha Area Family and Aging Services, Inc. (KAFASI) through the "Volunteer Escort Service". The service hours and frequency of these services may need to be increased as the elderly population of the City of Kenosha increases over time to ensure efficient and equitable transportation choices are available to persons with disabilities and the elderly. Steps to increase connectivity between different modes of transportation, such as the two public bus transit systems, the Wisconsin Coach Lines bus rapid transit route, and the Metra commuter rail should also be addressed. Infrastructure design such as bus stop location and accessibility should be taken into consideration to increase access to the Wisconsin Coach Lines bus rapid transit route for persons with disabilities and the elderly.

Goal:

- Provide transportation services for persons with disabilities, the elderly, and other transit dependent users.

Objective:

- Ensure efficient and cost-effective public transportation options are available to persons with disabilities and the elderly, as well as other transit dependent riders.

Policies:

- Increase connectivity between the Kenosha Area Transit, the Western Kenosha County Transit, the Pleasant Prairie Discovery Bus, the Wisconsin Coach Lines bus rapid transit route, and the Metra commuter rail.
- Ensure all transit stops are readily and conveniently accessible to persons with disabilities and the elderly.

- Encourage the location and design of public transit stops to minimize walking distance to and from major trip generators, to provide protection from inclement weather, and to promote safe and convenient access for persons with disabilities and elderly residents, as well as other transit dependent users.

Programs:

- Continue operation of transportation services for persons with disabilities and elderly residents through operation of the Care-A-Van, Volunteer Escort, and similar programs.
- Update the Kenosha County Public Transit and Human Service Transportation Coordination Plan as needed to provide transportation services to persons with disabilities in the City of Kenosha and remain eligible for Federal Transit Administration (FTA) programs .
- Study the development of a transportation service outreach program designed for persons with disabilities and the elderly. Materials, schedules, brochures, and advertising should be designed with consideration to the changing cognitive abilities and visual acuity of the elderly. Organizations such as Badger Association for the Blind and Visually Impaired could be consulted to provide guidance.
- Continue to support and encourage the Kenosha County Division of Aging and Disability Services to improve transportation access and resources for persons with disabilities.
- Investigate current, successful transportation programs for persons with disabilities and the elderly, such as the Independent Transportation Network[6], that would be appropriate for Kenosha and complement existing transportation programs.
- Develop a program to gather information on desired services and transportation needs that are not being met by existing transit and transportation systems for persons with disabilities and the elderly as well as other transit dependent riders relying on transit services. Include seniors, persons with disabilities, and other transit dependent users in the planning of program development.
- Study allowing the use of personal vehicles, such as electric personal assistive mobility devices, on trails for the elderly and persons with disabilities.

Bicycle and Pedestrian Facilities Issue

The Transportation Element is intended to provide for safe accommodation of bicycle and pedestrian travel, encourage bicycle and pedestrian travel as an alternative to personal vehicle travel, and to provide a variety of transportation choices. The compact land use development pattern envisioned under the Land Use Element is conducive to bicycle and pedestrian facilities and connectivity, and encourages the addition of bicycle lanes and pedestrian facilities such as sidewalks. In addition, residential development concepts encouraged through the Land Use Element, such as conservation subdivisions, can be designed with pedestrian access to open space amenities that are preserved as part of the development. Figure 11-2, page 11, shows an example of a conservation subdivision layout with pedestrian access to open space and connections to a trail network.

The bicycle and pedestrian element of the regional transportation plan support the type of bicycle and pedestrian facilities and connectivity envisioned by Kenosha County. The bicycle and pedestrian facility element of the regional plan is intended to promote safe accommodation of bicycle and pedestrian travel, and to encourage bicycle and pedestrian travel as alternatives to motor vehicle travel. The regional plan recommends that bicycle accommodation be provided on all arterial streets, except freeways, as those streets are constructed or reconstructed, or, where appropriate, resurfaced. Bicycle accommodation could include marked bicycle lanes, widened outside travel lanes, widened shoulders or separate bicycle paths. The bicycle way system element of the 2035 regional transportation system plan for Kenosha County is shown on Map 11-3, page 12. The regional plan recommends that local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan.

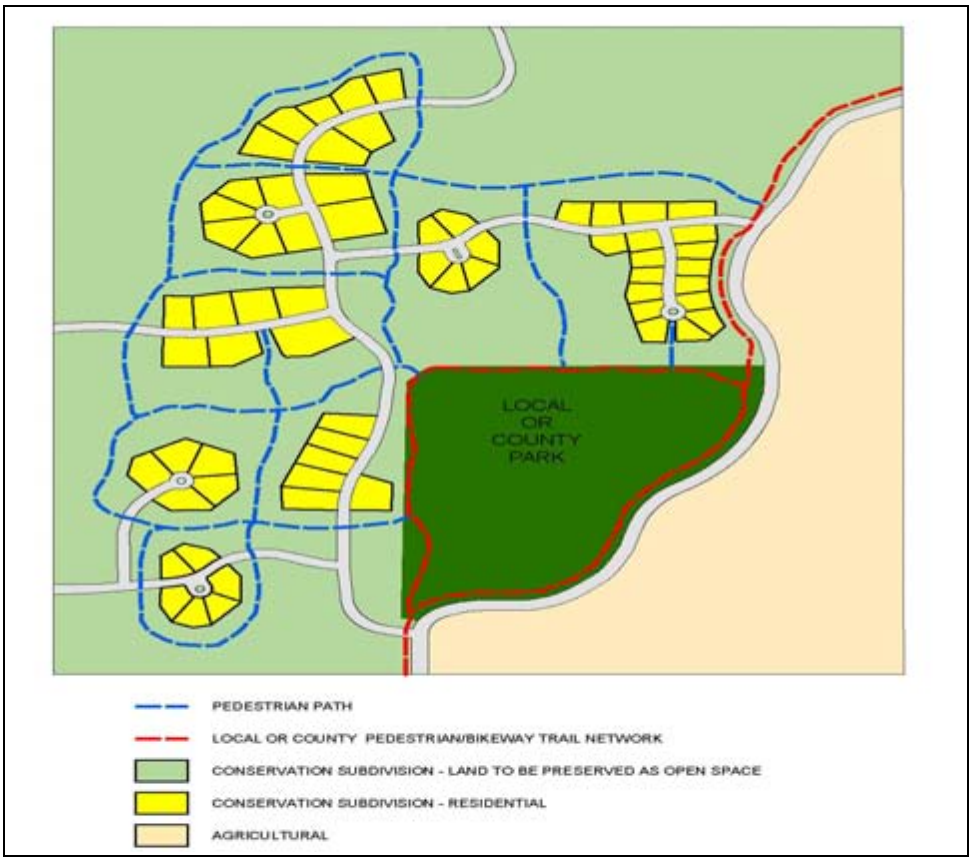
The City of Kenosha has adopted a bicycle plan as shown on Map 11-4, page 13, that further refined the Regional Plan. Developed in 2005, the *City of Kenosha Bicycle and Pedestrian Facilities Plan* provides a blueprint for improving the pedestrian and bicycle routes in the City of Kenosha for the purposes of improving safety; meeting increased needs of bicyclists and pedestrians, particularly in the wake of new development; improving the clarity

[6] *The Independent Transportation Network (ITN) is a non-profit, membership organization dedicated to helping seniors (65 years of age and older) and people with visual impairments with their transportation needs. The ITN transports these community members 24 hours a day, seven days a week anywhere within an ITN service area using private automobiles and both volunteer and paid drivers. The ITN currently operates in cities throughout the Country.*

and sense of route marking; and providing an understanding of the laws, rights, and responsibilities of bicyclists, pedestrians, and motorists. Existing bikeways in Kenosha County are inventoried in Chapter 4, while existing and recommended bicycle ways identified by local governments as of 2008 is now on Map 11-5, page 14.

FIGURE 11-2

PEDESTRIAN ACCESS TO OPEN SPACE IN A CONSERVATION SUBDIVISION



Source: SEWRPC.

The pedestrian facilities portion of the Bicycle and Pedestrian Element of the Regional Transportation Plan is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities adopt and follow recommended standards with regard to the development of those facilities, particularly within urban neighborhoods. The regional plan provides standards for sidewalks. The City of Kenosha meets or exceeds the regional recommendations.

Goal:

- Provide for bicycle and pedestrian facilities in Kenosha that safely and efficiently serve the anticipated land use development pattern set forth on Map 9-6 in Chapter 9, (Kenosha Land Use Plan Map: 2035).

Objectives:

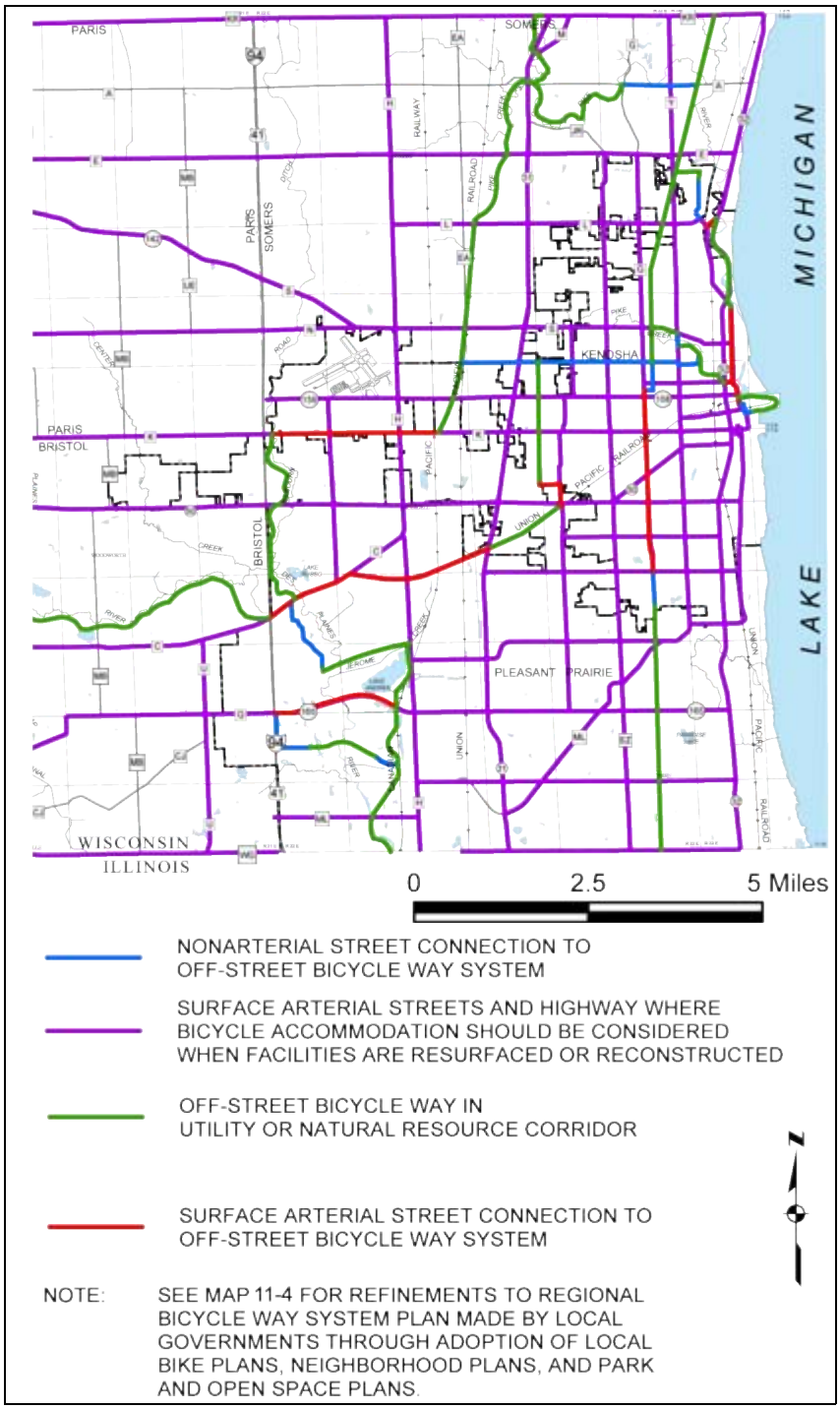
- Promote options for bicycle and pedestrian travel as an alternative to personal vehicle travel.
- Provide opportunities for walking and bicycling as part of everyday planning to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- Maintain and enhance existing transportation infrastructure to include bicycle and pedestrian facilities consistent with the Regional Transportation System Plan.
- Encourage development patterns with transportation infrastructure that minimizes environmental impact, relieves congestion, and reduces fuel consumption and air pollution.

Policies:

- Provide bicycle facilities in local plans that refine the regional plan.
- Provide sidewalks or pedestrian pathways in developed areas.

MAP 11-3

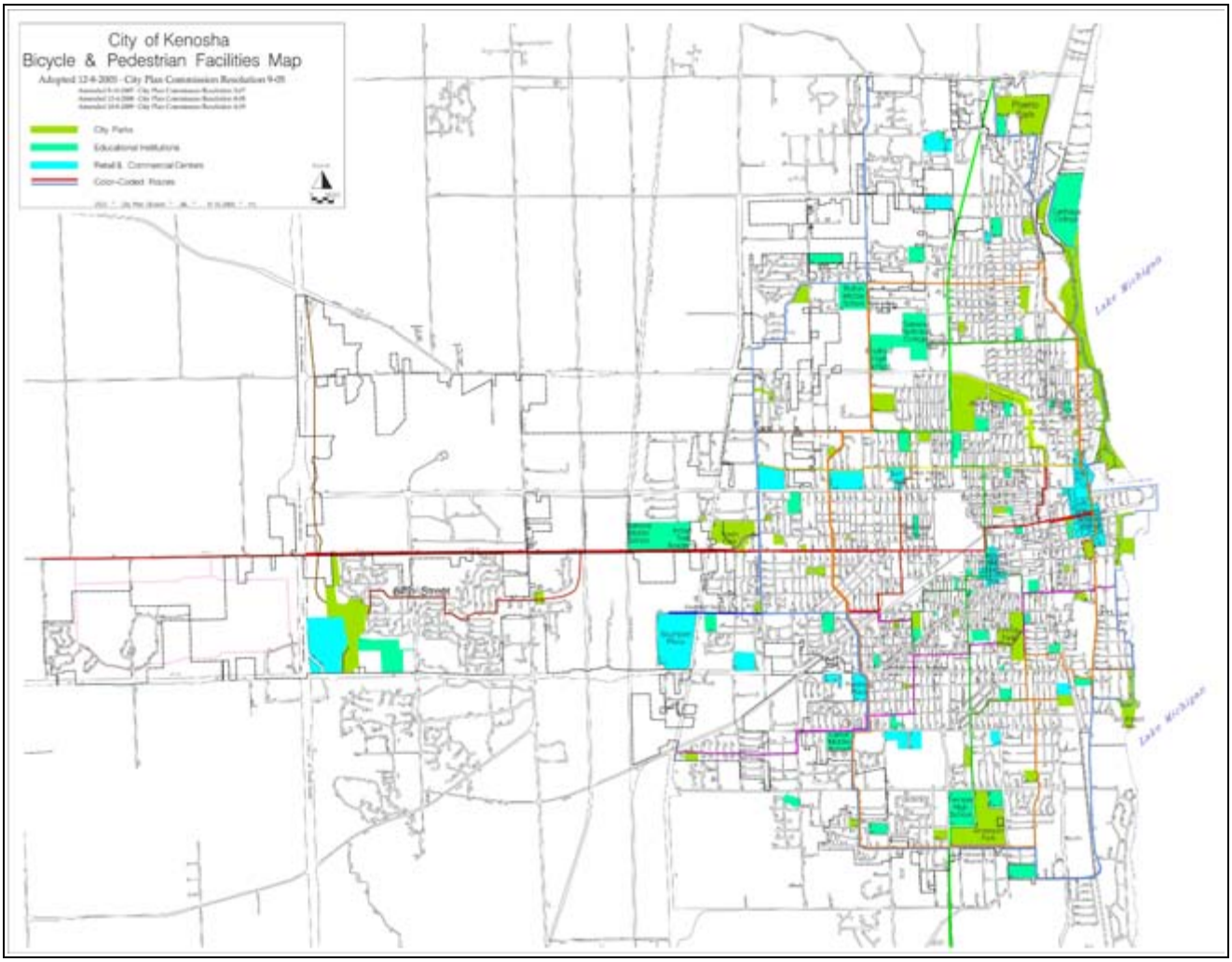
BICYCLE WAY SYSTEM ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO EASTERN KENOSHA COUNTY



Source: SEWRPC.

MAP 11-4

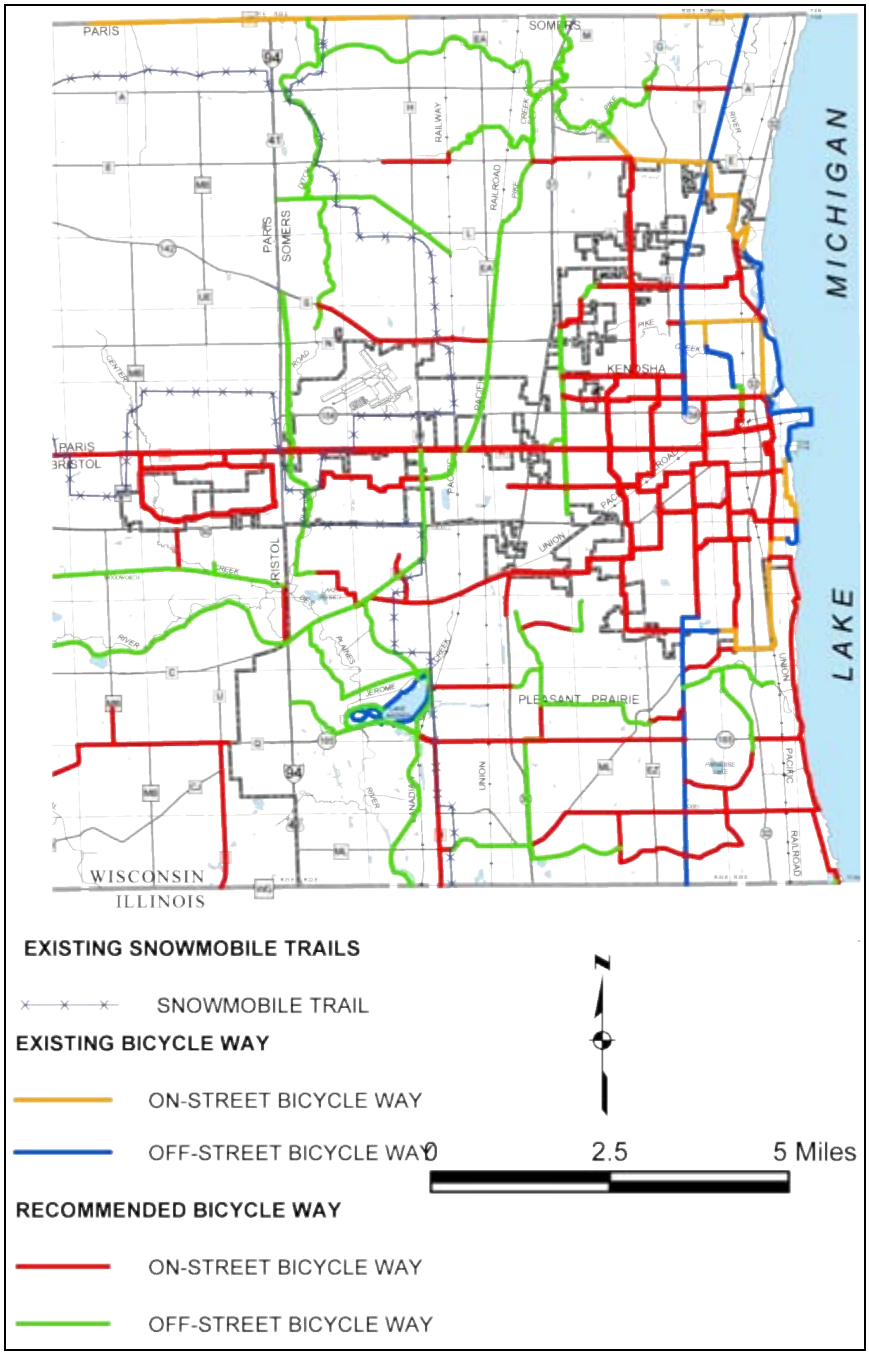
CITY OF KENOSHA BICYCLE & PEDESTRIAN FACILITIES MAP



Detailed maps are available at: http://www.kenosha.org/departments/development/pdf/BikeTrail.pdf

MAP 11-5

EXISTING AND RECOMMENDED BICYCLE WAYS IDENTIFIED IN COUNTY AND LOCAL GOVERNMENT PLANS AND OTHER EXISTING TRAILS: 2008



Source: Local Governments, Kenosha County, and SEWRPC.

Programs:

- Continue to accommodate bicycle travel on arterial streets and highways through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths in conformance with the Regional Transportation System Plan.
- Identify "missing links" or opportunities to provide additional links to connect local bikeways and activity centers to the existing bicycle/pedestrian path network.
- Continue to study and identify funding sources to expand the existing bicycle/pedestrian path network to provide connections between urban centers and significant natural features and park and open space amenities, such as the Chiwaukee Prairie, Lake Michigan, and County and major parks.
- Continue to determine specific locations for bike and pedestrian trails and identify potential links to existing trails in Kenosha County, trails in adjacent counties, and a potential east-west trail in the County.
- Allocate a mix of residential, commercial and industrial land use categories identified on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by bicycle and pedestrian facilities.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Work with non-governmental organizations (NGOs) to raise public awareness of bicycle and pedestrian transportation facilities related issues such as safety concerns, increased public health benefits, and the environmental impacts of increased bicycle and pedestrian travel.
- Work with school districts, local governments, and the State to develop Safe Routes to School programs in the City of Kenosha and adjacent other communities,[7] including continuing to support the program under development for the Kenosha Unified School District.
- Develop methods to incorporate desirable policies included in State long-range transportation planning efforts, including WisDOT's *Connections 2030.*
- Continue to evaluate facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- Amend the Zoning Ordinance to require bicycle parking at job sites and at retail, service, and institutional centers.

Airport Issue

Air transportation is a valuable transportation mode for moving both people and cargo. Convenient access to an airport allows businesses to efficiently move goods and personnel, saving valuable time and increasing productivity. Local airports such as the Kenosha Regional Airport play a crucial role in fostering business growth and economic development in the City of Kenosha. Kenosha Regional Airport is a general aviation facility with no scheduled passenger service. The airport does, however, provide facilities for emergency medical flights, law enforcement, agricultural spraying, pilot training, and other community services. General Mitchell International Airport in Milwaukee County and O'Hare International and Midway International Airports in Illinois provide commercial airline service to residents of the City of Kenosha.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.[8] Most airports included in the State plan are eligible for State and Federal improvement grants, including publicly- and eligible privately-owned facilities. The State plan identifies four general classifications of publicly owned airports based on the type of service each airport provides: air carrier/cargo, transport/corporate, general utility, and basic utility. The Kenosha Regional Airport is classified as a transport/corporate airport.
The City of Kenosha adopted an Airport Land Use Plan in 1985. That plan was updated by an Airport Layout Plan in 2005, which recommended the eventual extension of the primary runway by 1,100 feet, to an ultimate

[7] *The Safe Routes to School program is a Federal-Aid program of the U.S. Department of Transportation's Federal Highway Administration. The purpose of the program is to enable and encourage children, including those with disabilities, to walk and bicycle to school and to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle. The City of Kenosha received a Safe Routes to School grant in 2007-2008.*

[8] *A Regional Airport System Plan was prepared by SEWRPC and adopted by the Regional Planning Commission in 1996. The plan, which has a design year of 2010, has not been updated to a design year of 2035.*

length of 6,600 feet, to enable aircraft that already use the airport to take off safely with full payloads under most weather conditions. This improvement would not change the airport's classification nor the type of aircraft intended to be accommodated and would, with the exception of about one acre, be on land already occupied by the airport.

Goal:

- Provide and maintain a safe air transportation system to meet the non-commercial travel and freight service needs of City of Kenosha residents and businesses.

Objective:

- Ensure that the airport continue to serve the general aviation and air commuting needs of City of Kenosha residents and businesses.

Policies:

- Support the development and continued improvements of the Kenosha Regional Airport to keep pace with new technology and to meet the air transportation needs of City of Kenosha residents and businesses.
- Support the operation of the Kenosha Regional Airport through the promotion of compatible land uses to protect its function as a vital component of the City of Kenosha's transportation system.

Programs:

- Review and comment on future updates of the State Airport System Plan, which provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet the current and future aviation needs of the State of Wisconsin.
- Continue to participate in the development of future updates to the Regional Airport System Plan for Southeastern Wisconsin.
- Review and comment on the Five-Year Airport Improvement Program, which is prepared and updated annually by the WisDOT Bureau of Aeronautics. The program is the primary mechanism for implementing the statewide and regional airport system plans.
- Continue to consider potential airport noise issues, height limitations, and other safety issues when reviewing proposed developments within three (3) miles of the airport.
- Review and comment on updates of the Airport Master Plan for Kenosha Regional Airport.

Inter-Regional Transportation Issue

Inter-regional transportation services and facilities such as air transportation, railroads, trucking, and water transportation provide public transportation service and commercial shipping service between Kenosha and the rest of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and world.

Kenosha is served by inter-regional public transportation and shipping services primarily through trucking, bus, rail, air, and port facilities located in the Cities of Kenosha, Milwaukee, and Chicago, as documented in Chapter 4. These facilities meet the City of Kenosha's needs for inter-regional transportation services. I-94 is the primary inter-regional transportation facility serving Kenosha. I-94 serves as the primary trucking route for shipping goods into and from Kenosha businesses to other parts of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and the world. The commercial and industrial land use development pattern set forth in the Land Use Element should be maintained to encourage easy truck access to the arterials and I-94 to maintain the flow of goods into and from Kenosha. Study areas around I-94 interchanges should be identified to maintain convenient truck access to businesses located in the City of Kenosha. In addition, three railroad lines (one Canadian National Railway and two Union Pacific Railroad lines) run through Kenosha, providing inter-regional passenger rail and freight service and access to businesses located in the City of Kenosha that ship items not suited for trucking. The railroad lines should be maintained to provide continued service to these businesses and for their use as passenger or potential commuter rail.

Future land uses along I-94 were developed as part of the I-94 corridor plan.[9] Commercial and industrial uses were identified around the STH 50 and STH 142 interchanges in Kenosha. Additional lands, primarily on the east

[9] *Documented in SEWRPC Community Assistance Planning Report No. 200,* A Land Use and Transportation System Development Plan for the IH 94 South Freeway Corridor*, December 1991.*

side of the freeway, were identified as urban reserve areas for future development. In addition to the commercial, industrial, and urban reserve areas, significant areas were designated for natural resource protection and recreational use. These non-urban lands were identified in recognition that not all lands within the corridor would be needed to accommodate the urban land market demand; there was a substantial reservoir of land along and east of IH 94 that could accommodate urban development.

Although the freeway system offers a high level of vehicle accessibility to surrounding land uses, care must be taken not to overload the interchange areas with urban development, which can lead to the need for multiple lanes and traffic signals on streets surrounding the interchange and traffic congestion. The City of Kenosha should consider conducting a traffic impact analysis of neighborhood plans prepared for freeway interchange areas to determine street and highway improvements that would be needed to accommodate the proposed level of development, and adjust planned land uses in cases where transportation modeling or forecasts predict undesirable traffic levels. City of Kenosha staff may request such an analysis where highways and local roads would be impacted.

Goal:

- Provide region-, state-, and nation-wide transportation access to Kenosha for passengers and freight.

Objective:

- Promote a strong economy through access to region-state-and nation-wide transportation systems.
- Promote inter-regional public transportation facilities and services available to City of Kenosha residents.

Policy:

- Support the transportation systems management recommendations set forth in the Regional Transportation System Plan.

Programs:

- Support the development of the KRM commuter rail.
- Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.
- Evaluate the progress of the Midwest Regional Rail System and coordinate feeder bus routes to connect with train service if the system is developed.
- Develop a program to promote inter-regional transportation services and facilities located in Milwaukee County and northeastern Illinois, including Amtrak, Metra, inter-regional bus lines, and Mitchell International Airport, O'Hare Airport, and Midway Airport to Kenosha residents. Develop materials outlining route, time, and transfer information needed to access inter-regional transportation facilities via Amtrak, Metra, Wisconsin Coach Lines, and Kenosha Area Transit as part of program implementation.
- Continue working with SEWRPC and WisDOT to continue regional planning efforts and to develop methods to promote interconnection between all transportation modes and systems available within the City of Kenosha and the Region.

Streets and Highways Issue

The need to provide efficient street access and an efficient arterial street and highway system[10] that can effectively move people and goods into and through the City of Kenosha to promote a strong economy is considered a vital element of Kenosha's quality of life. Compact land use development patterns are recommended in the Land Use Element (Chapter 9) to allow access to abutting properties to be provided in an efficient and cost effective way. Major employment centers and major retail and service centers have been, and should continue to be, located adjacent to major arterial streets and highways, including I-94 interchanges, to promote the efficient movement of people and goods to shopping and employment areas.

The objectives and accompanying principles and standards set forth in the Regional Transportation System Plan encourage a street and highway system that supports the existing development pattern and promotes the implementation of the Regional Land Use Plan. Among other recommendations, the Regional Land Use Plan

[10] *Existing arterial streets and highways within the City of Kenosha are identified by jurisdiction on Map 4-4 in Chapter 4. Existing roadway mileage by function is documented under the streets and highways section of Chapter 4.*

recommends centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than low density development dispersed across the City of Kenosha. That recommendation is generally reflected in the Land Use Element.

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways set forth in the Regional Transportation System Plan have been incorporated into this Transportation Element to efficiently serve the anticipated land use development pattern recommended in the Land Use Element. The plan contains a functional arterial street and highway system plan which consists of recommendations concerning the general location, type, capacity, and service levels of the arterial street and highway facilities required to serve southeastern Wisconsin, including Kenosha, to the plan design year 2035. Recommended improvements to arterial streets and highways in Kenosha are shown on Map 11-6, page 19.

In addition to the above functional improvements, the plan also makes recommendations for arterial street and highway system jurisdictional responsibility; specifically, which unit of government (State, County, or local) should have jurisdiction over each arterial street and highway and be responsible for maintaining and improving the facility. Map 11-7, page 20, shows the level of government recommended to have jurisdiction over arterial streets and highways by 2035. SEWRPC staff will be working with the County Jurisdictional Highway System Planning Committee during 2009 to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the 2035 regional plan. This will be an extensive effort that will involve the review and redefinition of the functional criteria used to determine which level of government should have jurisdiction over each arterial street, and the application of those criteria to arterial streets and highways. This effort may change the jurisdictional recommendations of the regional plan, which will be amended to reflect the recommendations of the jurisdictional plan. Changes to the functional classification of streets and highways may also result from the comprehensive update of the County jurisdictional highway plan.

Goal:

- Maintain a street and highway system that efficiently serves the anticipated land use development pattern set forth on Map 9-6 (Kenosha Land Use Plan Map: 2035), in the Land Use Element (Chapter 9).

Objectives:

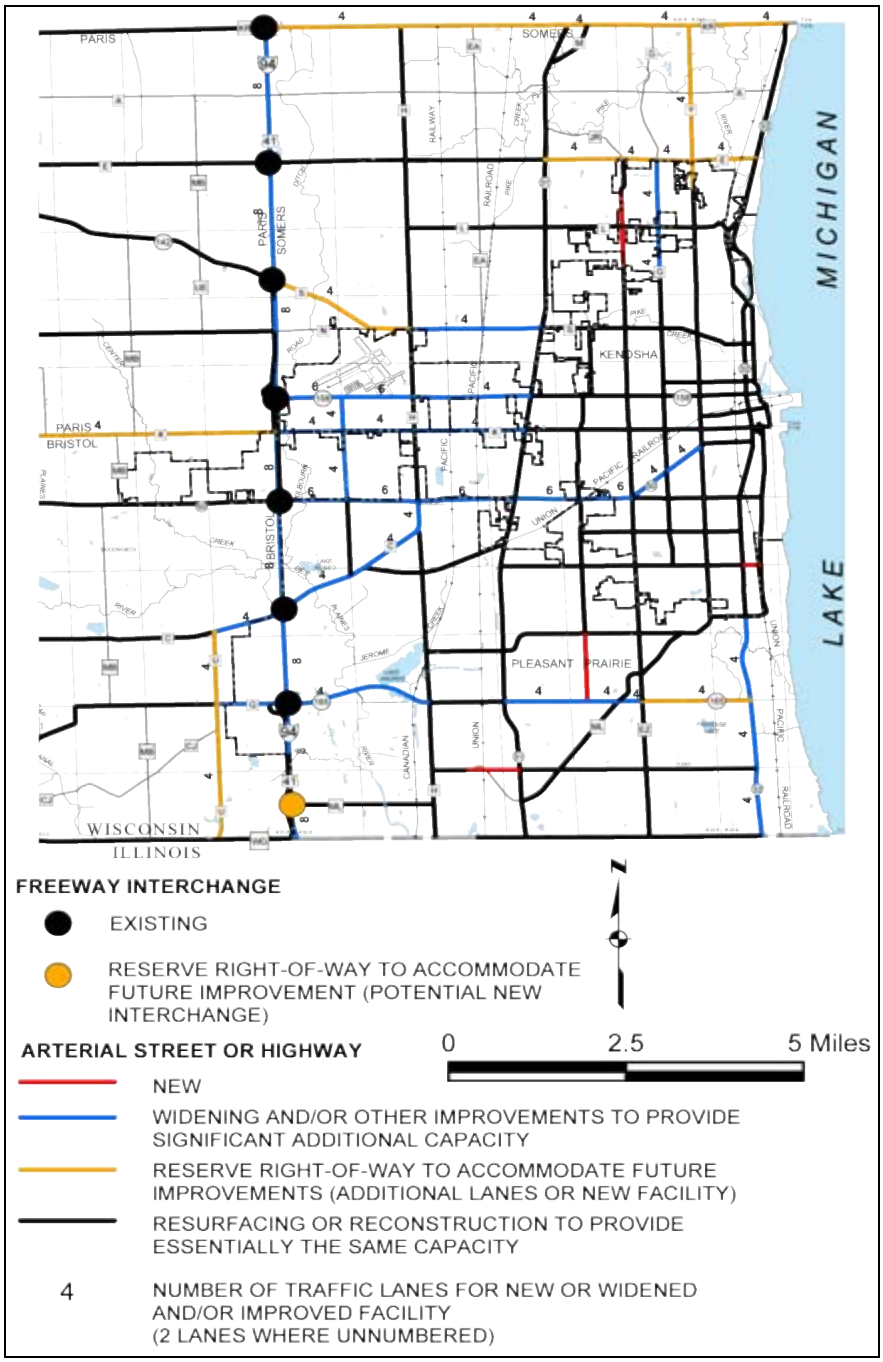
- Maintain and enhance existing streets and highways.
- Encourage streets and highways that minimizes environmental and aesthetic impacts.
- Promote the efficient and safe movement of people and goods into and through the City of Kenosha.
- Encourage use of the grid system for streets.

Policies:

- Provide an efficient arterial street and highway system that can effectively move people and goods into and through the City of Kenosha to promote a strong economy within the City of Kenosha.
- Design, reconstruct, and operate highways to provide safe access for all users, including bicyclists, pedestrians, and other users.
- Promote efficient and safe vehicular access to land uses abutting street right-of-ways.
- Provide the street and highway system improvements for arterial highways under County and local jurisdiction set forth in the Regional Transportation System Plan and Jurisdictional Highway System Plan.
- Work to ensure consistency between regional, County, and local land use and transportation plans so that arterial street network is appropriately sized and located to serve City of Kenosha residents and land uses.
- Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are reviewed by the City of Kenosha.
- Work to achieve consensus between local, County, Regional, and State levels of government on issues such as street widening and other improvements.
- Encourage and support high-occupancy vehicle lanes.

MAP 11-6

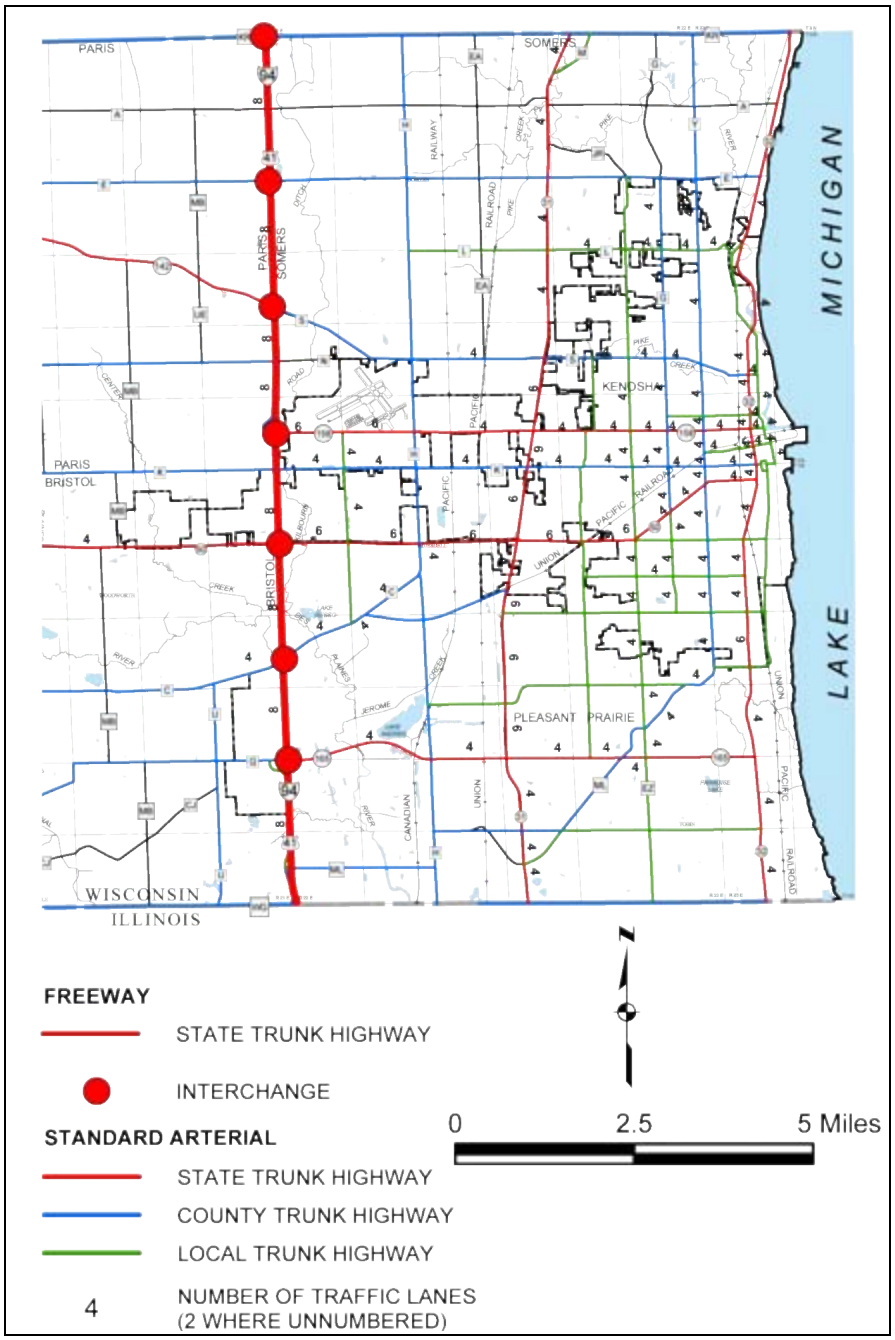
ARTERIAL STREET AND HIGHWAY FUNCTIONAL IMPROVEMENT ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

MAP 11-7

JURISDICTIONAL HIGHWAY SYSTEM PLAN OF THE 2035 REGIONAL TRANSPORTATION PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

Programs:

- Continue to work with WisDOT, SEWRPC, and other local governments to update and implement the Kenosha County Jurisdictional Highway System Plan.
- Work to implement the regional transportation plan recommendation to provide a grid of arterial streets in urban areas at intervals of no more than one mile in medium-density areas.

