

OCTOBER 2012

Amended: December 1, 2014 Ordinance 59-14



**CITY OF KENOSHA, WISCONSIN**

# DOWNTOWN STRATEGIC DEVELOPMENT PLAN



PREPARED BY:

**LAKOTA**  
TY LIN  
CLUE GROUP  
CAROLYN DELLUTRI  
GOODMAN WILLIAMS GROUP



# DOWNTOWN STRATEGIC DEVELOPMENT PLAN

CITY OF KENOSHA, WISCONSIN

## **1: INTRODUCTION**

---

Plan Mission	06
Planning Process	07
Plan Purpose	08

## **STATE OF THE DOWNTOWN**

### **2: LAND USE AND PHYSICAL CONDITIONS**

---

Overview	10
Land Use	14
Existing Zoning	18
Physical Conditions	25
Vacant Buildings and Sites	26
Roadways/Streetscape	28
Historic Resources	30

### **3: PARKING AND TRANSPORTATION**

---

Introduction	38
Downtown Access and Gateways	39
Complete Streets	42
Conclusions	61

### **4: MARKET ANALYSIS**

---

Kenosha's Demographics	64
Kenosha's Economy	68
Major Employers	70
Office Worker Spending	70
Retail Market Overview	71
Visitors	77
Residential Market	79

## **STRATEGIC DEVELOPMENT PLAN**

### **5: SETTING A COURSE**

---

The Public Process	86
Public Input Summary	96

### **6: THE PLAN**

---

Strategic Development	100
-----------------------	-----

### **7: IMPLEMENTATION**

---

Overview	118
Zoning Changes and Design Guidelines	120
Streetscape and Urban Design	123
Historic Preservation	127
Parking and Transportation	135
Downtown Management	145
Business Development	149
Catalytic Projects	153
Funding Sources	161
Implementation Roles & Responsibilities	165
Implementation Sequence	168
Implementation Strategy Matrix	172

## **APPENDICES**

### **A: THE PUBLIC PROCESS**

---

Community Open House - Meeting 1	A03
Online Survey 1	A39
Community Visioning Workshop - Meeting 2	A51
Online Survey 2	A60
Community Workshop - Meeting 3	A70

## ACKNOWLEDGEMENTS

### DOWNTOWN STRATEGIC DEVELOPMENT PLAN STEERING COMMITTEE

Keith G. Bosman, *Mayor, City of Kenosha*

Todd R. Battle, *President, KABA*

Janet Dietrich, *Owner, Seat Yourself/BID*

Deanna Goodwin, *Director of Marketing, Kenosha Area Convention & Visitors Bureau*

Jennifer Heim, *Owner, Heim's Downtown Toy Store/BID*

Zohrab Khaligian, *Community Development Specialist, City of Kenosha*

Jeff Labahn, *Director of Community Development, City of Kenosha*

Joseph F. Madrigrano, *Attorney, Madrigrano, Aiello & Santarelli, LLC*

Jean Moran, *CEO, LMI Packaging Solutions, Inc.*

Mark A. Molinaro, Jr., *Principal, Partners in Design Architects, Inc.*

Lou Molitor, *Executive Director, Kenosha Area Chamber of Commerce, Inc.*

David Nankin, *Managing Member, Legacy Property Management Services, LLC*

Ashley Noble, *Vice President - Commercial Banking, Johnson Bank/Y-Link*

Frank Pacetti, *City Administrator, City of Kenosha*

Brian Rademacher, *Director of Economic Development, KABA*

Brian Reining, *Neighborhood Planner, City of Kenosha*

Julio Rivera, *Provost, Carthage College*

Ric Schmidt, Jr., *President, CEO & General Counsel, United Hospital System*

Chris Schwartz, *District 02, City of Kenosha*

Randall Troutman, *VP Technology/Business Development, LMI Packaging Solutions, Inc./Y-Link*

Susan Ventura, *Senior Vice President & Chief Operating Officer, United Hospital System*

### PROJECT CONSULTANT TEAM

The Lakota Group, Chicago, Illinois

Goodman Williams Group, Chicago, Illinois

TY Lin International, Chicago, Illinois

Clue Group, Arlington, Virginia

Carolyn Dellutri, Evanston, Illinois

### SPECIAL ACKNOWLEDGEMENTS

The Steering Committee and Project Consultant Team would like to offer a special thanks to all of the Kenosha community members who participated in the Downtown Strategic Development Plan effort.



