

**RECOMMENDED PLAN FOR  
THE SOUTH SHERIDAN NEIGHBORHOOD**

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Prepared by:  
Department of City Development  
City of Kenosha, Wisconsin  
September, 1993

**COMPREHENSIVE PLAN CERTIFICATION**

**City Plan Commission Resolution No. 3-93**

**BY: CITY PLAN COMMISSION**

Adoption and Certification of  
"Recommended Plan for the South Sheridan Neighborhood"  
Prepared by the City of Kenosha Department of City Development  
Dated September, 1993

**WHEREAS**, the City of Kenosha Department of City Development has prepared a master plan for the South Sheridan neighborhood as directed by the City Plan Commission and in conformance with Wisconsin State Statutes 62.23(3); and,

**WHEREAS**, the South Sheridan neighborhood plan encompasses the area located between 75th Street and 91st Street and between the Chicago and Northwestern Railroad and 14th Avenue; and,

**WHEREAS**, the area has experienced many land use changes, rezoning requests, and reuse of existing buildings, and the recent relocation of new car sales from South Sheridan Road; and

**WHEREAS**, it is in the best interest of the City to plan for the orderly development of the neighborhood with respect to land use, streets, and utilities; and

**WHEREAS**, the City Plan Commission held a public hearing on the South Sheridan Road neighborhood plan on September 23, 1993.

**THEREFORE, BE IT RESOLVED** that the City Plan Commission adopts and certifies the "Recommended Plan for the South Sheridan Neighborhood."

Adopted this 7th day of October, 1993.

ATTEST: Ray Forgianni, Secretary  
Ray Forgianni

APPROVE: John M. Antaramian Mayor Date: 10-28-93  
John M. Antaramian

Drafted by: Department of City Development

# TABLE OF CONTENTS

	<b>Page</b>
<b>1.0 INTRODUCTION</b>	<b>1</b>
1.1 Historical Background	
1.2 Neighborhood Goal and Objective	
1.3 Study Area Boundaries	
1.4 Methodology	
<b>2.0 INVENTORY FINDINGS AND ANALYSIS</b>	<b>3</b>
2.1 Existing Land Use	
2.2 Existing Zoning	
2.3 Existing Transportation	
2.4 Existing Utilities	
2.5 Areas of Land Use Concern	
<b>3.0 ALTERNATIVE LAND USE PLANS</b>	<b>13</b>
<b>4.0 RECOMMENDED PLAN</b>	<b>18</b>
4.1 Residential Uses	
4.2 Commercial/Office Uses	
4.3 Institutional/Utility Uses	
4.4 Industrial Uses	
4.5 Wetland Areas	
4.6 Parks/Open Space	
4.7 Public Rights-of-Ways	
<b>5.0 PLAN IMPLEMENTATION</b>	<b>27</b>
5.1 Neighborhood Plan Adoption	
5.2 Neighborhood Zoning	
5.3 Subdivision Plat and Development Review	
<b>6.0 CONCLUSION</b>	<b>29</b>
<b>7.0 APPENDIX A</b>	<b>30</b>

## LIST OF MAPS

	<b>Page</b>
1.1 General Location Map/Study Area	2
2.1 Land Use Inventory	4
2.2 Existing Zoning	7
2.3 Existing Transportation	10
2.4 Existing Utilities	11
2.5 Areas of Land Use Concern	12
3.1 Alternative A	14
3.2 Alternative B	15
3.3 Alternative C	16
4.1 Recommended Plan: Alternative D	19
4.2 Recommended Plan: Alternative Development Scenario	22

## LIST OF TABLES

2.1 Land Use Inventory	5
2.2 Existing Residential Uses	5
2.3 Existing Residential Units	5
2.4 Existing Zoning	8
2.5 Existing Residential Zoning	8
3.1 Proposed Land Uses: Alternative A	17
3.2 Proposed Land Uses: Alternative B	17
3.3 Proposed Land Uses: Alternative C	17
4.1 Proposed Land Uses: Alternative D - Recommended Plan	20
4.2 Proposed Residential Uses: Alternative D - Recommended Plan	20
4.3 Proposed Residential Units: Alternative D - Recommended Plan	20

**SOUTH SHERIDAN LAND USE PLAN**  
September, 1993

## **1.0 INTRODUCTION**

### **1.1 Historical Background**

The area has recently experienced many land use changes, rezoning requests, and reuse of existing buildings, not to mention the recent relocation of new car sales from South Sheridan Road. Based upon these recent changes, Alderman Jeffrey Gentz and Alderman Lydia Spottswood have requested that the South Sheridan Road area be reviewed. As a result, the City Plan Commission has identified South Sheridan Road as a priority in the City's overall five year neighborhood plan development program and has directed the Department of City Development to prepare a land use and development plan for the area.

### **1.2 Neighborhood Goal and Objective**

The goal for South Sheridan Road is to develop a land use and circulation plan that protects the natural resources, quality of life, and economic security of the area. This would be accomplished by identifying impacts to existing land use, environmental and transportation conditions; developing alternatives to insure compatibility with existing development; and recommending measures to encourage orderly development and mitigating the negative impacts to the environmentally sensitive areas and conflicting uses in the area.

The objective of the South Sheridan Land Use Plan is to provide a broad range of land uses and density patterns to attain sound neighborhood development. The proposed area should be designed to promote economic stability and to provide for a safe and healthy family environment.

### **1.3 Study Area Boundaries**

The study area for the South Sheridan Plan extends from 75th Street on the north to 91st Street on the south, and is bounded by the Chicago and Northwestern (C&NW) Railroad on the east and 14th Avenue to the west. As shown on Map 1.1, the boundaries of the study area encompass almost one-half square mile, or about 301 acres. It should be noted that the study area is located entirely within the City of Kenosha.

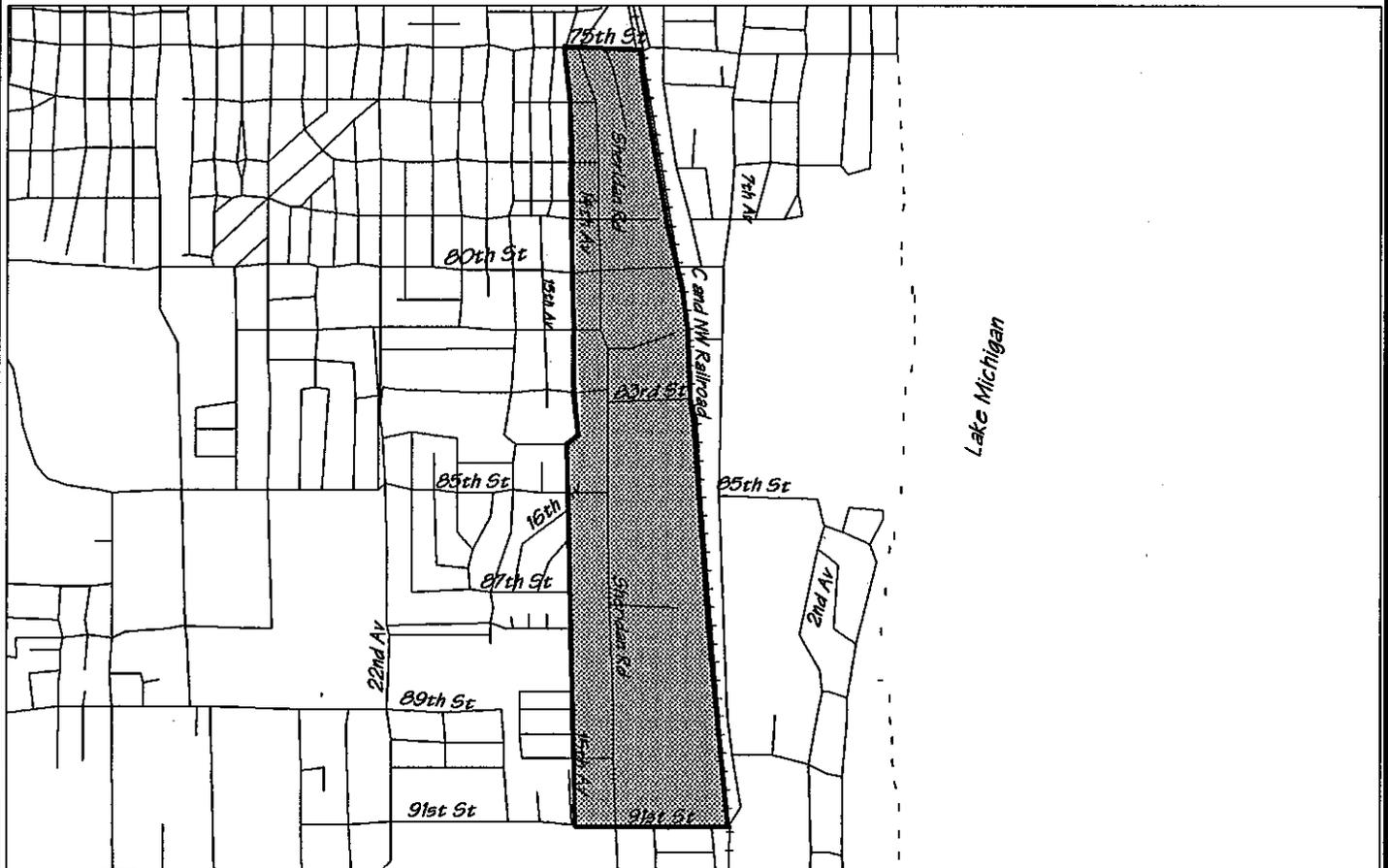
### **1.4 Methodology**

The South Sheridan Land Use Plan is divided into two phases. The first phase involves identifying and analyzing existing land use, environmental and transportation conditions and utility development in the study area. The second phase involves developing alternatives and concludes with a plan to implement the recommendations for the proposed South Sheridan Road area.