- Coordinate with other local governments to develop consistency between highway access management regulations and local access management/driveway ordinances.
- Study the use of alternative durable paving materials for facilities such as roads and parking lots. This could include the potential use of permeable pavement where applicable, such as walkways and parking lots.
- Continue providing cross access between existing and new commercial developments to provide more convenient and direct connections between such developments.
- Develop methods to incorporate the policies set forth by State long-range transportation planning efforts, including *Connections 2030.*
- Develop methods to ensure that the needs of pedestrians, bicyclists, transit users, and vehicles, including school buses and trucks are considered, and appropriate facilities are provided, when highways are designed, constructed, or reconstructed.
- Inspect, repair or replace or rehabilitate bridges as necessary to ensure highway safety.
- Consider fish and watercraft passage issues and other environmental effects when designing highway bridges and culverts. Limit the number of culverts, bridges, drop structures, and channelized stream segments and incorporate design measures to allow for passage of aquatic life.
- Continue to work with WisDOT to develop an inventory of hazardous intersections and street segments, based on crash records, and to undertake improvements to eliminate hazardous conditions.
- Provide adequate warnings in hazardous areas, such as railroad crossings and in areas with limited sight distance.
- Encourage the use of the design concept called "Complete Streets." [11]
- Review neighborhood and other local land use plans and consider conducting a traffic impact analysis in areas where it appears that the type or amount of proposed urban development could negatively impact the capacity of arterial streets and highways.
- Explore intersection improvements through the use of roundabouts.
- Support corridor enhancements to east-west thoroughfares between I-94 and the Lakefront. (e.g. 60th Street, 52nd Street, etc.)

* * * * *

[11] *"Complete Streets" are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. See www.completestreets.org for more information.*

APPENDIX 11-1

TRANSPORTATION PROGRAMS AVAILABLE TO KENOSHA

A number of transportation-related agencies or organizations and programs have been established to assist in the construction and maintenance of transportation facilities. Principal-government sponsored transportation programs are described in this Appendix to provide information to help meet various types of transportation needs in Kenosha. Additional information regarding transportation-related agencies and programs is included in the 2035 Regional Transportation System Plan.[1]

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)
Signed into law in 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) governs Federal surface transportation spending through the year 2010. It replaces two (2) landmark Federal transportation funding bills: the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and the Transportation Equity Act for the 21st Century (TEA-21). SAFETEA-LU guarantees funding for operational, planning, and capital expenses for public transportation, pedestrian and bicycle facilities, highways, highway safety; and addresses challenges such as improving safety, reducing congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment. SAFETEA-LU is also designed to set forth groundwork for addressing future transportation issues and needs.

U.S. Department of Transportation - Federal Transit Administration (FTA) Programs
The Federal Transit Administration provides many funding and grant programs that address specific needs of State and local transit agencies. Most funds are allocated by formula to States for capital improvement projects, and States may sub-allocate funding to public agencies or non-profit organizations. The following list of Federal programs are provided in Wisconsin and administered by the Wisconsin Department of Transportation (WisDOT).

Section 5307
The FTA Section 5307, otherwise known as the Urbanized Area Formula Program, provides funding for operating and planning expenses for public transit systems in urbanized areas (over 50,000 residents). In addition, it provides funding for the capital expenses of public transit systems in areas that serve populations over 200,000. Funding is through a combination of several formula grants most of which comes from the Mass Transit Account of the Federal Highway Trust Fund. Local share generally requires 50 percent matching funds for projects.

Section 5309

The FTA Section 5309 provides a combination of formula grants and matching funds for capital expenses, primarily for transit bus and bus facilities, but also for rail and fixed guideway modernization projects. Assistance may be used for the acquisition of equipment, fleet and service expansion, fleet repairs, and facilities development and maintenance. Local share generally requires a match of 20 percent of total program costs. Funding is based on the annual Congressional earmark for the State of Wisconsin for capital projects and on a formula for fixed guideway/rideway modernization funds.

Section 5310
The FTA Section 5310 is a formula grant program that provides assistance for capital expenses for public and private non-profit transit systems that assist mobility for the elderly and persons with disabilities. Under this program, the local or program share generally requires a match of 20 percent of total costs. The Federal annual

[1] *Documented in SEWRPC Planning Report No. 49, "*A Regional Transportation System Plan for the Southeastern Wisconsin: 2035," *June 2006.*

allocation of funds is based on the elderly and disabled population within each State as identified by the latest Census.

States are allowed to sub-allocate funds to private non-profit organizations and public agencies that are designated to provide coordinated services. For example, in Kenosha County, the Kenosha Achievement Center, Inc. (KAC) contracts with the Kenosha County Department of Human Services, Division of Aging Services to provide transit services for the "Care-A-Van" Program, which provides door-to-door services for the elderly and disabled. In this case, KAC acts as the grantee and applies for the Section 5310 funding to assist in the purchase costs of the buses. In 2008, KAC received approximately $320,000 under this program.

Section 5316
FTA Section 5316, also called the Job Access and Reverse Commute (JARC) Program, is a formula grant program that provides assistance for job access transportation to meet the needs of individuals that are not effectively served by the existing public transportation systems. Such individuals may include the disabled, elderly, low-income workers, or reverse commuters. WisDOT works with the Department of Workforce Development to combine JARC funds with other State funds under the Wisconsin Employment Transportation Assistance Program (WETAP). In 2008, the KAC was awarded over $250,000 in assistance from JARC.

Section 5317
FTA Section 5317, also called the New Freedom Program, is a formula program that provides operating and capital funding for new transportation services and public transportation alternatives to assist persons with disabilities. This program funds projects that go beyond the requirements set forth for public transit under the Americans with Disabilities Act (ADA) of 1990. Local public entities, non-profit organizations that provide transit, and private operators of public transit are eligible to receive funding. WisDOT administers funding for urban as well as rural and small urban programs and assigns program priorities.

U.S. Department of Transportation - Federal Highway Administration (FHWA) Programs
The FHWA is the major agency of the U.S. Department of Transportation responsible for ensuring the safety of and setting standards for the construction and development of streets and highways throughout the United States. The FHWA provides technical and financial support to State, local, and tribal governments for the construction, improvement, and preservation of the U.S. Highway System. The FHWA is currently preparing the first full-scale update of its 1998 strategic plan which is anticipated to be released in late 2008, and will take into consideration emerging issues and trends based on the FHWA's "post-Interstate vision and mission".

The current annual budget of the FHWA of approximately $30 billion is funded by fuel and motor vehicle excise taxes and is primarily divided between the following two (2) major programs:

Federal Lands Highway (FLH) Program
The FLH provides funding for public roads and highways within Federally- and tribally-owned lands, essentially all lands that are not under State or local government jurisdiction including national parks, national forests, Indian lands, and other lands under Federal stewardship. This program provides funding to maintain and improve access to such areas.

Federal Recreational Trails Program (RTP)
The U.S. Department of Transportation's Federal Highway Administration (FHWA) provides funding to the Wisconsin Department of Natural Resources (DNR) as part of the Federal Recreational Trails Program to develop and maintain recreational trails and trail-related facilities for non-motorized and motorized recreational uses. The DNR administers the funds as matching grants to acquire or develop land, facilities, or easements for public trails, parks, and outdoor recreation. Funding for the RTP is provided through federal gas excise taxes paid on fuel used by off-road vehicles. Eligible sponsors, including towns, villages, cities, counties, tribal governing bodies, school districts, State agencies, Federal agencies, and incorporated organizations, may receive reimbursement for up to 50 percent of project costs.

Federal-Aid Highway Program
The Federal-Aid Highway Program provides Federal financial resources and technical support to State and local governments for the construction, preservation, and improvement of the National Highway System, a 160,000 mile network that carries 40 percent of the Nation's highway traffic. This program also provides financial and technical resources and support for one million miles of urban and rural roads that are not part of the National Highway System, but that are eligible for Federal aid. The Federal-Aid Highway Program in Wisconsin is administered by WisDOT.

Wisconsin Department of Transportation (WisDOT) Programs
The following programs are administered by WisDOT. Many programs are funded, at least in part, using "pass-through" money from the Federal government.

Multi-Modal Programs

Highway Safety Improvement Program (HSIP)
The Highway Safety Improvement Program, formerly the Hazard Elimination Program, is focused on reducing the number of fatalities and injuries on public roads and providing funds for projects intended for locations that have a documented history of previous crashes. In accordance with SAFETEA-LU requirements for HSIP, WisDOT has identified the top five percent ("5% Report") of crash locations exhibiting the most "severe" safety needs occurring on State Trunk Highways.

In 2007, one (1) location in Kenosha was identified within the "5% Report" and recommended for specific highway improvements; State Trunk Highway (STH) 31 at its intersection with 45th Street in the Town of Somers and the City. Although currently the HSIP project is limited to State Trunk Highways, Wisconsin plans to incorporate local routes into the "5% Report" by August 2008.

Statewide Multi-Modal Improvement Program (SMIP)
Under SAFETEA-LU, WisDOT receives Surface Transportation Program (STP) funding, including funds directed at two (2) specific programs: the Transportation Enhancement Program (TE) and the Bicycle and Pedestrian Facilities Program (BPFP). These two (2) programs are combined to make up the SMIP. Although not a grant program, State and local agencies are eligible for reimbursement assistance (80 percent of approved project costs incurred) under SMIP, if all federal project requirements are satisfied.

Transportation Enhancement Program
In 1991, the U.S. Congress created the Transportation Enhancements (TE) Program to address growing concerns about air quality, open space, and traffic congestion. WisDOT administers the local TE Program under the SMIP to fund multi-modal transportation alternatives and projects that enhance communities and the environment. Eligible enhancements must be transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. Communities may use the program to revitalize local and regional economies by restoring eligible historic buildings, renovating streetscapes, or providing transportation museums and visitor centers. The program also fosters more choices for travel by providing funding for sidewalks, bikeways, and the conversion of abandoned railroad corridors into trails. In addition, many communities use the program to acquire, restore, and preserve scenic or historic sites. The TE Program provides up to 80 percent matching funds for the implementation of a variety of non-traditional transportation projects.

Project funds are intended to accomplish something unique rather than what is normally accomplished on a highway project while not expanding or replacing traditional project funding. Such projects could include the preservation of historic transportation facilities, bicycle and pedestrian facilities, streetscaping or landscaping and scenic beautification, and mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways and former railways, for example), paved shoulders, bicycle lanes, bicycle route signage, bicycle parking, and overpasses or underpasses.

Bicycle and Pedestrian Facilities Program (BPFP)
The BPFP is similar to the TE Program, with a focus on eligible bicycle and pedestrian programs. Many projects may also be eligible for TE assistance, but there are a few minor differences and restrictions. Pedestrian-only projects (sidewalks or pedestrian-only bridges) and streetscaping projects are not eligible for BPFP funding, but would remain eligible for TE assistance. State agencies are not eligible applicants (only local governments and Indian Tribal Nations are eligible). Non-bicycle or pedestrian projects to reduce single-occupant vehicle travel, such as public bus acquisitions, are not eligible. Bicycle and pedestrian planning projects are eligible.

Congestion Mitigation and Air Quality Improvement Program (CMAQ)
In accordance with SAFETEA-LU and administered by WisDOT, CMAQ provides federal funding for transportation projects that improve air quality and reduce traffic congestion in counties classified as air quality non-attainment and maintenance areas. Kenosha County and most other counties within the Southeastern Wisconsin Region (Milwaukee, Racine, Ozaukee, Washington, and Waukesha Counties) as well as most counties bordering Lake Michigan (Sheboygan, Manitowoc, Kewaunee, and Door Counties) are presently designated non-attainment areas, and thus are eligible for CMAQ funds. Counties are designated as non-attainment areas based on the federal criteria for pollution from ozone, carbon monoxide (CO), or small particulate matter.

Generally, eligible CMAQ projects are those that reduce motor vehicle trips or miles traveled, reduce emissions by improving traffic congestion, and/or reduce emissions through improved vehicle and fuel technologies. Bicycle and pedestrian projects are eligible for CMAQ funds if they reduce the number of vehicle trips and vehicle miles traveled; however, a higher burden of proof that the project will reduce air pollution may be required. Non-construction activities such as maps and brochures are also eligible for funding. Most county and local governments in the Southeastern Wisconsin Region are presently eligible to apply for CMAQ funds. In addition, private non-profit entities may apply for funds if the project is sponsored by a public entity with taxing authority. CMAQ provides up to 80 percent matching grants for projects and programs. In 2008, two CMAQ grants were awarded to Kenosha Area Transit, in excess of $150,000, and the City of Kenosha received a $3.2 million grant for the proposed expansion of streetcar service.

Surface Transportation Program – Urban (STP-U)
WisDOT administers SAFETEA-LU funding through surface transportation grants to local units of government to improve transportation on eligible streets in urban areas. Counties, towns, cities, villages, and eligible public entities located within urbanized areas may be eligible for funding for arterial and collector streets that are not listed on the State Trunk Highway system. Projects must meet Federal and State requirements and funds can be used on a variety of improvement projects. These funds have also been used to provide bicycle and pedestrian improvements when streets or highways are constructed or reconstructed.

Funds are allocated based on the size of the community. Urban areas with populations of more than 200,000 receive designated annual funding, while annual allocations are made to each of the 13 Wisconsin communities with populations of 50,000 to 200,000, including the City of Kenosha.

Incidental Improvements
Bicycle and pedestrian projects are broadly eligible for funding from most of the major Federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian improvements is to incorporate them as part of larger reconstruction, new construction, and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the street or highway improvement, if the bicycle and pedestrian accommodation is "incidental" in scope and cost to the overall project. Most bicycle and pedestrian accommodations within Wisconsin are made as incidental improvements.

Transit Programs
SAFETEA-LU provides funding, planning, and policy tools that allow each State to operate programs that assist public transit systems. The purpose of the State's public transit programs is to financially support the 26 urban bus and 43 shared-ride taxi operating systems located throughout Wisconsin. In 2005, State support for local transit systems totaled $98.6 million, among the highest in the nation. State funding provides a significance percentage of the total revenue for transit systems; 41 percent of operating costs of the State's largest transit

system in Milwaukee County, 33.3 percent of the operating costs of bus systems in other urbanized areas, and 32.5 percent of the operating costs of smaller bus and shared-ride taxi systems.

WisDOT administers all of the federal funding to public transit systems and private non-profit agencies that provide transportation. In addition to FTA funding mentioned above, WisDOT also administers State programs and coordinates with other agencies to provide specialized funding programs for persons with special needs.

State Urban Transit Operating Assistance Program
WisDOT administers the State Urban Transit Operating Assistance Program, which provides operating funds to urban public transit systems and leverages Federal public transit funds under Sections 5307 and 5311 of the Federal Transit Authority appropriations. Eligible applicants include local public bodies[2] in urban areas[3] served by urban mass transit systems incurring an operating deficit. Project costs are limited to operating expenses of urban mass transit systems and may include materials and supplies, purchased transportation services, utilities, insurance, license fees, license fees, lease expenses, and labor and fringe benefits.

Specialized Transportation Assistance Program for Counties
WisDOT administers the Specialized Transportation Assistance Program for Counties, a formula grant based on each county's elderly and disabled population. Counties are the eligible applicants and funding may be used for operating, planning, and capital expenses for transportation programs that assist the elderly and disabled.

Wisconsin Employment Transportation Assistance Program (WETAP)
Many low-income workers face barriers to accessing and keeping jobs due to the lack of transportation or ineffective transit. WETAP provides funding to transportation programs that assist in eliminating transportation barriers that affect low-income workers[4]. WETAP encourages local public and private entities to work collaboratively to assess the transportation needs of low-income workers and develop plans and opportunities to alleviate those barriers. WETAP integrates State and Federal funding sources and is jointly administered by WisDOT and the Department of Workforce Development.

Highway and Street Programs
WisDOT maintains 11,753 miles of the 112,262 miles of public streets in the State. The State highway system includes 750 miles of interstate freeways and 11,010 miles of state and US-marked highways. Although the State highway system represents only 10.5 percent of all of the public street mileage in Wisconsin, the State highways carry about 60% of the highway travel or about 35 billion vehicle miles of travel a year. The following programs provide State and Federal funds to assist local governments.

Wisconsin Highway Improvement Program
The Wisconsin Highway Improvement Program currently invests over $750 million each year in the street and highway system, resulting in over 565 miles of streets improved or rehabilitated annually. The program addresses deficiencies in the highway and bridge system and incorporates needed improvements to increase the safety and mobility of the system. The program is divided into two (2) subprograms, Major Highway Projects and the State Highway Rehabilitation Subprograms. By State Statute, a "major highway project" denotes a project that has a total cost over $5 million and involves any of the following:

- Constructing a new highway 2.5 miles or more in length.
- Reconstructing or reconditioning an existing highway by any of the following:
  1. Relocating 2.5 miles or more of the existing highway.
  2. Adding one (1) or more lanes five (5) miles or more in length to the existing highway.
  3. Improving to freeway standards 10 miles or more of existing divided highway having two (2) or more lanes in either direction.

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[2] *"Local public bodies" refer to counties, cities, villages, towns, or transit or transportation commissions or authorities.*

[3] *"Urban areas" refer to any area that includes a city or village having a population of 2,500 or more and is appropriate, in the judgment of WisDOT, for an urban mass transit system.*

[4] *For WETAP funding purposes, low-income is defined as family income that is less than 200 percent of the Federal Poverty level.*

The State Highway Rehabilitation (SHR) Subprogram involves three (3) components:

- Existing highways
- State bridges
- Backbone rehabilitation

Corridors 2020
Corridors 2020 is a part of WisDOT's long-range highway improvement plan designed to provide essential links to key employment and population centers throughout the State. As part of the planning process, Wisconsin's highways were classified based on operational and economic factors. Gaps in the system were identified and improvements scheduled. Since the plan was created in the late 1980's, about 900 miles of new highways have been built to accommodate network needs.

The plan's goal is to complete all backbone improvements, which will connect all communities with a population of 5,000 or more to the State highway system. To date, the majority of the improvements have been completed on schedule. Interstate Highway 94, which passes through Kenosha, is classified as a backbone route in the Corridors 2020 plan. Interstate Highway 94 serves as a major arterial route through Wisconsin, connecting the City of Chicago to the southeastern Wisconsin Cities of Kenosha, Racine, and Milwaukee, and to points west including the Cities of Madison and Minneapolis. STH 50, which serves as a major east-west arterial in Kenosha County, is classified as a connector route or a connecting route in the Corridors 2020 plan. WisDOT is in the process of updating the 2020 Corridors plan to project the State's needs through 2030. This updated plan will be called the Connections 2030 plan.

Transportation Economic Assistance Program
The Transportation Economic Assistance (TEA) Program is a rapid response grant program designed to create new employment, retain existing employment, and encourage private investment in Wisconsin. Communities can apply for TEA funds to encourage new businesses or business expansions in their regions by building such transportation improvements as access roads, highway improvements, or rail spurs. The program covers up to 50 percent of the total cost of eligible projects.

Disadvantaged Business Enterprise (DBE) Program
The Surface Transportation Assistance Act of 1982 created the Disadvantaged Business Enterprise Program (DBE) to increase participation of firms owned by disadvantaged individuals in all Federal aid and State transportation facility contracts. The 1982 Act set a national goal of placing at least 10 percent of Federal highway and transit funds with persons who qualify as disadvantaged small business operators, and in 1987, a subsequent act included women. The DBE Program strives to ensure a level playing field and foster equal opportunity for firms owned and operated by disadvantaged individuals on USDOT-assisted contracts and procurements.

WisDOT administers the DBE Program and provides between $600 and $700 million annually in Federal and State dollars for highway, airport, and transit projects in Wisconsin. A current list of participating DBE businesses is available from WisDOT.

In This Together Program
"In This Together" is a WisDOT program that targets statewide businesses facing road construction in their community. The program's goal is to help businesses maintain business while construction is underway.

WisDOT recognizes that businesses located in work zones have special needs. It is critical that customers have access and continue to patronize the businesses during any roadwork inconvenience. Early in the project development process, business owners receive a workbook, case studies, and video that contains successful marketing and promotion ideas used by other businesses facing the same situation.

Pedestrian and Bicycle Trails and Facilities Programs
SAFETEA-LU provides funding, planning, and policy tools to create more walkable and bicycle-friendly communities and continues the integration of bicycling and walking into the transportation mainstream. It

enhances the ability of communities to invest in projects that can improve the safety and practicality of bicycling and walking for everyday travel.

SAFETEA-LU provides funding for bicycle and pedestrian facilities under a variety of programs. Bicycle projects must be primarily for transportation (sometimes referred to as commuter or utilitarian purposes), rather than recreational purposes, and must be designed and located pursuant to the transportation plans required of the State and Metropolitan Planning Organizations.[5] The following related programs are administered by the Wisconsin Department of Transportation:

- Transportation Enhancements Program (TE) (under the SMIP)
- Bicycle and Pedestrian Facilities Program (BPFP) (under the SMIP)
- Safe Routes To School (SRTS)
- Congestion Mitigation and Air Quality Improvement Program (CMAQ)
- Incidental Improvements
- National Recreational Trails Program
- Surface Transportation Program – Urban (STP-U)
- Wisconsin Highway Improvement Program

Safe Routes to School (SRTS) Program
Developed under SAFETEA-LU, WisDOT administers grants for Safe Routes to School (SRTS) programs to local governments for projects that encourage children to walk and bike to and from school. SRTS focuses on creating safer walking and biking routes to schools for children from kindergarten to eighth grade, and is an effort to reverse the trend of increased traffic congestion and childhood obesity. Projects must be within two (2) miles of a school that serves kindergarten to eighth grade and may be eligible for 100 percent Federal funding. Currently, the Kenosha Unified School District has received a grant and is in the planning process to develop a Safe Routes to School Pilot Program for six (6) schools in the district.

Transit and Transportation Programs to Meet Specific Needs of the Elderly, Persons with Disabilities, and Other Transit-Dependent Users
In addition to providing assistance for multiple modes of transportation (multi-modal transportation) including transit, highway, and bicycle and pedestrian facility funding, SAFETEA-LU also provides funding, planning, and policy tools to assist projects that benefit those who face challenges to mobility, including the elderly, disabled, and other transit users including low-income riders. SAFETEA-LU provides funding under a variety of programs that enhance the ability of communities to invest in projects that can improve mobility for everyday travel as well as for workforce commuting.

Projects must be principally for transportation programs that assist the elderly, disabled, or low-income residents and workers, and must be designed and located pursuant to the transportation plans required of the State and Metropolitan Planning Organizations. Based on guidance set forth under SAFETEA-LU, WisDOT administers the following related programs:

- Specialized Transportation Assistance Program for Counties
- WisDOT combines FTA Section 5310 funding with additional State funding under Section 85.22 of the *Wisconsin Statutes* to provide additional capital funding for projects for the elderly and disabled, primarily for non-profit organizations
- Job Access and Reverse Commute (JARC) Program (FTA Section 5316) with additional State funding provided through the Wisconsin Employment Transportation Assistance Program (WETAP)
- New Freedom Program (FTA Section 5317)

[5] *SEWRPC is the Metropolitan Planning Organization for the seven counties in Southeastern Wisconsin.*

Harbors

Harbor Assistance Program (HAP)
The Harbor Assistance Program, administered by WisDOT, provides assistance to select harbor communities to maintain and improve waterborne commerce in order to make Wisconsin businesses better able to compete in the world marketplace and generate more income in the State. Eligible projects typically include dock reconstruction, mooring structure and replacement, dredging, and the construction of facilities to hold dredged material. Projects must be identified under current Three-Year Harbor Development Plans. Projects must pass a rigorous cost-benefit analysis, and must benefit facilities that are used for purposes of commerce. HAP provides matching grants of up to 80 percent of the total project cost to publicly-owned harbors for facility improvements. Applicants may be either a local government unit or private owners of harbor facilities. In Kenosha County, the City of Kenosha dock/marina is eligible for assistance under HAP, and grants for both the north and south dock walls were awarded in the 1980s.

Railroads

Freight Rail Infrastructure Improvement Program (FRIIP)
Freight Rail Infrastructure Improvement Program loans are awarded to private industries, railroads, and local governments to improve freight rail infrastructure and to construct new rail-service facilities. The overall goal is to boost economic development and jobs, and increase the use of rail service. FRIIP provides funding for the following types of railroad projects:

- *Connect an industry to the national railroad system.* Examples include construction of industrial spur tracks to various industries, and a pipeline from an ethanol plant to a nearby railhead.
- *Make improvements to enhance transportation efficiency, safety, and intermodal freight movement.* Recent projects include grain and fertilizer storage/handling facilities, warehousing facilities to provide rail access, and improved loading and delivery products and transloading facilities.
- *Accomplish line rehabilitation.* FRIIP funds have been used to fund rehabilitation projects on privately owned rail lines and rail facilities, and projects that are needed to provide increased efficiencies and benefits that are beyond the basic level of service.
- *Complete rail-related projects* in a timeframe that would not otherwise be possible.

Freight Rail Preservation Program (FRPP)
The Freight Rail Preservation Program (FRPP) provides grants to local units of government, industries, and railroads for the purpose of preserving essential rail lines and rehabilitating them following purchase. FRPP provides grant assistance for the following types of projects:

- *Acquisition of trackage* needed to preserve rail service that would otherwise be lost. WisDOT, in cooperation with various rail transit commissions, owns approximately 450 miles of operating rail line in Wisconsin.
- *Preserve railroad corridors for future rail service.* WisDOT has worked closely with the Wisconsin Department of Natural Resources and other entities to preserve rail corridors under the National Trail Systems Act (Rails to Trails). These corridors are held for future rail use while being used on an interim basis for a recreation trail or other transportation or recreational uses.
- *Construct connections* to reduce the cost of replacing lost rail service.

Midwest Regional Rail Initiative
The Midwest Regional Rail Initiative (MWRRI) is a joint venture between nine (9) state transportation departments (Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Wisconsin, and Ohio), the Amtrak rail system, and the Federal Railroad Administration. This 3,000 mile rail system with Chicago as its hub would connect the cities of Cleveland, Cincinnati, Detroit, Milwaukee, Minneapolis, St. Louis, and Omaha at speeds of up to 110 miles per hour. A key requirement for the success of the MWRRI is Congressional passage of a federal Passenger Rail Funding Program. Discussion has recently occurred regarding inter-city rail service along the Madison-Milwaukee corridor with local rail station stops including Brookfield, Hartland, and Oconomowoc; however, no dedicated funding source has been identified or provided.

Kenosha-Racine-Chicago (KRM) Commuter Rail Funding
If KRM commuter rail is to be implemented, government funding programs for operating the KRM commuter rail would be eligible for the same type of funding programs available for operating bus systems. The Southeastern Wisconsin Regional Transit Authority (RTA) was created by the Wisconsin State Legislature and Governor in July 2005 to serve the counties of Kenosha, Milwaukee, and Racine. The principal duty of the RTA is to recommend to the State Legislature and Governor a permanent dedicated funding source for the local share of capital and operating costs of commuter rail and public transit.

Airports

Government agencies that implement plans for airport facilities in the Southeastern Wisconsin Region are identified in the Regional Airport System Plan.[6] In addition to current property-tax revenues and user fees, the agencies and units of government concerned with airport development can utilize State and Federal grants-in-aid.

Federal Airport Improvement Program (AIP)
The U.S. Department of Transportation Federal Aviation Administration administers the Federal Airport Improvement Program providing grants for the planning and development of public-use airports that are part of the National Plan of Integrated Airport Systems (NPAIS). Eligible projects are generally capital improvements including enhancements or improvements to safety, capacity, security, and environmental issues. AIP provides Federal aids of up to 90 percent of the total allowable project costs for eligible capital improvement and land acquisition programs, and for the preparation of airport master plans.

State Airport Improvement Program
Administered by WisDOT's Bureau of Aeronautics, the State Airport Improvement Program combines Federal, State, and local resources to help fund improvements for nearly 100 public-use airports throughout the State. WisDOT is responsible for assisting in the development of a coordinated system of airports in Wisconsin. To do this, WisDOT guides airport development through a process that begins with broad policy planning and includes progressively more detailed elements of system planning, airport master planning, programming, and finally individual airport development. Through an agency agreement with the airport owner, WisDOT oversees project planning, coordination, design, land acquisition and construction, as well as financial transactions for an airport project.

Transportation Programs for Enhancing Local Tourism

Rustic Roads Program
The Rustic Roads Program is used to help citizens and local governments preserve the remaining scenic country roads designated for the leisurely enjoyment of hikers, bikers, and motorists. Wisconsin is unique in its efforts to preserve low volume, low function rural roads and since the designation of the State's first Rustic Road in 1975, the Statewide system has grown to include 101 Rustic Roads in 54 counties with a total mileage of 562 miles. Although WisDOT pays the cost of furnishing and installing Rustic Road marking signs, officially designated rustic roads remain under local control and are eligible for State aid the same as any other public street. Currently, there are no rustic roads within the City of Kenosha.

Scenic Byways Program
The purpose of the National Scenic Byways Program is to recognize and promote some of America's memorable roads for the enjoyment of the traveling public. The goal of the Wisconsin Scenic Byways Program, administered by WisDOT, is to identify, designate, promote, and preserve a system of State Trunk Highways recognized for their outstanding scenic views and ability to offer travelers an exceptional travel experience. These byway corridors highlight the best scenic resources along with the natural, historic, archaeological, cultural and recreational opportunities available in Wisconsin. It is anticipated that this program will promote tourism and

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

economic development by encouraging people to visit the route and spend money at local motels, restaurants, and tourist attractions. Currently, no official Scenic Byway is designated in Kenosha.

Tourist Oriented Directional Sign Program
The Tourist Oriented Directional Sign (TODS) Program provides signs with directional information for qualifying tourist-related businesses, services, or activities. TODS supports the tourism industry's effort to promote businesses and economic development in Wisconsin.

To qualify for a special blue and white sign, the major source of income for a business must come from visitors who do not live in the immediate area. The business also must be located within five (5) miles of a State or US highway, but cannot have direct access to a State or US highway. TODS are prohibited on freeways and expressways and in most urban areas.

Businesses that qualify for this program fall into five (5) categories:

- Gasoline - Open at least 12 hours per day, seven (7) days a week and provide restrooms, drinking water and a public telephone.
- Food - Open five (5) days a week from at least 10 a.m. to 7 p.m. and have at least 50 percent of gross receipts from food and non-alcoholic beverages.
- Lodging - Includes hotels, motels, resorts, boarding houses, or bed and breakfast establishments with parking accommodations.
- Camping - Provides restrooms, drinking water, and a public telephone.
- Tourist Attraction - Open at least eight (8) hours a day, five (5) days a week for at least three (3) consecutive months, and provides restrooms and drinking water. The attraction must also be of significant interest to the traveling public.

Adopt-A-Highway Program
WisDOT oversees and coordinates the Adopt-A-Highway Program in the State of Wisconsin. The Adopt-A-Highway Program allows groups to volunteer and support Wisconsin's Anti-Litter Program. The goal of the program is to reduce litter along Wisconsin's highways, build support for the Anti-Litter and Highway Beautification Programs, educate the traveling public to properly dispose of litter, and enhance the environment and beautify roadsides. Under the program, each volunteer group is assigned a segment of State highway and is required to pick up litter along the segment at least three (3) times per year, between April and November.

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CHAPTER 12

UTILITIES AND COMMUNITY FACILITIES ELEMENT

INTRODUCTION

The Utilities and Community Facilities 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) (d) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within the City of Kenosha. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities. A goal, objective, policy, program, or map has been developed for each of the following utilities and community facilities:

➢ Sanitary sewer service	➢ Cemeteries
➢ Water supply	➢ Health care facilities
➢ Stormwater management	➢ Child care facilities
➢ Onsite wastewater treatment technology	➢ Police
➢ Solid waste disposal	➢ Fire
➢ Recycling facilities	➢ Rescue
➢ Parks	➢ Libraries
➢ Telecommunications facilities	➢ Schools
➢ Power plants and transmission lines	➢ Other government facilities

In addition, the following State comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:[1]

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing 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.

Chapter 5 of this report includes an inventory of existing utilities and community facilities, and Part 1, page 2, of this Chapter includes an approximate timetable that projects expansion, rehabilitation, or replacement of existing, or the construction of new, utilities and community facilities. Part 2 of this Chapter on page 16 sets forth goals, objectives, policies, and programs intended to guide the future development of utilities and community facilities in the City of Kenosha through the comprehensive plan design year of 2035.

1 *Chapter 1 lists all 14 of the Comprehensive Planning Goals included in Section 16.965 of the Statutes.*

PART 1: PROJECTED UTILITIES AND COMMUNITY FACILITIES REQUIREMENTS FOR 2035

Inventory of Existing Utilities and Community Facilities

Data and maps regarding the location and capacity of existing utilities and community facilities located in the City of Kenosha or serving residents are set forth in Chapter 5, *Inventory of Existing Utilities and Community Facilities*, of this report.[2] The inventory of existing utilities and community facilities is based on Section 66.1001 (2) (d) of the *Statutes*, which requires information regarding the location and capacity of the utilities and community facilities listed in the introduction section of this Chapter. This information was gathered from several sources, including the regional water quality management plan, regional water supply plan, regional telecommunications plan, Kenosha County, and the City of Kenosha.

Projected Utilities and Community Facilities Requirements for 2035

Section 66.1001 (2) (d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the City of Kenosha and an approximate timetable of the expansion, rehabilitation, and replacement of existing facilities and the construction of new facilities to meet the projected demand. The projected demand and approximate timeline for various utilities and community facilities in the City of Kenosha are based on recommendations set forth by regional plans and the anticipated land use development pattern set forth in Chapter 9, *Land Use Element*, of this report and the regional land use plan.

Sanitary Sewer Service

An area wide water quality management plan for the Southeastern Wisconsin Region was developed by SEWRPC in 1979. The plan consists of five (5) elements. One (1) of these elements is a point source pollution abatement element with recommendations concerning the location and extent of sanitary sewer service areas and the location, type, and capacity of, and level of treatment to be provided at, wastewater treatment facilities. The plan was endorsed by the Natural Resources Board in 1979. Under State law, this endorsement requires certain actions by the Wisconsin Department of Natural Resources (DNR), including approval of State and Federal grants for the construction of wastewater treatment and conveyance facilities and approval of locally proposed sanitary sewer extensions, be consistent with the regional water quality management plan (RWQMP).

The RWQMP recommends that communities in southeastern Wisconsin continue to assess their wastewater conveyance and treatment systems so as to provide the capacity necessary to allow for future development as it occurs while adhering to the conditions of their operating permits. The RWQMP evaluates facilities planning needs based on a criterion that planning for expansion or improvements to wastewater treatment plants should be initiated when the average daily flow to a wastewater treatment plant reaches 80 percent of the plant design capacity. As shown on Table 12-1, it is estimated that by the year 2035, assuming existing wastewater treatment plant design capacities, sewage flows to the City of Kenosha plant will have exceeded the 80 percent threshold and will be approaching, or equaling, the plant design capacity.

TABLE 12-1

SELECTED CHARACTERISTICS OF PUBLIC WASTEWATER TREATMENT FACILITIES IN THE CITY OF KENOSHA: 2000, 2020, AND 2035

Public Wastewater Treatment Plant[a]	2000 Estimated Area Served (sq. miles)	2000 Estimated Population Served	2000 Unsewered Population[b]	Date of Last Major Modification	Receiving Water	Design Capacity (million gallons per day)	2003 Average Annual Flow Rate (million gallons per day)	Planned 2020		Ratio of Estimated 2020 Avg. Annual Flow Rate to Design Capacity	Planned 2035		Ratio of Estimated 2035 Avg. Annual Flow Rate to Design Capacity
								Estimated Population Served[c]	Estimated Average Annual Flow Rate		Estimated Population Served	Estimated Average Annual Flow Rate	
Kenosha	31.7	111,680	2,780	1984	Lake Michigan	28.60	18.38	136,868	21.47	0.75	155,760	23.83	0.83

a The existing Pleasant Prairie Sewer Utility Districts "D" and No. 73-1 are to be abandoned and connected to the Kenosha wastewater treatment plant by 2010. The far northern portion of the Town of Somers along CTH KR is located in the Racine sanitary sewer service area.

2 *Information regarding parks is inventoried in Chapter 3*, Inventory of Agricultural, Natural, and Cultural Resources.

b Year 2000 unsewered population within sewer service areas that is proposed to be sewered under the Regional Water Quality Management Plan (RWQMP). This column includes persons living within a planned sewer service area, but not currently served by a sewer system.
c Based on interpolation between the 2000 population and the 2035 recommended plan level as set forth by the 2035 regional land use plan.

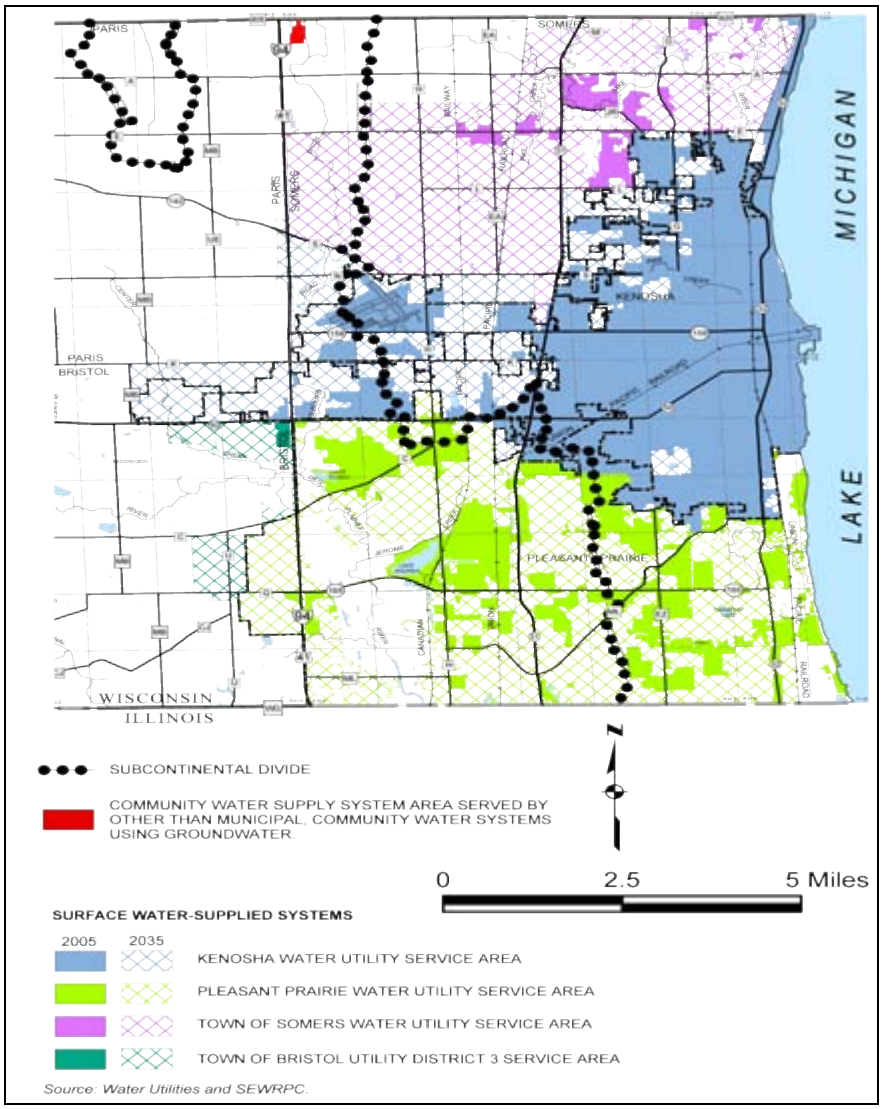
Source: SEWRPC

The City of Kenosha will be near the 80 percent plant design capacity (about 75 percent) by 2020, and it is recommended that the City prepare a facilities plan between 2020 and 2030.

Chapter 5 describes adopted planned sewer service areas. Planned sewer service areas are shown on Map 5-1, in Chapter 5. In addition to implementation of the recommendations set forth by the RWQMP, the City of Kenosha should continue to work with SEWRPC to update their adopted sewer service area plan to accommodate new urban-density residential, commercial, and industrial growth based, in part, on the land use development pattern anticipated in the comprehensive plan. This will help to ensure adequate wastewater treatment facilities planning is in place to serve residents through the comprehensive plan design year of 2035.

MAP 12-1

CITY OF KENOSHA WATER SUPPLY SYSTEM



Water Supply

Municipal Water Supply System

There is one (1) municipal water supply utility system in the City of Kenosha, as shown on Map 5-2, in Chapter 5 and on Map 12-1[3], page 3. The system relies on Lake Michigan as the source of supply. The City of Kenosha Water Utility water treatment plant is the municipal source of water supply for the greater Kenosha area. The Kenosha Water Utility provides water on both a retail and wholesale basis for use in portions of the Village of Pleasant Prairie and the Town of Somers and to a subdivision located at the northwest corner of 22nd Avenue (CTH Y) and CTH KR in the Village of Mount Pleasant in Racine County, and provides wholesale water service to the Town of Bristol Utility District No. 3.

There has been a long-standing coordinated water supply and sanitary sewerage system planning program for the planned urban service areas of the City of Kenosha, the Village of Pleasant Prairie, the Town of Bristol Utility District No. 3, and the Town of Somers. The integration of water supply and sanitary sewerage services for these areas is particularly important because the subcontinental divide traverses the planned urban service area. The entire service area is proposed to be served by water supply provided by the Kenosha Water Utility water treatment plant, which uses Lake Michigan as a source of supply. The spent water is conveyed as sanitary sewage to the Kenosha Water Utility sewage treatment plant, which discharges treated effluent to Lake Michigan.

As shown on Table 12-2, the total resident population served by the City of Kenosha Water Utility in 2000 was about 98,700 persons. The total population projected to be served by the utility in 2035 under the regional water supply plan is 109,900 residents, which is an increase of about 11,200 persons, or about 11 percent, over the planning period. The area served by the City of Kenosha Water Utility system within Kenosha County is expected to increase by about 54 percent between 2000 and 2035, from about 20.2 square miles in 2000 to about 31 square miles in 2035. Table 12-2 provides projected changes in population and area of urban development expected for the water service area for the comprehensive plan design year 2035.

TABLE 12-2

MUNICIPAL WATER SUPPLY SERVICE POPULATION AND AREA COMPARISON FOR CITY OF KENOSHA: 2000-2035

Utility	Population				Area Served			
	2000 Population	2000-2035 Increment		2035[a] Population	2000 Area Served (square miles)	2005-2035 Increment		2035 Area Served (square miles)
		Change in Population	Percent Change			Change in Area (square miles)	Percent Change	
Kenosha Water Utility	98,700	11,200	11	109,900	20.2	10.8	54	31

a The population estimate developed by SEWRPC to prepare the regional water supply plan may differ from the population projection developed by each local government as part of this comprehensive planning effort (see Table 7-9 in Chapter 7 for local government population projections.)

Source: SEWRPC Regional Water Supply Plan.

Estimates were made of the future water use demands and pumpage for the Kenosha Water Utility Service Area, which includes the City of Kenosha Water Utility, Village of Pleasant Prairie Water Utility, Town of Bristol Utility District No. 3, and Town of Somers Water Utility, based on the changes in population and land use within the service area, as shown in Table 12-3, page 5. The total water use demand on an average daily basis for the Kenosha Water Utility is estimated to increase from about 10.8 million gallons per day (mgd) in 2000 to 16.8 mgd in 2035. The corresponding pumpage is estimated to increase from about 14.5 mgd to 22.2 mgd on an average daily basis and from about 21.6 mgd to 33.4 mgd on a maximum daily basis. These pumpage estimates include water use based on sales, water used for production and system maintenance, and unaccounted for water. Unaccounted-for water is the difference between the volume of water pumped into a water distribution system

3 *Map 12-1, page 3, shows parcels served by a public water system in 2005 in a solid color. Such parcels were those connected to and receiving public water. Additional parcels were within the area served by water distribution lines and were capable of being served, but were not yet connected to the water supply system.*

and the volume of water sold or otherwise accounted for. Unaccounted-for water is typically water lost due to leaks in the distribution system.

TABLE 12-3

CITY OF KENOSHA MUNICIPAL WATER SUPPLY SERVICE POPULATION, AREA, WATER DEMAND AND PUMPAGE DATA: 2000-2035

Utility	2000 Population	2035 Population	2000 Area Served (square miles)	2035 Area Served (square miles)	Water Demand					
					Year 2000			Year 2035		
					Avg. Water Use Demand (gal. per day x 1,000	Avg. Daily Pumpage (gal. per day x 1,000)	Maximum Daily Pumpage (gal. per day x 1,000)	Avg. Water Use Demand (gal. per day x 1,000)	Avg. Daily Pumpage[b] (gal. per day x 1,000)	Maximum Daily Pumpage (gal. per day x 1,000)
Kenosha Water Utility Service Area[a]	108,900	156,000	28.9	46.3	10,761	14,549	21,644	16,822	22,229	33,375

a Includes City of Kenosha Water Utility.

Source: SEWRPC.

The projected increase in water use between 2000 and 2035 for the Kenosha Water Utility system is due to existing development not currently served, but located within the planned 2035 service areas shown on Map 12-1, page 3.

Non-Municipal Community Systems and Self-Supplied Systems
Generally, any home located outside an area served by a municipal water supply system shown on Map 12-1, page 3 is served by a private domestic well. It is expected that the entire City of Kenosha growth area will be served by the Kenosha Water Utility by 2035.

Stormwater Management
Stormwater management facilities include overland flow paths, roadside swales or ditches, other open channels, curbs and gutters, catch basins and inlets, storm sewers, culverts, stormwater storage facilities for both quantity and quality control, and infiltration facilities.[4] Although often designed on a subdivision-by-subdivision or project-by-project basis, stormwater management facilities ideally should be part of an integrated system of stormwater and floodplain management facilities for an entire watershed. As listed in Chapter 6, the City of Kenosha has prepared a stormwater management ordinance.

In 2007, the City of Kenosha created a stormwater utility district to fund stormwater management facilities and operations through user fees. The utility is funded by fees collected from all properties, including tax exempt properties that contribute water to the stormwater management system. Exceptions are made for lands within railroad rights-of-way, public and private streets, lands located within a riparian service area, navigable waters, wetlands, stormwater detention basins, and lands with onsite stormwater management and treatment facilities that are designed to properly manage the stormwater runoff from impervious surface areas. The district is intended to monitor construction site erosion control; increase street sweeping; provide a drop-off site for yard waste, household hazardous waste, solid waste, and recyclables; enforce ordinances; and construct and maintain stormwater detention facilities. The City of Kenosha has also adopted a construction site erosion control ordinance.

Chapter NR 151 of the *Wisconsin Administrative Code* requires that municipalities with a Wisconsin Pollutant Discharge Elimination System (WPDES) permit reduce the amount of total suspended solids in stormwater runoff by 20 percent by 2008 and by 40 percent by 2013, with respect to stormwater runoff from areas of existing development with no controls as of October 2004. Under Federal law and Chapter NR 216 of the *Wisconsin Administrative Code*, municipal separate storm sewer systems within an "Urbanized Area" or serving a population of 10,000 or more with a population density of 1,000 or more persons per square mile are required to obtain a

4 *Infiltration facilities include bioretention, rain gardens, infiltration basins, infiltration swales (bioswales), and porous (pervious) pavement. Rain barrels can promote infiltration by collecting roof runoff that is then applied to lawns and gardens as needed.*

WPDES stormwater discharge permit. As a result of the requirements, the City of Kenosha will be required to obtain a WPDES stormwater discharge permit.

Onsite Wastewater Treatment Technology

As noted in Chapter 5, Kenosha County regulates private onsite wastewater treatment systems (POWTS) for any development in the County that is not served by sanitary sewer. The number and type of POWTS located in the County as of 2006 are set forth in Table 5-1 in Chapter 5. The authority to regulate POWTS comes from Chapters Comm 5, Comm 16, Comm 82 through 87, and Comm 91 of the *Wisconsin Administrative Code.* Chapter 15, Sanitary Code and Private Sewage System, of Kenosha County *Code of Ordinances,* sets forth the regulations for POWTS in the County. When municipal sewers have been approved by the Department of Natural Resources and installed by a sanitary district or a municipality and have become available for connection to a structure or premises served, the POWTS must be disconnected and abandoned when the connection to the sewer is completed. It is the owner's responsibility to insure abandonment has occurred on their premises.

Solid Waste Disposal

All of the municipal solid waste currently collected in the City of Kenosha is landfilled in the Pheasant Run Landfill located in the Town of Paris. It has been reported to the DNR that as of January 2008, the open capacity (available space for disposal) of the Pheasant Run Landfill was 2.7 million cubic yards. In 2007, the DNR estimated the site life for Pheasant Run at two (2) years.

Pheasant Run Landfill is currently in the "plan of operation" stage, which addresses a need for expansion. The landfill operator is currently designing and engineering the expansion area, which must be approved by the appropriate regulating bodies. The landfill operator owns 950 acres, of which 182 acres are currently permitted for landfill use. The expansion area encompasses about 50 acres, which would provide another eight to 10 years of site life, if permitted by the appropriate regulating bodies. If the landfill operator continues to receive permits for landfill expansion, it is estimated that the Pheasant Run Landfill has enough land available for continued landfill use for about another 20 years. Pheasant Run will require expansion to accommodate the solid waste produced in Kenosha County over the comprehensive plan design period, or new landfills will need to be sited and developed to accommodate solid waste.

Recycling Facilities

The City of Kenosha administers a recycling program for household recyclables through curbside pick-up, the onyx recyclers on 46th Street west of 56th Avenue and a compost facility on 88th Avenue. Various businesses in Kenosha County accept automotive-related waste items, such as tires, oil, and batteries, some with nominal fees; Good Will, the Salvation Army, other thrift stores, and various businesses accept cell phones for recycling; and the Kenosha Correctional Center collects computers for recycling with the intent of salvaging, repairing, and upgrading the computers for resale at a nominal cost or properly disposing of unusable equipment. The *Kenosha/Racine Counties Reduce/Reuse Recycling Guide 2008*, prepared by UW-Extension, provides general information to County residents about which communities provide services for disposing of various household items and which institutions or private businesses and industries accept or collect various household items for proper disposal. The guide can be viewed at http://kenosha.uwex.edu/ag/documents/Recycling_brochure.pdf.

Parks

The City of Kenosha has adopted local park and open space plans through *The City of Kenosha Comprehensive Outdoor Recreation Plan* and each such outdoor recreation plan and park and open space plan is hereby recognized as an element of this comprehensive plan. The City of Kenosha, when accommodating residential development at densities of less than one (1) home per acre, should provide a system of community and neighborhood parks.

The City of Kenosha Comprehensive Outdoor Recreation Plan should be updated to a plan design year of 2035, following adoption of this comprehensive plan, and updated periodically to comply with DNR requirements to maintain eligibility for recreational grant programs. Additional park and open space policies and programs set forth in Chapter 8, Agricultural, Natural Resources and Cultural Resources Element, and Chapter 9, Land Use

Element, and additional bicycle and pedestrian facilities policies and programs set forth in Chapter 11, Transportation Element, should also be implemented to ensure residents are provided with adequate opportunities for outdoor recreation.

Telecommunications Facilities

Telecommunications has become increasingly important in local, national, and global economies as a primary infrastructure supporting socio-economic growth. This importance is emphasized in broadband communications networks which form a "backbone" of the world economy. Areas lacking broadband communications are likely to become economically stagnant facing long-term business decline. With the very competitive nature of capital markets, smaller metropolitan regions such as Southeastern Wisconsin should become pro-active to compete for limited capital dollars for advanced communications infrastructure. For this reason, SEWRPC has undertaken a regional telecommunications planning program to provide a detailed infrastructure layout to support a broadband wireless and wireline communications network in the Region. This network plan has been documented in two (2) planning reports; SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin,* September 2006, and Planning Report No. 53, *A Regional Broadband Telecommunications Plan for Southeastern Wisconsin*, October 2007.

Planning Report No. 51 sets forth the basic principles and objectives that should be met by an advanced wireless communications system, presents both infrastructure and performance inventories for the existing cellular/PCS mobile wireless networks as well as the scattered fixed wireless networks operating in the Region, describes a recommended wireless telecommunications plan for the Region, and sets forth an approach to implement the plan. The wireless communications plan consists of two (2) levels of wireless networks – a wireless backhaul network plan[5] and a community-level wireless network plan. The plan also sets forth an approach to implement both the regional wireless backhaul network and community level wireless network plans. A regional backhaul network is vital for the economic viability of community-level networks to allow for economic interconnection to fiber-based Internet gateways. The proposed plan implementation process is intended to influence, rather than replace, existing competitive private sector, market-driven planning in order to promote the public interest within the Region.

A regional broadband communications access plan, which built upon the wireless telecommunications plan, was completed in October 2007. Upon implementation, this plan will support a mixture of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of the recommended plan is the potential for cooperative efforts between the public and private sectors in which infrastructure costs are shared between the public safety and commercial networks. Implementation of the recommended plan will require county or multi-county action, although partial implementation can be achieved at the community or multi-community level.

Telecommunications facilities in the City of Kenosha were inventoried as part of the regional telecommunications planning program and were documented in SEWRPC Planning Reports Nos. 51 and 53. Planning Report No. 51 provides an inventory of the regional wireless communications infrastructure with an emphasis on Cellular/PCS mobile wireless networks (see Table 5-2 in Chapter 5). Wireline networks with an emphasis on broadband telephone and cable facilities were inventoried in Planning Report No. 53. The latter report also documented the selection of a regional Wireless Plan as the preferred comprehensive broadband telecommunications plan for the Southeastern Wisconsin Region. The Regional wireless plan features a combined public/private infrastructure in which public safety communications are supported in the 4.9 GHz frequency band and commercial communications traffic in the 5.8 GHz band. This public-private partnership significantly improves the economic viability of broadband wireless networks.

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5 *A backhaul network is designed to convey wireless communications data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.*

Kenosha County became the first county in the Region to actively support the potential deployment of the regional wireless plan. The County executed a contract with SEWRPC to demonstrate the long-range geographic coverage and high-speed throughput in the 4.9 GHz and 5.8 GHz frequency bands. This demonstration is scheduled for completion in Spring 2009, at which time a contract for the full-scale deployment of a 4.9 GHz/5.8 GHz broadband, wireless communications system is anticipated. Kenosha County is expected to be the first county in the U.S. with such broadband communications capability in a public safety network.

Power Plants and Electric and Natural Gas Service

The City of Kenosha is provided with electric power service by WE Energies. A WE Energies electric power generation facility is located in the Village of Pleasant Prairie and is the largest generating plant in Wisconsin, contributing 33 percent of the electrical energy production capability to the total WE Energies' generating system. WE Energies also owns and operates the Paris Generating Station in the Town of Paris. The plant's contribution to the total WE Energies' system is less than one (1) percent. Electric power is also provided to the electric power system from Waste Management's Pheasant Run Landfill Gas-To-Energy facility. Electricity is available throughout the City of Kenosha on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period.

Natural gas service is also provided within the City of Kenosha by WE Energies. ANR Pipeline Company has an underground mainline that runs primarily east-west through the northern portion of the County in the City of Kenosha and Towns of Brighton, Paris, and Somers. ANR Pipeline Company operates an interstate system of natural gas pipelines, and provides natural gas to WE Energies. The North Shore Gas Company also has an underground natural gas pipeline that runs parallel to and west of I-94 through the eastern portion of the Town of Bristol and portions of the City of Kenosha and Village of Pleasant Prairie until it connects with the ANR Pipeline in the Town of Paris. WE Energies also has underground natural gas pipelines that branch off main natural gas pipelines, and are located in the City of Kenosha and Town of Somers. Natural gas is available throughout the City of Kenosha on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period.

The American Transmission Company (ATC) owns all major electric power transmission lines in the City of Kenosha. Electric power transmission lines of 69 kilovolts (kV) and greater in Kenosha County are shown on Map 5-3 in Chapter 5.

Cemeteries

There were four (4) cemeteries encompassing 78 acres in the City of Kenosha as of 2006 (shown on Map 5-12 and listed on Table 5-10 in Chapter 5). The two (2) largest cemeteries in the City of Kenosha (each 15 acres or larger) were Green Ridge Cemetery and St. George Cemetery. It is estimated that Green Ridge Cemetery has adequate area well beyond 2035, and St. George Cemetery has adequate area for another 25 years.

Healthcare Facilities

SEWRPC population projections anticipate changes in the age structure of the Kenosha County population over the course of the comprehensive planning period, as shown on Table 7-6 and Figure 7-1 in Chapter 7. The number of Kenosha County residents 65 years of age and older is expected to almost double between 2000 and 2035, from 17,169 to 34,147 residents. Projected populations by age group are not available for the City of Kenosha. However, it can be expected that this age group will also substantially increase in the City of Kenosha. An increased demand for health care services and facilities can be expected as the percentage of City of Kenosha residents in this age group increases over the planning period.

Map 5-13 in Chapter 5 shows hospitals and clinics for non-specialized medical services in the City of Kenosha and surrounding area in 2006. There are three (3) hospitals offering a full range of medical services; Aurora Medical Center–Kenosha, Kenosha Medical Center Campus in the City of Kenosha, and St. Catherine's Medical Center in the Village of Pleasant Prairie. The Kenosha Medical Center Campus facility also contains Children's Hospital of Wisconsin, which is contained within the Pediatric Unit of the hospital and is funded by Milwaukee Children's Hospital. A plan to expand St. Catherine's Medical Center has received final approval from the

Village of Pleasant Prairie. The expansion would double the size of the hospital with the addition of a third and fourth floor, and includes 100 new patient rooms, provides additional rooms for medical staff and personnel, and the redesigning and relocating of other service departments to improve efficiency within the hospital.

Demand for facilities including nursing homes, facilities such as community based residential facilities (CBRF) and adult family homes, residential care apartment complexes, and senior apartment complexes may increase as the age composition of City of Kenosha residents changes over the planning period. As of 2007, there were 18 independent housing and senior apartment facilities, seven (7) nursing homes, 25 CBRFs, 15 adult family homes, two (2) residential care apartment complexes, and zero (0) adult day care facility located in the City of Kenosha.[6] Each type of facility provides a different level of care for residents requiring a variety of services. All types of facilities are important for providing a continuum of care to persons with disabilities and other City residents as they age or recover from illness, injury, or addiction.

Kenosha County has been active in providing multiple levels of care for elderly residents of the County through the Brookside Care Center. Brookside Care Center is a County-owned skilled nursing care facility with a 154-bed capacity, including 60 beds dedicated to people with Alzheimer's or some other form of dementia. The Care Center provides 24-hour care with registered nurse supervision and many additional skilled and specialized medial services to residents. The Care Center admits short-term and long-term residents consisting of only County residents, as County residency remains a prerequisite for admittance. Kenosha County constructed a new Care Center in 1996. The County should periodically study the renovation and expansion of the facility through 2035 to help address the likely increase in demand for nursing home space and senior apartment space in Kenosha County. The Brookside Care Center was at 100 percent of its capacity in 2008.

Options for long-term care are expected to improve with the introduction of the Family Care program. In 2006, the County Board approved the Family Care program and in February 2007, the program began in the County. Family Care is a State program intended to foster independence and quality of life for the elderly and persons with disabilities in Wisconsin. It is a public-private partnership between the State, counties, and non-profit care management organizations, which administer the program under contract to each county. Community Care is the non-profit organization that received a grant to manage the Kenosha County Family Care program.

One of the goals of the Family Care program is to eliminate waiting lists for nursing homes and other long-term care facilities in the County by December 31, 2008. The program is also intended to provide planning and consumer choice, including alternatives for housing (own home, CBRF, or an alternative facility). The Family Care program is an optional program for persons who qualify for public assistance. Individuals may choose to remain in the Medicare or Medicaid programs.

Kenosha County maintains an Aging and Disability Resource Center (ADRC) for all elderly persons and persons with disabilities in the County, including those who do not qualify for public assistance. The ADRC is a "one-stop shop" for information about available services and facilities, and for assistance in managing finances. The Center serves as a clearinghouse of information for long term care. Services available through the Resource Center include but are not limited to information and assistance, long-term care option counseling, and benefits counseling.

Child Care Facilities

As of 2006, there were 36 State-licensed family child care facilities, which can provide care for four (4) to eight (8) children, and 39 State-licensed group child care facilities, which can provide care for nine (9) or more children. As indicated in Table 5-12 in Chapter 5, the combined capacity of licensed child care facilities in the City of Kenosha was 3,016 children. As indicated in Table 2-3 in Chapter 2, the number of residents in the City of Kenosha under 10 years of age was 13,964. SEWRPC population projections anticipate the number of Kenosha County residents under the age of 10 will increase from 22,007 to 28,472 in 2035. There will likely be a

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6 *Independent housing and senior apartments are inventoried in Table 10-32; nursing homes, residential care apartments, adult family homes, and an adult day care are inventoried in Table 10-33 and 10-36; and CBRFs are inventoried in Tables 10-33 and 10-36 in Chapter 10.*

need for additional child care facilities in the City of Kenosha by 2035 based on the projected increase in the number of residents in Kenosha County under the age of 10.

Police Services

The City of Kenosha is provided with 24 hour police protection through the City of Kenosha Police Department. The police department should conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient officers, equipment, and facilities to adequately protect the City of Kenosha. The City of Kenosha should also assess existing and potential shared-service agreements, such as the Intergovernmental Agreement for Emergency Dispatch Services provided through the Kenosha City/County Joint Services-Communications Center to any interested community located in the County, and the possibility of future department consolidation. Potential cost savings and potential increases or decreases in the level of service currently provided should be evaluated when considering joint services or consolidation.

In January 1999, the Kenosha County Detention Center, which is located on 88th Avenue in the City of Kenosha, began operation under the direction of the Kenosha County Sheriff's Department. The facility serves secure housing needs of the Detention System by employing a direct supervision method of secure detention for sentenced misdemeanants and felons, including Huber work release inmates. The Detention Center had a capacity of 537 inmates in 2008. With a "build out" capacity of nearly 1,200 inmates, the Detention Center, when combined with the Downtown Pre-Trial Facility, will allow Kenosha County to realize the potential for a 1,500-bed capacity that will meet detention needs well beyond 2035. The Downtown Pre-Trial Facility had a capacity of 328 inmates in 2008.

A strategic plan for police protection service for the Kenosha County Sheriff's Department is documented in a report entitled *Strategic Plan 2003-2006*. The plan was prepared by the Kenosha County Sheriff's Department and serves as a framework for yearly operating goals and objectives for the Department. Some noteworthy goals and objectives in the plan include:

- Encourage active community relations
- Continue developing in-house training areas and techniques and educating Department personnel
- Continue to strengthen the operations relationship between the County Sheriff's Department and other law enforcement agencies within the County
- Provide community educational programs about crime prevention to the public
- Expand the Kenosha County Detention Center
- Annually review the Strategic Plan
- Develop annual goals that fulfill the objectives of the Strategic Plan

Kenosha County Sheriff's Department should continue to periodically review and update the Strategic Plan, and conduct needs assessment studies through the comprehensive plan design year 2035 to determine if personnel in its various divisions are adequate to serve City of Kenosha residents.

Fire Protection and Rescue Services

As of 2008, the City of Kenosha was served by seven (7) fire stations (shown on Map 5-9 in Chapter 5 and Map 12-2 in Chapter 12 on page 11). Service standards for fire stations and equipment are developed by the National Fire Protection Association (NFPA). The NFPA recommends a response time of four (4) minutes or less[7] for the arrival of the first arriving engine company at a fire, plus a one-minute "turnout" time. The "turnout" time is defined as the time beginning when units acknowledge notification of an emergency incident to the time when travel to the incident begins. A performance objective of not less than 90 percent for achieving the five-minute response time has also been established by the NFPA.

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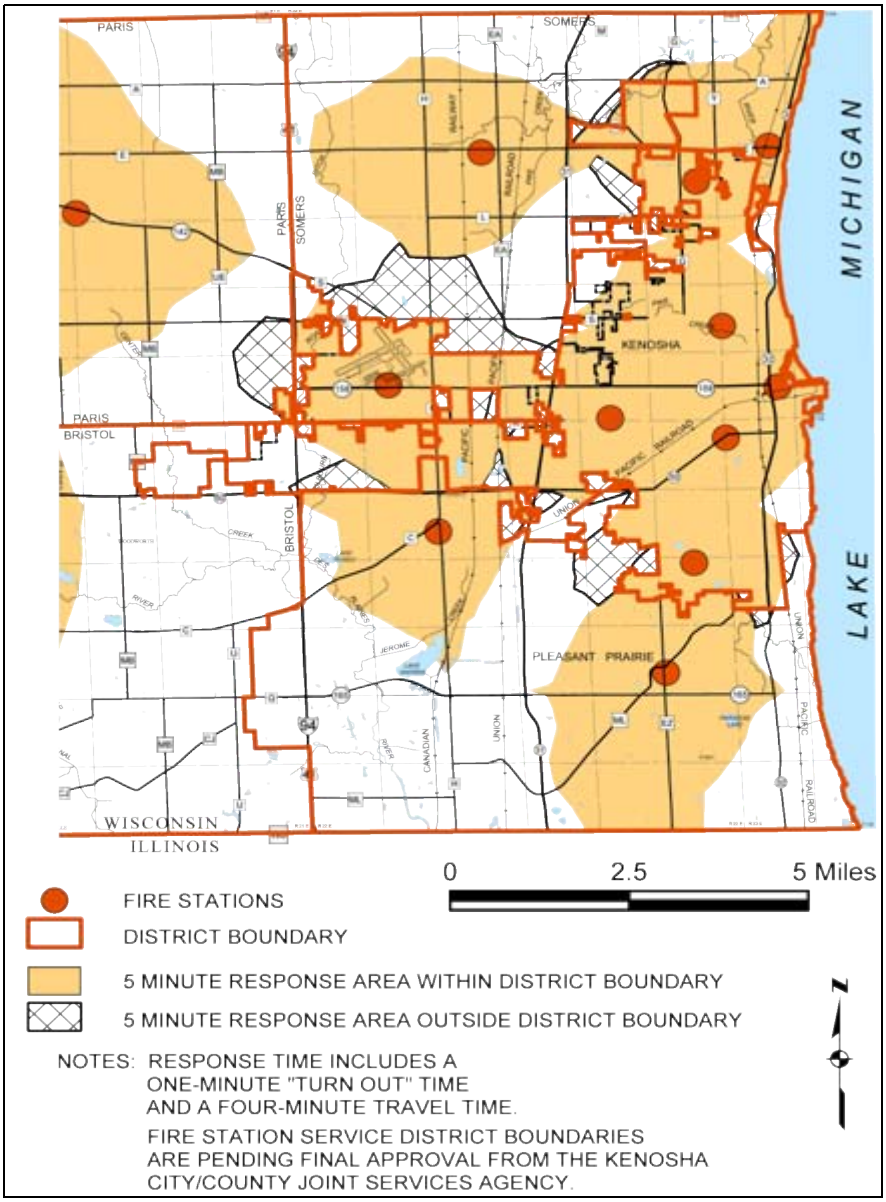
7 *NFPA 1710,* Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2004 Edition.*

A five-minute response time area from each fire station serving the City of Kenosha, which assumes a one-minute turnout time and a four-minute drive time, has been prepared using the modeling software used by SEWRPC for its transportation planning. The results of the analysis are shown on Map 12-2 and assumes that emergency vehicles have the ability to change traffic signals from red to green using preemption control devices and that there are no delays at railroad crossings. Map 12-2 identifies areas within the planned sewer service area for portions of the City of Kenosha that are located outside the five-minute response time for fire stations. Additional analysis would need to be conducted to determine if at least 90 percent of all calls could be answered within five (5) minutes given the existing pattern of development; however, if urban development occurs by 2035 to the full extent of planned sewer service areas, it is unlikely that the five-minute response time would be met at least 90 percent of the time.

MAP 12-2

FIRE STATIONS FOUR MINUTE CONTOURS



Source: Kenosha County and SEWRPC

As of 2008, the City of Kenosha was served by four (4) municipal emergency medical service (EMS) departments. Service zones and corresponding departments are shown on Map 5-10 and listed in Table 5-8 in Chapter 5. In addition, the Scout Leaders Rescue Squad, a volunteer rescue unit, and LJH (Larry and Janet Helton) Ambulance, a private ambulance service, also provide emergency medical services in the City of Kenosha.

The fire department should conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient personnel, equipment, and facilities to adequately protect the City of Kenosha population increases over the comprehensive plan design period. The City of Kenosha should continue to provide service to the Joint Services-Communications Center (Countywide Public Safety Answering Point) for police, fire, and emergency dispatch services throughout the City of Kenosha.

The fire and rescue department that serves the City of Kenosha is also contracted with the Mutual Aid Box Alert System (MABAS). MABAS is a mutual aid organization that involves a cooperative agreement in the sharing of fire, emergency medical, and emergency management resources between contracted members, and includes over 550 member fire departments in Wisconsin and Illinois with over 25,000 firefighters and daily staffed emergency response units, over 750 fire stations, 900 engine companies, 275 ladder trucks, 600 ambulances, 150 heavy rescue squads, 125 light rescue squads, and 225 water tankers. Fire and EMS reserve units account for more than 600 additional emergency vehicles. MABAS also offers specialized operations teams for hazardous materials (HAZMAT), underwater rescue or recovery (DIVE), and above grade, below grade, and trench and building collapse rescues (Technical Rescue Teams). In addition, all MABAS agencies operate on a common radio frequency, the Interagency Fire Emergency Radio Network (IFERN). Counties adjacent to Kenosha County in Wisconsin (Racine and Walworth Counties) and Illinois (Lake and McHenry Counties) are also members of MABAS.

Emergency Management

The Emergency Management Division is under the direction of the Kenosha County Department of Administrative Services and is responsible for the planning, coordinating, and implementing of all emergency Management and Homeland Security-related activities for Kenosha County. The goal of the County Emergency Management Division is to lessen the loss of life and reduce injuries and property damage during natural and technological man-made occurrences through mitigation, preparedness, response, and recovery. The Emergency Management Division coordinates and carries out Federal and State directives under the Homeland Security Act, operates and maintains the County's emergency warning systems, provides coordination for First Responder Agencies and personnel involved in emergency management issues, develops and coordinates County training opportunities for all First Responders, identifies and develops protocols for and assists in strengthening countywide critical infrastructure facilities, and identifies and develops protocols for and coordinates responses during actual events, including the Citizen Corps. It is recommended that the City of Kenosha continue to provide training and educate residents on emergency planning and continue to provide emergency management services and coordinate with other governments and State agencies in disaster recovery.

The Kenosha County Department of Planning and Development, Division of Emergency Planning, and SEWRPC worked with the Federal Emergency Management Agency (FEMA) and the Wisconsin Department of Military Affairs to prepare a Kenosha County Hazard Mitigation Plan.[8] The hazard mitigation plan provides guidance and identifies goals, strategies, and recommendations for responding to natural disasters throughout the County. The plan also identifies available funding sources and programs for residents seeking disaster relief.

Libraries

The City of Kenosha is served by four (4) public libraries, which are part of the Kenosha County Library System (KCLS). The City of Kenosha had a combined circulation of 1,072,036 items in 2007. Table 12-4, page 13, lists the circulation of each library. The KCLS also provides inter-library loan, delivery, and consulting services to member libraries in Kenosha County.

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8 *See SEWRPC Community Assistance Planning Report No. 278,* Kenosha County Hazard Mitigation Plan, *November 2004, and revisions in April 2005.*

TABLE 12-4

PUBLIC LIBRARY CIRCULATION IN THE CITY OF KENOSHA: 2007

Community	Library	Circulation
City of Kenosha	Northside Kenosha Public Library	346,711
	Simmons Kenosha Public Library	57,248
	Southwest Community Library	637,580
	Uptown Kenosha Public Library	30,497
TOTAL		***1,072,036***[a]

a Does not include the Bookmobile circulation of 53,783 items.

Source: Kenosha County Library System and SEWRPC.

The Kenosha County Library System also operates a bookmobile that serves the City of Kenosha and other areas of the County that are not part of the Community Library System. The bookmobile has a circulation of 53,783 items. Residents are encouraged to use one of the public libraries in the City of Kenosha for reference services due to the limited capacity of the bookmobile. The Kenosha County Library System also contracts with the Lakeshores Library System[9] to provide access for Kenosha County residents at libraries in Racine and Walworth counties, in addition to providing access for Lakeshores Library System users to Kenosha County libraries. Due to the passage of 2005 Wisconsin Act 420 in 2006, the City of Kenosha is required to reimburse libraries outside the County beginning in 2008 for services provided to City of Kenosha residents. Similarly, libraries in the City of Kenosha will receive funding from adjacent Counties whose residents use City of Kenosha libraries.

A plan for County Library Service in Kenosha County from 2008 to 2017 was undertaken in 2006 by the Kenosha County Long Range Library Strategic Planning Committee, which included members of the KCLS appointed by the Kenosha County Board of Supervisors. Sub-committees appointed by the Kenosha Public Library and Community Library advised the Strategic Planning Committee. The plan includes a mission statement and plans of action to foster orderly and efficient progress among Kenosha County library agencies. Recommendations cited in the plan include:

- Maintaining and improving traditional public library services and facilities
- Expanding access to computerized collections
- Developing and improving effective partnerships
- Working within the framework of the existing public libraries

Additional information such as previous library system plans, SEWRPC demographic trends through 2035, County population projections from the Wisconsin Department of Administration (DOA), library use data compiled by the Wisconsin Department of Public Instruction, and public perceptions of library service as reported in an independent citizen telephone survey conducted both statewide and in Kenosha County were used to help develop the library plan.

The Kenosha County Library User and Non-User Survey was conducted in May 2007 and prepared for the Kenosha County Library System by Morrill Solutions Research. The purpose of the survey was to gather information relating to the public perception of County libraries and use. Some noteworthy findings from the survey include:

- About 85 percent of users and about one-half of non-users were "Very Satisfied" with their public library, and about 99 percent of users and 86 percent of non-users were altogether "Satisfied" with their public library
- Library users were more likely to live in the City of Kenosha, use a library close to home, and less likely to have Internet access at home
- Forty percent of library users visited more than one public library

9 *The Lakeshores Library System comprises of libraries located in Racine County and Walworth County.*

The City of Kenosha should continue to revisit the plan in five-year increments through the comprehensive plan design year 2035 to determine various demands on public libraries in the County and how to most efficiently use funding to address those demands.

Schools

As of 2006, there were 27 public schools in four (4) school districts and 15 private schools in the City of Kenosha or serving City of Kenosha residents, which are shown on Map 5-11 and listed on Table 5-9 in Chapter 5. The combined enrollment of public and private elementary, middle, and high schools in the City of Kenosha and the City of Kenosha growth areas was 23,268 students in 2006. School districts within the City of Kenosha typically prepare facilities plans, which include needs assessments for new facilities and land, based on development statistics received from the local governments they serve and population projection data from agencies such as SEWRPC and the DOA. Even though SEWRPC projections anticipate that the overall percentage of residents under 20 years of age in Kenosha County will decrease between the 2000 level of 30 percent and the 2035 level of 27 percent, the actual number of residents under 20 in the Kenosha will increase by about 12,513 persons, or about 28 percent, from about 44,939 to about 57,452 persons. This increase may require the expansion of existing schools buildings, as well as attendant recreational facilities, or the construction of new school buildings. In addition, some older school buildings within the City of Kenosha may require replacement as the facility becomes antiquated. School districts should work with the City of Kenosha, Kenosha County, and SEWRPC to obtain information regarding proposed residential developments and population projections to prepare facilities plans in short-term increments through the comprehensive plan design year 2035.