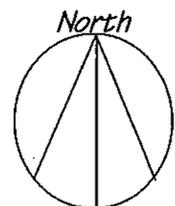
# GENERAL LOCATION MAP

## South Sheridan Land Use Plan

### Map 1.1



———— Study Area Boundary line



## **2.0 INVENTORY FINDINGS AND ANALYSIS**

### **2.1 Existing Land Use**

Existing land use in the study area includes residential, commercial, institutional, and industrial development, undeveloped lands, vacant buildings and environmental areas. These land uses were identified using a number of methods including windshield surveys, aerial photographs, subdivision plats, and zoning maps for the South Sheridan Road area. Map 2.1 shows the existing development patterns and the environmental areas within the study area.

#### Residential

Residential development in the area consists of single-family, two-family and multi-family uses as shown on Map 2.1. As depicted in Table 2.1, residential uses currently account for about 48 acres of land, or approximately 16 percent of the total land in the area. Single-family uses account for about 46 percent of the total residential development in the area as depicted in Table 2.2. Two-family uses in the area comprise of about 2 percent of the total residential development. Multi-family uses including apartments and all mobile home developments account for about 52 percent of the total residential development in the area. Table 2.3 depicts the total number of existing single-family, two-family and multi-family residential units within the South Sheridan Road area.

#### Commercial

Commercial land uses represent the highest concentration of developed land in the area as depicted in Table 2.1. Commercial development currently accounts for about 58 acres of land, or approximately 19 percent of the total land in the area. As shown on Map 2.1, commercial development consists of both retail and office uses that are located in numerous areas along the entire length of South Sheridan Road.

#### Institutional

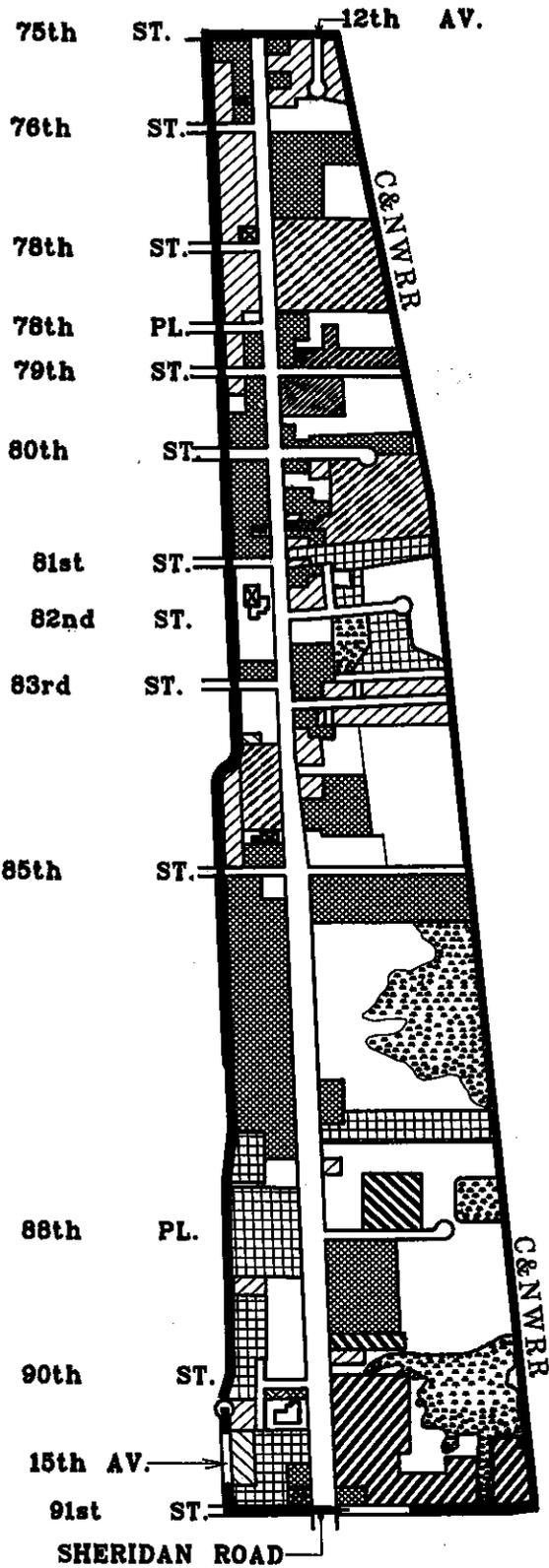
Institutional development in the area currently accounts for about 24 acres, or approximately 8 percent of the total land as depicted in Table 2.1. As shown on Map 2.1, institutional uses consist primarily of community facilities and utility structures in the area. Major community facilities that are located in the area include the Kenosha Achievement and Community Rehabilitation Centers, the Sheridan Nursing Home, and Simmons Field. Utility development primarily consists of the Kenosha Water Utility's equalization basin project which is currently being constructed immediately south of 80th Street and west of the C&NW Railroad.

#### Industrial

Industrial development is primarily concentrated between Sheridan Road and the C&NW Railroad in the southeast corner of the area as shown on Map 2.1. Based upon the current boundaries of the zoning districts within the area, two light-industrial and five heavy-industrial uses are present. As depicted in Table 2.1, the light and heavy-industrial uses currently account for about 18 acres of land, or approximately 6 percent of the total land in the area.

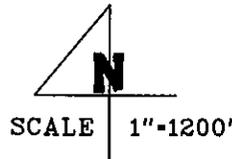
#### Environmental and Natural Features

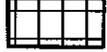
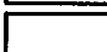
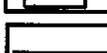
The topography of the area may be described as generally level, with areas of maximum slopes of 5 percent. The natural features in the area consists primarily of environmentally sensitive wetlands as shown on Map 2.1. The wetlands were identified using Wetland Inventory Maps that were obtained from the Wisconsin Department of Natural Resources. Table 2.1 identifies the wetland areas that consist of two or more acres which currently



# SOUTH SHERIDAN LAND USE PLAN

## Land Use Inventory Map 2.1



-  Single Family Residential
-  Multi Family Residential
-  Two Family Residential
-  Commercial
-  Institutional
-  Light Industrial
-  Heavy Industrial
-  Wetlands
-  Undeveloped Land
-  Vacant Structures
-  Plan Boundaries

# South Sheridan Land Use Plan

## "Existing Land Uses"

**Table 2.1**  
**Land Use Inventory**

	Acres	Percent
Residential Uses	48	16%
Commercial Uses	58	19%
Institutional Uses	24	8%
Industrial Uses	18	6%
Wetland Areas*	26	9%
Undeveloped Land/Vacant Structures	90	30%
Existing Street Rights-of-Ways	37	12%
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Represents wetlands consisting of two or more acres.

**Table 2.2**  
**Existing Residential Uses**

	Acres	Percent
Single-family Residential Uses	22	46%
Two-family Residential Uses	1	2%
Multi-family Residential Uses	25	52%
<b>Totals</b>	<b>48</b>	<b>100%</b>

**Table 2.3**  
**Existing Residential Units**

	# of Units	Percent
Single-Family Residential Units	130	36%
Two-Family Residential Units	12	3%
Multi-Family Residential Units	224	61%
<b>Total Number of Units</b>	<b>366</b>	<b>100%</b>

account for about 26 acres of land, or approximately 9 percent of the total land in the area.

#### Undeveloped Land/Vacant Structures

The highest percentage of land in the area remains undeveloped or vacant, and includes all wetland areas that consist of less than two acres. Map 2.1 shows that the undeveloped areas also consist of properties with vacant buildings or structures as well. The undeveloped land and vacant buildings currently account for about 90 acres of land, or approximately 30 percent of the total land as depicted in Table 2.1.

#### Existing Rights-of-ways

The existing rights-of-ways within the area currently account for about 37 acres of land, or approximately 12 percent of the total land as depicted in Table 2.1. However, it should be noted that only one-half (1/2) of the total width of the 75th Street, 91st Street, and the C&NW Railroad rights-of-way that border the study area were included as part of the total amount of land which is currently devoted for rights-of-way purposes.

## **2.2 Existing Zoning**

The primary purpose for zoning is to promote the health, safety, morals, prosperity, aesthetics, and the general welfare of the community. Permitted uses and specific development regulations for each district are detailed in the City of Kenosha's Zoning Ordinance. The boundaries for the zoning districts follow the City's corporate limits, U.S. Public Survey lines, lot or property lines, and rights-of-way of streets, easements and railroads within the South Sheridan Road area.

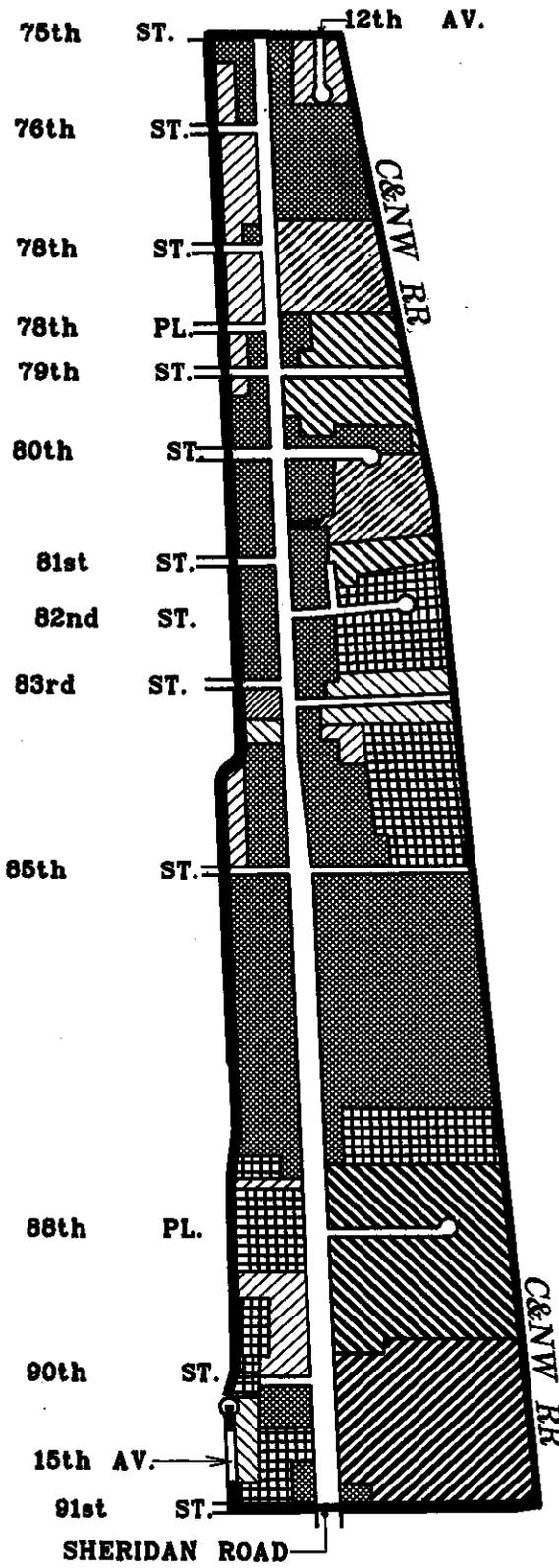
However, it should be recognized that there are conflicts between existing development in the area and the zoning classifications that were actually adopted for the area. Map 2.2 indicates the current zoning classifications in the South Sheridan Road area.