The Kenosha Unified School District and the Westosha Central High School District are the only districts that have prepared a facilities plan to date. The Kenosha Unified School District has prepared a strategic plan and a facilities plan. The Kenosha Unified School District strategic plan[10] sets forth strategies and objectives for district schools, which include implementing plans for overcrowding at existing district schools. Recommendations in the plan include:

- Constructing a new elementary school in the western portion of the district and expanding Prairie Lane Elementary School
- Promoting enrollment at Indian Trail Academy and Lakeview Technology Academy
- Consider renting rooms at Gateway Technical College
- Expanding Indian Trail Academy
- Establishing another alternative high school similar to Reuther Central High School.

Some of the recommendations have been implemented, including the expansion of Prairie Lane School, in which Phase I was completed in the summer of 2006, and the construction of a new elementary school, Charles Nash Elementary School, which was completed in the summer of 2007.

The Kenosha Unified School District facilities plan is reviewed annually and updated every five years by a long-range facilities planning committee. The facilities plan sets forth district enrollment projections, provides an assessment of potential new facilities based on projected build-out, and identifies potential improvements or renovations at existing facilities. When preparing the plan, the committee worked with the City of Kenosha, Village of Pleasant Prairie, and Town of Somers staffs, and identified the best locations for new elementary, middle, and high school facilities. Using the estimated enrollment at projected buildout, the school district determined it will need 12 new elementary schools, four new middle schools, and three new high schools at the time when all developable land within the school district has been developed and/or existing underutilized parcels have been redeveloped.

The *Central High School Master Facilities Plan* was prepared by the District of Westosha Board of Education and sets forth facility recommendations for Westosha Central High School. Recommendations in the report include

10 *Document titled,* Strategic Planning; Implementing a Plan for Our Future, *September 29, 2006, prepared by the Kenosha Unified School District Educational Support Center.*

expansion of the high school to the south of the existing structure. The expansion of the high school could potentially occur within the next 10 years.

Kenosha County is also home to Cardinal Stritch University – Kenosha Campus, Carthage College, Concordia University – Kenosha Campus, Gateway Technical College – Kenosha Campus, and the University of Wisconsin-Parkside. These institutions should consider obtaining population projection information from the City of Kenosha, Kenosha County or SEWRPC; however, their student base in many cases is wider ranging than Kenosha County. These institutions should partner in economic development initiatives undertaken by the City of Kenosha, Kenosha Area Business Alliance, and the Office of Equity and Diversity (OED). These initiatives may require planning for additional facilities and programs, academic faculty and staff, and equipment.

Other County Facilities Located in the City of Kenosha

Kenosha County government agencies are located in a number of locations. The Kenosha County Administration Building, located at 1010 56th Street in the City of Kenosha, houses the County Executive and administrative agencies and officials, including the County Clerk, Treasurer, Register of Deeds, and the Department of Administration. The County Board also holds its meetings in the Administration Building.

The Kenosha County Courthouse/Molinaro Building, located at 912 56th Street in the City of Kenosha, houses the Corporation Counsel and the court system.

Other Kenosha County facilities include the Human Services Building, the Public Safety Building, the Kenosha County Brookside Care Center, the Kemper Center, and the Kenosha Public Museum, all located in the City of Kenosha.

The County Courthouse was constructed in 1928. An extensive renovation project was completed in 1998. In 1982, it was added to the National Register of Historic Places. The County Administration Building was purchased in 1993, underwent a major renovation, and was occupied by County personnel in 1995. The Human Services Building was renovated, and two stories were added to the building in 2003. The County Safety Building was constructed in 1982 and was expanded in 1998. A 60,000 square foot addition is being constructed in 2009-10. A new Brookside Care Center was constructed in 1996.

The City of Kenosha Capital Improvement Plan (CIP) is a study of the City's capital spending requirements, needs, desires, and policy intentions. Providing necessary information for annual budget recommendations, the CIP assesses the City of Kenosha's anticipated capital improvements over a period of five (5) years, anticipating revenues and expenditures for analytical purposes. The CIP does not have the legal standing of the annual budget, but is a planning tool that provides a collection of facts, trends, and suggestions that outline the fiscal requirements and priorities for the preservation of the City of Kenosha's capital assets. The adoption of the CIP by the Common Council is a non-binding assertion of future intent only. Project appropriations for the upcoming year are considered and approved as part of the annual City of Kenosha budget process, representing the legally appropriated expenditures that will be used to implement the approved capital improvements.

Capital projects are defined as acquisition, construction, improvement, maintenance of assets with a cost greater than $25,000 and a useful life of greater than 10 years. The development of the City of Kenosha's five-year CIP is guided by nine (9) distinct areas of focus: Airport Services, Department of City Development, Fire, Library, Museum, Parks, Police, Department of Public Works, and Transit.

The City of Kenosha Capital Improvement Program (CIP) for 2009 to 2013 includes: airport safety enhancements; new vehicles and equipment for the fire department; restroom and limestone improvements to Simmon's Library; roof replacement and parking lot improvements at the Northside Library; new exhibits at the Public Museum and a new roof at the Dinosaur Discovery Museum; a police radio upgrade; nature trails, picnic area, and parking lot improvements at Nash Park; new equipment and park renovations; the extension of 39th Avenue from 27th - 18th Street; street repairs; bike trail expansion; replacing street lights with L.E.D. lighting; acquisition of blighted property; storm water equipment; and bus replacement.

Local Government Facilities
The City of Kenosha also maintains its own buildings and facilities. City of Kenosha government facilities includes the municipal building, public works buildings, and other public structures. The City of Kenosha government buildings are listed on Table 5-5 in Chapter 5. The City of Kenosha should continue to ensure that government facilities adequately serve the public's needs, and should continue to maintain the municipal building and other City of Kenosha government facilities to effectively conduct city business.

PART 2: UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

The general utilities and community facilities issues identified in Chapter 7 were derived from the SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis and input received during the Kenosha County Café. The existing educational system, health care systems, and park and recreational facilities and opportunities in the City of Kenosha were identified as strengths in the SWOT analysis. Opportunities identified during the SWOT analysis were to increase access to the existing technical and higher educational system, the Museum Complex, tourism and recreation, and wireless technology. Water supply was identified as a weakness in the SWOT analysis. Overall, water quality and quantity are not anticipated to be problems during the planning period, particularly if recommendations in the regional water supply plan are implemented.

Benefits experienced from the growth of the City of Kenosha over the last decade, as identified during the Kenosha County Café, include a countywide library system, schools and education, recreational opportunities, sewer service, and health and public safety resources. Those benefits are tempered by a concern about the impact of growth and development on government services. The rate of development outpacing the ability to provide public services was considered a threat in the SWOT analysis and was a recurring theme throughout the visioning process.

Unified services, developing and using alternative sources of energy, great schools, and healthy residents and a healthy environment were part of the vision for the future of the City of Kenosha identified during the Kenosha County Café. The following goals, objectives, policies, and programs have been developed to address these concerns. The *Statutes* require a number of utilities and community facilities to be addressed in this element; however, utilities and community facilities are provided by many units and levels of government and also by the private sector. The following is a brief summary of the utilities and facilities provided in the City of Kenosha:

- ***The City of Kenosha*** provides services or administers ordinances associated with stormwater management, solid and hazardous waste collection and disposal, recycling facilities, parks, fire protection, and rescue services. Land use regulations affect the location of telecommunications facilities, power plants, cemeteries, health care facilities, child care facilities, and schools. The City of Kenosha also provides sewage collection, treatment, and disposal, water supply, library, and police and fire protection services. A description of utilities and community facilities provided by the City of Kenosha is included in Chapter 5.
- ***School districts*** are responsible for planning, constructing, and operating school facilities and for providing educational services.

- ***The private sector*** typically provides electric power, natural gas, communications services, health care, and child care services, although there are some cases (most notably health care) where these services are also provided by the County or a local government.

Overall Utilities and Community Facilities Issues (from Chapter 7)

Goals:
- Maintain and enhance the existing level of public services in the City of Kenosha.
- Support and encourage sustainable energy options in public and private development.

Objectives:

- Encourage public-private partnerships to enhance the level of public services in the City of Kenosha.
- Develop methods to assess the existing and future public service needs of residents.
- Maintain and enhance the high quality educational system.
- Maintain and enhance the high level of healthcare services.
- Encourage use of alternative energy sources.
- Encourage "green" development concepts.

Utilities and Community Facilities Goals, Objectives, Policies, and Programs

The goals, objectives, policies, and programs that follow are intended for implementation by the City of Kenosha. Each set of goals, objectives, policies, and programs corresponds to an issue listed below. Recommendations have been developed to address each of the utilities and community facilities issues through the identification of goals, objectives, policies, and programs.

- ***Environmental Quality Issue***
- ***Environmental Health and Sanitation Issue***
- ***Health Care Issue***
- ***Safety and Emergency Management Issue***
- ***General Government Services Issue***
- ***Intergovernmental Cooperation Issue***
- ***Other Service Provider Issue***

Environmental Quality Issue

Goal:

- Continue local services to maintain the high level of environmental quality.

Objectives:

- Protect and enhance surface water quality.
- Work to ensure City of Kenosha residents are not adversely affected by stormwater runoff and flooding.

Policies:

- Support the development of land use patterns and water quality control programs to maintain or improve water quality.
- Support the implementation of water control plans, regulations, and facilities to manage stormwater runoff and flooding and minimize the adverse effects of flooding.

Programs:

- Continue the cooperative process among DNR, SEWRPC and County and City governments for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply facilities and services.
- Continue to implement Chapter 32, Kenosha Water Utility, of the City of Kenosha Code of General Ordinances, which includes regulation of water and sewerage systems.
- Support and implement, where appropriate, the recommendations of the Regional Water Supply Plan to help ensure an adequate supply of safe water for residents and businesses.
- Support the development of land use patterns and water quality control facilities and practices, including wastewater treatment plants, to effectively meet the water treatment needs of residents.
- Continue to support and implement, where applicable, the recommendations of the regional water quality management plan to maintain or improve water quality.
- Continue to conduct City of Kenosha and local Erosion Control and Stormwater Management reviews on all Subdivision Plats, Certified Survey Maps, Conditional Use Permits (CUPs) and Site Plan Reviews.

- Continue to develop Stormwater Management Plans and Ordinances and joint agreements to provide centralized and/or shared stormwater management facilities, if cost savings and/or service level improvements would result.
- Continue to promote and participate in joint watershed planning programs to minimize urban and rural stormwater runoff.
- Continue to implement the Shoreland and Floodplain Zoning Ordinance to help protect residents from flooding hazards.
- Cultivate existing relationships and look for new opportunities to coordinate efforts with local grassroots groups; conservation and wildlife clubs; local, State and Federal agencies; local schools; and youth groups.

Environmental Health and Sanitation Issue

Goal:

- Provide a safe and healthy environment for residents.

Objectives:

- Continue to implement programs and regulations that protect public health.
- Continue to provide programs to meet solid waste disposal needs.

Policies:

- Support State, County, and local programs to identify and reduce public health hazards related to environmental factors.
- Implement programs and ordinances to reduce the human and environmental risks posed by sewage and other contaminants.
- Implement programs to reduce the human and environmental risks posed by household waste, including hazardous waste and illicit discharge.

Programs:

- Continue to work with the County Sanitarian for the proper siting, operation, and maintenance of Private On-site Wastewater Treatment System (POWTS).
- Continue to provide education and assistance to citizens on potential environmental problems that may impact human health, including home health hazards such as mold, lead, and asbestos; indoor and outdoor air quality; solid and hazardous waste; and pest control.
- Continue to support the Kenosha County Health Department's capacity to offer health and environmental safety programs.
- Continue the Hazardous Household Waste Collection Program.
- Continue to cooperate with DNR in implementing the Wisconsin Mercury Reduction program.
- Encourage the development of a Pharmaceutical Collection Program.
- Continue local solid waste collection and disposal services and local recycling programs, including used tires.
- Explore regional partnership options for recycling programs and facilities.
- Continue to monitor *E.coli* bacteria levels at Lake Michigan beaches during the summer months and report beach advisories and closing as indicated.
- Work with State officials and agencies, private industry, and WE Energies to support projects that improve air quality.

Health Care Issue

Goal:

- Develop and implement programs and services that will contribute to the physical, psychological, and emotional well-being of residents.

Objective:

- Work to provide residents with adequate health care facilities to maintain the high level of health care in the City of Kenosha.

Policies:

- Continue providing health care services and facilities that are currently provided by County and local agencies.
- Study the expansion of current County and local health care services and facilities and the possibility of developing new health care services and facilities as necessary.
- Support affordable health care and access to health care for all residents.

Programs:

- Continue to support public health, health care, and transportation programs and services offered by Kenosha County government departments and agencies, including the Aging and Disability Resource Center Health Department, Children and Family Services, and Veterans Service.
- Continue to support the Care Giver Alliance.
- Continue to support managed care programs that serve people with mental illnesses, developmental disabilities, and juvenile defenders such as Community Aids and Youth Aids.
- Support health care services to the uninsured and underinsured by looking at gaps in health care facilities and services, including prenatal care and diabetes in the African-American and Hispanic communities.
- Continue to cooperate with the Kenosha County Health Care Center.
- Continue to support preventative health care service to County residents through the Kenosha County Division of Health Clinic.
- Continue to provide immunization clinics and promote and administer seasonal vaccinations.
- Consider assisting private non-profit agencies in applying and receiving grants for programs and facility development for the Kenosha County homeless shelter service, Kenosha County Interfaith and Human Concerns Network.
- Continue to support the Aging and Disability Resource Center.
- Promote programs at UW-Parkside, Concordia University, Carthage College, and Gateway Technical College, to have an educated and adequate supply of skilled workers to provide health care services to residents.
- Partner with appropriate agencies and organizations to educate local businesses on the cost and time commitment associated with family care giving, and encourage policies at local businesses to reduce care giver impact.

Safety and Emergency Management Issue

Goal:

- Provide a safe and secure environment for residents.

Objective

- Continue to provide high-quality public safety programs and personnel.

Policy

- Continue to provide adequate police, criminal justice, emergency management, and rescue services to residents.

Programs:

- Continue to provide police protection to residents through the City of Kenosha Police and Fire Departments and EMS.

- Continue to conduct needs assessment studies to determine if the Police and Fire Departments have adequate personnel and equipment to provide residents with police and fire protection, and emergency medical services.
- Continue to promote shared services and equipment between the Kenosha County Sheriff's Department and the City Police Department, where shared services would result in cost savings and maintenance or improvement in the existing level of service.
- Continue to support and cooperate with the Kenosha County Emergency Management Division, which is responsible for planning, coordinating, and implementing all emergency management and Homeland Security-related activities in the City of Kenosha.
- Continue to assist in the review and update the Kenosha County Hazard Mitigation Plan.
- Continue to utilize the Mutual Aid Box Alert System (MABAS) into fire dispatching and rescue services and the continued establishment of a Rapid Intervention Team.
- Continue to provide dispatch services through the integrated County emergency call dispatch center, which is operated by the Kenosha City/County Joint Services-Communications Center.

General Government Services Issue

Goal:

- Provide all residents with cost-effective, prompt, and high quality government services.

Objectives:

- Work to ensure residents have access to public libraries and library services.
- Ensure that City of Kenosha government facilities are adequate to enable municipal departments and agencies to operate effectively.

Policies:

- Support the Kenosha County Library System and the public libraries located in the City of Kenosha.
- Continue to assess City of Kenosha government facilities and department needs on a regular basis.
- City of Kenosha government will strive to be a role model in implementing "green" site development methods and operating energy-efficient facilities and programs.

Programs:

- Cooperate with the Kenosha County Library System to develop and implement recommendations developed in the strategic plan prepared and updated periodically.
- Continue to provide funding to the Kenosha County Library System.
- Continue to prepare a Capital Improvement Program to help identify major public projects and funding sources to implement desired projects.
- Continue to evaluate personnel and resources necessary to maintain or improve the public services offered by the City of Kenosha government as part of the annual budget process.
- Evaluate the use of Green Building standards when designing and constructing new public buildings or expanding existing public facilities.
- Continue recycling programs in public buildings.

Intergovernmental Cooperation Issue

Goals:

- Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services, provided the level of service will be maintained or improved.

Objectives:

- Continue to share information on ordinances, services, and programs among units and agencies of government.

- Work with other units and agencies of government, where appropriate, to construct and/or operate community services and facilities in a cost-effective and efficient way through joint service agreements.
- Encourage intergovernmental cooperation when selecting sites for public facilities such as schools, fire stations, and libraries.

Policies:

- Continue to encourage shared services where appropriate.
- Continue to promote shared services and equipment between the Kenosha County Sheriff's Department and local police, fire, and rescue departments, upon request of the local government, and with emergency disaster relief.
- Continue to work cooperatively to plan and develop a system of Countywide parks, trails, and recreational facilities.

Programs:

- Continue to explore cooperating with Kenosha County and other local officials about opportunities for and examples of shared services and facilities.
- Continue to provide information to other local governments about park and open space sites and recreational facilities, and coordinate with other local governments for the joint development and use of facilities, where appropriate.

Other Service Providers Issue

Goal:

- Ensure the public services offered in the City of Kenosha meet the needs of all residents.

Objectives

- Encourage public-private partnerships to enhance the level of public services.
- Maintain and enhance the high-quality educational systems.
- Maintain and enhance the high level of health care services.

Policies

- Develop methods to assess the existing and future public service needs of residents.
- Cooperate with school districts, on request, to help them identify the need for and suitable locations for new or expanded schools.
- Work with electric and gas service providers, such as WE Energies, to determine future demand in the City of Kenosha.
- Support utility efforts to develop alternative sources of energy, including the use of renewable energy (i.e. wind and solar power), in appropriate locations.
- Ensure an adequate amount of land is allocated to institutional uses such as educational buildings, institutions, and hospitals to serve residents.
- Ensure an adequate amount of land is allocated to communication and utility uses, such as sewage disposal plants and treatment lagoons, water towers, and water supply plants to efficiently serve residents.
- Consider recommendations set forth in State and Regional plans affecting the provision of utilities and community facilities and information regarding existing and planned land uses and other facilities in the City of Kenosha.

Programs:

- Continue to provide development information to school districts for use in preparing facilities plans.
- Provide population projection data to health care providers, on request, for use in determining the need for health care facility expansion or for potential new health care facilities.

- Support and implement, where desired, the objectives, principles, and standards recommended by the regional telecommunications plan.
- The City of Kenosha will work with health care providers, school districts, and private service providers, as appropriate, to help find suitable sites for hospitals and other healthcare facilities, schools, and alternative energy sites..
- Allocate an adequate amount of land on Land Use Plan maps to allow for the expansion of health care facilities or construction of new health care facilities to meet the health care needs of residents.
- Allocate an adequate amount of land on Land Use Plan maps to allow for the expansion of schools or construction of new schools to meet the educational needs of residents.
- Explore, supply and develop Wi-Fi throughout the City of Kenosha.

* * * * *

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:[1]

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

[1] *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[2] 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[a]	Number	Percent[a]	Number	Percent[a]	Number	Percent[b]	Number	Percent[b]	
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 oder.

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.

[2] *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
Total Population	149,577	166,112	184,331	201,907	210,078	60,501	40.4

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[3] 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[4]). 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

[3] *SEWRPC Technical Report No. 11 (4th 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.*

[4] *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
Villages		
Paddock Lake	826	1.2
Pleasant Prairie	10,996	16.0
Silver Lake	523	0.8
Twin Lakes	1,557	2.3
Towns		
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
County	68,654	100.0

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[5], 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 or other geographic areas. Kenosha County employment is compared to the Region, State, and Nation in Table 13-7,page 8.

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[5] *The SIC industrial classification structure is shown in more detail at 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[a]

NAICS Industry Group	NAICS Code	Former SIC Industry Code[a]	SIC Division Code	Number of Jobs	Percent of Total
Private Employment					
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[c]	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
SUBTOTAL[d]	--	--	--	66,426	83.3
Government and Government Enterprises					
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[c]	92	Public administration	J	1,558	2.0
Local government[c]	92	Public administration	J	7,687	10.0
SUBTOTAL	--	--	--	10,044	13.1
TOTAL	**--**	**--**	**--**	**76,470**	**100.0**

a SIC Industry Groups are detailed at 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[a]

(NAICS) Industry Group	Comparison with Region	Comparison with State	Comparison with Nation
Private Employment			
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[b]	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
Government and Government Enterprises			
Federal, civilian	0.39	0.45	0.23
Military	1.27	1.34	0.58
State government[b]	1.58	0.71	0.69
Local government[b]	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.

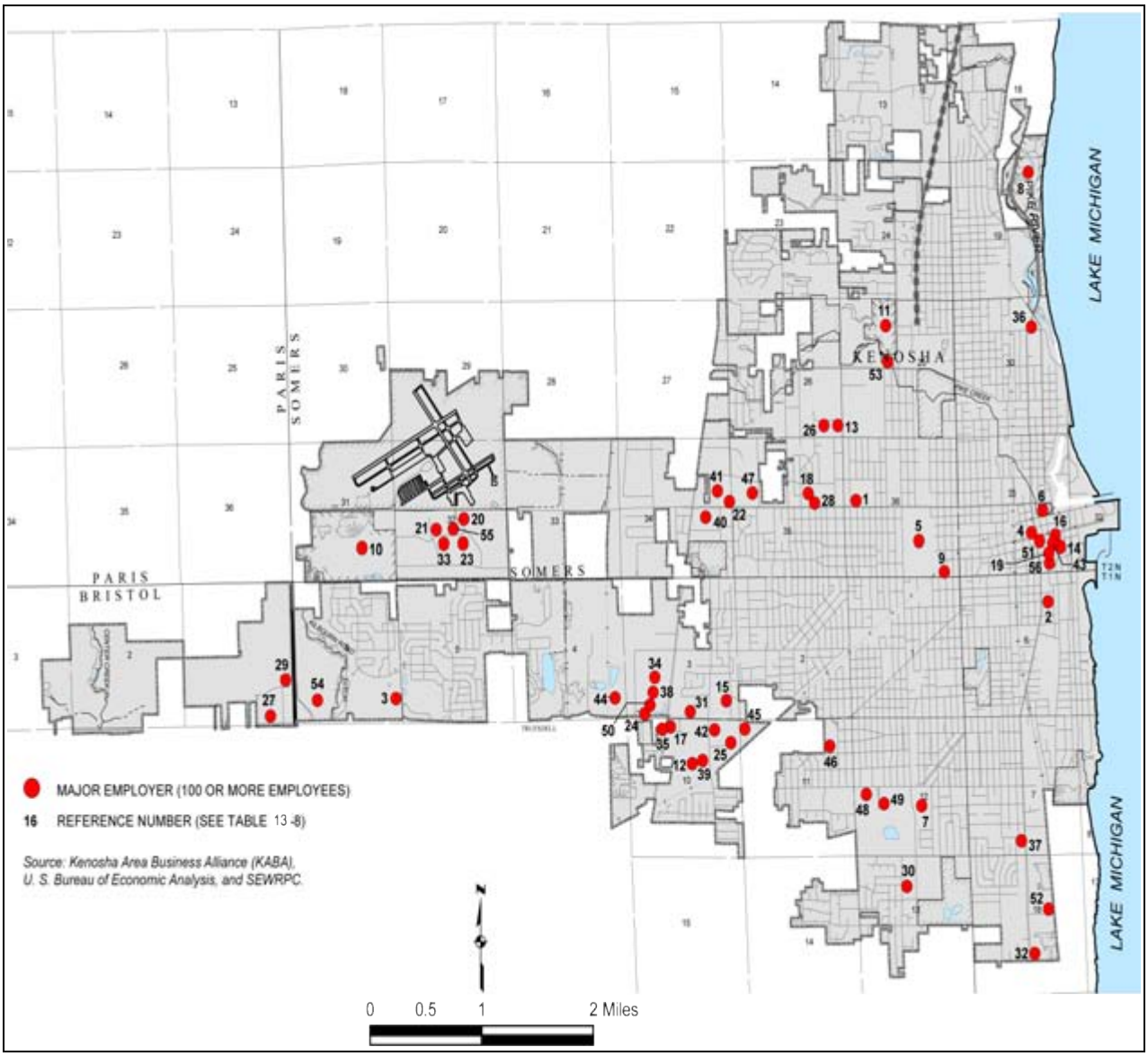
Major Employers

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[a] IN THE CITY OF KENOSHA: 2006

No. on Map 13-1	Name	NAICS Code	NAICS Industry Title	No. of Employees[b]
1	Kenosha Unified School District[c]	611110	Educational Services	2542
2	United Hospital System, Inc.[c]	622110	General Medical and Surgical Hospitals	1852
3	Aurora Healthcare[c]	622110	General Medical and Surgical Hospitals	1076
4	Kenosha County[c]	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-Services 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	Extendicare 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[b]
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[a]	Percent of State[a]
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[c]	$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[c]	$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
City of Kenosha				
Reported Dollars	$18,927	$27,770	$41,902	121.4
Constant 1999 Dollars	$43,762	$37,632	$41,902	(4.3)
Kenosha County				
Reported Dollars	$20,084	$30,638	$46,970	133.9
Constant 1999 Dollars	$46,437	$41,519	$46,970	1.1
Region				
Reported Dollars	$20,096	$32,146	$46,308	130.0
Constant 1999 Dollars	$46,456	$43,563	$46,308	(0.3)
State				
Reported Dollars	$17,680	$29,442	$43,791	147.7
Constant 1999 Dollars	$40,879	$39,898	$43,791	7.1
Nation				
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[a] 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

a 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

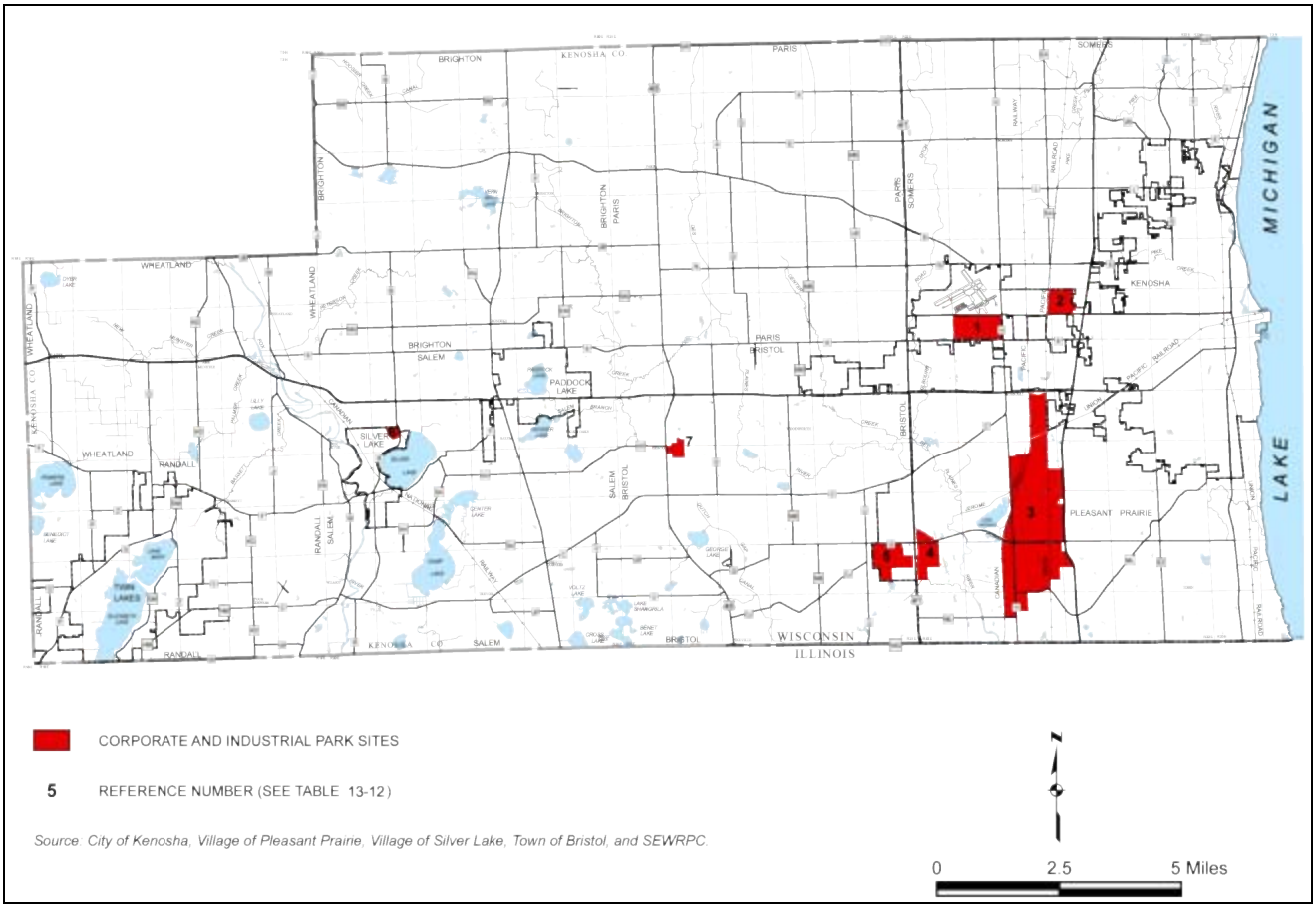


TABLE 13-12

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
TOTAL		**3,391**	**2,590**

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[a]	Location	Activity Type[b]
1	54th Street & STH 32, NW Corner	54th Street & STH 32, NW Corner	LUST
2	Arctic Laundry and Cleaners	5619 22nd Avenue	ERP
3	Ashmus Belting	1000 50th Street	ERP
4	Benco (Pinsker – Phillips 66)	3404 52nd Street	LUST
5	BR Machining	1303 35th Street	ERP
6	Brat Stop Restaurant	12304 75th Street	ERP
7	Brookside Care Center	3506 Washington Road	LUST
8	C & L Cleaners[c]	8927 Sheridan Road	ERP
9	Cable & Sons Excavating	6821 28th 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 38th Avenue	LUST
13	City of Kenosha Poerio Park	20th 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[c]	2916 Sheridan Road	ERP
18	Daimler Chrysler Corporation (multiple sites)	5555 30th Avenue	ERP/LUST
19	Dairy property (former)	4515 Washington Road	LUST
20	Dave's American Muffler	7855 Sheridan Road	LUST
21	Dynamatic Corp. (former)	3122 14th Avenue	LUST
22	Finishing & Plating Service, Inc.	1011 53rd Street	ERP
23	Fouts, James property	1105 57th Street	ERP
24	Haarstick Auto Body[c]	5215 Sheridan Road	ERP
25	Harborpark Lots 11 and 12	3rd Avenue and 56th Street	ERP
26	Heimes Garage	3418 66th Street	LUST
27	Hertz Car and Truck Rental	3427 60th Street	ERP
28	Infusino Construction	17th Ct. & Birch Road	LUST
29	Kenosha Community Health Center	5215 Sheridan Road	ERP
30	Kenosha Iron & Metals, Co.	5512-5514 19th Avenue	ERP
31	Kenosha Manufactured Gas Plant Remediation Site (MGP)	5215 Sheridan Road	ERP
32	Kenosha Streetcar Barn	724 54th Street	ERP
33	Kenosha Youth Foundation Lot	5800 49th Street	LUST
34	Kip Nelson Services	5700 – 5800 49th Street	ERP
35	Lakeside Cleaners	5920 Sheridan Road	ERP
36	LeBlanc Corporation	7001 30th Avenue	ERP
37	MacWhyte Facility (former)	2906 14th Avenue	ERP
38	Mankowski property	26th Avenue from 45th Street to 48th Street	ERP
39	Martino's Master Drycleaners	1205 65th Street	ERP/LUST
40	Milk producers (former)	6843 29th Street	ERP
41	Monarch Plastics	1205 65th Street	ERP
42	Muellers Auto & Tire Center, LLC	3300 60th Street	LUST

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

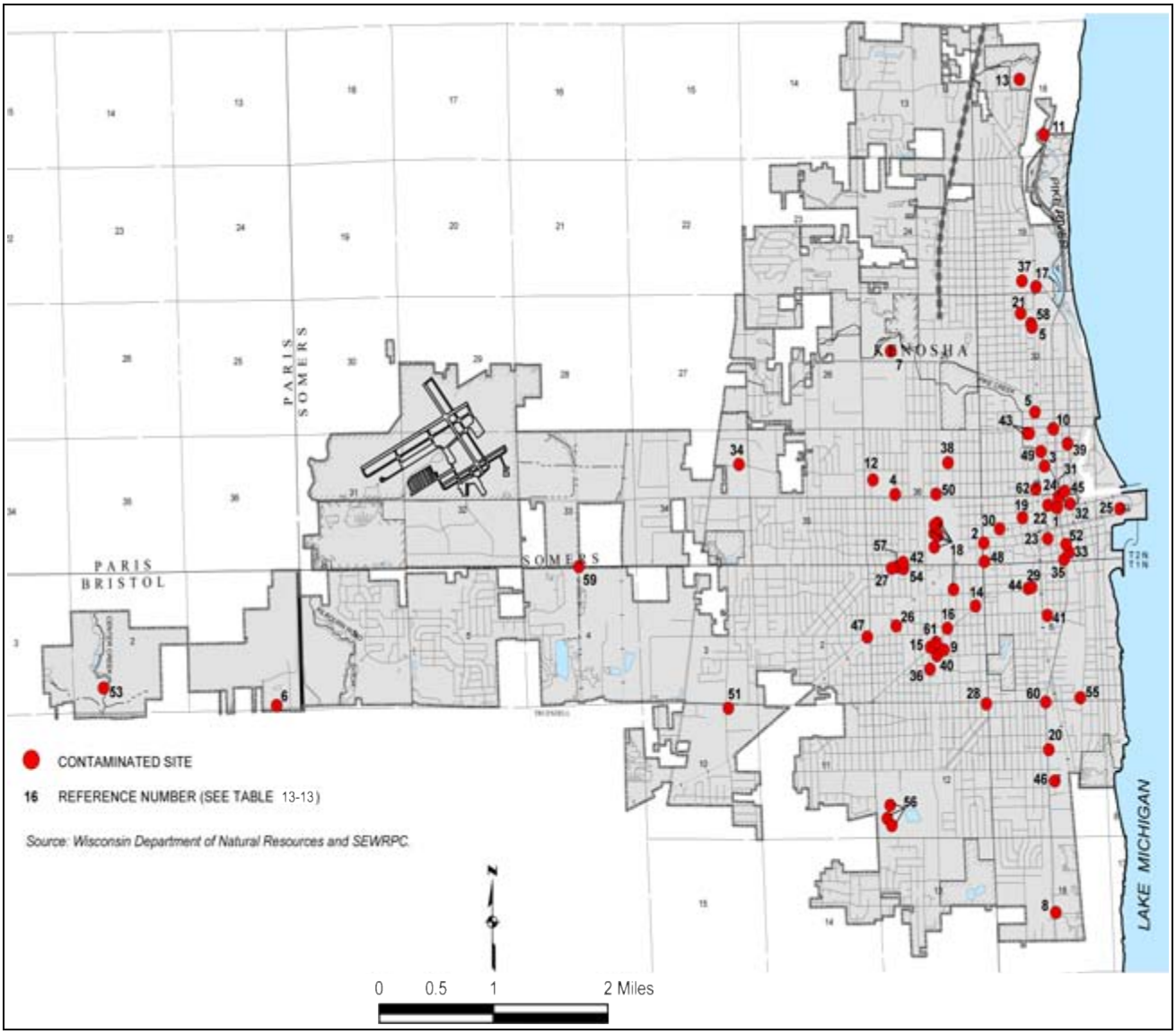
No. on Map 13-4	Operator	DNR Activity Type	Size (acres)
1	Kenosha County Trucking	Inactive	--[a]
2	Ron's Rubbish	Inactive	--[a]

a Data not available.

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

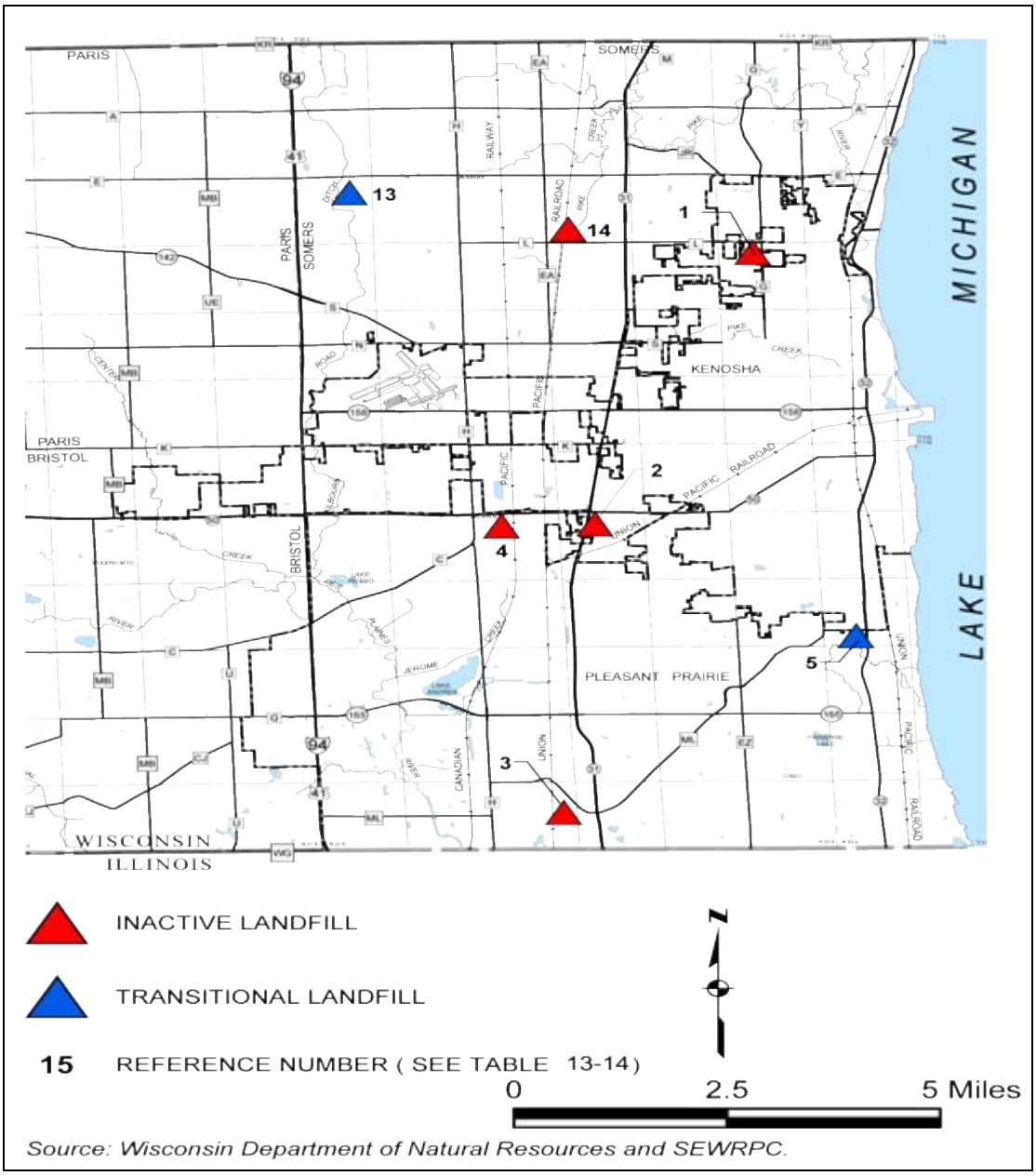
MAP 13-3

KNOWN CONTAMINATED SITES IN KENOSHA COUNTY: 2007



MAP 13-4

INACTIVE AND TRANSITIONAL LANDFILLS IN KENOSHA COUNTY: 2007



Source: Wisconsin Department of Natural Resources and SEWRPC.