#### Residential

Residential zoning classifications in the area include single-family, two-family, and multi-family districts as shown on Map 2.2. As depicted in Table 2.4, residential zoning districts currently consist of about 67 acres of land, or approximately 22 percent of the total land in the area. Single-family residential districts in the area are represented as Rs-1, Rs-2, and Rs-3, and consist of about 23 percent of the total residentially zoned land depicted in Table 2.5. Multi-family residential districts are represented as RM-1 and RM-2, and consist of about 63 percent of the total residentially zoned land in the area. Two-family residential districts are represented as RD, and consist of about 14 percent of the total residentially zoned land in the area.

#### Commercial

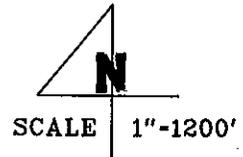
Commercial zoning classifications in the area are represented as B-2, Community Business District, as shown on Map 2.2. The B-2 districts in the area currently consist of about 108 acres of land, or approximately 36 percent of the total land as depicted in Table 2.4. The B-2 district is intended to allow for substantial commercial, retail and service establishments to accommodate the needs of a larger consumer population, thereby permitting a wide range of uses and development sizes for both convenience and community shopping.

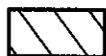
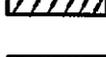


# SOUTH SHERIDAN LAND USE PLAN

## Existing Zoning

### Map 2.2



-  Single-Family Residential (RS-1, RS-2, RS-3)
-  Two-Family Residential (RD)
-  Multi-Family Residential (RM-1, RM-2)
-  Community Business (B-2)
-  Institutional-Park (I-P)
-  Light Manufacturing (M-1)
-  Heavy Manufacturing (M-2)
-  Plan Boundaries

**Table 2.4  
Existing Zoning**

	Acres	Percent
Residential Districts	67	22%
Commercial Districts	108	36%
Institutional Districts	15	5%
Industrial Districts	74	25%
Existing Street Rights-of-Ways*	37	12%
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Please note that the existing street rights-of-ways are not part of any zoning district.

**Table 2.5  
Existing Residential Zoning**

	Acres	Percent
Single-family Residential Districts	15	23%
Two-family Residential Districts	10	14%
Multi-family Residential Districts	42	63%
<b>Totals</b>	<b>67</b>	<b>100%</b>

### Institutional

Institutional zoning classifications in the area are represented as I-P, Institutional-Park District, as shown on Map 2.2. The I-P districts in the area currently consist of about 15 acres of land, or approximately 5 percent of the total land as depicted in Table 2.4. The I-P district is intended to provide for areas which are primarily devoted to public and private educational, cultural, historical, recreational, social, medical and religious institutions, and transportation, utility, and professional offices.

### Industrial

Industrial zoning classifications in the area include the M-1 Light Manufacturing and M-2 Heavy Manufacturing districts as shown on Map 2.2. As depicted in Table 2.4, the M-1 and M-2 districts consist of about 74 acres of land, or approximately 25 percent of the total land in the area. The M-1 district is intended to provide for light-manufacturing and industrial uses, and for warehousing and wholesaling uses of a limited nature. The M-2 district is intended to provide for heavy manufacturing and industrial uses.

## **2.3 Existing Transportation**

Existing transportation system within the area consists primarily of public rights-of-ways and transportation uses such as streets and roads, including a bus route and a bicycle path. The existing street system for the South Sheridan Road area was analyzed on a functional basis and consists of arterial, collector, and local residential streets. The entire length of Sheridan Road within the study area and 75th Street along the north border of the study area were identified as arterial streets. The collector streets consist of 80th Street and 85th Street east of Sheridan Road and 91st Street along the south border of the study area. As of 1990, the amount of the existing traffic volume at nine locations within the South Sheridan Road area is shown on Map 2.3.

## **2.4 Existing Utilities**

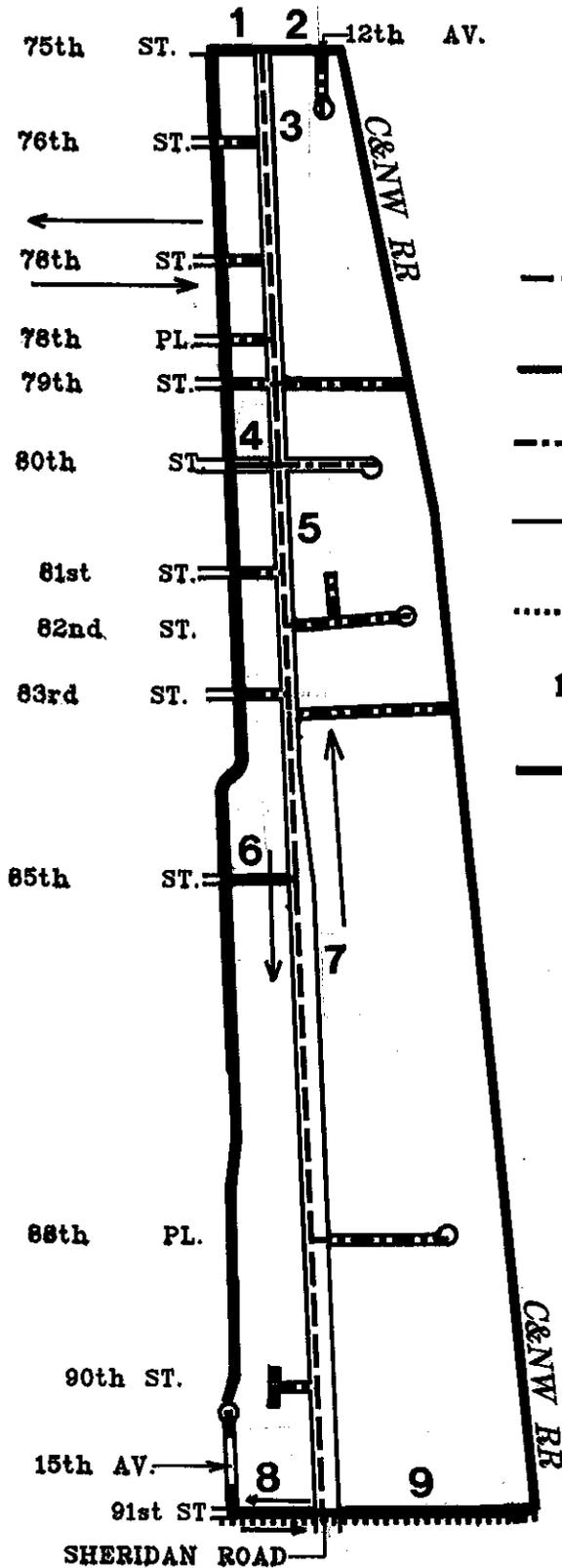
Existing utility facilities or services in the area extend along the entire length of the South Sheridan Road. The utilities are primarily located within the existing street rights-of-ways. Map 2.4 shows the general location and the availability of underground utilities in the area and is intended to be used for planning purposes only. Digger's Hotline or the appropriate utility should be contacted for more detail information regarding the exact locations of any underground utilities or for any further utility-related questions.

## **2.5 Areas of Land Use Concern**

Map 2.5 identifies land areas within the boundaries of the South Sheridan Road area with potential land use conflicts and development limitations and impacts. These conflicts, limitations and impacts on development generally fall into one of the following categories: (a) Manmade, (b) Physical, or (c) Environmental.

# SOUTH SHERIDAN LAND USE PLAN

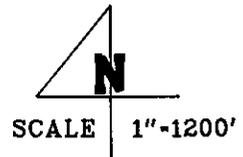
## Existing Transportation Map 2.3



- ARTERIAL STREETS
- COLLECTOR STREETS
- - - - LOCAL STREETS
- BUS ROUTE
- ..... BICYCLE PATH
- 1-9\* TRAFFIC VOLUMES (1990)
- PLAN BOUNDARIES