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

Fund	Total Annual Allocation	Percent
KABA Revolving Loan Fund (KABA RLF)	$8,291,144	35.1
City of Kenosha Revolving Loand 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
TOTAL	**$25,385,755**	**100.0**

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[6] 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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[6] *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"[7]. 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

[7] *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).

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
---	---	**TOTAL**	**1,042**	---

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.

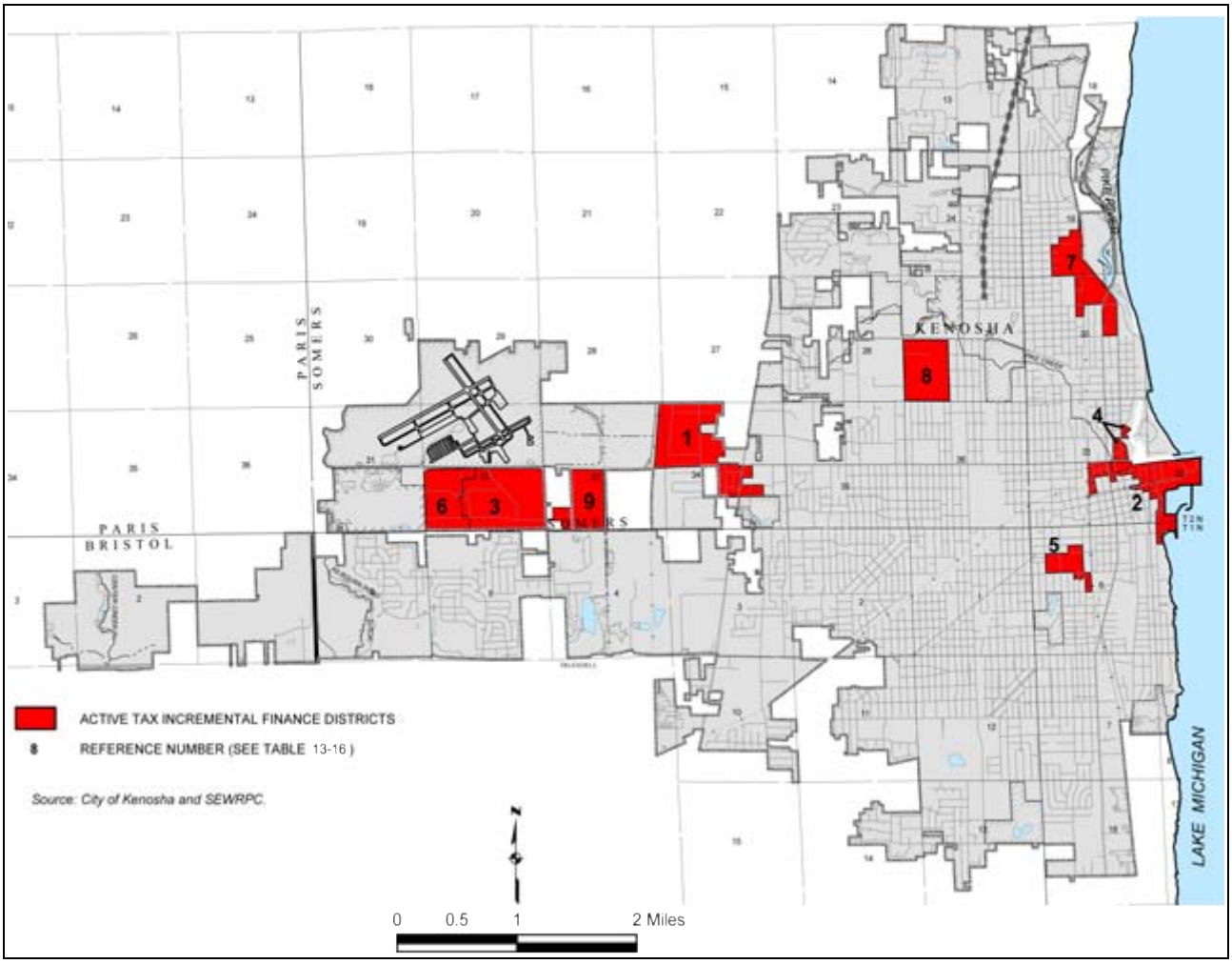
The City of Kenosha established a Redevelopment Authority in 1981. Recent projects that the City of Kenosha Redevelopment Authority have undertaken include the redevelopment of the Harbor Park area and downtown

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,[8] 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.

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[8] *Documented in SEWRPC Technical Report No. 10 (4th Edition),* The Economy of Southeastern Wisconsin, *July 2004*.

FIGURE 13-1

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

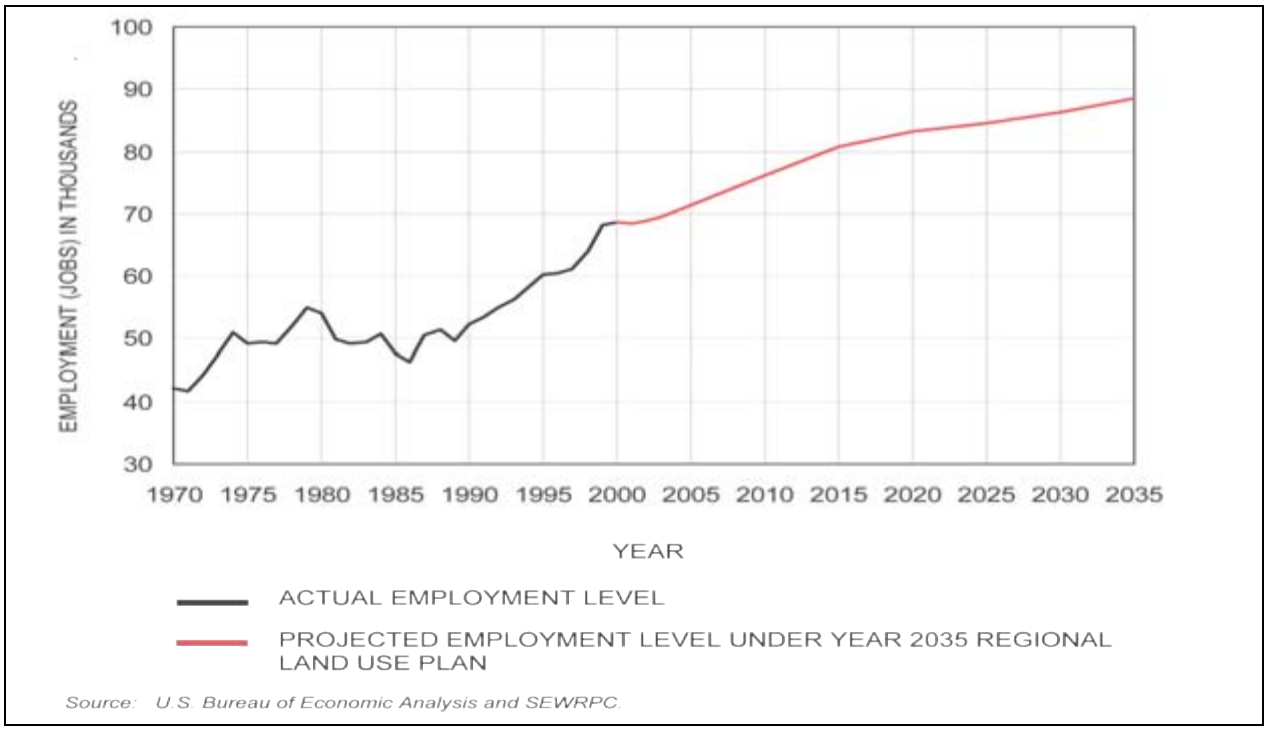

TABLE13-17

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[a]	20,116	19,569	-547	29.3	22.1
Retail	13,349	15,674	2,325	19.4	17.7
General[b]	22,432	40,705	18,273	32.7	46.0
Transportation, Communications, and Utilities	2,651	2,504	-147	3.9	2.8
Government[c]	8,534	8,636	102	12.4	9.8
Other[d]	1,572	1,416	-156	2.3	1.6
TOTAL	**68,654**	**88,504**	**19,850**	**100.0**	**100.0**

a Includes construction, manufacturing, and wholesale trade categories.

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

c Includes government and public education jobs.

d 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[a]

Sub-Area (see Map 7-1 in Chapter 7)	Existing: 2000			Intermediate Projection: 2035[a]			2000 – 2035 Change	
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent
Urban Service Areas								
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
SUBTOTAL	63,918	2,286	66,204	86,187	---	86,187	19,983	30.2
Unsewered Areas[ab]								
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[c]	---	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
SUBTOTAL	---	2,450	2,450	---	2,317	2,317	(133)	-5.4
COUNTY TOTAL[b]	63,918	4,736	68,654	86,187	2,317	88,504	19,850	28.9

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, 4th 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
Manufacturing					
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
SUBTOTAL Manufacturing	224,300	177,100	171,700	162,400	160,400
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
Services					
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[a]	171,200	197,700	216,300	226,600	231,300
SUBTOTAL Services	406,000	475,100	529,800	568,400	590,000
Finance, Insurance, and Real Estate	93,700	98,800	103,100	103,600	103,600
Government and Government Enterprises[b]	114,400	113,500	114,900	114,900	115,300
Agriculture	6,000	5,300	5,100	4,900	4,800
Other[c]	11,700	13,200	15,300	16,100	16,200
TOTAL REGIONAL EMPLOYMENT	1,222,800	1,240,100	1,308,200	1,343,100	1,368,300

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[a]			Recommended Regional Land Use Plan (Intermediate Projection)[b]		
	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 Pan. 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[9] (No specific code, applies to many types of businesses)
- Service sector – lawn and maintenance (SIC – 70-89; NAICS - 81)

[9] *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[10]
- 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

[10] *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[11] 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.

[11] *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.

* * * * *

APPENDIX 13-1

ECONOMIC DEVELOPMENT PROGRAMS AND GRANTS AVAILABLE

(See Part 2 in Chapter 13 for Additional Programs)

Wisconsin Department of Commerce Programs

Industrial Revenue Bond (IRB) Program Overview
The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects primarily at manufacturing facilities. IRBs are municipal bonds, but not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

Customized Labor Training (CLT) Program
The CLT Program is designed to assist companies that are investing in new technologies or manufacturing processes by providing a grant of up to 50 percent of the cost of training employees on the new technologies. The program's primary goal is to help Wisconsin manufacturers maintain a workforce that is on the cutting edge of technological innovation. Any business making a commitment to locate a new facility in Wisconsin or expand an existing facility which is upgrading a product, process, or service that requires training in new technology and industrial skills is eligible.

Employee Ownership Assistance Grant Program (EOP)
The EOP Program is designed to assist the employees of a distressed business obtain the professional services necessary to evaluate the feasibility of purchasing the business and operating as an employee-owned business. An EOP award may be made to a group formed by or on behalf of the current or former employees of an existing Wisconsin business that is considering or has experienced substantial layoffs or a plant closing. The applicant must intend to operate the business in Wisconsin as an employee-owned business.

Major Economic Development (MED) Program
The MED Program is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. To be eligible, the project must involve significant capital investment relative to the State as a whole or involve the retention or creation of a significant number of jobs in the local community in which the project is located. Eligible activities include construction and expansion; working capital; and acquisition of existing businesses, land, buildings, and equipment.

Economic Diversification Loan (EDL) Program
The EDL Program was established to assist a local community's economy diversify in order to become less dependent upon revenue from Gaming. The EDL Program is a low interest loan program designed to help businesses establish and expand operations.

Economic Impact Loan (EIL) Program
The EIL Program was established to help Wisconsin businesses that have been negatively impacted by Gaming. EIL recognizes that qualified businesses may have difficulty accessing capital, and is designed to cover a portion of the cost associated with modernizing and/or improving business operations. Ultimately, it is anticipated that

such improvements will increase revenues and reduce the impact that Gaming has had on the business. The EIL Program is a low interest loan program designed to help finance a portion of the costs of these improvements.

Technology Development Fund (TDF)
The TDF Program was established to help Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the State. Eligible applicants include any Wisconsin business or consortium. Eligible activities include research and development that will lead to new or significantly improved products or processes, have a high probability of commercial success within a relatively short time period (two to three years), and/or will provide significant economic benefit to Wisconsin. Only costs directly associated with the proposed research project are eligible, including salaries, professional services provided by independent third parties, equipment critical to the research project, and supplies and materials.

Technology Development Loan (TDL) Program
The TDL Program was established to assist Wisconsin businesses that have developed technological innovations with the potential to provide significant economic benefit to the State. This program is designed to assist the business in bringing the new technology to commercialization. Any Wisconsin business or consortium can apply for TDL funds. Eligible activities include acquisition of land, buildings, and equipment; working capital; and new construction. Although the Department of Commerce (Commerce) can provide up to 75 percent of eligible project costs, the actual amount of Commerce participation is dependent on factors such as commercial potential, economic impact, business viability, fund availability, collateral position available, and the amount of private funds leveraged.

Wisconsin Trade Project Program
The Wisconsin Trade Project Program offers individual matching grants up to $5,000 to help small export-ready firms participate in international trade shows. Wisconsin businesses whose annual sales are less than $25 million (including the annual sales of parent and subsidiary companies) that have developed a long-term export plan are eligible.

Business Employees' Skills Training (BEST) Program
The BEST Program was established by the Wisconsin Legislature to help small businesses, in industries that are facing severe labor shortages, to upgrade the skills of their workforce. Under the BEST program, Commerce can provide applicants with a tuition reimbursement grant to help cover a portion of the costs associated with training employees. Eligible applicants include Wisconsin for-profit businesses that have 25 or fewer full-time employees or annual sales of less than $2.5 million. Eligible industrial clusters include automation, agriculture/food products, biotechnology, information technology, manufacturing, medical devices, paper/forest products, printing, tourism, and childcare.

Certified Capital Companies (CAPCO) Program
The CAPCO Program created an investment pool directed toward small, high-growth companies with an annual income of no more than $2 million and no more than 100 employees. To be eligible to receive investment from CAPCO, a business must be headquartered in Wisconsin; be in need of venture capital and unable to obtain conventional financing; have no more than 100 employees (at least 75 percent of whom are employed in Wisconsin); have an average annual net income of not more than $2.0 million during its two (2) most recent fiscal years; have a net worth less than $5.0 million; and not be engaged in predominately professional services or banking.

State of Wisconsin Investment Board (SWIB)
SWIB is a State agency that invests one of the largest pension funds in the world. It directs a portion of its private debt investments to Wisconsin companies. SWIB provides long-term financing as a complement to short-term bank lending. Both debt and mezzanine financing are available. Mezzanine financing takes the form of a subordinate loan supplemented by warrants or company stock. The loan generally has a five-year maturity. Typically the interest rate is 10 to 12 percent. Total return should be about 16 percent. Approved loans usually run 10 to 15 years. Loans are generally used to finance long-term business needs, such as purchasing fixed assets or refinancing short-term or long-term obligations. Fixed assets are often used as collateral. In some cases, a

parent corporation may guarantee the loan. In other cases, a personal guarantee of the owner or major shareholders may be used.

Minority Business Development Fund
The Minority Business Development Fund offers low-interest loans for start-up, expansion, or acquisition projects. To qualify for the fund, a business must be 51 percent controlled, owned, and actively managed by minority-group members, and the project must retain or increase employment.

Small Business Innovative Research (SBIR)
SBIR provides funding for higher risk, early-stage products and technologies. The SBIR Program was established to stimulate technological innovation, use small businesses to meet Federal research and development (R&D) needs, encourage the participation of disadvantaged and minority persons in technological innovation, and increase private sector development through federal sponsorship.

The SBIR Program allows small businesses to compete for Federal R&D funds. Small businesses must meet certain eligibility criteria to participate in the SBIR program:

- At least 51 percent American-owned, located in the U.S., and independently operated.
- For profit.
- Company size limited to 500 employees.
- Principal researcher primarily employed by business at time of award and not employed full time by another institution or company.
- All work must be done in the U.S.

Small Business Technology Transfer (STTR)
The STTR Program is a joint research effort between a small business and a nonprofit research institution or Federally Funded R&D Center (FFRDC). The STTR provides funding for higher risk, early-stage products and technologies. The STTR Program was established to enable small businesses to partner with a nonprofit research institution, such as a university or Federal R&D Center, to bring innovative technologies to market.

Small businesses must meet certain eligibility criteria to participate in the STTR Program:

- American-owned and independently operated.
- For profit.
- Principal researcher need not be employed by small business.
- Company size limited to 500 employees.
- The small business must perform at least 40 percent of the STTR project.

The nonprofit research institution must also meet certain eligibility criteria:

- Located in the U.S.
- Meet one of three (3) definitions: nonprofit college or university, domestic nonprofit research organization, or FFRDC.
- The research institution must perform at least 30 percent of the project.
- There must be a written intellectual property agreement in place at the time of award.
- All work must be done in the U.S.

Wisconsin Entrepreneurs' Network (WEN) Programs

Technology Assistance Grant (TAG)
The TAG Program aids small Wisconsin high-technology businesses in their efforts to obtain seed, early-stage, or research and development funding. Eligible project costs are professional services involved in the preparation and review of a Federal R&D grant application; in obtaining industry information, data or market research needed to complete applications for R&D or early-stage funding; or in meeting specific requirements to obtain seed or early-stage funding from outside sources.

Early Planning Grant (EPG)
The EPG Program is designed to help individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed business start up or expansion. Under the EPG Program, the WEN, with funding from the Wisconsin Department of Commerce, can provide applicants with a grant to help cover a portion of the cost of hiring an independent third party to develop a Comprehensive Business Plan.

Entrepreneurial Training Program (ETP) Grant
The ETP is a course offered through the Small Business Development Center (SBDC) providing prospective and existing business owners with expert guidance through business plan development.

Wisconsin Housing and Economic Development Authority (WHEDA) Programs

The Linked Deposit Loan (LiDL)
The LiDL is a program offering women and minority owned and operated businesses a two-year interest rate subsidy on the portion of a new bank loan of $10,000 to $99,000 that covers land, buildings, and equipment. At least 50 percent of the business must be owned by a woman or ethnic minority group member, or more than 50 percent of the business must be controlled by a woman or ethnic minority group member to be eligible. In addition, the business must employ 25 or fewer full-time equivalent employees at the time of application, and the business (along with affiliates, subsidiaries, and parent company) must have gross annual sales of $500,000 or less.

Brownfield Remediation Programs
The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Commerce have compiled a guide to provide information on options to help finance brownfield cleanup and redevelopment entitled *Brownfields Remediation Guide*. The guide is divided into sections on grants, reimbursements, loans, tax incentives, and waterfront revitalization programs. Each section includes a one-page summary about its programs, including detailed information about who may apply and eligibility criteria. The guide also includes a list of brownfield related websites, including the WDNR Remediation and Redevelopment Program Website, *http://dnr.wi.gov/org/aw/rr/index.htm*. The site includes information and application forms for many of the programs listed here and contact information for ordering publications. Remediation programs outlined in the guide include:

- **Grants**
  - Blight Elimination and Brownfield Redevelopment (BEBR) Grants
  - Brownfield Economic Development Initiative (BEDI) Grants
  - Brownfield Green Space and Public Facilities Grants
  - Brownfield Site Assessment Grants (SAG)
  - Community Development Block Grants (CBDG)
  - Coastal Management Grants
  - Federal Brownfield Assessment Grants
  - Federal Brownfield Site Cleanup Grants
  - Federal Brownfield Revolving Loan Fund (RLF) Grants
  - Local Transportation Enhancements (TE) Program

- Ready for Reuse Revolving Loan Fund – Grants
- Stewardship Grants
- Transportation Economic Assistance (TEA) Grants

- **Reimbursement Programs**
  - Agricultural Chemical Cleanup Program (ACCP)
  - Dry Cleaner Environmental Response Fund (DERF)
  - Local Government Cost Recovery
  - Local Governments Reimbursement Program
  - Petroleum Environmental Cleanup Fund Award (PECFA)

- **Loans and Loan Guarantees**
  - Land Recycling Loan Program
  - Ready for Reuse Revolving Loan Fund
  - State Trust Fund Loan Program
  - Section 108 Loan Guarantee
  - Small Business Administration Loans

- **Tax Credits and Incentives**
  - Business Improvement Districts
  - Cancellation of Delinquent Property Taxes
  - Community Development Zone Program Tax Credits
  - Enterprise Development Zones
  - Environmental Remediation Tax Incremental Financing (ERTIF)
  - Comparison of Regular and Environmental Remediation TIF Districts
  - Federal Brownfields Tax Incentive
  - Historic Preservation Income Tax Credits
  - New Market Tax Credits
  - Reassignment of Foreclosure Judgment
  - Tax Increment Financing (TIF)

Other Programs

The Wisconsin Department of Workforce Development
The Wisconsin Department of Workforce Development (DWD) is the State agency charged with building and strengthening Wisconsin's workforce. DWD offers a wide variety of employment programs and services, accessible at the State's Workforce Development Centers, including securing jobs for the disabled, assisting former welfare recipients to transition to work, connecting youth with jobs, protecting and enforcing worker's rights, processing unemployment claims, and ensuring that worker's compensation claims are paid in accordance with the law. There is a workforce development center located in the City of Kenosha at the Kenosha County Jobs Center.

U.S Small Business Administration (SBA)
The mission of the SBA is to maintain and strengthen the nation's economy by aiding, counseling, assisting, and protecting the interests of small businesses and by helping families and businesses recover from National disasters.

Wisconsin Manufacturing Extension Partnerships (WMEP)
WMEP is a non-profit consulting agency that provides assistance to small and midsize manufacturers on advanced manufacturing technologies and business practices in order to help them compete more effectively in the global marketplace. WMEP provides technical advice and hands-on assistance to identify improvement opportunities to increase efficiency. WMEP also offers technical training through its partnership with the Wisconsin Technical College system. If included in the Wisconsin State budget in 2007, WMEP will manage the proposed 'Get LEAN Initiative' which would provide state funds to assist in advanced manufacturing.

The Wisconsin Women's Business Initiative Corporation (WWBIC)
WWBIC is an economic development corporation providing quality business education, technical assistance, and access to capital for entrepreneurs. WWBIC consults, educates, and mentors owners of small and micro businesses throughout Wisconsin with a focus on women, people of color, and those of lower incomes. The WWBIC is partially funded by a grant from the SBA and by donations from corporate sponsors, foundations, and private contributors. WWBIC receives money from the SBA's Micro Loan Program and its Office of Women's Business Ownership.

Freight Railroad Infrastructure Improvement Program
The Freight Railroad Infrastructure Improvement Program is administered by the Wisconsin Department of Transportation and awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the existing railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement.

Transportation Economic Assistance (TEA)
The Transportation Economic Assistance (TEA) Program is administered by the Wisconsin Department of Transportation and provides 50 percent grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the State. Grants of up to $1 million are available for transportation improvements that are essential for an economic development project. It must begin within three (3) years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than the normal State transportation programming process would allow. The 50 percent local match can come from any combination of local, Federal, or private funds or from in-kind services.

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CHAPTER 14

INTERGOVERNMENTAL COOPERATION ELEMENT

INTRODUCTION

The Intergovernmental Cooperation 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) (g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the City of Kenosha and other jurisdictions for the siting and building of public facilities and for sharing public services. The *Statute* also requires this element to:

- Analyze the relationship of the City and surrounding local governments to each other and to school districts, drainage districts, adjacent County governments, the Region, the State, and to other governmental units (such as lake districts, sanitary districts, and library boards).
- Incorporate any plans or agreements to which the City of Kenosha is a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes.*
- Identify existing or potential conflicts between governmental units and describe the processes to resolve such conflicts.

In addition, the following State comprehensive planning goals related to the Intergovernmental Cooperation Element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:[1]

- Encouragement of coordination and cooperation among nearby units of government.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent citizens and persons with disabilities.

Cooperation between neighboring and overlapping units of government is one (1) of the goals of the Wisconsin Comprehensive Planning Law and is an important aspect of the City of Kenosha Comprehensive Plan. This plan was undertaken as a subset of a cooperative, multi-jurisdictional process that sought to involve all cities, towns, and villages in the County as either full partners or as cooperating partners. The planning process was also fully coordinated with Kenosha County, SEWRPC, the Regional Planning Commission serving Kenosha County and its communities, and UW-Extension.

School districts, environmental and economic development interest groups, and representatives from State agencies were also involved in the planning process through membership on the Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC) in the county, or were provided with plan materials and invited to submit comments and/or attend MJAC meetings. In addition, a brainstorming session focusing on existing shared services and agreements among County and local governments and opportunities for intergovernmental cooperation was held at the January 27, 2009 MJAC meeting.

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

Some of the benefits of Intergovernmental Cooperation include:

- ***Early Identification of Issues***
  Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

- ***Reduced Litigation***
  Communities that cooperate may be able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- ***Consistency***
  Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

- ***Understanding***
  As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them through communication and shared information.

- ***Trust***
  Cooperation can lead to positive experiences and results that build trust and good working relationships between jurisdictions.

- ***History of Success***
  When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

- ***Cost Savings***
  Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable services and facilities to be provided that would otherwise be too costly. Examples include shared library services, police and fire protection, emergency medical service, recycling, and shared government buildings. When evaluating shared services, the impact on service levels must be evaluated together with potential cost savings, to ensure that existing levels of service will not be adversely affected and that projected cost savings are likely to be achieved.

- ***Address Regional Issues***
  By communicating and coordinating their actions, and working with regional and State agencies, County and local governments are able to address and resolve issues which are regional in nature. Examples include the construction and maintenance of highways, provision of transit service, and planning and construction of facilities for stormwater management, water supply, and sewage treatment and disposal.

Premise for Considering Intergovernmental Cooperation
The City of Kenosha should support further evaluation of consolidating and coordinating services only where the consolidation makes economic sense while not reducing the level or quality of services currently provided to residents.

Language that identifies consolidation as a goal should only be considered if desired and requested and if the consolidated service is cost effective, that the level and quality of services is not reduced, and the consolidated services do not negatively impact the community's image or character.

Chapter Format
Part 1 of this Chapter includes an analysis of intergovernmental relationships between the City of Kenosha, County, State and Regional government agencies, local governments, adjacent county and other local governments, and special-purpose units of government. Part 2, page 10, describes intergovernmental agreements involving the City of Kenosha and other local governments and identifies existing and potential shared services and agreements, including existing and ongoing cooperative boundary agreements. Part 3, page 14, identifies existing or potential land use conflicts between the City of Kenosha and other governmental units, as required by the Statutes, and describes processes to resolve such conflicts. Part 4, page 15, sets forth goals, objectives, policies, and programs intended to guide intergovernmental cooperation efforts through the comprehensive plan design year of 2035.

PART 1: ANALYSIS OF INTERGOVERNMENTAL RELATIONSHIPS

Kenosha County
All departments and services provided by Kenosha County are available to all residents of the County. The Utilities and Community Facilities Element (Chapter 12) provides a summary of the services and facilities provided by the County. The Transportation Element (Chapter 11) provides information on highway, transit, and other transportation facilities and services provided by Kenosha County. This section briefly highlights a few of the County departments that have entered into service agreements with or provide services to the City of Kenosha.

Planning and Development Department
The Planning and Development Department is comprised of the Planning Operations Division, Long-Range Countywide Planning Division, Land Information Division, UW-Extension, Housing Authority, and Surveying. The Planning and Development Department provides a number of services, including coordination of the multi-jurisdictional comprehensive planning process, GIS mapping services, maintenance of GIS mapping data on the County website and the Kenosha Area Land Management (KALM) system. The department also interprets legal descriptions on recorded documents and makes the necessary changes to the real estate assessment roll for assessment and taxation purposes, which is used to generate assessment notices and tax bills.

Human Services Department
The Human Services Department is comprised of Aging and Disability Services, the Brookside Care Center, Children and Family Services, Division of Health, Veteran Services, and Workforce Development. The Human Services Department provides services and enforces public health regulations, including surveillance, investigation, control, and prevention of communicable diseases; other disease prevention; health promotion; human health hazard control; monitoring beach water quality; community safety and well-being; assistance and support to veterans and their families; employment services for low-income families, custodial and non-custodial parents, and the general public; and medical services, emergency shelter, and food for indigent and homeless persons. The Department administers nursing home services via the Brookside Care Center. The Department also prepared the *Healthy People Kenosha County Annual Report*. The Division of Aging and Disability Services, through the Kenosha County Aging and Disability Resource Center, provides information, programs, and services pertaining to transportation, healthcare services, housing for the elderly, meal programs, benefit services, financial assistance, recreation and education programs, and other services for the elderly and disabled.

Public Works Department
The Kenosha County Public Works Department is comprised of the Division of Highways, Division of Facilities, Division of Parks and Recreation, and Division of Golf. The Department constructs and maintains the County Trunk Highway system and helps maintain and plow highways under State jurisdiction, which includes State Trunk Highways, I-94, and U. S. Numbered Highways (such as U. S. Highway 45). The Department also works with SEWRPC to plan and program construction and improvement projects on the County highway system, and

oversees engineering and construction of improvement projects. The Department cooperates with SEWRPC, WisDOT, the Federal Highway Administration, and local governments in the County to prepare, implement, and periodically update the County jurisdictional highway plan. The Department also maintains County-owned facilities and buildings, maintains and oversees the development of facilities at County-owned parks, including two golf courses, and coordinates recreational programs.

Sheriff's Department
The Department is the lead agency of the Hazardous Device Squad (Bomb Squad), which is comprised of members from the Sheriff's Department and City of Kenosha Police and Fire Departments.

Intergovernmental Agreements
There are a number of boundary agreements between the City of Kenosha and other units of government agencies. Agreements are listed in Part 2, page 10.

School Districts
There are two (2) public high school districts (Kenosha Unified School District No. 1 and Westosha Central High School District). In addition to the high school districts, there are three (3) school districts operating elementary schools in the City of Kenosha and City growth areas. The Kenosha Unified School District operates elementary, middle, and high schools. Map 5-11 in Chapter 5 shows the location of public and private schools and the boundaries of public high school districts in the City of Kenosha in 2006. Chapter 12 describes facilities planning by school districts to determine and provide for future needs.

Each school district in Kenosha County includes all or portions of a number of local governments. Because none of the school districts serves only one local government, each school district must work with a number of local governments when proposing to construct new facilities or additions to existing facilities, or when proposing to abandon a school district facility. Schools and other district facilities are subject to County and local zoning regulations, and rely on local services such as sewer and water (where available), police and fire protection, and streets and highways.

The Kenosha Unified School District encompasses all lands east of I-94. The school district regularly meets with staff members from the City of Kenosha, Village of Pleasant Prairie, and Town of Somers to cooperatively share information on residential growth and the impact growth will have on schools within the district. Representatives from the city, village, and town serve on the Kenosha Unified School District Long-Range Facilities Planning Committee, when a long-range plan is prepared, and cooperatively identify the best locations for new elementary, middle, and high school facilities within the district based on potential residential growth in each community. The Kenosha County Sheriff's Department provides a Deputy Friendly and DARE Officer to schools within the Kenosha Unified School District, including parochial schools. Based on an agreement between the City of Kenosha and the school district, the City provides transportation services for all students in Grades 6 through 12 who qualify for busing and live within the city transit bus lines, and the city and school district jointly purchase fuel. The school district also has long term leases with the City of Kenosha for the use of recreational facilities at City-owned parks and buildings, such as Ameche Field at Anderson Park, Simmons Field, and KTEC Charter School (formerly Lincoln Elementary School). Furthermore, the school district and Kenosha County are jointly installing the Kenosha Fiber Infrastructure High-Speed Optical Wide Area Network.

Recreational sites and facilities present an opportunity for the shared use of facilities between County and local governments and school districts. School districts may rely on the use of County or local parks for athletic events (such as the use of County parks for cross-country track); and play apparatus, playfields, indoor swimming pools, and auditoriums at schools may be available for local residents to use when school is not in session. It may also be advantageous to locate schools and parks next to each other, to maximize opportunities for shared use of recreational areas and facilities.

Libraries
All public libraries in Kenosha County are part of the Kenosha County Library System. The County Library System provides interlibrary loan, delivery, and consulting services to member libraries in Kenosha County. The Library System also contracts with the Lakeshores Library System to provide access for Kenosha County residents at libraries in Racine and Walworth counties, in addition to providing access for Lakeshores Library System users to Kenosha County libraries. Kenosha County is required to reimburse libraries outside the County for services provided to Kenosha County residents. Similarly, libraries in Kenosha County receive funding from adjacent Counties whose residents use Kenosha County libraries.

Drainage Districts
Drainage districts are special-purpose units of government authorized under Chapter 88 of the *Wisconsin Statutes*. Drainage districts are formed to plan and carry out areawide drainage improvements to correct problems of high water tables and poor drainage that interfere with agricultural uses and practices. A drainage district may lie in more than one (1) local government and may also cross county lines. Drainage districts are governed by a three (3) member board, usually a County drainage board, appointed by the County Circuit Court. The board has the authority to purchase land for the construction and maintenance of drainage systems, which may include ditches, canals, levees, reservoirs, silt basins, and pumps. Properties that benefit from the improvements fund the improvements. A drainage board is also authorized to assess a single landowner for the costs of correction when a landowner adversely impacts downstream water quality. Landowners must receive drainage board approval before taking any drainage-related action, because any unauthorized action could potentially affect a drainage system.

Approximately one-third of Wisconsin farms depend on constructed drains to remove excess water from their land, primarily through small-scale drains. Most drains are operated by a single landowner or by voluntary cooperation among adjacent landowners. There are approximately 228 known drainage districts in the State. Drainage districts are required to include a 20-foot corridor on each side of the ditch to be used as a maintenance corridor. No row cropping is permitted and vegetation is required. These requirements can be coordinated with soil and water conservation plans required under the Farmland Preservation Program.

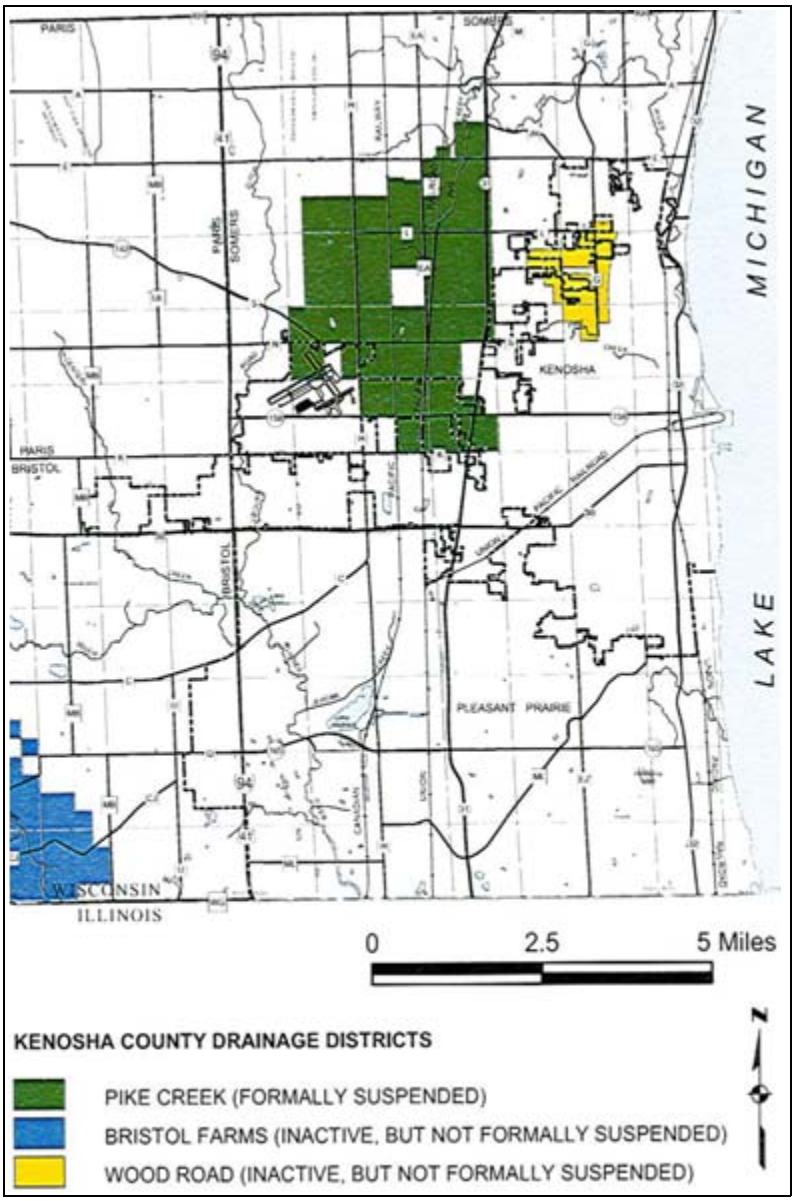
The City of Kenosha contains one (1) drainage district; the 721-acre Wood Road District in the City of Kenosha and Town of Somers, which is shown on Map 14-1, page 6. According to the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), which has had responsibility for overseeing drainage districts since 1989, the Wood Road district is officially active, but in reality has been dormant for many years. No drainage board exists in Kenosha County.