**1990 Average Daily Traffic Volumes**

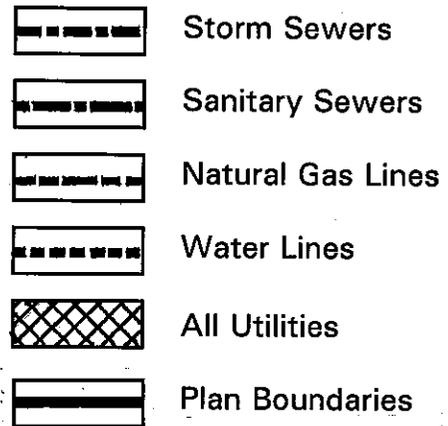
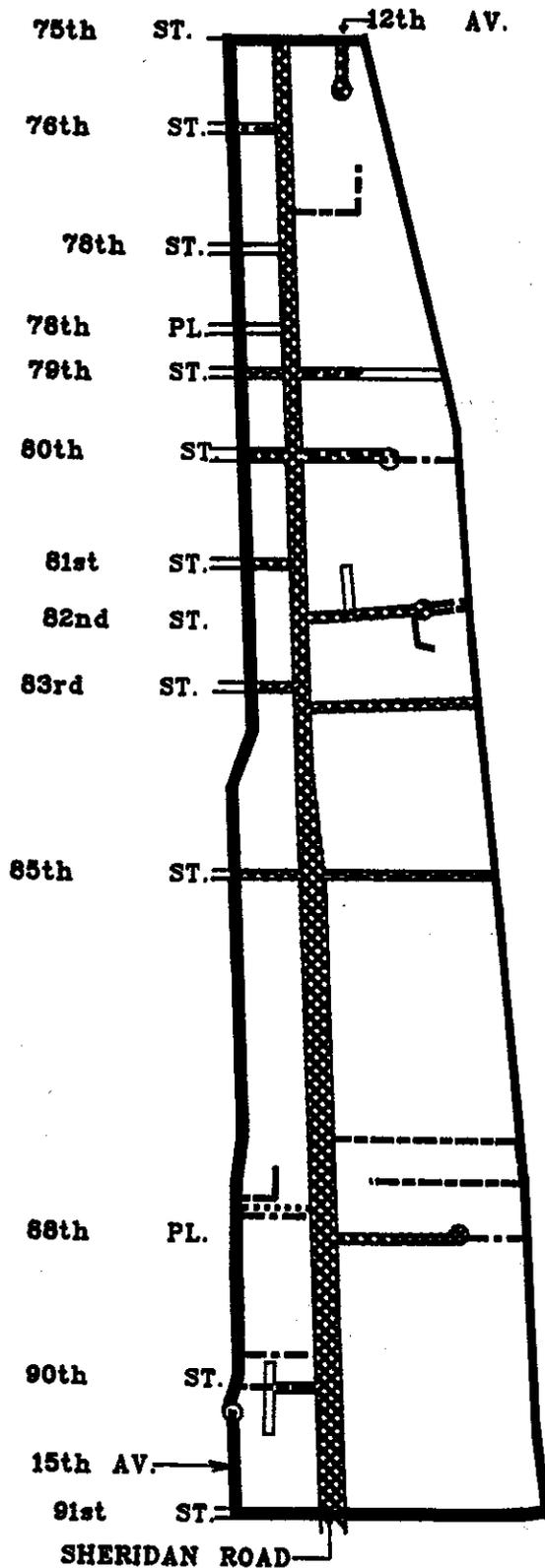
Location	Description	ADT Volume
1	75th St./W. of Sheridan Rd.	11,730
2	75th St./E. of Sheridan Rd.	7,490
3	Sheridan Rd. S. of 75th St.	16,600
4	80th St./W. of Sheridan Rd.	7,200
5	Sheridan Rd. S. of 80th St.	14,060
6	85th St./W. of Sheridan Rd.	4,040
7	Sheridan Rd. S. of 85th St.	11,250
8	91st St./W. of Sheridan Rd.	6,070
9	91st St./E. of Sheridan Rd.	3,310



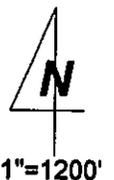
# SOUTH SHERIDAN LAND USE PLAN

## Existing Utilities

### Map 2.4



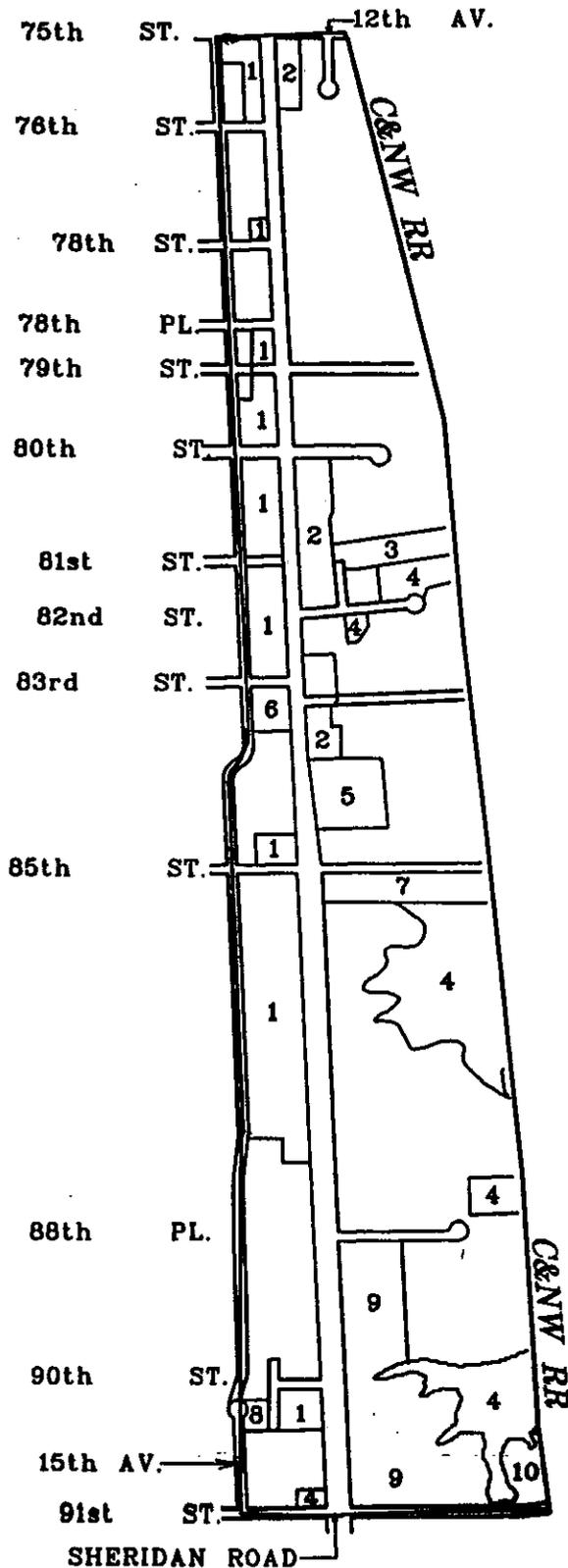
\* This map represents only the actual presence and the availability of utilities in the area and is intended to be used for planning purposes only. Please contact the appropriate utility for more detail information regarding utility locations or have any further utility-related questions.



# SOUTH SHERIDAN LAND USE PLAN

## Areas of Land Use Concern

### Map 2.5



LEGEND	
Area	Description
1	Areas with existing commercial development in visible locations that lack adequate cross vehicular circulation and have insufficient parking lot setbacks and landscape buffering between commercial uses and the adjacent residential areas.
2	Freestanding commercial development and non-conforming residential uses located in commercial areas; the commercial uses have insufficient parking lot setbacks and landscape buffering with adjacent residential areas.
3	Nonconforming mobile home residential development in an area zoned for light-industrial uses; the mobile home park further restricts any proposed future expansions of the Kenosha Water Utility's equalization basin or related sanitary and stormwater facilities.
4	Areas of limited or difficult development potential since the sites are impacted by the possible presence of wetlands and are bounded by commercial and industrial uses in many areas.
5	Freestanding commercial and residential uses located on a prime development site.
6	Area with sites that have double frontage with only 50 feet in width extending more than 200 feet in length.
7	Area with existing commercial development and the site is currently being used as an automotive salvage-yard and is adjacent to a potential wetland area.
8	Area with an old and dilapidated single-family house in a two-family residential zone.
9	Area with a poor mix of commercial and light-industrial development in a visible location.
10	Area with an existing heavy-industrial use which is impacted by further development due to the presence of wetlands which surround the site.



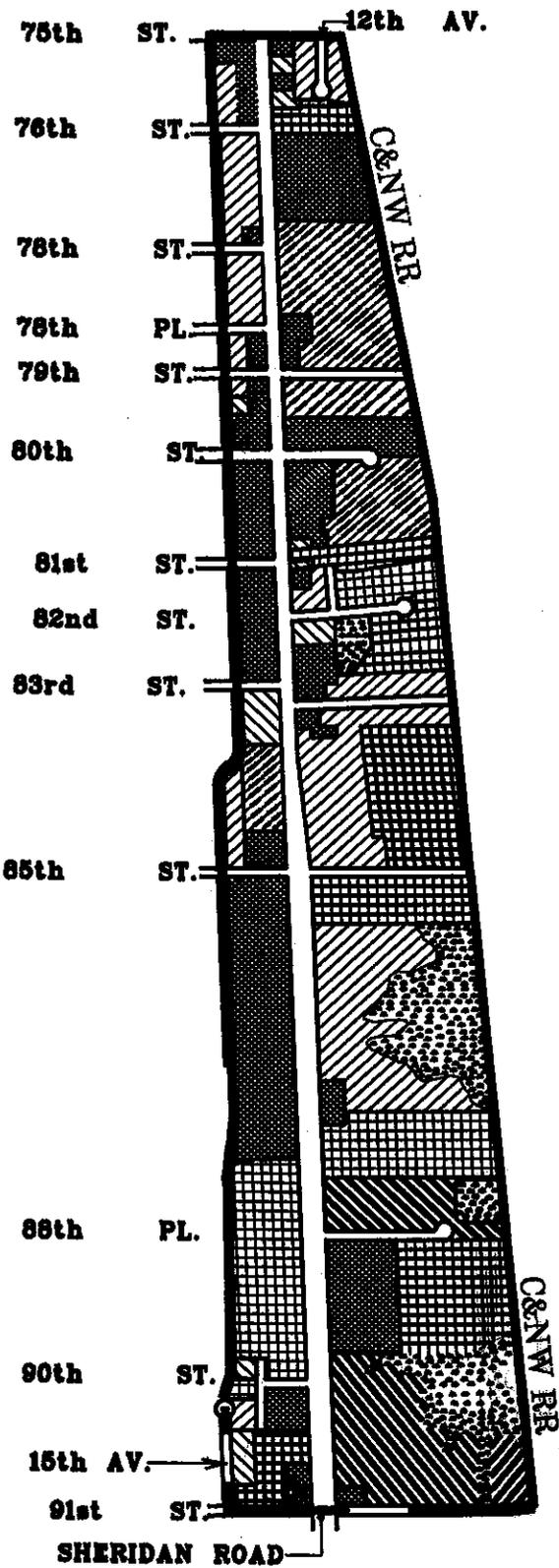
Scale 1"=1200'

### **3.0 ALTERNATIVE LAND USE PLANS**

In accordance with sound urban design principles, the City Development staff conducted an informational meeting and open house on May 25, 1993, prior to the initial phase of preparing several alternative land use plans for consideration. The purpose of the meeting was two-fold: (1) To provide information and answer questions about existing land use, zoning, transportation, and utility conditions, and (2) to allow the property owners and residents to express their comments and identify what types of development or land uses should be considered in the future for the South Sheridan Road area by the City of Kenosha.

The property owners and residents that participated at the meeting generally focused on either one of the following types of land use development: (1) Residential or (2) Commercial and Light-Industrial. After the meeting was concluded, the City Development staff then proceeded with generating alternative land use plans which reflected the property owners and residents input as to the types of development that they wanted to be incorporated into a land use plan for the South Sheridan Road area. Alternative A emphasizes retaining and providing for additional single-family, two-family, and multi-family residential development as shown on Map 3.1. Consequently, Alternative B provides for the expansion of commercial and light-industrial activities in addition to retaining the existing commercial and light-industrial development as shown on Map 3.2. As shown on Map 3.3, Alternative C was developed in an attempt to provide for additional residential as well as commercial and light-industrial uses in those areas that could accommodate such developments in both Alternatives A and B. The approximate acreage and percentage of development within each land use category for all three of the proposed alternative land use plans are depicted in Tables 3.1, 3.2, and 3.3, respectively.

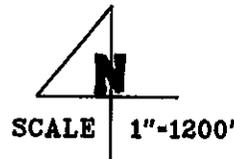
In order to provide additional input and comment on all three alternative land use plans, the property owners and residents were invited to a second informational meeting which was held on August 25, 1993. After a lengthy discussion regarding the proposed alternative plans, the property owners and residents voiced support in restricting all future residential development in order to provide for the expansion of commercial and light-industrial activities. When considering the future expansion of commercial and light-industrial activities within the South Sheridan Road area, the property owners and residents concurred with Alternative B. As a result of the property owners and residents decision to pursue Alternative B, the City Development staff proceeded with the development of a recommended plan for the South Sheridan Road area.

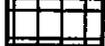
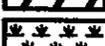
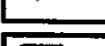
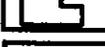


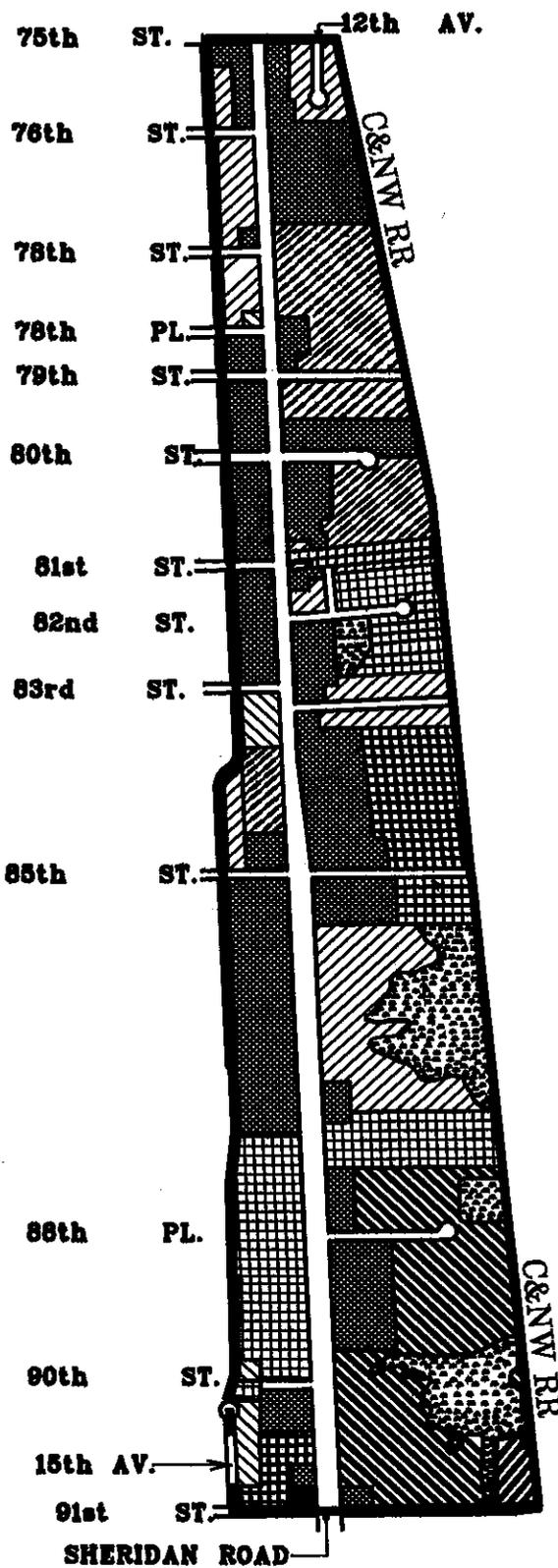
# SOUTH SHERIDAN LAND USE PLAN

Alternative "A"

Map 3.1



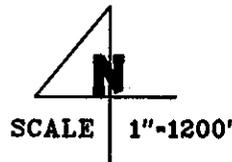
-  Single Family Residential
-  Multi Family Residential
-  Two Family Residential
-  Commercial
-  Institutional
-  Light Industrial
-  Heavy Industrial
-  Wetlands
-  Underdeveloped Land
-  Vacant Structures
-  Plan Boundaries



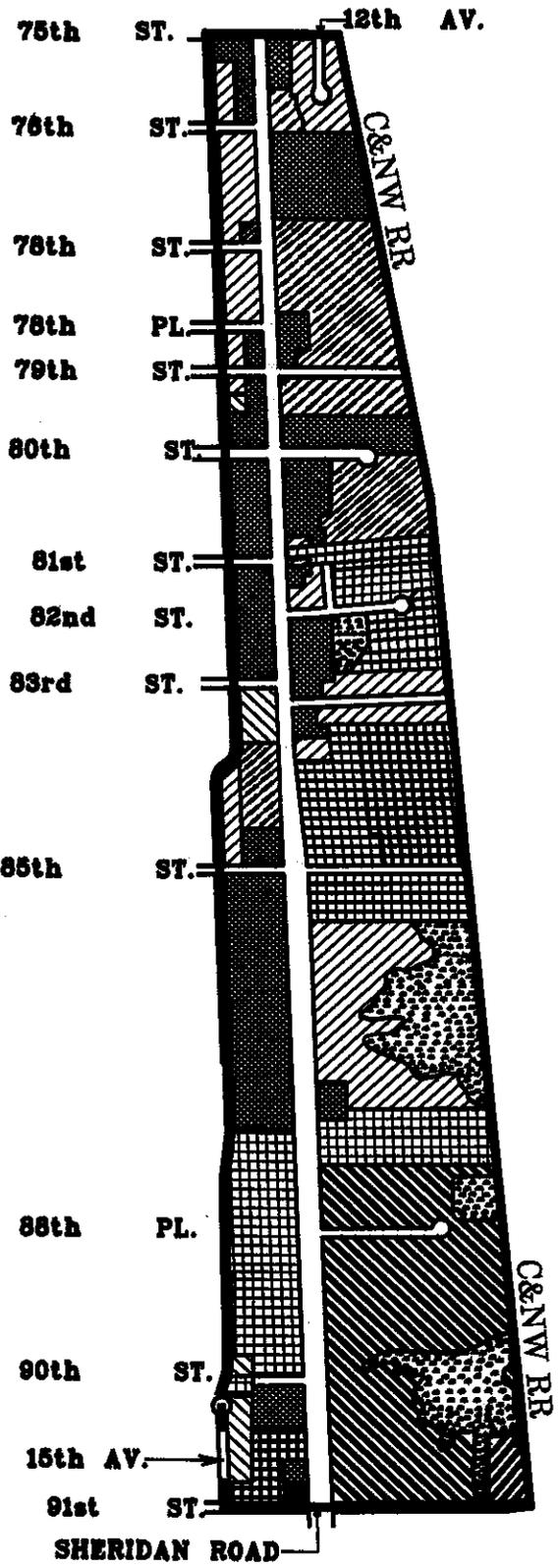
# SOUTH SHERIDAN LAND USE PLAN

Alternative "B"

Map 3.2



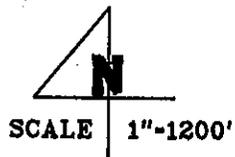
-  Proposed Single Family
-  Proposed Two Family
-  Low-Density, Multi Family
-  Med-Density, Multi Family
-  High-Density- Multi Family
-  Commercial/Office
-  Institutional/Utility
-  Light Industrial
-  Heavy Industrial
-  Wetlands
-  Plan Boundaries

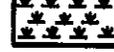


# SOUTH SHERIDAN LAND USE PLAN

Alternative "C"

Map 3.3



-  Proposed Single Family
-  Proposed Two Family
-  Low-Density, Multi Family
-  Med-Density, Multi Family
-  High-Density- Multi Family
-  Commercial/Office
-  Institutional/Utility
-  Light Industrial
-  Heavy Industrial
-  Wetlands
-  Plan Boundaries

**Table 3.1**  
**Proposed Land Uses**

	<b>Alternative "A"</b>	
	<b>Acres</b>	<b>Percent</b>
<b>Residential Uses</b>	<b>124</b>	<b>41%</b>
<b>Commercial/Office Uses</b>	<b>60</b>	<b>20%</b>
<b>Institutional/Utility Uses</b>	<b>28</b>	<b>9%</b>
<b>Industrial Uses</b>	<b>26</b>	<b>9%</b>
<b>Wetland Areas*</b>	<b>26</b>	<b>9%</b>
<b>Public Rights-of-Ways</b>	<b>37</b>	<b>12%</b>
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Represents wetlands consisting of two or more acres.

**Table 3.2**  
**Proposed Land Uses**

	<b>Alternative "B"</b>	
	<b>Acres</b>	<b>Percent</b>
<b>Residential Uses</b>	<b>94</b>	<b>31%</b>
<b>Commercial/Office Uses</b>	<b>80</b>	<b>27%</b>
<b>Institutional/Utility Uses</b>	<b>28</b>	<b>9%</b>
<b>Industrial Uses</b>	<b>36</b>	<b>12%</b>
<b>Wetland Areas*</b>	<b>26</b>	<b>9%</b>
<b>Public Rights-of-Ways</b>	<b>37</b>	<b>12%</b>
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Represents wetlands consisting of two or more acres.