Wisconsin Act 121, enacted on March 20, 2008, amends Section 66.1001 (2) (g) of the *Statutes* to require that the Intergovernmental Cooperation Element of a comprehensive plan analyze the relationship of County and local governments to drainage districts located in the County or local government. The act also requires the County or local government to notify the drainage district before taking action that would allow the development of a residential, commercial, or industrial property that would likely increase the amount of water that the main drain of the drainage district would have to accommodate. Drainage districts are required under Act 121 to file with DATCP; the town board or town zoning committee; the village board, city council, plan commission, or plan committee; and the county zoning administrator in which the district is located, a separate report for the preceding year stating the practices and policies of the district.

Drainage districts must also, beginning in 2009, and every three (3) years thereafter, provide written notice to every person who owns land in the district that such land is in the district, along with contact information for every member of the drainage board. Drainage districts are also required to annually provide contact information for every member of the drainage board to the State drainage engineer and to the clerk of every city, village, town, and county in which the drainage district is located, and to provide the clerk of each taxation district in which the drainage district is located a list of every assessment issued by the district from November 1 of the previous year to October 31 of the current year, specifying the assessment amount for every parcel in the district.

MAP 14-1

KENOSHA COUNTY DRAINAGE DISTRICTS



Source: Kenosha County, Racine County and SEWRPC.

Adjoining County and Local Governments

The City of Kenosha is bordered by the Village of Pleasant Prairie to the south, the Towns of Paris and Bristol to the west and the Town of Somers to the North. Kenosha County is bordered by Racine County to the north, Racine County and Walworth County to the west, the State of Illinois to the south, and Lake Michigan to the east. Kenosha County is part of the Chicago metropolitan area, but is also within close proximity to the Milwaukee metropolitan area. Cooperative efforts between the City of Kenosha and other Wisconsin counties, local governments near the City of Kenosha, and Illinois counties are listed below. Agreements among local governments, including those with communities outside the County, are listed in Part 2, page 10.

- ***Transit Marketing:*** The Southeastern Wisconsin Transit Partnership includes Kenosha, Racine, Washington, Ozaukee, Waukesha, and Milwaukee Counties. The purpose is to share resources so that

each transit system can maximize the impact of marketing and advertising funds which promote public transit in Southeastern Wisconsin. The pooling of resources from these counties allows for purchasing TV and radio advertising and promotional activities that would be cost prohibitive for each system alone.

- ***Southeastern Wisconsin Regional Transit Authority:*** The Southeastern Wisconsin Regional Transit Authority (RTA) is an appointed body created by the Wisconsin State Legislature and Governor in July 2005 to serve Kenosha, Milwaukee, and Racine counties. The RTA is responsible for identifying a permanent, dedicated funding source for the local share of capital and operating costs for commuter rail and/or public transit in the three-county region. Its members represent the mayors and county executives of the cities and counties of Kenosha, Racine, and Milwaukee, as well as Governor Doyle.

- ***Family Care Consortium:*** The Family Care Consortium involves 29 counties throughout the State, and includes Kenosha, Racine, Ozaukee, Washington, Waukesha, and Walworth Counties in southeastern Wisconsin. Family Care serves people with physical disabilities, developmental disabilities, and frail elders, and is designed to provide cost-effective, comprehensive, and flexible long-term care, while fostering consumers' independence and quality of life and recognizing the need for interdependence and support. The consortium was able to fund a position to assist the counties in developing shared data bases and procedures to meet reporting requirements.

- ***Tri-County Public Health Consortium:*** The health consortium includes health departments from Kenosha, Racine, and Walworth Counties. The consortium is responsible for developing comprehensive public health emergency preparedness plans and coordinating mutual assistance among Kenosha, Racine, and Walworth Counties. The consortium is associated with health care, fire, law enforcement, and emergency medical services, among others, to develop public health response plans that interact effectively and share resources to protect and serve County residents when preparing for and responding to emergency situations, such as bio-terrorism, infectious disease outbreaks, public health threats, and public health emergencies.

- ***Wisconsin/Illinois Border County Mutual Aid Agreement for Emergency Response and Recovery:*** The agreement facilitates mutual assistance between Kenosha and Walworth Counties in Wisconsin, and Lake, McHenry, and Boone Counties in Illinois in the event of bio-terrorism, other infectious disease outbreaks, and other public health threats and emergencies affecting these counties. Mutual assistance rendered may be in the form of personnel, equipment, materials, and supplies including, but not limited to, laboratory, nursing, and environmental health.

- ***Kenosha County Fire Rescue Safety Association:*** The Kenosha County Fire Rescue Safety Association is made up of all of the Fire/EMS Agencies in Kenosha County. The Fire Rescue Safety Association has an agreement with Kenosha County Emergency Management to provide HazMat Team services within the County, and maintains a Kenosha County Dive Team and a Specialized Response Team for confined space, structural collapse, trench, and high-angle rescues. All assets under the Fire Rescue Safety Association are part of the Mutual Aid Box Alarm System (MABAS) and will respond, on request, to emergencies anywhere in southeastern Wisconsin or northeastern Illinois.

- ***Emergency Management Mutual Aid Agreement:*** The agreement facilitates mutual assistance among Kenosha, Racine, Walworth, Milwaukee, Waukesha, Ozaukee, Washington, and Jefferson Counties in the event of fire and medical-related emergency services or specialized emergency operations, such as containing and disposing of hazardous materials, underwater rescue and recovery, and trench and building collapse rescues. As part of the eight-party agreement, any County Emergency Management Director can travel to another County and manage or provide assistance to an emergency, if requested.

- ***Southern Lake Michigan Regional Water Supply Consortium:*** The Consortium was founded by the Wingspread Accord. In 2002, an agreement was signed between the regional planning commissions in

southeastern Wisconsin, northeastern Illinois, and northwestern Indiana to cooperate closely in matters of regional interdependence, and also includes members of Federal, State, and local governments, including Kenosha County, private firms, non-profit advocacy groups, and universities. The agreement is designed to promote a comprehensive, regional approach to sustainable water supply planning and management in the greater Chicago metropolitan region, including southeastern Wisconsin and northwestern Indiana, and also recognizes that comprehensive planning and management must include all water resources, from Lake Michigan to inland surface waters to groundwater.

- ***Upper Des Plaines River Phase 2 Feasibility Study*:** The Study is a multi-purpose feasibility study that evaluates flood risk management and environmental restoration of degraded ecosystems and determines the feasibility of improvements related to water quality, recreation, and other related purposes within the Des Plaines River basin. The Study also evaluates flooding impacts on the transportation system and studies methods for mitigation. The Phase 2 study is a continuation of the Phase 1 study completed in 1999. The Kenosha County Division of Highway along with the Lake County Stormwater Management Commission, Cook County Highway Department, Illinois Department of Natural Resources, and the Army Corps of Engineers comprise the executive steering committee which oversees the study.

- ***Northeastern Illinois County Cooperative GIS Program:*** The six (6) counties of northeastern Illinois (Cook, DuPage, Kane, Lake, McHenry, and Will) are engaged in a long-term cooperative program in GIS, and are consulting with neighboring counties in Illinois, Wisconsin, and Indiana. The GIS agencies of northeastern Illinois are working together to develop common standards for the data they share with each other and with other government agencies, with an emphasis on meeting the needs of public safety. Kenosha County participates in the review and finalization of standards under development.

- ***Kenosha/Racine Lead-Free Communities Partnership:*** The program is a partnership between the City of Racine Health Department and the Kenosha County Division of Health and provides lead-based paint risk assessments and abatement while providing services for children residing in housing units in need of lead abatement.

Regional Organizations

SEWRPC

The City of Kenosha is served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Kenosha County contracted with SEWRPC to assist the County and nine (9) participating local governments to help prepare the County and local comprehensive plans including the City of Kenosha's. SEWRPC also prepares a Regional Land Use Plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the federally-designated Transportation Planning and Programming Agency for the seven-county region.[2] SEWRPC is also the Regional Water Quality Management Agency for the region, and is involved in many other aspects of land use planning and development. In addition to this comprehensive plan, major SEWRPC planning projects affecting the County include the County Jurisdictional Highway System Plan, the Regional Water Supply Plan, and the Regional Telecommunications Plan. SEWRPC works closely with the County and local governments in the Region, as appropriate, when developing its plans.

Milwaukee 7

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is important to fostering economic growth. Additional information about the Milwaukee 7 is provided in Chapter 13.

[2] *The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.*

Nonprofit Conservation Organizations
Several nonprofit conservation organizations (NCOs) are active in the County. NCOs work to preserve lands with important natural resources, and educate citizens on the benefits of protecting natural resources. Kenosha County cooperates with the Kenosha/Racine Land Trust, the Conservation Club of Kenosha, and the Des Plaines Wetlands Conservancy, Inc., among others, to prepare and implement plans for acquiring or otherwise preserving lands with important natural resources. A representative of the land trust served on the multi-jurisdictional advisory committee.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)
In partnership with local governments, the County, and SEWRPC, WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within the City of Kenosha. Grant programs include the Surface Transportation Program, Congestion Mitigation and Air Quality, Local Transportation Enhancements, and a number of other programs that collectively provide funding for multi-modal, streets and highways, transit, harbors, airports, bicycle and pedestrian improvements, and funding for railroad improvements (see Chapter 11 and Appendix 11-1 for more information).

WisDOT also administers the General Transportation Aids program, which returns a portion of the money collected through fuel taxes and vehicle registration fees to help offset County and local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads (WISLR), which is an extensive map-based database, accessible to local officials and staff, of road conditions such as right-of-way and pavement width, shoulder width, number of driving and parking lanes, pavement condition, and other information.

Wisconsin Department of Natural Resources (DNR)
The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, in some cases, the laws of the Federal government that protect and enhance the natural resources of the State, including wetlands, shorelands, floodplains, woodlands, and water quality. The DNR is charged with coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities.

The DNR makes grants available to the City of Kenosha for park acquisition and development.[3] The City of Kenosha has historically applied for grant funds through the DNR to improve recreational opportunities, to purchase land for parks and preservation of important natural resources, and to develop parks.

The DNR is also working with the Federal Emergency Management Agency and Kenosha County to update floodplain mapping within the County. The floodplain update is expected to be completed in 2010.

The DNR also identifies and monitors environmentally contaminated sites and administers grant programs to clean up such sites, which are commonly referred to as "brownfields." Contaminated sites and brownfield remediation grant programs are identified in Chapter 13.

Department of Commerce
The Wisconsin Department of Commerce administers regulations for POWTS in the State of Wisconsin. The Kenosha Water Utility works closely with the Department of Commerce to implement those regulations. The Kenosha Water Utility enforces POWTS regulations in all local governments in the County, as described in Chapter 5.

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[3] *A County or local government must prepare and adopt a park plan to be eligible to receive recreational grant funds from the DNR.*

Department of Health and Family Services (DHFS), Division of Public Health (DPH)
In collaboration with DHFS/DPH, local health departments, community organizations, medical clinics operated by local governments, and Federal tribes make up the public health system in Wisconsin. Wisconsin's Public Health Statutes include but are not limited to Chapters 250 through 255 and regulations promulgated from them. The State supports local public health service capacity building through grants, consultation, and technical assistance. Local boards of health assure that measures are taken to provide an environment in which individuals can be healthy.

PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE CITY OF KENOSHA

The *Wisconsin Statutes* require that this element incorporate any plans or agreements to which the County and participating local governments are a party under the following statutory sections:

Section 66.0301 – Intergovernmental Cooperation: This section of the *Statutes* authorizes cooperation between local, county, and State government agencies and/or special purpose units of government for the receipt or furnishing of services or for the joint exercise of powers or duties required or authorized by law. The agreement is a contract between the cooperating entities and specifies the responsibilities of each, and the time period for which the contract is in effect. This section may also be used for boundary agreements between communities. The parties either commit to maintain existing boundaries or to allow the city or village to grow to the boundary specified in the agreement.

Existing intergovernmental agreements among the City of Kenosha, County and other local governments in Kenosha County and service agreements between governmental agencies and private organizations are described in the following section.

- Intergovernmental agreements are in place among Kenosha County, SEWRPC, and each participating local government for development of the County Comprehensive Plan.
- Intergovernmental agreement between Kenosha County, City of Kenosha, Villages of Pleasant Prairie and Silver Lake, and Towns of Bristol, Salem, and Somers in Kenosha County; City of Racine and Villages of Caledonia, Mt. Pleasant, Sturtevant, and Wind Point in Racine County; Cities of Franklin and Oak Creek and Villages of Greendale and Hales Corners in Milwaukee County; and City of New Berlin in Waukesha County as contracted with the Root Pike Watershed Initiative Network to implement a public participation project, *Keep Our Waters Clean Plan*, to fulfill the information and education requirements of the State of Wisconsin-issued stormwater discharge permits for each unit of government list above, and also provide public outreach and education related to water pollution caused by stormwater discharge.
- Intergovernmental agreement between the Village of Pleasant Prairie and the Town of Somers for road maintenance, sanitary sewerage maintenance, and snow plowing for portions of roadway north of 67th Avenue east of STH 31 until land is annexed into the City of Kenosha.
- Intergovernmental Agreement between Fire Departments in Kenosha County to receive and provide mutual aid to one another in conjunction with the Mutual Aid Box Alarm System (MABAS).

Section 66.0307 – Boundary Change Pursuant to Approved Cooperative Plan: A cooperative plan may change boundaries between local governments. The cooperative plan must be approved by the Wisconsin Department of Administration. The plan may establish ultimate city or village boundaries, zoning for the areas included in the agreement, and provide for revenue sharing. The major difference between a boundary agreement established under Section 66.0301 and one established under Section 66.0307 is that the latter supersedes the annexation Statute for attachment and/or detachment of property from one (1) local government to another, provided the attachment or detachment is called for by the agreement.

There are two (2) boundary agreements developed under Section 66.0307 in effect in Kenosha, between the City of Kenosha and Town of Bristol and the City of Kenosha and Town of Somers. Chapter 6 provides a description of boundary agreements approved by the City of Kenosha.

Section 66.0225 – Stipulated Boundary Agreements: Boundary agreements may also be established by a judicial order as part of a settlement of annexation litigation between a town and adjacent city or village. Boundaries are determined by mutual agreement of the parties. The procedures for this type of agreement are set forth in Section 66.0225 of the *Statutes*, "Stipulated Boundary Agreements in Contested Boundary Actions." .

Section 66.0309 – Creation, Organization, Powers, and Duties of Regional Planning Commissions: This section of the *Statutes* authorizes the Governor to establish regional planning commissions in response to petitions from County and local governments. A Regional Planning Commission is charged by the *Statutes* to prepare and adopt a master plan for development of the region. Kenosha County is part of the SEWRPC region, which serves the seven (7) counties and 146 cities, towns, and villages in the southeastern corner of Wisconsin. SEWRPC was established by then-Governor Gaylord Nelson in 1960 and is governed by a 21-member Commission. Chapter 6 includes a summary of recent plans conducted by SEWRPC that affect Kenosha County. SEWRPC also assisted the County in the preparation of this comprehensive plan.

Examples of Existing and Potential Shared Services in Kenosha County

There are many existing service agreements within Kenosha County between the County and local units of government, and between local governments. Agreements can take the form of intergovernmental agreements under the Statutes, memoranda of understanding between or among units of government, resolutions approved by governing bodies, or more informal written or verbal agreements. Several of the agreements are listed below.

Several potential shared services and agreements were identified during a brainstorming session by the MJAC at a January 2009 meeting. Examples of potential shared services and agreements are also listed below. The potential shared services and equipment listed below are examples. Each potential shared service or equipment shall be examined by the City of Kenosha and other government units to ensure that there is an added benefit for the shared service, not only financially, but that the level and quality of existing service is not negatively affected.

Existing Shared Services and Equipment

Police/Dispatching/Fire/Emergency Medical Services (EMS)

- All fire departments in the County receive and provide mutual aid to one another in conjunction with the mutual aid box alarm system (MABAS). Fire departments in Kenosha County will also provide mutual aid to areas of southeastern Wisconsin and northeastern Illinois, when requested.
- Agreement between the Kenosha City/County Joint Services-Communication Center and the Pleasant Prairie, Twin Lakes, and UW-Parkside Police Departments to cooperatively operate dispatch services for fire, police, and rescue and take emergency calls 24 hours a day.
- The Kenosha County Emergency Management Director serves as the Emergency Management Director for the City of Kenosha and the Towns of Brighton, Bristol, and Wheatland, when an emergency circumstance occurs.
- The Village of Pleasant Prairie and the City of Kenosha Police Department have an agreement related to the City of Kenosha's enforcement responsibility on STH 50 for and including the intersection of STH 31 west to 70th Avenue.

Public Works

- Agreement between the Kenosha County Division of Highways and all local governments within the County for County administration of the Local Road Improvement Program. The Program provides State funding to all local governments within Kenosha County for street and highway improvement projects.

- Kenosha County provides asphalt paving services for county and WisDOT streets and highways. The Department of Public Works also provides asphalt paving services in other Counties. The County is reimbursed for time and materials plus administrative fee.
- Agreement between the City of Kenosha, Village of Pleasant Prairie, and Town of Somers for snowplowing streets on community boundaries.
- The City of Kenosha and Kenosha Unified School District have an agreement for the City of Kenosha to provide transportation services for all school children within the district, and also share costs for the purchase of salt and fuel.
- The County is responsible for perpetuating all public land survey system corners. By having local governments contact the County 30 days prior to any possible disturbance, thousands of dollars are potentially saved by both the County and the local government. Kenosha County's Engineer/Surveyor works with adjoining county surveyors to ensure that the monuments on the county lines are perpetuated.
- Agreement between the Village of Pleasant Prairie and the Town of Somers for street maintenance, sewer maintenance, and snow plowing portions of roadway north of 67th Street east of STH 31 until the area is annexed into the City of Kenosha.

Potential Shared Services and Equipment

- Discuss ideas for joint public education programs about fire, police, and emergency medical services.
- Where appropriate, consider consolidating countywide police/sheriff patrols, provided that the City of Kenosha and local government requests such consolidation of services and such consolidation does not reduce the amount or quality of services currently being provided and is financially beneficial to the units of government that choose to participate.
- Coordinate fire response services and service areas, provided that the City of Kenosha and local government requests such service and such service does not reduce the level of service and is financially beneficial to the units of government that choose to participate.
- Provide joint recycling, garbage collection, and disposal services among the City of Kenosha and other local governments, provided that the City of Kenosha and local government requests such service and such service does not reduce the level of service and is financially beneficial to the units of government that choose to participate.
- Provide a joint recycling and garbage collection disposal site(s) for the City of Kenosha and other local governments to use, provided that the cost savings are beneficial to the units of government that choose to participate and the level of service is not reduced.
- Additional cooperation for highway maintenance among the County and City of Kenosha, provided that the cost savings are beneficial to the units of government that choose to participate and the level of service is not reduced.
- Statewide purchasing of salt, fuel, and other materials and equipment that is mutually beneficial for the City of Kenosha and other units of government that choose to participate.

Existing Shared Utilities and Community Facilities

- Agreement between the City of Kenosha and Village of Pleasant Prairie and Towns of Bristol and Somers for the City to provide sewage treatment and water services to portions of the village and towns through local government and utility districts.
- Kenosha and Racine public libraries share library services.
- Agreement between Kenosha County and United Hospital Systems that allows the County to lease autopsy facilities at the Kenosha Medical Center Campus for use by the County Medical Examiner.
- Agreement between the City of Kenosha and the Kenosha Unified School District that allows the school district to use facilities at City-owned parks and buildings, including Ameche Field at Anderson Park, Simmons Field, and KTEC Charter School.

Potential Shared Utilities and Community Facilities

- Cooperative planning and development of an interconnected system of County and local trails.
- Consider consolidating school districts west of I-94.
- Share use of school auditoriums between schools, school districts, local governments, and private groups.
- Local government and school district efforts to plan and develop joint school and park sites.
- Construction of stormwater management (detention and retention basins) to serve multiple communities within a watershed, provided that the local governments request such consolidation and the facility is cost effective.
- Consider the creation of regional water and wastewater utilities to provide and operate regional water and wastewater facilities for local governments in the Lake Michigan Basin.[4]

Existing Shared Technology Services

- Kenosha County has been partnering with local governments (with funding contributions from the communities) to complete digital terrain modeling and update topographic mapping within the County.
- The importance of digital orthophotography in a variety of County applications continues to increase. SEWRPC coordinates Federal, State, regional and county government partners to acquire this valuable imagery. Each partner is able to get the imagery they need at a fraction of the cost they would have paid doing the project alone.
- Kenosha County, the City of Kenosha, and participating local governments have an agreement for the County to provide technical services for the Statewide Voter Registration System (SVRS).
- Kenosha County provides the forms for the tax bills for the City of Kenosha.
- The Village of Pleasant Prairie Police, the City of Kenosha Police Department, and Kenosha County share a T-1 line for access to the Wisconsin Department of Transportation and National Law Enforcement Network known as Badgernet.

Potential Shared Technology Services

- Development of coordinated telecommunications infrastructure for public safety and private wireless communication networks, provided the City of Kenosha and another unit of government requests such shared services and further provided that such shared service is financially beneficial and does not reduce the amount or quality of services, as determined by the unit of government concerned.

Existing Cooperative Planning and Ordinance Administration

- Kenosha County, in partnership with nine (9) local governments, SEWRPC, and UW-Extension, formally agreed to work together in a single planning effort to develop a multi-jurisdictional comprehensive plan. This joint planning process provided an opportunity for neighboring local governments to work through issues to provide for the economic vitality and quality of life in Kenosha County.
- Boundary agreements between the City of Kenosha and two (2) other communities (see Table 6-3 in Chapter 6).
- Cooperative planning effort among the City of Kenosha, Village of Pleasant Prairie, Town of Somers, and the Kenosha Unified School District to identify growth areas, plan for additional development at existing school sites, identify locations of potential new school sites, and discuss other school-related issues within the school district.
- The development of an Access Management Plan for STH 31 between the City of Kenosha, Town of Somers, and WisDOT.

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[4] *The City of Kenosha, Village of Pleasant Prairie, and portions of the Towns of Bristol and Somers currently receive public water and sanitary sewage treatment and disposal services from the Kenosha Water Utility through a number of intergovernmental agreements. Chapter 200 of the* Wisconsin Statutes *establishes the parameters for the provision and operation of sewage collection and treatment facilities through a metropolitan sewerage district. Public water could be provided through a water district organized under Section 198.22 of the* Statutes *or through a water authority created under Section 66.0823 of the* Statutes. *The* Statutes *set forth the procedures for establishing such districts and authorities.*

- Cooperative planning effort between Kenosha County, City of Kenosha, Village of Pleasant Prairie, Town of Somers, and the Kenosha Unified School District to develop a Safe Schools Plan as required by U.S. Department of Homeland Security guidelines.
- An advisory committee was formed in 2008 to develop a Kenosha County Transit Development Plan to evaluate and make recommendations for transit service and capital improvements for both the City of Kenosha and Kenosha County transit systems. The committee includes representatives from State, County, and local governments, school districts, private organizations, and citizens.
- An update of floodplain mapping throughout the County through the Federal Emergency Management Agency's (FEMA) Map Modernization program.

Potential Cooperative Planning and Ordinance Administration

- Countywide stormwater management regulations and enforcement, and development of joint facilities.
- Additional boundary agreements, including existing on-going efforts.
- Cooperate with Chicago metropolitan communities relative to land use and transportation planning and economic development.
- Cooperation among school districts and units of government to identify and address the impact of development on schools, services, and the environment.
- Racine, Kenosha, and Lake Counties and city governments cooperatively developing a Natural Resources Plan.
- Joint Land Preservation Programs, and grant applications, among City and other local governments.
- Cooperation among school districts and communities west of I-94 similar to existing cooperation east of I-94 as it affects the City of Kenosha.
- City of Kenosha, Village of Pleasant Prairie, and WisDOT cooperative development of an updated Access and Traffic Management Plan for STH 50.
- Update the Kenosha County Jurisdictional Highway System Plan.
- Develop and coordinate planning and development of multi-use trails, including hiking, biking, horse-back, and water trails, with adjoining county and local governments, that builds on existing County and local plans; provided that the plan is equally financially beneficial to the City of Kenosha and other participating local governments.

PART 3: INTERGOVERNMENTAL CONFLICTS AND CONFLICT RESOLUTION

Section 66.1001 (2) (g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the City of Kenosha with other governmental units, including school districts, and describe processes to resolve such conflicts.

Section 59.69(3)(b) of the *Wisconsin Statutes* explicitly requires that a county development (comprehensive)[5] plan include, without change, the master (comprehensive) plan of a city or village adopted under Section 62.23(2) or (3), and the official map adopted by a city or village under Section 62.23(6) of the *Statutes*. Section 59.69(3)(e) of the *Statutes* further provides that a city or village master plan or official map adopted under Section 62.23 "shall control" in unincorporated areas of a county; however, Section 59.69(3)(e) does not specifically require that city and village plans for their extraterritorial areas be included in the County comprehensive plan. There is also no Statute requiring a county to incorporate town plans into the county comprehensive plan. In addition, the comprehensive planning law did not alter any existing town, village, city, or county authorities or responsibilities with regard to planning, zoning, plat approval, extraterritorial authorities, annexations, or any of the other many Statutes and regulations that affect land use in Wisconsin. There has been no apparent attempt by the proponents

[5] *Section 66.1001(1)(a) of the Statutes defines a comprehensive plan as a county development plan prepared or amended under Section 59.69(2) or (3); a city or village master plan adopted or amended under Section 62.23(2) or (3); a town master plan adopted under Section 62.23(2), where the town exercises village powers under Section 60.22(3); and a master plan adopted by a regional planning commission under Section 66.0309(8), (9), or (10).*

of the Comprehensive Planning Law or any State officials or agencies to address the many ambiguities between the Comprehensive Planning Law and pre-existing Statutes.

The City of Kenosha Land Use Plan Map (Map 9-6 in Chapter 9) includes land use plan maps for the areas within city limits and for areas outside municipal boundaries where the city has boundary agreements with adjacent towns. The City of Kenosha has not prepared a plan for the area outside the existing city boundary with the Town of Paris.

Annexation of property from a town into a city remains one of the most contentious issues between neighboring communities. Wisconsin annexation law provides an advantage to cities in that the law is designed to enable annexation to occur following a request by a property owner. Towns want to preserve their borders and retain their existing and future tax base, and/or existing agricultural land, and the incorporated communities want to be able to expand their boundaries into adjoining towns to accommodate urban growth and development.

Although the *Wisconsin Statutes* provide cities with the authority to accept annexations from town property owners, annexations oftentimes lead to lawsuits, court battles, and ultimately one "winner" and one "loser." Boundary plans and intergovernmental agreements can preserve lands for towns and give them the ability to plan for the future without the uncertainty related to future annexations. Depending on the agreements and plans developed, such agreements also have the potential for revenue sharing or payments from incorporated areas, extension of municipal services to adjacent towns, and preservation of agricultural lands.

Development of boundary agreements between the city and adjacent towns where no agreement is in place is the best option for resolving conflicts regarding annexations and land uses in extraterritorial areas, and should be pursued.

Joint planning between school districts and communities within the district to share information on residential growth and the impact that growth will have on schools within the district can improve planning and development decisions by both the school district and local governments. The Kenosha Unified School District and the Town of Somers, City of Kenosha, and Village of Pleasant Prairie provide an excellent model for establishing similar cooperative efforts among other communities and school districts in the City of Kenosha growth area west of I-94.

PART 4: INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth intergovernmental cooperation goals and objectives. Policies, which are steps or actions recommended to be taken to achieve goals and objectives; and programs, which are projects or services intended to help implement policies, are also identified. Goals and objectives were identified using the general planning issue statements and the goals and objectives identified in Chapter 7, public input from the SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis, input received during the Kenosha County Café, input gathered during informational meetings, and input from the MJAC.

Intergovernmental Cooperation Issues

The general intergovernmental cooperation issue identified in Chapter 7 was the ability of adjacent communities and different levels of government to work together and the effect on future planning and policy efforts. The ability to work regionally and across municipal boundaries was also identified as important.

The existing level of intergovernmental cooperation was viewed as both a strength and a weakness in the SWOT. Although some residents view the level of intergovernmental cooperation as lacking, when comparing most other counties in the Region and State, and based on the number of existing and ongoing intergovernmental boundary and service agreements that exist between the City of Kenosha and other government, intergovernmental cooperation is very strong.

Further analysis of public input received during the comprehensive planning process and the goals, objectives, policies, and programs set forth in the other comprehensive plan elements were used to refine the general intergovernmental cooperation issue into the following more specific intergovernmental cooperation issues:

- Shared Services and Facilities Issue
- Cooperative Planning and Ordinance Administration Issue
- School District Cooperation Issue

Recommendations have been developed to address each of the intergovernmental cooperation issues through the identification of goals, objectives, policies, and programs.

As opportunities for intergovernmental cooperation arise, the City of Kenosha and other local governments shall have the opportunity to request participation in such cooperation or agreement, with such agreements being evaluated to ensure that the agreement is beneficial not only financially but does not reduce the level or quality of service or change a local government's identity.

Intergovernmental Cooperation Goals, Objectives, Policies, and Programs
Each set of goals, objectives, policies, and programs corresponds to an intergovernmental cooperation issue listed in the preceding section.

Overall Intergovernmental Cooperation Goal and Objectives (from Chapter 7)

Goal:
- Encourage intergovernmental cooperation.

Objectives:
- Provide a structure for continuing dialog about land use regulation issues and boundary issues with other local governments and Kenosha County.
- Encourage shared services with units of government, if cost savings and maintenance or improvement in service levels would result.
- Consider intergovernmental cooperation when selecting sites for public facilities such as police stations, fire stations, government administration buildings, schools, libraries, and trail linkages between the City of Kenosha and other communities.

Shared Services and Facilities Issues
The rate of development outpacing the ability to provide public services and facilities was identified as an important issue for the City of Kenosha in the comprehensive planning process. The sharing of services and facilities is often a way to increase the efficiency of providing services at a lower cost. Consolidating government services was also identified as important during the Kenosha County Cafe.

Goal:
- Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services, provided the level of service will be maintained or improved.

Objectives:
- Continue to share information on services and programs among units and agencies of government.
- Work with other units and agencies of government, where appropriate, to construct and/or operate community services and facilities in a cost-effective and efficient way through joint service agreements where the level of existing services will not be reduced.
- Encourage intergovernmental cooperation when selecting sites for public facilities such as schools, fire stations, and libraries, provided it is beneficial to the affected local government or school district, is cost effective, and continues to provide the same or greater level of service.

Policies:

- Continue to develop and share information among City of Kenosha and other units and agencies of government about issues or projects that affect land use development and public services and facilities.
- Continue to maintain existing shared services, and encourage additional shared services where appropriate.
- Continue to share existing services and equipment between the Kenosha County Sheriff's Department and local police, fire, and rescue departments, where appropriate, and with emergency disaster relief.
- Continue cooperative efforts with Kenosha County and other local governments to plan and develop a system of countywide parks, trails, and recreational facilities, and coordinate such efforts with surrounding counties and SEWRPC.

Programs:

- If appropriate, the City of Kenosha will initiate contacts with surrounding communities and the County prior to constructing new facilities or establishing or expanding community services to determine if there are opportunities for joint facilities and services.

Cooperative Planning and Ordinance Administration Issue

Conditions that may hinder cooperative planning efforts include the amount of time needed to prepare multi-jurisdictional agreements and the lack of trust between rural communities and the City of Kenosha, which were identified during the Kenosha County Cafe. Improving cooperation and consistent communication among City of Kenosha and other local governments and more participation and involvement in intergovernmental cooperation efforts were identified by the MJAC as important issues.

Goal:

- Promote better understanding among all levels of government on the roles and responsibilities of each.

Objectives:

- To continue cooperative planning and implementation efforts between the City of Kenosha, other local governments, the County, and SEWRPC.
- To continue to share information on land use-related plans and ordinances among the City of Kenosha and other local governments.

Policies:

- Continue discussions among the City of Kenosha and other units and agencies of government regarding land use planning, water resources, boundary issues, and land-use related extraterritorial authorities.
- Encourage comprehensive water resource management of surface water, groundwater, and water dependent natural resources.
- Continue to work with the DNR, NCOs, and other units and agencies of government to protect important natural resources.
- Continue to work with SEWRPC on regional plans and issues affecting Kenosha County.
- Continue to provide information on land use-related ordinances and programs to other units and agencies of government.

Programs:

- Utilize the Kenosha County Council of Governments for continuing dialog about land use planning and regulation issues and boundary issues between the City of Kenosha and Kenosha County and other local governments.
- Cooperate with SEWRPC to implement the recommendations of the regional water supply plan.
- Consider the preparation of a Multi-Jurisdictional Stormwater Management Plan adjacent to the City of Kenosha within the same watershed.
- Prepare a Countywide Transit Plan through a Multi-Jurisdictional Advisory Committee.

- Consider forming a Multi-Jurisdictional Advisory Committee and preparing a Countywide trail plan.
- Continue working with SEWRPC to prepare new and updated elements of the regional plan, such as the Regional Transportation, Water Quality, Water Supply, Natural Areas, and Telecommunications Plans and the County Jurisdictional Highway System Plan.
- Continue cooperative efforts with the Kenosha County Health Department to enforce State public health Statutes, and City of Kenosha ordinances concerning dilapidated, unsafe, or unsanitary housing that pose a human health hazard.
- The City of Kenosha will continue to provide updated shoreland/floodplain zoning maps to Kenosha County when floodplain boundaries are changed or other significant amendments are made.
- City of Kenosha will continue to involve surrounding communities and Kenosha County where appropriate whenever a charge is proposed to the Comprehensive Plan.
- Consider the creation of a regional wastewater and water utility for areas within the Lake Michigan watershed.

School District Cooperation Issue

Through each phase of public input gathered as part of the comprehensive planning process, including the SWOT Analysis and Kenosha Cafe, County residents viewed increasing access to technical and higher learning education systems as an opportunity and identified secondary and post-secondary education as vital assets to the City of Kenosha and County and a high priority for the future quality of life of City of Kenosha and County residents. The MJAC identified a need to maintain or establish cooperative planning efforts between school districts and communities located within the district for existing and future facilities services. Impacts on school facilities from land use decisions made by local governments were also a concern, particularly in school districts that serve multiple communities.

Goal:

- To fully coordinate land use planning and development decisions with school districts.

Objective:

- To help school districts plan for the future.

Policies:

- Encourage school districts to consult with the City Development Planning Department staff when initiating facilities planning or when identifying the need for and suitable locations for new schools, expanding existing schools, or developing recreational facilities.
- Invite school districts to participate in City of Kenosha land use planning activities.

Programs:

- Work with school districts and/or adjacent communities in the district, on request, to assess the impact of proposed new subdivisions on district facilities. Continue to provide copies of meeting agendas to enhance communications.
- Continue to participate with school districts, on request, to prepare or update facilities plans.
- Share information on the type of permits required from the City of Kenosha when developing new facilities or rehabilitation existing facilities.

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CHAPTER 15

IMPLEMENTATION ELEMENT

INTRODUCTION

The Implementation Element is the last of the nine (9) elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(i) of the *Statutes* requires this element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the preceding (8) eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight (8) elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the City of Kenosha's progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001(4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of written procedures that are designed to foster public participation in the development of a comprehensive plan or a plan amendment, referred to hereafter as a Public Participation Plan.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the Plan Commission.
- Distribution of the draft plan for review and comment to:[1]

  - The clerk of each adjacent local government and the Kenosha County Clerk.
  - The Wisconsin Department of Administration (DOA).
  - The Southeastern Wisconsin Regional Planning Commission (SEWRPC).
  - The public library serving the City of Kenosha.

  The parties listed above must also be provided with a copy of the adopted Comprehensive Plan and the adopting ordinance.

- Adoption of the plan by an ordinance adopted by a majority of the full membership of the Common Council. Adoption of the plan by the Common Council must be preceded by at least one (1) public hearing. A Class I notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing, and to property owners that have filed a request for written notice under Section 66.1001(6) of the *Statutes*.

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[1] *The Wisconsin Department of Administration has stated that both draft and adopted plan reports may be distributed in digital format, provided a paper copy of the report is available for review at the public library and at the Municipal Building.*

PLAN REVIEW AND ADOPTION

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public open house for the Comprehensive Plan was held on February 25, 2010. Public comments are attached as Appendix 15-4. A public hearing was held before the Plan Commission on March 4, 2010. The City of Kenosha provided public notice of the hearing in accordance with the requirements of the Comprehensive Planning Law, and distributed the draft plan report to all of the parties specified in the law. The Plan Commission approved the plan on March 4, 2010. The Plan Commission resolution approving the Comprehensive Plan and recommending adoption of the plan by the Common Council is included in Appendix 15-1, following this Chapter.

An important step in plan implementation is the formal adoption of the recommended plan by the Common Council. Upon such adoption, the plan becomes the official guide to be used by City of Kenosha officials in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as rezoning requests, subdivision plats, and certified survey maps, are reviewed. As required by Section 66.1001(3) of the *Statutes*, only those zoning actions or land divisions that are consistent with the plan should be approved. The City of Kenosha Common Council adopted this Comprehensive Plan on April 19, 2010. A copy of the adopting ordinance is included in Appendix 15-2.

A Public Participation Plan for development of this Comprehensive Plan was prepared by the Kenosha County Multi-Jurisdictional Advisory Committee on November 28, 2006, and adopted by the Common Council on December 18, 2006. The Public Participation Plan is included in Appendix 15-3.

PLAN AMENDMENTS AND UPDATES

This Comprehensive Plan should be reviewed periodically to ensure that the Land Use Plan Map and plan categories, the goals, objectives, policies, and programs, and other plan information reflects current conditions, and that the plan is achieving its intended goals. If it is determined that plan text, maps, or other features of the plan are not satisfactory, a plan amendment may be necessary.

Text Amendments

Text amendments to plan recommendations may consist of changing a goal, objective, policy, or program included in one of the plan element chapters, or adding or deleting a goal, objective, policy, or program. Changing the uses allowed in a category shown on the Land Use Plan Map, or adding new land use plan categories, would also be a change to plan recommendations.