**Table 3.3**  
**Proposed Land Uses**

	<b>Alternative "C"</b>	
	<b>Acres</b>	<b>Percent</b>
<b>Residential Uses</b>	<b>109</b>	<b>36%</b>
<b>Commercial/Office Uses</b>	<b>54</b>	<b>18%</b>
<b>Institutional/Utility Uses</b>	<b>29</b>	<b>10%</b>
<b>Industrial Uses</b>	<b>46</b>	<b>15%</b>
<b>Wetland Areas*</b>	<b>26</b>	<b>9%</b>
<b>Public Rights-of-Ways</b>	<b>37</b>	<b>12%</b>
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Represents wetlands consisting of two or more acres.

## 4.0 RECOMMENDED PLAN

### 4.1 Residential Uses

Residential development in the area consists of existing and proposed single-family, two-family, and multi-family residential land uses as shown on Map 4.1. As depicted in Table 4.1, residential uses would account for about 77 acres of land, or approximately 26 percent of the total land in the area. The plan consists of about 661 residential units for the area.

As depicted in the Table below, the plan provides approximately 29 additional acres for residential uses:

	Acres	Percent
<b>Proposed Residential</b>	<b>77</b>	<b>100%</b>
<b>Existing Residential</b>	<b>48</b>	<b>62%</b>
<b>Additional Residential</b>	<b>29</b>	<b>38%</b>

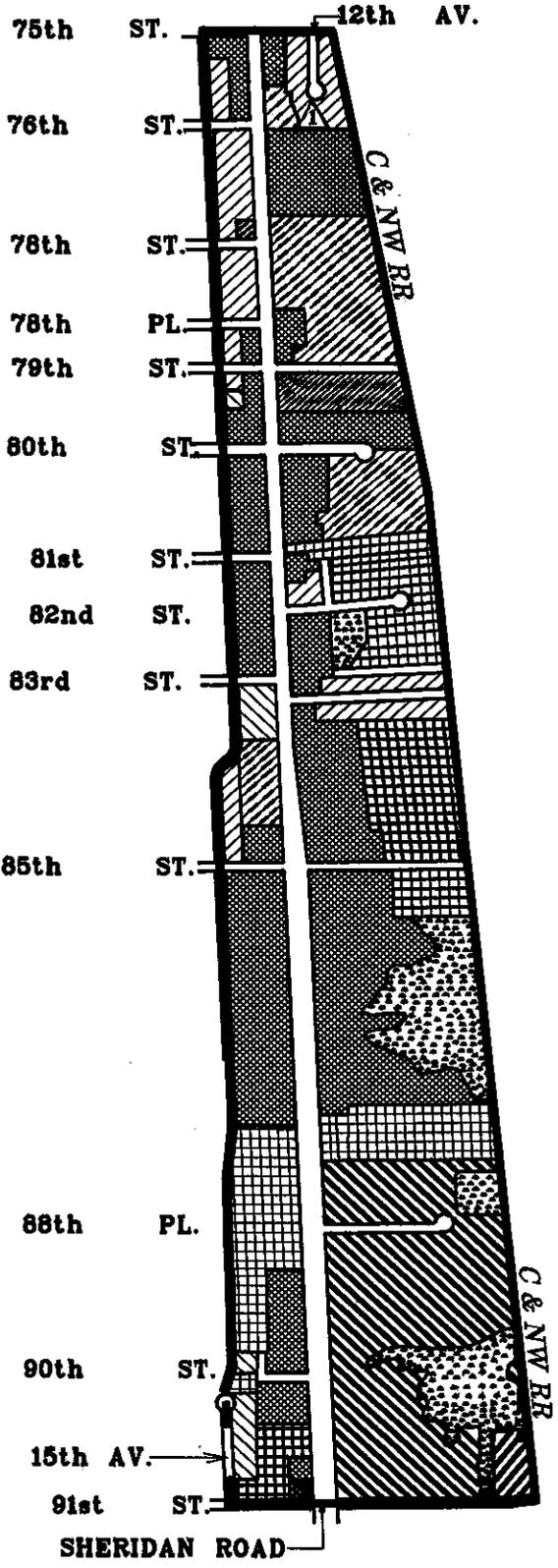
#### Single-family Residential

Single-family uses are concentrated in areas between 75th Street and 85th Street in the area. As depicted in Table 4.2, single-family residential dwellings would account for about 21 acres of land, or approximately 27 percent of the total residential development proposed for the area. The plan proposes approximately 122 single-family units for the area, representing about 18 percent of the total number of residential units as depicted in Table 4.3. As shown on Map 4.1, the plan proposes restricting the encroachment of commercial uses adjacent to existing single-family areas in order to retain the integrity and the overall number of single-family units within those areas as possible.

Please note that as many as 13 existing single-family units are located within areas adjacent to Sheridan Road which are currently zoned for commercial and light-industrial development. The plan recommends the reuse or redevelopment of the single-family units to provide for the expansion of commercial, institutional, and light-industrial activities within those areas. An additional 3 single-family units are proposed for two-family and multi-family uses within the South Sheridan Road area.

However, the plan does provide for about 8 new single-family residential units on vacant parcels of land that are located adjacent to existing single-family areas. The lot sizes range from a minimum area of 5,000 to 7,000 square feet. At the 5,000 square foot minimum lot size, approximately 6 single-family units are located at the end of the cul-de-sac on 12th Avenue south of 75th Street and one unit on the northwest corner 78th Place and Sheridan Road. The two remaining units are located along 83rd Street east of Sheridan Road at the 7,000 square foot minimum lot size. For the actual number of additional single-family units, see Table below:

	Acres	# of Units
<b>Proposed Single-family</b>	<b>21</b>	<b>122</b>
<b>Existing Single-family</b>	<b>22</b>	<b>130</b>
<b>Additional Single-family</b>	<b>-1</b>	<b>-8</b>

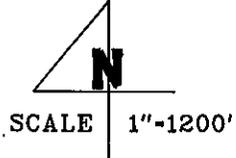


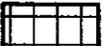
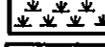
**SOUTH SHERIDAN  
LAND USE PLAN**

**Alternative D**

**RECOMMENDED PLAN**

**Map 4.1**



-  Proposed Single Family
-  Proposed Two Family
-  Low-Density, Multi Family
-  Med-Density, Multi Family
-  High-Density- Multi Family
-  Commercial/Office
-  Institutional/Utility
-  Light Industrial
-  Heavy Industrial
-  Wetlands
-  Plan Boundaries

 **Alternative Development Scenario  
(Multi-family Residential)**

**Table 4.1  
Proposed Land Uses**

	Alternative "D"	
	Acres	Percent
Residential Uses	77	26%
Commercial/Office Uses	86	28%
Institutional/Utility Uses	29	10%
Industrial Uses	46	15%
Wetland Areas*	26	9%
Public Rights-of-Ways	37	12%
<b>Total Acreage/Percentage</b>	<b>301</b>	<b>100%</b>

\* Represents wetlands consisting of two or more acres.

**Table 4.2  
Proposed Residential Uses**

	Alternative "D"	
	Acres	Percent
Single-family Residential Uses	21	27%
Two-family Residential Uses	4	5%
Multi-family Residential Uses	52	68%
<b>Totals</b>	<b>77</b>	<b>100%</b>

**Table 4.3  
Proposed Residential Units**

	Alternative "D"	
	# of Units	Percent
Single-Family Residential Units	122	18%
Two-Family Residential Units	30	5%
Multi-Family Residential Units	509	77%
<b>Total Number of Units</b>	<b>661</b>	<b>100%</b>

The recommended plan also allows for an alternative development scenario for the property located immediately north of Simmons Plaza (reference **△** on Map 4.2). The recommended plan proposes an institutional office use for the area of the property fronting Sheridan Road. As stated above, the remaining area to the rear of the property is proposed for additional single-family residential development. However, based upon staff meetings with the property owner at the request of the City Plan Commission, it has been determined that multi-family residential development is also feasible at this location. Multi-family development would have to comply with the following minimum requirements (subject to a conditional use permit) in order to be favorably considered:

1. Maximum residential density is 12 units per acre.
2. Extensive landscaping is provided to buffer the single-family homes on 12th Avenue to the north and along Sheridan Road.
3. Access to the site is restricted to Sheridan Road. No access shall be taken from 12th Avenue.

**Two-family Residential**

Two-family uses are proposed to be located in areas that are most suitable for infill development as shown on Map 4.1. The plan also recommends the reuse or redevelopment of the single-family house at the end of the cul-de-sac on 15th Avenue for an additional two-family dwelling. As depicted in Table 4.2, two-family residential dwellings would account for about 4 acres of land, or approximately 5 percent of the total residential development proposed for the area. The plan proposes approximately 30 two-family units for the area, representing about 5 percent of the total number of residential units as depicted in Table 4.3. As depicted in the Table below, the plan provides for 18 additional two-family units:

	<b>Acres</b>	<b># of Units</b>
<b>Proposed Two-family</b>	<b>4</b>	<b>30</b>
<b>Existing Two-family</b>	<b>1</b>	<b>12</b>
<b>Additional Two-family</b>	<b>3</b>	<b>18</b>

**Multi-family Residential**

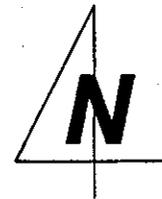
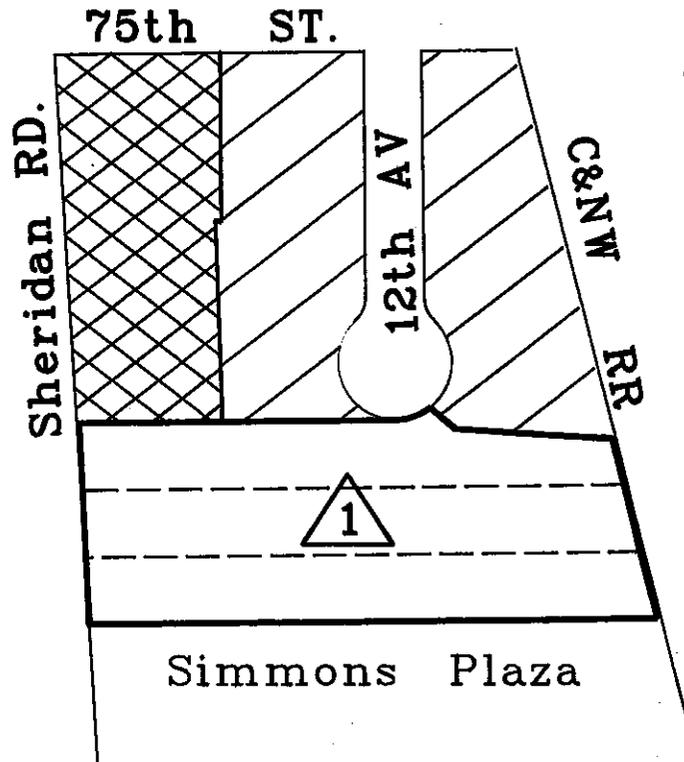
Multi-family uses would account for about 52 acres of land, or approximately 68 percent of the total residential development proposed for the area as depicted in Table 4.2. As shown on Map 4.1, the plan proposes three multi-family land use categories based on the number of units per acre, which consists of low-density (less than 8 units/acre), medium-density (8 to 10 units/acre), and high-density (10 to 12 units/acre) residential development. The plan proposes approximately 509 multi-family units for the area, representing about 77 percent of the total number of residential units as depicted in Table 4.3.

The plan recommends retaining the Maple Lane, Oakwood, and Sheridan Road mobile home park communities as low-density, multi-family development, and also provides for additional low-density development on vacant parcels of land adjacent to these areas as shown on Map 4.1. The plan also recommends the reuse of a single-family dwelling adjacent to the Oakwood Mobile Home Park and another single-family dwelling south of Sheridan Road Mobile Home Park for additional low-density, multi-family residential development as well.

**SOUTH SHERIDAN  
LAND USE PLAN  
Alternative **

**RECOMMENDED PLAN**

*Map 4.2*



**Single Family Residential**



**Commerical/Office**



**Alternative Development Scenario  
(Multi-Family Residential)**

**Scale 1" = 200'**

The plan proposes that the Alpine Village Mobile Home Park and the Sheridan Meadows apartment complex be designated as medium-density, multi-family developments in the area. If the Kenosha Water Utility would, however, need to expand its recently constructed equalization basin in the future, this expansion which would require the acquisition of the Alpine Village Mobile Home Park to the south would be acceptable. As with Sheridan Meadows, it should be noted that a deed restriction which provided for open-space conservation easement on an adjacent parcel of land to the west was included in determining the overall density of the apartment complex.

The plan also provides for additional medium-density, multi-family development on vacant parcels of land at the end of the cul-de-sac on 82nd Street and south of 85th Street adjacent to the C&NW Railroad. Additional high-density, multi-family development has been recently approved for a 144 unit, 12 acre apartment development, referred to as Lakeshore Heights, which is located north of 85th Street adjacent to the C&NW Railroad. As depicted in the Table below, the plan provides for approximately 285 additional multi-family units:

	Acres	# of Units
<b>Proposed Multi-family</b>	<b>52</b>	<b>509</b>
<b>Existing Multi-family</b>	<b>25</b>	<b>224</b>
<b>Additional Multi-family</b>	<b>27</b>	<b>285</b>

#### 4.2 Commercial/Office Uses

Commercial and office uses consist of the highest concentration of development within the South Sheridan Road area. As depicted in Table 4.1, commercial and office development would account for about 86 acres of land, or approximately 28 percent of the total land in the area. As shown on Map 4.1, the plan recommends retaining the commercial development that presently exists in the area. The plan also recommends the reuse or redevelopment of three areas adjacent to Sheridan Road where single-family dwellings presently exist for the expansion of commercial activities. The three areas are located in the vicinity of 75th, 80th, and 83rd Streets east of Sheridan Road. Furthermore, the plan provides specific recommendations for additional commercial development and expansions to existing commercial facilities in the following areas:

1. Southeast corner of 75th Street and Sheridan Road only if appropriate provisions for additional parking are provided for the area.
2. Vacant land adjacent to Simmons Plaza and C&NW Railroad north of Simmons Field is recommended for a mini-storage facility or a similar type of development which does not require visible access from Sheridan Road.
3. 75th Street to 76th Street west of Sheridan Road provided that the single-family dwellings along 14th Avenue would be retained in the process and appropriate provisions for additional parking are provided for the area as well.
4. Northeast corner of 85th Street and Sheridan Road provided that the primary access point to the site would be taken from 85th Street in order to avoid additional vehicular traffic conflicts on Sheridan Road.
5. Southeast area of 85th Street and Sheridan Road adjacent to C&NW Railroad is the potential presence of a wetland which would ultimately affect the location and amount of additional commercial development that is proposed for the area.

6. Southwest corner of 85th Street and Sheridan Road provided that the primary access point would be taken from the internal circulation system of existing and proposed commercial developments within the area in order to avoid potential vehicular traffic conflicts.
7. Northwest corner of 90th Street and Sheridan Road provided that the primary access point to the area would be taken from 90th Street in order to avoid additional vehicular traffic conflicts on Sheridan Road.
8. Northwest corner of 91st Street and Sheridan Road was identified based on a wetland being potentially present in this vicinity which would ultimately affect the location and amount of additional commercial development that is proposed for this area.

As depicted in the Table below, the plan provides approximately 28 additional acres for commercial and office uses:

	<b>Acres</b>	<b>Percent</b>
<b>Proposed Commercial/Office</b>	<b>86</b>	<b>100%</b>
<b>Existing Commercial/Office</b>	<b>58</b>	<b>67%</b>
<b>Additional Commercial/Office</b>	<b>28</b>	<b>33%</b>

#### **4.3 Institutional/Utility Uses**

Institutional and utility uses account for about 29 acres of land, or approximately 10 percent of the total land in the area as depicted in Table 4.1. As shown on Map 4.1, the plan proposes institutional uses on vacant land north of Simmons Plaza in order to provide for additional office development in the area. The plan also recommends the reuse of two single-family dwellings adjacent to Sheridan Road for additional institutional office uses within the immediate area. A vacant building on the northwest corner of 78th Street and Sheridan Road is also recommended for office purposes as well. It is recommended that at least one of the single-family dwellings to the north be acquired in order to provide for adequate parking for the office building. The plan also provides for the expansion of existing institutional uses such as the Kenosha Achievement and Community Rehabilitation Centers along 79th Street east of Sheridan Road.

Utility uses consist primarily of the Kenosha Water Utility's equalization basin which is located south of 80th Street adjacent to C&NW Railroad in the area. In the event that the Kenosha Water Utility would need to expand its equalization basin in the future, the plan recommends that the acquisition of the Alpine Village Mobile Home Park to the south would be acceptable. As depicted in the Table below, the plan provides approximately 5 additional acres for institutional and utility uses:

	<b>Acres</b>	<b>Percent</b>
<b>Proposed Institutional/Utility</b>	<b>29</b>	<b>100%</b>
<b>Existing Institutional/Utility</b>	<b>24</b>	<b>83%</b>
<b>Additional Institutional/Utility</b>	<b>5</b>	<b>17%</b>

#### 4.4 Industrial Uses

Industrial development consists of light-industrial and heavy-industrial uses which account for about 46 acres of land, or approximately 15 percent of the total land in the area as depicted in Table 4.1. As shown on Map 4.1, the plan proposes additional light-industrial facilities in the area located north of 91st Street between Sheridan Road and the C&NW Railroad. The plan also recommends the reuse of a single-family dwelling adjacent to Sheridan Road for additional light-industrial uses within the immediate area. It should be noted that two wetland areas were identified within the area which has been proposed for additional light-industrial development. The wetlands were identified using Wetland Inventory Maps. The Wisconsin Department of Natural Resources has recently staked and delineated the boundaries of the largest wetland in the area consisting of about 10 acres upon the request of the City of Kenosha. As depicted in the Table below, the plan provides approximately 28 additional acres for industrial uses:

	Acres	Percent
<b>Proposed Industrial</b>	<b>46</b>	<b>100%</b>
<b>Existing Industrial</b>	<b>18</b>	<b>39%</b>
<b>Additional Industrial</b>	<b>28</b>	<b>61%</b>

#### 4.5 Wetland Areas

Wetland areas consisting of two or more acres are concentrated in the area between 85th Street and 91st Street adjacent to the C&NW Railroad east of Sheridan Road. Three wetlands were identified in this area and account for about 26 acres of land, or approximately 9 percent of the total land as depicted in Table 4.1. As shown on Map 4.1, the three wetlands are located adjacent to proposed commercial and light-industrial uses. The wetlands were identified using Wetland Inventory Maps that were obtained from the Wisconsin Department of Natural Resources.

The plan also identifies two additional sites where wetlands consisting of less than two acres may be present within the South Sheridan Road area. Map 4.1 identifies one wetland in the vicinity of 82nd east of Sheridan Road and an additional wetland in the northwest corner of 91st Street and Sheridan Road. It should be noted that the Wisconsin Department of Natural Resources and the Army Corps of Engineers have the authority to regulate wetland areas. As a result, the property owners should have their properties field surveyed in order to determine the actual presence of wetlands on their land prior to proposing any future development in the vicinity of the above mentioned wetland areas. If it is found that no wetland exists or the boundary has been adjusted in the favor of the property owner, either the entire area or portion of the remaining area would be included as part of the adjacent land use as recommended in the plan at that time.

#### 4.6 Parks/Open Space

The plan does not currently provide for any additional public parks for the South Sheridan Road area. Based upon previous development patterns within the area, no additional parkland sites were found to be acceptable. However, as required by the conditional use permit process, additional parks are provided in conjunction with various multi-family

residential developments within the South Sheridan Road area. At the most recent neighborhood meeting on August 24, 1993, the property owners and residents had also raised concerns that the demand for parks and recreational facilities have not been addressed in any of the three alternative land use plans. After several attempts were made to locate at least one additional park or recreational facility for the area, the City Development staff commented that it was not able to find an vacant or undeveloped site within the South Sheridan Road area of adequate size and would allow for sufficient access as well.