The plan could also be amended to change population projections or other assumptions used as a basis for the plan, or to update inventory information to reflect more current data. For example, more current population and employment data will be available once the results of the 2010 Census are released. Once that information is available, the City of Kenosha may wish to re-evaluate the population projection used to prepare this plan.

Map Amendments

The Land Use Plan Map (Map 9-6) may be amended to add, delete, or change the boundaries of land use plan categories. The initial plan map represents a starting point to guide growth and development in the City of Kenosha according to the goals, objectives, policies, programs, and overall vision documented in this plan. City of Kenosha officials should use the vision, goals, objectives, policies, and programs as a basis for amending the Land Use Plan Map.

Amendment Procedures

One (1) of the purposes of this plan is to provide predictability to land use decisions; that is, predictability from one (1) decision to the next and from one (1) Common Council to the next, based on the policies and programs set

forth in the plan. For this reason, amendments should be carefully considered and have thorough public comment. Indeed, the Comprehensive Planning Law requires that any plan amendment follow the same procedure as that used for the adoption of this plan, including adoption of a Public Participation Plan, a public hearing, approval of the plan amendment by a resolution of the Plan Commission, adoption of the amendment by an ordinance of the Common Council, and distribution of the plan amendment and adopting ordinance to the parties listed in Section 66.1001(4) of the *Statutes* listed on page one of this chapter (see Figure 15-1, page 4). The City of Kenosha will consider adopting an "umbrella" Public Participation Plan to be used for all plan amendments.

Proposed amendments will be considered as needed at a meeting of the Plan Commission. The Plan Commission will consider the following questions when considering approval of a plan amendment:

- Is the proposed amendment consistent with the vision, goals, objectives, policies, and programs of this plan?
- Will the proposed amendment benefit the City of Kenosha as a whole?
- Will the proposed amendment lead to any detrimental environmental effects?
- Is the proposed amendment compatible with surrounding land uses?
- Will the proposed amendment limit future land use options and opportunities?
- Are public roads, services, and utilities available, or planned to be available in the near future, to serve the proposed development?

Because Section 59.69 of the *Statutes* requires that city plans for areas with city boundaries by incorporated into the county plan without change, plan amendments requested by the City of Kenosha that affect only the area within the City will be automatically incorporated into the County Multi-Jurisdictional Plan without a formal approval process by the County Land Use Committee and County Board. Kenosha County Planning and Development staff will include a list of plan amendments requested by the City of Kenosha in its Annual Report.

Plan amendments that include areas outside the City of Kenosha boundary will require the City of Kenosha to transmit a copy of the amendment and adopting ordinance, as adopted by the Common Council, to Kenosha County Planning and Development. Kenosha County Planning and Development will forward a copy of the application to the applicable Town Board for recommendation to the County Land Use Committee and County Board. The County Board will then adopt the amendment through an ordinance, or deny the amendment. Both types of Plan amendments are outlined in Figure 15-1, page 4.

Section 66.1001(2)(i) of the *Statutes* requires that comprehensive plans be updated at least once every 10 years. The 10-year update should use, to the extent practicable, an up-to-date data base. Each 10-year update should also include an extension of this plan for an additional 10 years to continually accommodate 20 to 25 years of projected growth.

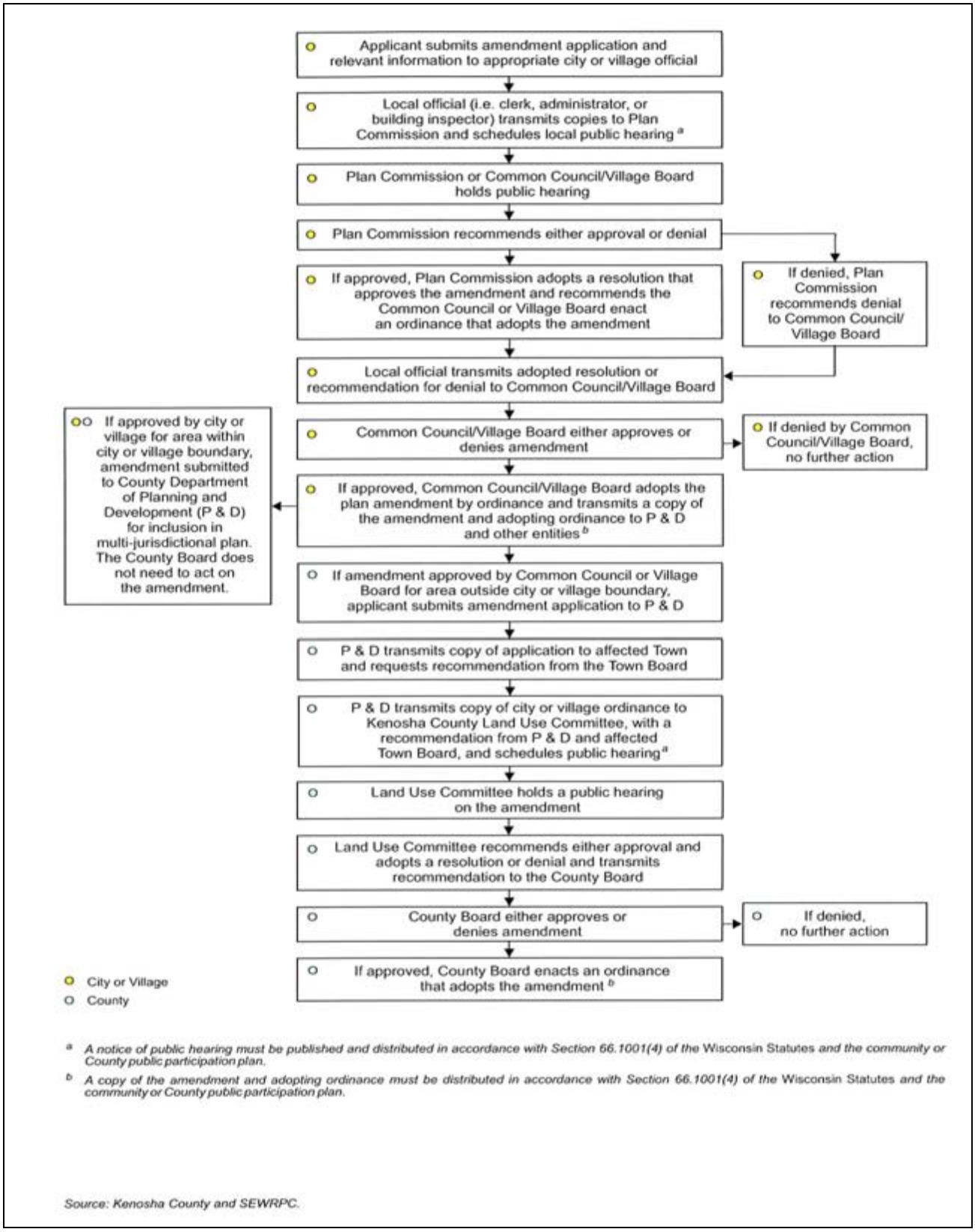
CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND CITY OF KENOSHA ORDINANCES

Section 66.1001(3) of the *Statutes* requires that the following ordinances be consistent with a unit of government's comprehensive plan by January 1, 2010 as identified in Figure 15-2, page 5:

- Official mapping established or amended under Section 62.23(6) of the *Statutes*.
- Local subdivision regulations under Section 236.46 of the *Statutes*.
- City of Kenosha zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 62.231 of the *Statutes*.

FIGURE 15-1

KENOSHA COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN AMENDMENT PROCESS FOR CITIES AND VILLAGES



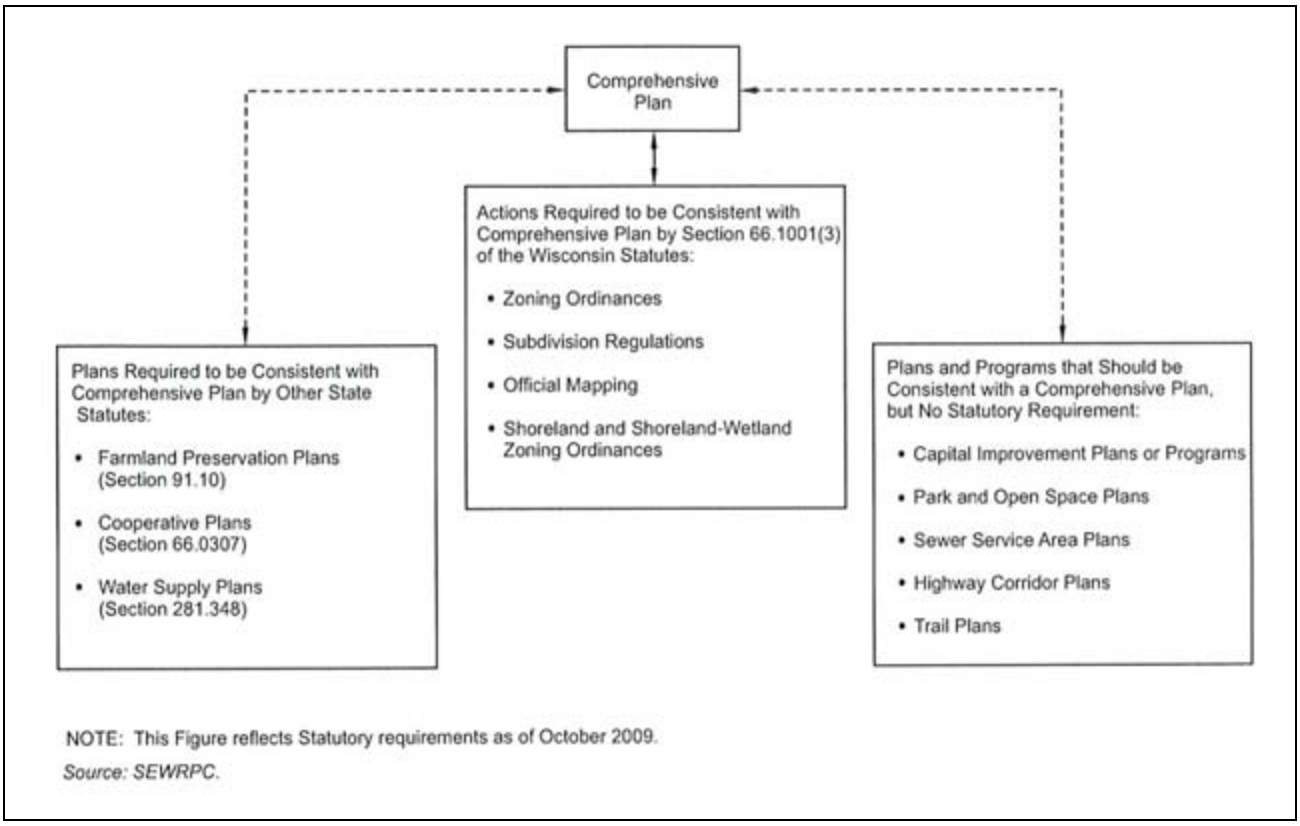
[a] *A notice of public hearing must be published and distributed in accordance with Section 66.1001(4) of the Wisconsin Statutes and the community or County public participation plan.*

[b] *A copy of the amendment and adopting ordinance must be distributed in accordance with Section 66.1001(4) of the Wisconsin Statutes and the community or County public participation plan.*

Source: Kenosha County and SEWRPC.

FIGURE 15-2

CONSISTENCY WITH A COMPREHENSIVE PLAN



Following adoption of this plan, the plan will serve as a guide to ensure that any future rezonings or other zoning actions (approval of a conditional use permit or planned unit development, for example) and approval of land divisions are consistent with the plan. Beginning on January 1, 2010, the City of Kenosha will need to use this Comprehensive Plan as a guide to be sure that implementation of the zoning, subdivision, and official mapping ordinances will not conflict with the recommendations of the plan. If a conflict is found or would result from a proposed action, the City of Kenosha has the option of amending the Comprehensive Plan; however, plan amendments should follow the guidelines presented in this chapter and not be made arbitrarily.

The *Statutes* do not provide any guidance about how to determine if zoning, subdivision, and official mapping ordinance decisions are consistent with a comprehensive plan. Specific guidance on how to apply the Statutory requirement for consistency will, unfortunately, likely be provided over time through court decisions in lawsuits challenging the implementation of comprehensive plans after the consistency requirement takes effect in 2010. Although there have not been any Wisconsin court decisions regarding the interpretation of the consistency provision in the Comprehensive Planning Law, in the case *Lake City Corp. v. City of Mequon,* 207 Wis. 2d 155, 558 N.W.2d 100 (1997), the Wisconsin Supreme Court needed to interpret what was meant by "consistent with" as used in Section 236.13(1)(c) of the *Wisconsin Statutes* (the *Statute* governing land divisions). According to the Wisconsin Supreme Court, "the word 'consistent,' according to common and approved usage, means 'in agreement; compatible.' The American Heritage Dictionary 402 (3d ed. 1992). In other words, 'consistent' means 'not contradictory.'"

Zoning Ordinance and Zoning Map Amendments

Zoning Ordinance Text Amendments

The City of Kenosha zoning ordinance will be the primary tool for implementing this plan. As such, it should substantially reflect and promote the achievement of plan goals, objectives, policies, and programs. A zoning

ordinance is a legal means for both guiding and controlling development in the City of Kenosha, so that an orderly and desirable pattern of land use can be achieved which is consistent with this plan and balances individual property rights with community interests and goals. The zoning ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, site planning, and the protection of natural resources.

The zoning ordinance includes many of the zoning districts and other regulations needed to implement this Comprehensive Plan, including the Land Use Plan Map (Map 9-6 in Chapter 9). Table 15-1, page 7, lists each of the Land Use Plan categories on Map 9-6 in Chapter 9 and the corresponding zoning districts. A summary of zoning districts is included on Table 10-37 in Chapter 10.

Zoning Map Amendments

Prior to or immediately following adoption of this plan by the Common Council, the Plan Commission will initiate appropriate amendments to the zoning map to reflect Wisconsin Department of Transportation (WisDOT) right-of-way purchases for I-94 frontage roads and other highways to be consistent with the City of Kenosha's Land Use Plan. The zoning map will also be updated to include approved site plans and subdivision plats, wetlands identified by the Wisconsin Wetland Inventory conducted in 2005, wetland stakings approved by the DNR, and updated boundaries of environmental corridors shown on the Land Use Plan Map.

The zoning maps and supplemental floodland zoning map will be amended to reflect new floodplain boundaries identified by the DNR as part of the Kenosha County map modernization program. Updated floodplain maps are expected to be available in 2010.

Following adoption of the City of Kenosha Comprehensive Plan, it is also recommended that the following approach be used to update zoning maps:

- Areas of existing development should, over time, be placed in a zoning district that is consistent with the land use designation shown on the Land Use Plan Map. The Comprehensive Plan should serve as a guide to ensure that any future rezoning actions are consistent with the plan. Rezonings to achieve consistency between the zoning map and the Comprehensive Plan will be considered if requested by the property owner, or if a zoning permit is requested to change an existing use of a property. The County or local government may also initiate a rezoning to achieve consistency, subject to available staff and funding.
- Areas that are currently in agricultural use, and zoned for such use, but shown on the Land Use Plan Map for future urban development should remain in agricultural zoning. Rezonings that would accommodate residential, commercial, industrial, or other urban uses would be undertaken when a property owner submits a request for rezoning that specifies the proposed use of the property and, where required by the zoning or land division ordinance, a proposed site plan or subdivision plat; and where the governing body determines that utilities and other governmental services needed to serve the proposed development are in place and the proposed use is consistent with the Comprehensive Plan and other applicable ordinance requirements.
- Primary environmental corridors should be placed, and other natural resource areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park zoning district) at the time a preliminary plat, rezoning application, site plan, or conditional use permit to change an existing use of a property is requested. Rezonings to a conservancy zoning district should be based on a field delineation of natural resource boundaries. Generally, wetlands and surface waters should be placed in a Lowland Conservancy zoning district, Shoreland Wetland Overlay, or Floodway district, and woodlands, steep slopes, and other components of upland environmental corridors should be placed in an Upland Conservancy zoning district. Farmed wetlands located in an agricultural zoning district should remain in such zoning as long as the wetland is farmed. Wetlands identified as farmed wetlands on the Wisconsin Wetlands Inventory should be placed in a Lowland Conservancy district at the time farming activities on the wetland parcel ceased and an application for residential or other urban development of the non-wetland portion of the parcel is approved by the unit of government having zoning authority, based on a field delineation of the wetland boundaries.

TABLE 15-1

CITY OF KENOSHA LAND USE CATEGORIES AND CORRESPONDING ZONING DISTRICTS

City of Kenosha Land Use Plan: 2035 (See Map 9-6)	Corresponding Zoning Districts
Medium-Density Residential (Attached and detached single-family with an average density of 7,000 to 39,999 square feet per dwelling unit)	RR-1 Rural Single Family Residential RR-2 Suburban Single Family Residential RR-3 Urban Single Family Residential RS-1 Single Family Residential RS-2 Single Family Residential
Medium-High Density Residential (Single- and two-family with an average density of 3,000 to 6,999 square feet per dwelling unit)	RS-3 Single Family Residential RD Two Family Residential RG-1 General Residential RG-2 General Residential TRD-1 Traditional Single- and Two-Family Residential
High-Density Residential (Two- and Multi-Family with an average density of less than 6,000 square feet per dwelling unit)	RM-1 Multiple Family Residential RM-2 Multiple Family Residential RM-3 Elderly and Handicapped Housing TRD-2 Traditional Multiple Family Residential
Commercial	B-1 Neighborhood Business B-2 Community Business B-3 Central Business
Mixed Use	B-4 Mixed Use
Industrial	M-1 Light Manufacturing M-2 Heavy Manufacturing
Governmental, Institutional, and Office	IP Institutional Park
Transportation, Communications, and Utilities; Railroad Right-of-Way	IP Institutional Park
Park and Open Space	IP Institutional Park
Existing Street and Highway Right-of-Way; Proposed Street and Highway Right-of-Way	N/A
Primary Environmental Corridor Overlay	C-1 Upland Resource Conservancy C-2 Lowland Resource Conservancy FW Floodway SWO Shoreland Wetland Overlay FFO Flood Fringe Overlay IP Institutional Park
Secondary Environmental Corridor Overlay	C-1 Upland Resource Conservancy C-2 Lowland Resource Conservancy FW Floodway SWO Shoreland Wetland Overlay FFO Flood Fringe Overlay IP Institutional Park
Isolated Natural Resource Area Overlay	C-1 Upland Resource Conservancy C-2 Lowland Resource Conservancy IP Institutional Park
Wetland Outside Environmental Corridor and Isolated Natural Resource Area[ab]	C-2 Lowland Resource Conservancy SWO Shoreland Wetland Overlay
Surface Water	Surface Water
100-Year Floodplain (Overlay)	FW Floodway FFO Flood Fringe Overlay SWO Shoreland Wetland Overlay

a Wetlands zoned C-2 within the City (which include all field-identified and staked wetlands) and C-1 in those portions of the Town of Somers in the City's planning area are mapped as wetlands. Not all wetlands shown on the 2005 Wisconsin Wetland Inventory are included on the City Land Use Plan Map.

b The City Land Use Plan Map includes an overlay identifying areas within the County shoreland zoning area in 1980. County shoreland zoning regulations continue to apply in shoreland areas annexed by the City after May 7, 1982.

Source: City of Kenosha, Kenosha County and SEWRPC.

All rezoning applications should be carefully reviewed relative to the Land Use Plan Map and Comprehensive Plan goals, objectives, policies, and programs. If a proposed rezoning is not consistent with the plan, the rezoning should be denied. As an alternative, the Plan Commission may consider amending this plan. Plan amendments and rezonings may be reviewed concurrently, but a plan amendment should be approved prior to approval of the rezoning.

Subdivision and Official Mapping Ordinances

Subdivision Ordinance
There are not any changes expected to be needed to the subdivision Ordinance in order for the ordinance to be consistent with this plan.

Official Mapping
The City of Kenosha's official map will be updated on an on-going basis, as needed, to reflect newly platted or developed streets, public parks, and other public facilities.

IMPLEMENTATION GOALS, OBJECTIVES, POLICIES AND PROGRAMS

This plan will provide a framework to help guide the day-to-day decisions of City of Kenosha officials and staff, particularly with regard to decisions on zoning and subdivision applications. The City of Kenosha has developed the following goals, objectives, policies, and programs regarding implementation of this plan:

Overall Implementation Goals and Objectives from Chapter 7

Goal:
- Ensure the City of Kenosha Comprehensive Plan is a "living document."

Objectives:
- Routinely consult the comprehensive plan when carrying out government functions and developing the budget.
- Review progress made towards achievement of comprehensive plan goals annually, and update the plan as needed.
- Review and update the comprehensive plan report at least every ten (10) years, following the release of U.S. Census data and regional plan updates.

Goals and Objectives:
- Ensure the City of Kenosha's Comprehensive Plan remains relevant.
- Promote consistency between and integration of plan recommendations into City ordinances.
- Make the plan and the implementing ordinances available to the public.

Policies and Programs:
- Regularly review the Comprehensive Plan and related ordinances to ensure they are achieving the desired results.
- Amend the City of Kenosha zoning and subdivision ordinances as necessary to properly implement this plan.
- Regularly review the zoning and subdivision ordinances, and official map to ensure they are effective in implementing this plan.
- Strive to stay current with new land use controls and techniques, and incorporate them into the plan or implementing ordinances if needed to address development issues.
- Update the zoning map on a periodic basis to reflect rezonings, zoning districts on recently-annexed parcels, and updated wetland and floodplain information.

- Consider preparing an Urban Forestry Plan to identify and prioritize areas where it is desirable and feasible to plant street trees.

PROGRAM PRIORITIZATION

High Priority Programs

As previously noted, the Comprehensive Planning Law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the nine required plan elements. The City of Kenosha Plan Commission and Common Council reviewed the programs developed as part of the plan (there are no programs recommended in the Issues and Opportunities Element) and developed a relative priority ranking for their implementation. Programs from each plan element that should be considered to have the highest priority in implementing the plan[2] are listed in this section. Programs are not listed in priority order.

Agricultural, Natural, and Cultural Resources Element (Chapter 8)

- Continue the Hazardous Household Waste Collection Program.
- Support and, where applicable, implement desirable objectives, principles, and standards recommended by the regional water supply plan.
- Require the use of Best Management Practices (BMPs) to reduce stormwater runoff, such as rain gardens and permeable pavement.
- Continue to implement the City of Kenosha's "Wet" Basin policy.
- Incorporate the updated floodplain mapping from the DNR and FEMA into the City of Kenosha zoning maps.
- Promote wetland creations, enhancements and restorations.
- Develop a municipally-owned wetlands mitigation bank in the City of Kenosha.
- Continue beach clean-up events and beach monitoring with the Kenosha County Public Health Department.
- Develop methods to promote Lake Michigan to tourists and the Kenosha Area Convention and Visitors Bureau.
- Encourage the Corps of Engineers to study the means and methods of making the Kenosha Harbor sustainable for long-term use.
- Study the means and methods to promote Lake Michigan water quality.
- Continue to provide education and assistance to citizens on potential environmental problems that may impact human health, including home health hazards such as mold, lead, and asbestos; indoor and outdoor air quality; solid and hazardous waste; and pest control.
- Continue to assist the EPA and DNR to identify and manage contaminated sites.
- Update the City Park and Open Space Plan, including updates from the Regional Natural Areas and Critical Species Habitat Plan, to maintain eligibility for DNR Stewardship funding.
- Ensure future Park and Open Space Plans are adopted by the Parks Commission and Common Council and certified by the DNR so that City of Kenosha is eligible to receive available State and Federal outdoor recreation grants.
- Assist SEWRPC and consider adoption of the update to the *Regional Natural Areas and Critical Species Habitat Plan.*
- Continue a dedicated funding source for park and open space acquisition through park impact fees.
- Work to protect environmental corridors and natural areas through the Subdivision, Certified Survey Map, Conditional Use Permit (CUP), and Site Plan Review processes.
- Preserve and maintain structures with significant historical value owned by the City of Kenosha.

[2] *The City of Kenosha defines High Priority Programs as those that can be accomplished during the first ten (10) years of the Comprehensive Plan, or by 2020.*

- Observe Section 66.1111 of the *Wisconsin Statutes,* which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National or State Registers of Historic Places.
- Continue to comply with Section 66.1111 of the *Wisconsin Statutes,* which requires local governments, including cities, to consider how a project may affect historic properties and archaeological sites listed on the National Register of Historic Places or State Register of Historic Places.
- Develop methods to promote museums located in the City of Kenosha to tourists.
- Develop methods to promote cultural venues and events located in the City of Kenosha to tourists, and provide support to the Kenosha Area Convention and Visitors Bureau and the Kenosha County Historical Society.

Land Use Element (Chapter 9)

- Develop Land Use Plan and plan amendments for inclusion in the plan that can be implemented through land use ordinances and identify and adopt needed amendments to such ordinances.
- The City will continue to administer and enforce City zoning ordinances in accordance with the recommendations of the adopted City comprehensive plan, and amend zoning ordinances and maps as necessary to implement the local comprehensive plan. Such zoning ordinance amendments may include the creation of new zoning districts in order to implement the County and local comprehensive plans, and establish design guidelines for site and building developments.
- Incorporate the updated floodplain mapping from the DNR and FEMA into City Zoning map.
- Consider amending the City of Kenosha General Zoning and Shoreland/Floodplain Zoning Ordinance to address Lake Michigan bluff erosion more comprehensively and develop bluff setback requirements.
- Encourage a full range of housing structure types and sizes, including single-family, two-family, and multi-family dwelling units, in sewer service areas to provide affordable housing options for households of all income levels, ages, and special needs projected for Kenosha County in 2035.
- Promote reinvestment in established neighborhoods.
- Allocate a mix of residential land use categories, including urban density and multi-family/high density residential uses, to the residential areas identified on Map 9-6 to develop a land use pattern that can be efficiently served by public transportation and alternative transportation systems.
- Allocate an appropriate mix of commercial and industrial land uses to the business areas identified in Map 9-6 to develop a land use pattern that can be efficiently served by public transportation and alternative transportation systems.
- The City of Kenosha will continue to develop neighborhood plans to provide proper guidance to developers for connectivity of collector and land access streets between subdivisions.
- Continue including facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- Support corridor enhancements to east-west thoroughfares between I-94 and the Lakefront. (e.g. 60th Street, 52nd Street, etc.).
- Allocate an adequate amount of land on land use plan maps to allow for the necessary expansion of health care facilities or construction of new health care facilities to meet the health care needs of County residents through 2035.
- Allocate an adequate amount of land on land use plan map to allow for the necessary expansion of schools or construction of new schools to meet the educational needs of City residents, in cooperation with school districts and other communities within the school district.
- Allocate an adequate amount of land on the Land Use Plan 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 identified by the City of Kenosha as potential redevelopment sites.
- Encourage and support businesses that use “green” development techniques and focus on renewable, alternative, or sustainable energy resources.

- Promote redevelopment of environmentally contaminated sites or other sites identified by the City of Kenosha for potential redevelopment.

Housing Element (Chapter 10)

- Kenosha should create and maintain an inventory of available land suitable for different types of housing densities, including affordable housing.
- Consider Accessory units and live-work units (more recently called "flex" houses), where appropriate.
- Identify programs and potential funding sources for new programs to assist homeowners in creating more energy-efficient homes and in making needed repairs, including improvements to meet State and Federal lead-safe standards.
- Establish a residential development monitoring system which tracks the number of new housing units added by type and cost within the City of Kenosha annually and share the results with the Plan Commission and Common Council on an annual basis.
- Support housing programs that provide grants or low-interest loans to renovate older homes that are in disrepair or do not meet lead-safe standards, or assist low-income households to achieve home ownership.
- Work with State and Federal officials to encourage adequate funding for financial assistance programs for affordable housing.
- The City of Kenosha should continue to construct new homes with Universal Design.
- Develop and adopt a policy to address the reasonable integration of Community Based Residential Facilities (CBRF's) and Community Living Arrangements (CLA's) in Kenosha's neighborhoods.
- Review land uses on the Comprehensive Plan Map on a continuous basis to ensure there is a good distribution of a variety of housing types for all income and age groups, and household sizes.
- Continue the systematic Neighborhood Inspection Program to preserve and revitalize existing neighborhoods.
- Implement the Housing Goals and Objectives of the 2010 – 2014 Consolidated Plan.

Transportation Element (Chapter 11)

- Implement the policies and programs set forth under each transportation issue of the Kenosha Transportation Element, subject to the availability of funding.
- Support policies and programs that promote the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail.
- Provide technical assistance to employers interested in establishing programs to encourage commuting by transit, carpooling, biking or walking, or by telecommuting from home.
- Prepare and implement City of Kenosha neighborhood plans, small area plans, and bicycle and pedestrian plans to provide a coordinated system of bicycle and pedestrian trails, collector streets, and local land access streets.
- Upgrade transit and METRA Station for multi-modal use.
- Review the recommended transit service improvements set forth in the forthcoming Kenosha Area Transit System Development Plan 2010-2014 and subsequent updates and implement desired recommendations.
- Promote the location and design of public transit stops to minimize walking distance to and from major trip generators, to provide protection from inclement weather, and to promote convenient access to feeder bus service where appropriate.
- Allocate a mix of residential, industrial, and commercial land use categories identified on Map 9-6 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by public transit.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Encourage making buildings more accessible to transit users (and other pedestrians) by locating buildings closer to the street.

- Develop a program to gather information on desired services and transportation needs that are not being met by existing transit and transportation systems for persons with disabilities and the elderly as well as other transit dependent riders relying on transit services. Include seniors, persons with disabilities, and other transit dependent users in the planning of program development.
- Identify "missing links" or opportunities to provide additional links to connect local bike ways and activity centers to the existing bicycle/pedestrian path network.
- Allocate a mix of residential, commercial and industrial land use categories identified on Map 9-6 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by bicycle and pedestrian facilities.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Amend the Zoning Ordinance to require bicycle parking at job sites and at retail, service, and institutional centers.
- Continue to consider potential airport noise issues, height limitations, and other safety issues when reviewing proposed developments located within three (3) miles of the airport.
- Review and comment on updates of the Airport Master Plan for Kenosha Regional Airport.
- Support the development of the KRM commuter rail.
- Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.
- Work to implement the regional transportation plan recommendation to provide a grid of arterial streets in urban areas at intervals of no more than one mile in medium-density areas.
- Continue providing cross access between existing and new commercial developments to provide more convenient and direct connections between such developments.
- Develop methods to incorporate the policies set forth by State long-range transportation planning efforts, including *Connections 2030.*
- Develop methods to ensure that the needs of pedestrians, bicyclists, transit users, and vehicles, including school buses and trucks are considered, and appropriate facilities are provided, when highways are designed, constructed, or reconstructed.
- Provide adequate warnings in hazardous areas, such as railroad crossings and in areas with limited sight distance.
- Review Neighborhood and other local Land Use Plans and consider conducting a Traffic Impact Analysis in areas where it appears that the type or amount of proposed urban development could negatively impact the capacity of arterial streets and highways.
- Explore intersection improvements through the use of roundabouts.
- Support corridor enhancements to east-west thoroughfares between I-94 and the Lakefront. (e.g. 60th Street, 52nd Street, etc.).

Utilities and Community Facilities Element (Chapter 12)

- Support and implement, where appropriate, the recommendations of the Regional Water Supply Plan to help ensure an adequate supply of safe water for residents and businesses.
- Support the development of land use patterns and water quality control facilities and practices, including wastewater treatment plants, to effectively meet the water treatment needs of residents.
- Continue the Hazardous Household Waste Collection Program.
- Continue local solid waste collection and disposal services and local recycling programs, including used tires.
- Support health care services to the uninsured and underinsured by looking at gaps in health care facilities and services, including prenatal care and diabetes in the African-American and Hispanic communities.
- Continue to provide immunization clinics and promote and administer seasonal vaccinations.

- Continue to conduct needs assessment studies to determine if the Police and Fire Departments have adequate personnel and equipment to provide residents with police and fire protection, and emergency medical services.
- Continue to prepare a Capital Improvement Program to help identify major public projects and funding sources to implement desired projects.
- Evaluate the use of Green Building standards when designing and constructing new public buildings or expanding existing public facilities.
- The City of Kenosha will work with health care providers, school districts, and private service providers, as appropriate, to help find suitable sites for hospitals and other healthcare facilities, schools, and alternative energy sites..
- Allocate an adequate amount of land on Land Use Plan maps to allow for the expansion of health care facilities or construction of new health care facilities to meet the health care needs of residents.
- Allocate an adequate amount of land on Land Use Plan maps to allow for the expansion of schools or construction of new schools to meet the educational needs of residents.
- Explore, supply and develop Wi-Fi throughout the City of Kenosha.

Economic Development Element (Chapter 13)

- 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 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 College, KUSD and Kenosha County Job Center.
- 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 spped rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.
- 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.
- 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.
- Implement the economic goals and objectives of the 2010 – 2014 Consolidated Plan.

Intergovernmental Cooperation Element (Chapter 14)

- Utilize the Kenosha County Council of Governments for continuing dialog about land use planning regulation issues and boundary issues between the City of Kenosha and Kenosha County and other local governments.
- Cooperate with SEWRPC to implement the recommendations of the regional water supply plan.

- Prepare a County-wide Transit Plan through a Multi-Jurisdictional Advisory Committee.
- Continue working with SEWRPC to prepare new and updated elements of the Regional Plan, such as the regional transportation, water quality, water supply, natural areas, and telecommunications plans and the County Jurisdictional Highway System Plan.

1mplementation Element (Chapter 15)

- Amend the City of Kenosha Zoning and Subdivision Ordinances and Official Map as necessary to properly implement this plan.
- Update the Zoning Map on a periodic basis to reflect Rezonings, zoning districts on recently annexed parcels and updated Wetland and Floodplain information.

On-Going Programs

The following on-going programs should be carried out throughout the life of the plan:

Agricultural, Natural, and Cultural Resources Element (Chapter 8)

- Promote use of State and Federal preservation programs
- Continue to protect lowland portions of environmental corridors and other lowland areas, including wetlands, through enforcement of C-2 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to protect upland portions of environmental corridors and other upland areas through enforcement of C-1 district regulations set forth in the City of Kenosha Zoning Ordinance.
- Continue to work with the Kenosha/Racine Land Trust and other NCOs to protect primary environmental corridors, natural areas, and critical species habitat sites.
- Continue to implement the recommendations for acquisition and management of natural areas, critical species habitat sites, and significant geological areas as set forth in the Natural Areas of Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin.
- Continue to protect environmental corridors through the Conditional Use Permit (CUP), Site Plan Review, and Land Division Review processes.
- Support and, where applicable, implement sanitary sewer and stormwater management standards recommended in the regional water quality management plan update and subsequent amendments.
- Continue to encourage natural buffers along all watercourses.
- Ensure Compliance with NR 216 of the *Wisconsin Administrative Code* through plat and zoning reviews, including construction site pollutant control (including plan review and compliance inspections) and post-construction stormwater management (including plan review and compliance inspections.)
- Assist SEWRPC and other government agencies with implementation of the Regional Water Quality Management Plan.
- Support the Kenosha Area Convention and Visitors Bureau.
- Require public access to applicable water resources as required under Chapter 236 of the Wisconsin Statutes as part of the City of Kenosha Land Division Review process.
- Work with Kenosha County Health Department on beach water quality monitoring.
- Continue to implement Chapter 32, Kenosha Water Utility Ordinance of the City of Kenosha Code of General Ordinances, which includes regulation of Private On-site Waste Treatment Systems (POWTS).
- Encourage the preservation of natural resources, land development, and stormwater management practices such as the use of permeable pavement, set-aside open space, landscaping with drought-tolerant plants (i.e. native plants) and landscape mulch versus turf/grass, rain gardens, and bio-swales should be integrated into the site design and development to help preserve groundwater recharge capability.
- Develop methods to inventory existing abandoned wells and ensure that they are properly abandoned.
- Continue to administer and enforce floodplain and shoreland regulations included in the City of Kenosha Zoning and Shoreland/Floodplain Zoning Ordinance.

- Continue to implement ordinance requirements related to land suitability to avoid inappropriate development on severe structural or severe wet soils.
- Continue to apply for available Federal and State flood mitigation grant funds.
- Continue to partner with the NRCS, DNR, U.S. Fish and Wildlife Service (USFWS), and non-profit organizations such as Ducks Unlimited to promote wetland creations, enhancements, and restorations.
- Continue to encourage the use of the Targeted Runoff Management (TRM), Urban Nonpoint Source and Storm Water (UNP&SW) and Wetland Reserve Program (WRP).
- Work with private and public groups on programs designed to control and eradicate invasive species associated with Lake Michigan. (e.g. Asian Carp)
- Work with private and public groups to implement Lake Michigan Water Quality Priority Programs.
- Maintain the landscaping ordinance that restricts landscaping with invasive plant species.
- Continue to support the Kenosha County Gypsy Moth Suppression Program.
- Work with NCO's to support implementation of methods to control invasive species, with a focus along major transportation routes and corridors, such as I-94; the Des Plaines and Pike Rivers; and parks.
- Continue enforcement of the Kenosha County Environmental Health/Food Ordinance (Chapter 16 of the County Code of Ordinances) in compliance with Chapter 254 of the *Wisconsin Statutes*.
- Continue to support Kenosha County Health Department's capacity to offer health and environment safety programs.
- Continue, and expand as appropriate, monitoring and testing of publicly-owned beaches.
- Investigate potential human health hazards, and take appropriate follow-up actions.
- Continue to cooperate with DNR in implementing the Wisconsin Mercury Reduction Program.
- Apply for DNR Stewardship funds, WCMP grants, and other State and Federal funding.
- Continue the development, enhancement, and management of recreational trail facilities to ensure connectivity of such facilities including potential water trails, as illustrated in Map 8-2, and potential area wide recreational bicycle trails, as illustrated in Map 8-3.
- Study the requirements for the City of Kenosha to become a Certified Local Government by the State Historic Preservation Officer.
- Continue to distribute educational materials to property owners regarding Wisconsin's Historic Building Code, which can be used in lieu of the prevailing code for eligible buildings to retain historical features not permitted by the prevailing code.
- Study the development and funding of a Historical Preservation Covenant Program in the City of Kenosha to protect historical structures.
- Continue to provide educational materials to property owners regarding Federal and State Investment Tax Credits available for rehabilitation of historic properties.
- Consider developing and distributing educational materials to property owners regarding grants available for historic preservation and rehabilitation, with a concentration on programs that focus on smaller communities and rural areas such as the Jeffris Family Foundation, the National Trust for Historic Preservation/Jeffris Preservation Services Fund, and Wisconsin Humanities Council Historic Preservation Program Grants.
- Continue to promote historical sites located in Kenosha County to tourists.
- Continue the local Historical Plaque Program to further identify local landmarks to the public
- Develop methods to support local historical societies, museums, and research facilities through funding.

Land Use Element (Chapter 9)

- Continue to preserve and maintain sites with significant historical or archaeological value, including local landmarks.
- Implement programs included in the Agricultural, Natural, and Cultural Resources Element (Chapter 8).
- Incorporate parcels designated as natural areas and environmental corridors on the Land Use Plan Map (Map 9-6), while protecting significant natural resources on such parcels.

- Implement programs included in the Housing Element (Chapter 10).
- The City and affected local governments should cooperatively identify study areas for integrated land use and transportation plans around I-94 interchanges and prepare plans for these areas to refine the land use development pattern set forth on Map 9-6.
- Continue to cooperate with SEWRPC to update the Kenosha County Jurisdictional Highway System Plan.
- Promote efficient and safe vehicular access to land uses abutting street rights-of-way, consistent with adopted access management plans and ordinances.
- Review and adopt the I-94 Frontage Roads Access Management Vision Plan.
- Implement programs included in the Transportation Element (Chapter 11).
- The City will continue to identify suitable sites for healthcare facilities, schools, telecommunications facilities, libraries, and alternative energy sites, as appropriate, in cooperation with service providers.
- Implement programs included in the Utilities and Community Facilities Element (Chapter 12).
- Implement programs included in the Economic Development Element (Chapter 13).
- Implement programs included in the Intergovernmental Cooperation Element (Chapter 14).

Housing Element (Chapter 10)

- Continue to ensure that building codes include requirements for adequate insulation, heating, and plumbing.
- Continue to enforce State public health Statutes and Ordinances concerning dilapidated, unsafe, or unsanitary housing that pose a human health hazard.
- Continue to enforce and support requirements relating to land suitability and design through the administration of Land Division Ordinances.
- Continue to enforce and support requirements relating to restricting development in floodplains through administration of the City of Kenosha's shoreland-wetland and floodplain ordinances.
- The City of Kenosha should consider developing a model *density bonus ordinance* and model *PUD accessory apartment*, and *live-work unit ordinances* for consideration that are designed to increase the number of affordable housing units.
- Continue to support non-profit agencies that provide "stay-at-home" services like meal delivery and transportation assistance for the elderly and disabled, including the Kenosha Area Family and Aging Services, Inc.
- Incorporate Universal Design requirements into Zoning Ordinances and Building Codes for multi-family residential units.
- Kenosha should assist (the State and Federal agency in charge) in distributing educational materials regarding Federal and State fair housing laws. Emphasis should be given to protected classes, unlawful actions, and organizations to contact if an individual believes he or she has experienced housing discrimination, such as the City of Kenosha Housing Authority, Metropolitan Milwaukee Fair Housing Council, the Wisconsin Equal Rights Division, or HUD.

Transportation Element (Chapter 11)

- Continue to help develop and support implementation of the Wisconsin Department of Transportation's *Connections 2030* plan, the Regional Transportation System Plan, the County Jurisdictional Highway System Plan, and county and transit development plans.
- Continue to encourage or sponsor transportation-related events such as "Walking School Buses," Bike to Work weeks, and "Try Transit" days (free rides) to encourage residents to use alternative means of transportation.
- Work with school districts to encourage walking and biking to schools through methods such as the Safe Routes to School program.
- Continue to develop joint marketing strategies between the Kenosha Area Transit, Western Kenosha County Transit, and METRA.

- Continue to improve public transportation for persons with disabilities and the elderly to increase access to jobs and community activities.
- Support the development of joint marketing strategies between the Kenosha Area Transit and other transportation service providers, including the Western Kenosha County Transit System, METRA, and Wisconsin Coach Lines.
- Continue operation of transportation services for persons with disabilities and elderly residents through operation of the Care-a-Van, Volunteer Escort, and similar programs.
- Update the Kenosha County Public Transit and Human Service Transportation Coordination Plan as needed to provide transportation services to persons with disabilities in the City of Kenosha and remain eligible for Federal Transit Administration (FTA) programs.
- Continue to support and encourage the Kenosha County Division of Aging and Disability Services to improve transportation access and resources for persons with disabilities.
- Investigate current, successful transportation programs for persons with disabilities and the elderly, such as the Independent Transportation Network, that would be appropriate for Kenosha and complement existing transportation programs.
- Continue to accomodate bicycle travel on arterial streets and highways through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths in conformance with the Regional Transportation System Plan.
- Continue to study and identify funding sources to expand the existing bicycle/pedestrian path network to provide connections between urban centers and significant natural features and park and open space amenities, such as the Chiwaukee Prairie, Lake Michigan, and County and major parks.
- Continue to determine specific locations for bike and pedestrian trails and identify potential links to existing trails in Kenosha County, trails in adjacent counties, and a potential east-west trail in the County.
- Work with non-governmental organizations (NGOs) to raise public awareness of bicycle and pedestrian transportation facilities related issues such as safety concerns, increased public health benefits, and the environmental impacts of increased bicycle and pedestrian travel.
- Work with school districts, local governments, and the State to develop Safe Routes to School program in the City of Kenosha and adjacent other communities, including continuing to support the program under development for the Kenosha Unified School District.
- Develop methods to incorporate desirable policies included in State long-range transportation planning efforts, including WisDOT's *Connections 2030.*
- Continue to evaluate facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- Review and comment on future updates of the State Airport System Plan, which provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet the current and future aviation needs of the State of Wisconsin.
- Continue to participate in the development of future updates to the Regional Airport System Plan for Southeastern Wisconsin.
- Review and comment on the Five-Year Airport Improvement Program, which is prepared and updated annually by the WisDOT Bureau of Aeronautics. The program is the primary mechanism for implementing the statewide and regional airport system plans.
- Continue working with SEWRPC and WisDOT to continue regional planning efforts and to develop methods to promote interconnection between all transportation modes and systems available within the City of Kenosha and the region.
- Continue to work with WisDOT, SEWRPC, and other local governments to update and implement the Kenosha County Jurisdictional Highway System Plan.
- Coordinate with other local governments to develop consistency between highway access management regulations and local access management/driveway ordinances.
- Inspect, repair or replace or rehabilitate bridges as necessary to ensure highway safety.

- Consider fish and watercraft passage issues and other environmental effects when designing highway bridges and culverts. Limit the number of culverts, bridges, drop structures, and channelized stream segments and incorporate design measures to allow for passage of aquatic life.
- Continue to work with WisDOT to develop an inventory of hazardous intersections and street segments, based on crash records, and to undertake improvements to eliminate hazardous conditions.

Utilities and Community Facilities Element (Chapter 12)

- Continue the cooperative process among DNR, SEWRPC and County and City governments for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply facilities and services.
- Continue to implement Chapter 32, Kenosha Water Utility, of the City of Kenosha Code of General Ordinances, which includes regulation of water and sewerage systems.
- Continue to support and implement, where applicable, the recommendations of the regional water quality management plan to maintain or improve water quality.
- Continue to conduct City of Kenosha and local Erosion Control and Stormwater Management reviews on all Subdivision Plats, Certified Survey Maps, Conditional Use Permits (CUPs) and Site Plan Reviews.
- Continue to develop Stormwater Management Plans and Ordinances and joint agreements to provide centralized and/or shared stormwater management facilities, if cost savings and/or service level improvements would result.
- Continue to promote and participate in joint watershed planning programs to minimize urban and rural stormwater runoff.
- Continue to implement the Shoreland and Floodplain Zoning Ordinance to help protect residents from flooding hazards.
- Continue to work with the County Sanitarian for the proper siting, operation, and maintenance of Private On-site Wastewater Treatment System (POWTS).
- Continue to provide education and assistance to citizens on potential environmental problems that may impact human health, including home health hazards such as mold, lead, and asbestos; indoor and outdoor air quality; solid and hazardous waste; and pest control.
- Continue to support the Kenosha County Health Department's capacity to offer health and environmental safety programs.
- Continue to cooperate with DNR in implementing the Wisconsin Mercury Reduction program.
- Continue to monitor *E.coli* bacteria levels at Lake Michigan beaches during the summer months and report beach advisories and closing as indicated.
- Continue to support public health, health care, and transportation programs and services offered by Kenosha County government departments and agencies, including the Aging and Disability Resource Center Health Department, Children and Family Services, and Veterans Service.
- Continue to support the Care Giver Alliance.
- Continue to support managed care programs that serve people with mental illnesses, developmental disabilities, and juvenile defenders such as Community Aids and Youth Aids.
- Continue to cooperate with the Kenosha County Health Care Center.
- Continue to support preventative health care service to County residents through the Kenosha County Division of Health Clinic.
- Continue to support the Aging and Disability Resource Center.
- Continue to provide police protection to residents through the City of Kenosha Police and Fire Departments and EMS.
- Continue to promote shared services and equipment between the Kenosha County Sheriff's Department and the City Police Department, where shared services would result in cost savings and maintenance or improvement in the existing level of service.
- Continue to support and cooperate with the Kenosha County Emergency Management Division, which is responsible for planning, coordinating, and implementing all emergency management and Homeland Security-related activities in the City of Kenosha.

- Continue to assist in the review and update the Kenosha County Hazard Mitigation Plan.
- Continue to utilize the Mutual Aid Box Alert System (MABAS) into fire dispatching and rescue services and the continued establishment of a Rapid Intervention Team.
- Continue to provide dispatch services through the integrated County emergency call dispatch center, which is operated by the Kenosha City/County Joint Services-Communications Center.
- Continue to provide funding to the Kenosha County Library System.
- Continue to evaluate personnel and resources necessary to maintain or improve the public services offered by the City of Kenosha government as part of the annual budget process.
- Continue recycling programs in public buildings.
- Continue to explore cooperating with Kenosha County and other local officials about opportunities for and examples of shared services and facilities.
- Continue to provide information to other local governments about park and open space sites and recreational facilities, and coordinate with other local governments for the joint development and use of facilities, where appropriate.
- Continue to provide development information to school districts for use in preparing facilities plans.

Economic Development Element (Chapter 13)

- 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.
- 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 assist and develop the Kenosha Development Opportunity Zone.
- Continue the use of TIF Districts to encourage redevelopment and to assist in the creation of new jobs.
- 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.
- 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.
- 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.

Intergovernmental Cooperation Element (Chapter 14)

- Continue cooperative efforts with the Kenosha County Health Department and local governments to enforce State Public Health Statutes, and City Ordinances concerning dilapidated, unsafe or unsanitary housing that poses a human health hazard.
- The City of Kenosha will continue to provide updated shoreland/floodplain zoning maps to Kenosha County when floodplain boundaries are changed or other significant amendments are made.

- The City of Kenosha will notify surrounding communities and Kenosha County, where appropriate, whenever a change is proposed to the Comprehensive Plan.
- Work with school districts and/or adjacent communities in the district, on request, to assess the impact of proposed new subdivisions on district facilities. Continue to provide copies of meeting agendas to enhance communications.

Implementation Element (Chapter 15)

- Regularly review the Comprehensive Plan and related Ordinances to ensure they are achieving the desired results.
- Regularly review the Zoning and Subdivision Ordinances, and Official Map to ensure they are effective in implementing this plan.

Remaining Programs

Programs not listed as high-priority or ongoing programs, will be implemented as funding and staffing resources allow. Any new programs recommended in this plan must be individually reviewed and approved prior to implementation.

CONSISTENCY AMONG PLAN ELEMENTS

The Comprehensive Planning Law requires that the implementation element "describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the plan." All elements of this Comprehensive Plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the City of Kenosha Plan Commission and Common Council. There are no known inconsistencies among plan elements.

PROGRESS IN IMPLEMENTING THE PLAN

Annual Report on Plan Implementation

The Plan Commission will undertake a general plan reevaluation once a year, which may include a brief description of activities conducted to implement the plan and a list of plan amendments certified by the Common Council during the year.

Comprehensive Update of the Plan and Maintenance of Inventory Data

The City of Kenosha will conduct a formal review of the plan at least once every ten (10) years. Based on this review, changes or updates will be made to sections of the plan that are found to be out of date and goals, objectives, policies, or programs that are not serving their intended purpose. Any changes or updates will follow the process for plan amendments required by the *Statutes*.

* * * * *

APPENDIX 15-1

CITY PLAN COMMISSION RESOLUTION

CITY PLAN COMMISSION RESOLUTION # 02 - 10

BY: THE CITY PLAN COMMISSION

APPROVAL OF THE *COMPREHENSIVE PLAN FOR THE CITY OF KENOSHA: 2035*

WHEREAS, under Wisconsin State Statutes 62.23(2) and (3), the City of Kenosha is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the City of Kenosha has adopted a Public Participation Plan for the comprehensive planning process as required under Wisconsin Statute 66.1001(4)(a) on December 18, 2006 and the City of Kenosha has conducted public meetings, including an Open House for public review and comment on February 25, 2010, and public hearings during the course of the development of the plan; and

WHEREAS, the Department of City Development has prepared a comprehensive plan for the City of Kenosha, Wisconsin and has cooperated with Kenosha County, participating municipalities and the Southeastern Wisconsin Regional Planning Commission in the preparation of a multi-jurisdictional Kenosha County comprehensive plan; and

WHEREAS, the *Comprehensive Plan for the City of Kenosha: 2035* addresses the required nine (9) elements as required under Wisconsin Statute 66.1001(2): Issues and Opportunities Element; Housing Element; Transportation Element; Utilities and Community Facilities Element; Agricultural, Natural and Cultural Resources Element; Economic Development Element; Intergovernmental Cooperation Element; Land Use and Implementation Element; and

WHEREAS, the City Plan Commission, at their meeting on March 4, 2010, conducted a public hearing and the Department of City Development published a Class I public notice, pursuant to Wisconsin Statute 66.1001(4), noting that a public hearing will also be held at the April 5, 1010 Common Council meeting

NOW THEREFORE, BE IT RESOLVED that the City Plan Commission for the City of Kenosha, Wisconsin, approves the *Comprehensive Plan for the City of Kenosha: 2035* as presented at the March 4, 2010 City Plan Commission meeting with the Amendment that the area bounded by 50th Street on the north, 52nd Street on the south, 14th Avenue on the west, and the Union Pacific Railroad corridor on the east, be changed to reflect "Governmental, Institutional and Office" on the 2035 Land Use Plan map and with the Amendments noted in Exhibit 02-10-A, attached.

Adopted this 5th day of March, 2010

ATTEST: _____
Jeffrey B. Labahn, Secretary of City Plan Commission

APPROVE: _____
Mayor Keith Bosman, Chairman of City Plan Commission

Drafted by: Department of City Development
1CPC/2010/Mar4/resol-cpc-comp plan

EXHIBIT 02-10-A

Amendments to the *Comprehensive Plan for the City of Kenosha: 2035.*

1. **Page 6-15, Part 3 (Existing Plans and Ordinances):**
   - Add - a summary of the "City of Kenosha 2010-2014 Consolidated Plan"

City of Kenosha 2010-2014 Consolidated Plan

The City of Kenosha completed the 2010-2014 Consolidated Plan in 2009, with the assistance of a consultant, Community Planning and Development Advisors/Urban Strategies. The Consolidated Plan develops a comprehensive vision for actions to achieve community objectives over a five (5) year period. The Plan consolidates the planning, application and reporting requirements of four (4) major HUD programs; the Community Development Block Grant Program (CDBG), HOME, Emergency Shelter Grant (ESG) program and the Housing Opportunity for Persons with AIDS (HOPWA) program. The City of Kenosha is an entitlement community only for the CDBG and HOME programs.

As a means to provide assistance to low-moderate income persons, three basic goals are outlined in the Plan: provide decent housing; provide a suitable living environment; and expand economic opportunities. The development of the Consolidated Plan was achieved through a Community Needs Survey, Focus Groups of 6-8 people (total of 38 people), analysis of available data, public comments, and an on-line survey.

The following priority needs were identified as a result of public input and analysis of existing data:

Community Development

Public Facilities & Improvements
- *Youth centers*
- *Repair or replacement of blighting buildings*
- *Parks and Recreational Facilities*
- *Homeless Facilities*
- *Infrastructure (sidewalks, accessible ramps, road improvements)*

Public Services
- *Youth services*
- *Homeless services*

Economic Development
- *Small Business Development*
- *Small Business Expansion*
- *Job Creation*

Other
- *Neighborhood-Focused Revitalization (including needs in various categories)*
- *Fair Housing Services*
- *CDBG Administration*

Homeless
- *Affordable Housing (including permanent supportive housing and transitional housing)*
- *Supportive Services (employment training, literacy, healthcare, childcare, transportation)*
- *Additional effective ways to prevent or reduce homelessness*

Housing

Owner households with:
- *household income less than 50% of the median family income (MFI)*
- *cost burden greater than 30% of their monthly income*
- *homes that do not meet building code, energy, accessibility, or lead paint standards*

Existing rental buildings in need of repair

First time homebuyers with:
- *household income between 50% to 80% of the median family income (MFI)*
- *inability to purchase a home*

Non-Homeless/Special

Housing and supportive services for:

- *Elderly*
- *Persons with disabilities, including physical, development, mental illness or alcohol or drug addiction*

Based on the list of high priority needs, the City of Kenosha has identified that it will strive for the following goals and objectives between 2010-2014:

Goal #1: Improve Kenosha's Housing (28% of funds)
- *Make small repairs to existing income-eligible owner-occupied housing to address emergency type needs (9% of funds)*
- *Bring existing owner-occupied housing into code, and accessibility compliance (TIF funds)*
- *Assist income-eligible households into homeownership (14% of funds)*
- *Develop or improve rental housing for special needs and homeless population (5% of funds)*

Goal #2: Strengthen Kenosha's Community Delivery Systems and Facilities (22% of funds)
- *Increase programming for youth with possible emphasis on gang member reduction or prevention (6% of funds)*
- *Reduce incidents of homelessness (5% of funds)*
- *Increase or improve the quality of physical facilities available for services benefiting income-eligible households (11% of funds)*

Goal #3: Improve Kenosha's Economic Opportunities for Lower Income Persons (10% of funds)
- *Create or retain full-time permanent jobs at living wages (5% of funds)*
- *Improve rate of survival of micro-enterprises (5% of funds)*

Goal #4: Increase the Viability of Selected Neighborhoods (20% of funds)
- *Initiate improvement efforts in locally-selected geographical areas (20% of funds)*

Goal #5: Plan and Manage the Overall CDBG Program and Carry Out Comprehensive Planning Activities (20% of funds)
- *Administer CDBG Program and Undertake Comprehensive Planning Activities (20% of funds)*

2. **Page 8-17, Part 2 (Agricultural, Natural and Cultural Resources Element):**
   - Second paragraph, Third sentence - Change *presentation* to *preservation*.

3. **Page 10-46, Programs (Housing Element):**
   - First program - Eliminate *maintenance*.
   - Third program - Eliminate *cooperative efforts with the Kenosha County Health Department*.
   - Add a new program - *Continue the systematic Neighborhood Inspection Program to preserve and revitalize existing neighborhoods.*
   - Add a new program - *Implement the Housing Goals and Objectives of the 2010-2014 Consolidated Plan.*

4. **Page 13-40, Programs (Economic Development Element):**
   - Add a new program - *Implement the Economic Goals and Objectives of the 2010-2014 Consolidated Plan.*

5. **Page 13-42, Programs (Economic Development Element):**
   - Sixth Program - Change *Support the development of of high speed rail between Chicago and Milwaukee as a means to connect Kenosha workers with employment opportunities.* to *Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.*

6. **Page 15-11, Implementation Element: (High Priority Program – Housing Element)**
   - Add new program - *Continue the systematic Neighborhood Inspection Program to preserve and revitalize existing neighborhoods.*
   - Add new program - *Implement the Housing Goals and Objectives of the 2010-2014 Consolidated Plan.*

7. **Page 15-13, Implementation Element : (High Priority Program – Economic Development Element)**

- Sixth Program - Change *Support the development of of high speed rail between Chicago and Milwaukee as a means to connect Kenosha workers with employment opportunities.* to *Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.*
- Add new program - *Implement the economic goals and objectives of the 2010-2014 Consolidated Plan.*

8. **Page 15-16, Housing Element : (On-Going Program – Housing Element)**
   - First program - Eliminate *maintenance*
   - Second program - Eliminate *cooperative efforts with the Kenosha County Health Department.*

APPENDIX 15-2

COMMON COUNCIL ADOPTING ORDINANCE

ZONING ORDINANCE NO. 28-10

BY: MAYOR

TO CREATE SECTION 18 OF THE ZONING ORDINANCES FOR THE CITY OF KENOSHA, WISCONSIN, ENTITLED "COMPREHENSIVE PLAN"

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

Section One: Section 18 of the Zoning Ordinances for the City of Kenosha, Wisconsin, is hereby created as follows:

18.01 COMPREHENSIVE PLAN

Pursuant to Section 66.1001 (4)(c) of the Wisconsin Statutes, the Common Council of the City of Kenosha, formally adopts the document entitled "Comprehensive Plan for the City of Kenosha: 2035", the final version of which was adopted by the City Plan Commission pursuant to Section 62.23(2) of Wisconsin Statutes on March 4, 2010, as City Plan Commission resolution number 02-10.

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

ATTEST: _____ Deputy City Clerk
Debra L. Salas

APPROVED: _____ Mayor Date: April 20, 2010
Keith G. Bosman

Passed: April 19, 2010

Published: April 23, 2010

APPENDIX 15-3

PUBLIC PARTICIPATION PLAN FOR THE KENOSHA COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN

INTRODUCTION

This public participation plan for the Multi-Jurisdictional Kenosha County Comprehensive Plan is intended to serve two (2) purposes. First, it will provide opportunities for public input throughout the comprehensive planning process. Second, adoption of a public participation plan is a requirement of the Wisconsin Comprehensive Planning Law. Section 66.1001 (4) (a) of the *Wisconsin Statutes* requires that:

> *"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract non-metallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan."*

PUBLIC PARTICIPATION PLAN

Multi-Jurisdictional Advisory Committee and Ad Hoc Groups

A Kenosha County Multi-Jurisdictional Advisory Committee (MJAC) was formed at the outset of the comprehensive planning process. The MJAC is comprised of one (1) representative appointed by each of the participating local governments and one (1) member of the Kenosha County Board Land Use Committee. The MJAC is advisory to the planning process and may make recommendations to the Land Use Committee, including a recommended Multi-Jurisdictional Comprehensive Plan for Kenosha County. The MJAC provides a formal role for participating local governments to work with County officials to shape the recommended County comprehensive plan.

The MJAC will hold regular meetings during the planning process. All meetings will be open to the public, and an opportunity for public comment will be provided during all meetings. Meeting agendas and minutes will be available at the office of the Kenosha County Planning and Development Department and on the comprehensive planning website (*www.co.kenosha.wi.us/plandev/land_dev/smart_growth.html*).

The MJAC may establish one (1) or more ad hoc work groups, if necessary, to provide technical expertise in developing particular plan elements or to develop recommendations on specific planning issues for consideration by the MJAC.

Kenosha County Public Participation Plan Summary

The following table provides an overview of public participation activities and a timeline for implementation, and is followed by a description of each of the activities.

Participation Phase	General Timeline	General Public Activities	Key Stakeholder Activities	Municipal Official Activities
Public education and awareness	Throughout the process	➢ Newsletters ➢ Website ➢ Press releases and feature articles ➢ Presentations to interested organizations ➢ Meetings and open houses ➢ Publications ➢ Cable television	➢ Those already noted ➢ Identification of key stakeholder representatives	➢ Educational overviews and presentations at municipal meetings ➢ Educational tours ➢ Educational workshops related to planning elements, GIS, Planning Dept. resources and impacts of growth
Public dialogue	June 2006 – July 2008	➢ Web-based feedback forums ➢ End-of-session feedback from presentations ➢ Meetings and open houses	➢ Interactive "Kenosha County Café" - based on the World Café Model of public dialogue toward building relationships, understanding perspectives, and creating a common vision ➢ Those already noted	➢ Participation in the Kenosha County Café ➢ Coordination activities for neighboring and overlapping jurisdictions ➢ Coordination of resources available within the Planning Dept. and SEWRPC
Deliberation of alternatives	January 2007 – December 2008	➢ Participation in interactive issue forums ➢ Meetings and open houses	➢ Active participation as panelists and participants in Kenosha County Issue Forums that will be taped and broadcast on cable television – forum topics may include subdivision design, agriculture and natural resource protection and stormwater management ➢ May serve on issue committees	➢ Identification and framing of key issues of deliberation which may include specific design standards, agriculture and natural resource preservation, and inventories of key issues and opportunities ➢ May serve as issue committee chairs or members
Final adoption	February – June 2009	Participation in public hearings	Participation in public hearings	Participation/Presentations in public hearings.

Public Meetings and Forums

Meetings will be held throughout the comprehensive planning process to provide opportunities for open discussion of the issues at hand. All meetings on the comprehensive plan will be open to the public. For all meetings, attendance sign-in sheets will be made part of the record. In addition to regular MJAC meetings, a series of public meetings will be held, which will include:

- A Kenosha County Comprehensive Plan "Kickoff Meeting" will be held in early 2007. The purpose of this meeting will be to provide background on the Comprehensive Planning Law and planning process.

- The public and identified members of key stakeholder groups will be invited to participate in a "Kenosha County Café" in Spring 2007. The Kenosha County Café is an interactive visioning process designed to allow participants to interact with several other participants to learn about the comprehensive planning legislation, the process, learn about different perspectives related to growth, and generate ideas leading to a shared vision.

- Three (3) issue forums will be held in conjunction with the drafting and completion of the following elements: Issues and Opportunities, Economic Development, and Land Use. Key stakeholders will be invited to present current trends related to these elements as well as their perspectives regarding hopes and concerns about the topic. The public will be invited to attend the moderated forums, which will be taped and submitted for broadcast on public access channels.

- A public informational meeting will be held in each participating local government and at the Kenosha County Center to present the results of inventories and analysis conducted in support of the comprehensive planning process and to obtain public input on land use-related issues in each community. MJAC members will provide regular updates on plan progress and status to the community they represent.

- An open house/intergovernmental meeting will be held upon completion of drafts of the seven (7) planning elements. The seven (7) planning elements include: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; and Land Use. The open house will be widely advertised, and notice will be sent to participating local governments, County and local governments adjacent to the County, special-purpose units of government (school districts and lake districts, for example), State agency staff, and interested groups.

- An open house to present and receive public comment on the draft comprehensive plan, containing all nine (9) required elements, will be held in each participating local government upon completion of a draft plan. Citizens will have an opportunity to review the Multi-Jurisdictional Comprehensive Plan and/or the local government plan and recommendations specific to their community, and to ask questions and provide input in an informal setting.

- Copies of the draft comprehensive plan will be provided to all local governments in the County and will be available for review at public libraries in the County, at the Kenosha County Planning and Development Department, and on the project website. A summary of the plan will be prepared and provided to all adjacent county and local governments and all parties that receive the draft plan, and will be posted on the project website.

- Consistent with the requirements established in Section 66.1001 of the *Wisconsin Statutes*, a public hearing on the recommended comprehensive plan will be held in each participating town, village, and city. The public hearings will be noticed as a Class I notice pursuant to Chapter 985 of the *Statutes* at least 30 days prior to the hearing. The public hearing will consist of a presentation summarizing the planning process and the recommended comprehensive plan. Citizens will have the opportunity to provide formal comments. An official public record including all comments received will be created for each public hearing and included in the final draft of the comprehensive plan. Copies of the recommended comprehensive plan will be available for viewing prior to the public hearings at municipal halls, the Kenosha County Planning and Development Department office, and at the area libraries.

- A copy of the adopted plan will be provided to the parties listed in Section 66.101 (4) (b) of the *Statutes.*

Ongoing Efforts

Ongoing public participation efforts are proposed to take place throughout the comprehensive planning process. These efforts are informative or policy oriented in nature. Ongoing public participation efforts will provide Kenosha County citizens with general education about the comprehensive planning process, provide information about upcoming participation sessions, and update the public on plan progress. Ongoing public participation efforts include the following:

- The Kenosha County Planning and Development Department will maintain a comprehensive planning website (*www.co.kenosha.wi.us/plandev/land_dev/smart_growth.html*). Updates regarding comprehensive plan progress, upcoming public participation sessions, Multi-Jurisdictional Advisory Committee agendas and mintes, PowerPoint presentations from public meetings, public notices, and newsletters will be posted on the website. The site will include a web-based feedback form where visitors will have the ability to

post comments related to the planning process. Public access to the Internet is available at public libraries throughout the County for residents without other Internet access.

- A comprehensive planning newsletter will be produced and distributed to area libraries, local government officials, municipal halls, the Kenosha County Planning and Development office, and to citizens and interest groups upon request.

- New releases and feature articles regarding the comprehensive planning process and plan progress will be provided to local newspapers, radio and television stations, local governments, the Kenosha County Multi-Jurisdictional Advisory Committee, and posted on the project website.

- Upon request, Kenosha County, Extension, or SEWRPC staff will make presentations about the comprehensive plan to Kenosha County community groups, business or professional organizations, nonprofit agencies, and local governments. Presentations will be made to the Multi-Jurisdictional Advisory Committee throughout the planning process.

- Educational tours and workshops for County and local officials will be held as needed.

- The Kenosha County Multi-Jurisdictional Advisory Committee and Kenosha County, Extension, and SEWRPC staff will actively solicit comments and suggestions at appropriate stages in the development of the comprehensive plan from County residents, local business and civic organizations, the Farm Bureau, Realtors Association, Builders Association, the Kenosha County unit of the Wisconsin Towns Association, conservancy and environmental organizations, non-metallic mining interests and organizations, State and Federal Agencies, school districts, utility companies, participating and non-participating local governments, lake, sanitary, and utility districts, community development authorities, and adjacent County and local governments.

ADOPTION OF PUBLIC PARTICIPATION PLAN

This Public Participation Plan was approved by the Kenosha County Multi-Jurisdictional Advisory Committee on November 28, 2006. The Public Participation Plan was approved by the Land Use Committee of the Kenosha County Board on January 10, 2007, and by the Kenosha County Board on January 16, 2007.

The plan was adopted by the participating local governments on the following dates:

Local Government	Date Adopted
Common Council, City of Kenosha	December 18, 2006
Village Board, Village of Pleasant Prairie	November 20, 2006 (with additional Village-specific activities)
Village Board, Village of Silver Lake	December 20, 2006
Town Board, Town of Brighton	December 11, 2006
Town Board, Town of Bristol	January 22, 2007
Town Board, Town of Paris	November 28, 2006
Town Board, Town of Salem	December 11, 2006
Town Board, Town of Somers	January 23, 2007
Town Board, Town of Wheatland	January 8, 2007

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APPENDIX 15-4

PUBLIC COMMENTS

OPEN HOUSE
Comprehensive Plan for the City of Kenosha: 2035
Thursday, February 25, 2010 – 6:00 p.m. to 8:00 p.m.
Kenosha Public Museum
5500 First Avenue

ATTENDEES

Janet Klemm	Jennifer Jackson
Rudy Klemm	Darleen Chiappetta
Donald Ruef	Dayvin Hallmon
Nancy Lunn	

PUBLIC COMMENTS – VIA EMAIL

May 2, 2010
Bill Daymo, Architect

I am responding to the article in Tuesday's Kenosha News "Help the City Plan for 2035."

I reviewed the "Draft" on the city's website with great interest. The Draft appears to be an excellent compilation of current data and maps. But I find the text to be too general (always "encourage, explore, promote"), probably attempting to eliminate disagreement. There are a few specific suggestions or recommendations.

Reference is made to the Harland Bartholomew 1925 City Plan. I am fortunate to have the 1925 City Plan in my personal library. The 1925 Plan was general, even generic, in much of the text. But in also, made real proposals regarding future major street system (pgs 27-29), public transportation improvements (yes, a lot was based on the reality of the age, street car – pg 45), and even down to the minute detail of utility poles along roadways (pg 99). My point is that the 1925 Plan made "real" proposals. And yes, proposals that for the most part were ignored by the city.

1) On Map 9-6, Downtown is still indicated as commercial. Downtown has been dying for the past 50 years; none of the attempts have slowed the deterioration. I can only imagine what it will be like in 2035 if a new approach is not adopted. The Draft could propose a realistic plan of conservancy, demolition, and redevelopment. In short, save what is architecturally/historically worth saving; demolition and redevelop the rest with mixed use. Kenosha has the potential of developing a real tourist attraction with a Downtown historical museum (possibly in the Alford Building), and with all the museums connected by a street car that also could extend to Library Park, Greenridge Cemetery, and returning on historic Third Avenue past Anderson House and Kemper Center.

2) The Draft could propose a comprehensive public transit system similar to 1925 incorporating transit lines basically following the main thoroughfares and not taking every route through a maze to a lakefront transfer depot. Let's face it, Downtown hasn't been the "center of the city" since the 1960s.

3) It may not be the purpose of the Draft to include the neighborhood redevelopment plans. But I believe the inclusion of a few would serve a purpose. Here would be the chance for a little idealism. An opportunity to illustrate "what could be" - conservancy, traffic rerouting, and new construction. It is important to have a dream! (My 1970-1972 Master's Thesis re-planned the Union Park Neighborhood - 52nd to Washington, the Elevation to the Lake.) It illustrated "what could be."

I thank you for taking the time to read my thoughts. If the purpose of the Draft is only to accumulate data, it appears to be excellent. But I believe there should also be some idealistic suggestions.

May 2, 2010
Marie Christine Myers

In today's Kenosha News, the editorial "Help the city plan for 2035" it was stated that "city officials are collecting your comments." I have a few comments to add which have been on my mind for several years now that I want to take this opportunity to pass along to you.

1. It seems to me that as soon as economy permits, Target should re-open its bldg. at Southport Plaza with promotional activity aimed at Kenosha residents east of Green Bay Road, particularly. If vacant housing units ever become more occupied, it would be more convenient than going out to the newer Target store on 75th St. and 104th Ave. The exterior of the previous store location has not been altered that much; it should be relatively inexpensive from a corporate point of view.

2. When Pike Creek condos, including rental options opened, it was much more attractive with a supermarket at Southport Plaza (Jewel, subsequently Sentry). It was also walking distance from the old Target store there. There is a Walgreen's very close. Aldi is very close. There are fast food places, and all the Lowe's outlot businesses up and running. Just a little farther north are Stein's Garden & Gifts and Baker Street. These conveniences are also close to the office and professional bldgs nearby.

3. On south Sheridan Road near 85th St. is the vacant "chalet style" bldg. which was formerly Dr. Ferwerda's opthalmolgical office (with an eyeglasses sales section). I cannot help but wish it would become a "Racine Kringle Bakery." It has that Bavarian charm, such as is so appealing at OH Bakery and a couple of other bakeries on Washington in Racine. Truthfully, I would prefer that as a tourist attraction to Frank's (dumpy but famous) Diner downtown. Both could add to Kenosha's appeal to visitors. Perhaps OH would like to add a third (?) location...

4. On 75th Street, where Town & Country shopping center is located, there is a vacant (formerly full serve) gas station, which probably should be demolished at this point. There seems to be no future for it as a gas station. (I realize that brings up the cost of underground storage tanks, however.)

5. Why do some well established businesses, i.e. Bear Realty's Friary location and Flowers with Love florist, never do anything about the shabby peeling paint on their properties? Their neglect reflects badly on their well-maintained neighboring businesses.

   Roosevelt Road properties have gotten increasingly attractive exteriors thru recent years. Taking out the Roosevelt Theater improved the appearance of that stretch of road. Houses on Roosevelt Road between 22nd Ave. and 39th Ave. appear very dilapidated, mostly because of the very noticeable peeling paint on them, and close to the street, so they are very noticeable to anyone driving by.

6. Last, at the 104th Ave entrance to Kenosha Regional Airport; on the left side of the corner as you turn in, there is a sign offering that desirable location as a "restaurant site". Personally, I would rather see it continue empty, but not unattractive, to having a "schlock" restaurant building there. My strong preference (and hopefully appealing to executive/business, corporate jet employees and customers has always been for an additional location of "94th Aero Squadron Restaurants". The one located near Chicago Executive Airport (formerly Palwaukee Airport) would be a wonder full addition to variety in Kenosha restaurants. Please not another pizza/sport bar to add to the surplus here already.

   On one hand, I was sadly disappointed when Captain Alexi's Seafood Restaurant failed, as it was midway between Lakefront and Harbor Park, Southport Marina and hotel/motel facilities between Green Bay Road and I-94. It had everything going for it from a patron's point of view: ambience (even painted murals), friendly servers and hospitality, and an outstanding menu of offerings choices. When I was there, everything was always prepared well and nicely presented. I wish they could have lasted until the rest of Kenosha could "catch up" with what they had to offer.

   On the other hand, Birchwood Grill seems to be "hanging in", and so does Stells'a Casa Capri. There is also the Chancery at Prime Outlets for nicer than usual dining experience.

   Well, I have been wanting to put these suggestions and observations in "the right ears". I hope this does it.

   By the way, it seems to me that Kenosha Steam Baths should purchase and take over the "quaint & tiny" motel so long for sale on Sheridan Road near St. Catherine Commons. Would they possibly see it as "appropriate provenance duty" as a local, old time Kenosha landmark, as they themselves are? It appears that the customers/ownership who keep Kenosha Steam Baths in business would be "paying it forward" appropriately if they took that semi-historical business over and took care of it. Perhaps, they could find some use for it, while maintaining its appearance for the sake of die-hard old-time Kenoshans...

   Realistically, I know that none of these suggestions will probably come to pass. However, I'm passing them on to the city of Kenosha city planning folks, anyway. Hope to hear you received my email...

March 2, 2010
Margaret Heller

I realize that a lot of work has gone into this and I appreciate it; however, I am just starting on the reading and I am finding that is is all based on the 2000 census. Who would have thought that things would be so changed in ten years? It is difficult to read knowing that a new census is just about to begin and so much of this will be "old" information. Is there some reason why this could not have waited a while or was this ten years of work and there was no choice? Thank you.

PUBLIC COMMENTS
City Plan Commission Meeting, March 4, 2010

Natalie Strom

Ms. Strom is a resident of Kenosha and applauds the planning committee on this plan. Ms. Strom supports the KRM and how it will bring visitors to Kenosha and we can capitalize on the tourists. The KRM will also benefit commuters to and from Kenosha. Ms. Strom suggested we bring in more public art. Kenosha is very rich in art and it would be an enhancement. We are on the right track to create a cohesive City and the current developments will influence a viable future.