However, it should be noted that three public parkland areas are currently located in the immediate vicinity of the South Sheridan Road area which include Red Arrow and Anderson parks and recreational facilities at Southport Elementary School. More specifically, Red Arrow Park exists approximately two blocks and Anderson Park about eight blocks west of 14th Avenue near 85th Street. The playground area at the Southport Elementary School is located approximately two blocks east of 12th Avenue south of 75th Street.

#### **4.7 Public Rights-of-Ways**

Public rights-of-ways consist primarily of existing streets and roads, including the locations of existing utility facilities and services within the rights-of-ways of the area. As depicted in Table 4.1, the existing rights-of-ways account for about 37 acres of land, or approximately 12 percent of the total land in the area. Since the plan does not identify the need for future streets and roads or additional utilities for South Sheridan Road area, it does not include provisions for any additional public rights-of-ways at this time.

## **5.0 PLAN IMPLEMENTATION**

The recommended plan for the South Sheridan Road area is designed for the attainment of sound neighborhood development objectives. Proper utilization of the plan can provide the following benefits:

1. The plan provides a framework within which the proposed land uses can be properly intergrated in the existing land uses, transportation and utility development in the area.
2. The plan recommends a minimum 15 foot wide bufferyard to accommodate a planting screen for commercial and light-industrial uses that front the major streets and roads within the area.
3. The plan recommends a minimum 25 foot wide bufferyard to accommodate a planting screen for commercial and light-industrial uses adjacent to residential development within the area.
4. The plan identifies areas containing significant natural resources which should be essentially preserved for open, passive uses to protect the overall quality of the environmentally sensitive wetland areas and to enhance other land uses in the area.
5. The plan provides for the expansion of commercial and light-industrial development to provide for additional employment opportunities and to increase the overall tax base of the area.
6. The plan proposes the retention of single-family dwellings where applicable and provides for a limited amount of additional residential development, more specifically, in the area of multi-family uses or apartments.
7. The plan can accommodate a diversity of residential density patterns, as well as a wide range of commercial and light-industrial development proposals.
8. The plan proposes showing 85th Street as a through street from Sheridan Road across the C&NW Railroad so as to provide for the possible extension to 7th Avenue within the Village of Pleasant Prairie. However, the Village of Pleasant Prairie objects with extending 85th Street through to 7th Avenue at this time.
9. The plan recommends that cross-access easements should be provided between the proposed areas for additional commercial and light-industrial development, including those areas which would potentially be redeveloped as well.
10. The plan recommends that the number of access points for the proposed commercial and light-industrial areas should be minimized and, whenever possible, be taken from neighborhood collector or secondary streets in order to maintain existing traffic volumes and avoid vehicular conflicts along Sheridan Road.

The preparation and adoption of the South Sheridan Land Use Plan is only the first in a series of public and private actions required for the ultimate development of the area in accordance with the land use plan. These include the careful review of the development proposals for conformance with the land use plan, the proper application of zoning districts and zoning district regulations in the area to assist in implementing the development pattern envisioned in the land use plan, and the adoption of an Official Map to implement the land use plan with respect to the location of streets, highways, and parklands.

After formal adoption of the South Sheridan Land Use Plan, realization of the plan will require faithful, long-term dedication to the objectives on which the plan is based by City officials concerned with its implementation. Thus, the adoption of the South Sheridan Land Use Plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. The plan is intended to be used as a guide in making land development decisions affecting the South Sheridan Road area. Adjustments to the plan should be made as required by changing conditions. Consequently, one of the important plan implementation tasks is the periodic reevaluation and reexamination of the plan to insure that it is properly reflective of current conditions.

### **5.1 Neighborhood Plan Adoption**

An essential step when implementing the plan is the formal adoption of the South Sheridan Land Use Plan by the City Plan Commission pursuant to state legislation. Upon such adoption, the South Sheridan Land Use Plan becomes the official guide to City officials when making decisions concerning the development and redevelopment of the area.

### **5.2 Neighborhood Zoning**

The City Plan Commission should recommend creating a new multi-family residential district that would require development densities that are recommended in the South Sheridan Land Use Plan. The new district would be consistent with the City Plan Commission's objective to encourage lower densities within developing neighborhoods. Pursuant to state legislation, all of the aforementioned zoning changes recommended by the City Plan Commission must be enacted by the Common Council after a formal hearing.

### **5.3 Subdivision Plat and Development Review**

After the plan for the South Sheridan Road area is adopted, it should serve as a basis for the review of preliminary and final subdivision plats and development proposals within the study area. In this respect, the land use plan should be regarded as a point of departure against which to evaluate proposals for development. Developers should be required to fully justify any proposed departures from the plan, demonstrating that such departures are an improvement to, or a proper refinement of, the South Sheridan Land Use Plan.

## **6.0 CONCLUSION**

The recommended South Sheridan Land Use Plan, together with supporting zoning, official mapping, subdivision control ordinances, and conditional use permits, provides the basic means for accomplishing orderly growth and development of the South Sheridan Road area. However, if the land use plan for the area is not properly and consistently utilized over a period of time when evaluating proposed zoning changes, reviewing proposed land subdivisions, and considering other physical development proposals, in particular, stormwater management, such orderly growth and development may never be realized. The City may consequently face difficult and costly future problems in the area, and thus, never achieve its full development potential. Consistent application of the South Sheridan Land Use Plan will assure that individual development proposals will be channeled toward the sound development of the area.

## **APPENDIX A**

1. Public Informational Meeting/Open House, May 25, 1993
2. City Plan Commission Meeting, July 8, 1993
3. Public Informational Meeting/Open House, August 24, 1993
4. City Plan Commission Public Hearing, September 23, 1993
5. City Plan Commission Meeting, October 7, 1993
6. City Plan Commission Public Hearing, October 21, 1993

Public Informational Meeting: May 25, 1993

Notices were sent to all property owners and residents within the neighborhood boundaries advising them of an informational meeting/open house which was conducted by representatives of the City prior to the initial phase of preparing several alternative land use plans for consideration. The purpose of the meeting was twofold: (1) To provide information and answer questions about existing land use, zoning, transportation, and utility conditions, and (2) to allow the property owners and residents to express their comments and identify what types of development or land uses should be considered in the future for the South Sheridan Road area by the City of Kenosha. Three alternative land use plans were then generated based upon the property owners and residents input as to the types of development that they wanted to be incorporated into a land use plan for the area as follows:

1. Alternative A emphasizes retaining and providing for additional single-family, two-family, and multi-family residential development.
2. Alternative B provides for the expansion of additional commercial and light industrial development.
3. Alternative C was developed as a hybrid of both Alternatives A and B in an attempt to provide for additional residential as well as commercial and light industrial uses in specific areas that could accommodate such developments.

City Plan Commission Meeting: July 8, 1993

The City Plan Commission reviewed the proposed alternative land use plans for the South Sheridan Road area. The draft alternative land use proposals were deemed acceptable to the City Plan Commission. A status report was also given on the South Sheridan Land Use Plan. The City Development staff informed the City Plan Commission that the next phase of the planning process would involve conducting another neighborhood meeting with the property owners and residents in the area to present and receive comments on the draft alternative plan or plans. A narrative report would be prepared for the area following the neighborhood meeting. The City Plan Commission directed the City Development Department to proceed as planned with the South Sheridan Road area.

Public Informational Meeting: August 24, 1993

Notices were sent to all property owners and residents within the neighborhood boundaries advising them of an informational meeting/open house which was conducted by representatives of the City. The purpose of the meeting was to allow the property owners and residents an opportunity to provide additional input and comment on all three alternative land use plans. Among the three alternative plans, the property owners and residents that participated at the meeting voiced support for Alternative B as the recommended plan. Alternative B restricted the amount of additional residential development in order to provide for the expansion of commercial and light industrial activities within the area. As a result of the property owners and residents decision to pursue Alternative B, the City Development staff then proceeded with the development of a recommended plan for the South Sheridan Road area.

City Plan Commission Public Hearing: September 23, 1993

A public hearing on the recommended plan was conducted by the City Plan Commission. Several residents, property owners, and developers expressed their opinions. Alderman Jeffrey Gentz and Alderman Lydia Spottswood commented about related issues and

concerns which were presented at previous neighborhood meetings in respect to the alternative land use plans. The recommended plan was deemed acceptable as presented to the City Plan Commission except for Mr. Ruffalo's property. The property is located immediately north of Simmons Plaza and extends from Sheridan Road to the Chicago and Northwestern Railroad. The recommended plan proposes an institutional/office use for the area of the property fronting Sheridan Road. The remaining area of the property which extends to the Chicago and Northwestern Railroad is proposed for additional single-family residential development. The City Plan Commission requested that the City Development staff meet with Mr. Ruffalo to discuss alternative land uses or development potential for his property.

City Plan Commission Meeting: October 7, 1993

The recommended "South Sheridan Land Use Plan" was prepared by the Department of City Development for review and adoption. The City Plan Commission adopted the recommended "South Sheridan Land Use Plan" with one amendment to the text. At the meeting, the Plan Commission modified the plan to allow a multi-family development option for Mr. Ruffalo's property located north of Simmons Plaza and south of 12th Avenue between Sheridan Road and the C&NW Railroad tracks. Based on the Commission's action, the staff development subsequent language for an amendment to the text of the adopted plan which follows the "single-family residential" section in Chapter 4.

City Plan Commission Public Hearing: October 21, 1993

A public hearing was held to reconsider the text amendment that allows for multi-family development as an alternative option on Mr. Ruffalo's property. Alderman Spottswood, per letter dated October 11, 1993, expressed concerns on behalf of the immediate neighbors and requested that the Plan Commission reconsider the plan as it relates to this site. A petition from the residents in the area opposing the multi-family alternative was submitted. Several area residents spoke at the public hearing and expressed concerns about the multi-family option. After considerable discussion, the Plan Commission voted not to reconsider the text amendment thereby continuing to allow for multi-family development as an alternative option on Mr. Ruffalo's property.