# INTRODUCTION

SECTION 1

## INTRODUCTION

### PLANNING MISSION

In January of 2012, the Kenosha Area Business Alliance (KABA) and the City of Kenosha engaged The Lakota Group (planning and design), Goodman Williams Group (market and economic analysis) and T.Y. Lin International (transportation planning) to initiate a planning process to develop a strategic revitalization and implementation strategy for Kenosha's downtown. The last full Downtown Master Plan was prepared in 1991 and established a plan for reclaiming the lakefront, which was accomplished through the HarborPark development. While additional studies have been conducted in the years since, the timing is right to develop a new plan for Downtown that establishes the goals and priorities for the next 20 years.

The City's goal for this planning mission is to create a clear, documented and shared vision, or "game plan," for the Downtown that sets the stage for funding strategies, capital improvement programming, new development and retention/attraction of new and existing businesses. These goals were shaped by evaluating the Downtown's land use, physical conditions, zoning, real estate market and infrastructure and transportation system helping to create a "sense of place" for Downtown Kenosha.

This planning process provided the City an important opportunity to:

#### Recent Planning Studies & Reports

- Kenosha Downtown Plan (1991)
- ULI - Downtown Lakefront Site Study (1996)
- Civic Center Historic District Preservation Plan (1997)
- Library Park Historic District Preservation Plan (1997)
- Third Avenue Historic District Neighborhood Plan (1997)
- Pearl Street Historic District Neighborhood Plan (1998)
- HarborPark Neighborhood Code (1999)
- Library Park Preservation Plan (2000)
- City of Kenosha Bicycle and Pedestrian Facilities Plan (2005)
- Downtown/Uptown Parking Study (2008)
- Kenosha First (2009)
- Kenosha Lakeshore Business Improvement District Strategic Planning Session Report (2009)
- A Comprehensive Plan for the City of Kenosha: 2035 (2011)
- A Vision of Bicycling in Kenosha County, Wisconsin (2010)
- Simmons Island Master Plan (2011)
- City of Kenosha Comprehensive Outdoor Recreation Plan (2011)

- Create and test a range of alternative development concepts that enhance and revitalize the Downtown.
- Develop a plan that will attract land uses and development compatible with the needs, infrastructure and character of the Downtown and will meet realistic market conditions, expectations and capacities.
- Develop an optimal short-term and long-range revitalization strategy and development framework for the Downtown.
- Establish a framework for future changes to development regulations that emphasizes high quality, sustainable site and building design.
- Create retail and business development strategies to help existing businesses benefit from future development.
- Identify sensitive or historic areas/sites of the Downtown that should be maintained due to their character, scale and contribution to the immediate neighborhood and history of the area.
- Maximize the Downtown's transit-oriented development potential by improving traffic, pedestrian and bicycle circulation, detailing potential improvements to the transit services within the Downtown and by identifying appropriate sites for a land use mix and density supportive of these transit and multi-modal goals.
- Incorporate the preservation and reuse of historic and cultural resources into the overall Downtown Strategic Development Plan.

## PLANNING PROCESS

The first phase of this planning process involved an overall assessment of the Downtown's existing land use mix, physical conditions, transportation network and access, infrastructure and real estate market. This phase also focused on extensive public participation through interviews, focus group sessions, an online community survey, discussions with City staff and agencies, as well as a Community Open House. The process, which began in January 2012, includes the following phases:

### Phase 1: State of the Downtown

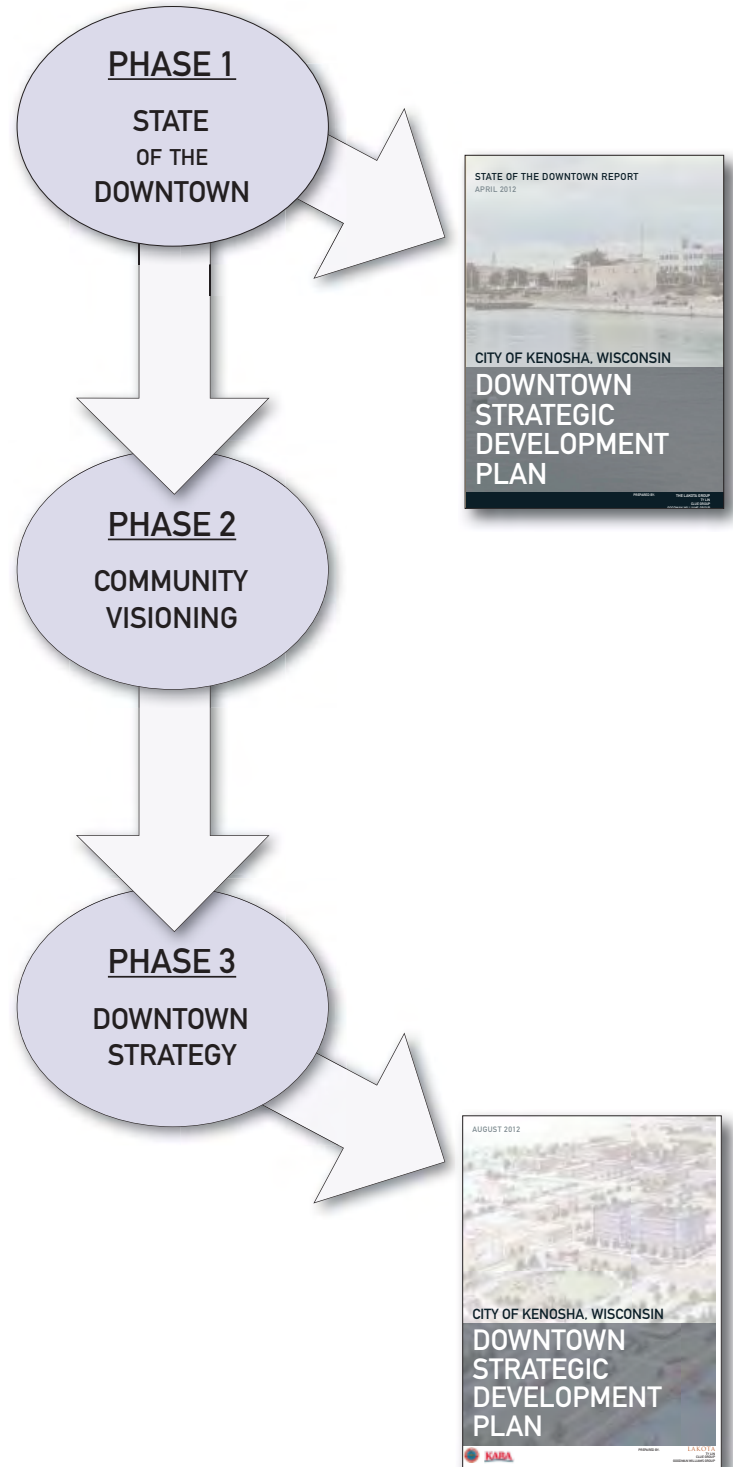
Phase 1 involved an inventory of existing Downtown conditions and included team fieldwork and assessments, a meeting with the project's Steering Committee, numerous Focus Group discussions and stakeholder interviews, a Community Open House and a State of the Downtown report. Community outreach and public awareness methods included a project website, a KABA run Facebook page, an online survey and email blasts announcing major events in the process.

### Phase 2: Community Visioning

Phase 2 involved generating a range of implementation strategies for the Downtown, as well as concepts for enhancing the area's land use mix, physical conditions, transit, transportation, pedestrian and bike circulation, parking and streetscape. After review by the Steering Committee, a Community Visioning Workshop was held to review the State of the Downtown findings, development strategies and design concepts.

### Phase 3: Downtown Strategy

Phase 3 involved crafting a more specific Strategic Development Plan direction for the Downtown, as well as a set of strategies for its implementation. This information was reviewed with the Steering Committee, and a third Community Workshop will be held to discuss the preliminary plan outcomes. Downtown revitalization strategies outline optimal and achievable short-term and long-range development scenarios and clear, concise methods for evaluating future development funding opportunities and required development control improvements. Key implementation action strategies address land use policy and zoning issues, as well as public and private actions that can be taken to advance City and Downtown objectives.



### PLAN PURPOSE

The City, as well as KABA, the Kenosha Chamber of Commerce, the Kenosha Lakeshore Business Improvement District (BID), community leaders, property owners and developers will use the Revitalization Strategy for evaluating and promoting planning and development decisions over the next 20 years. The Plan will serve many purposes depending on the needs of the ultimate user, which may include:

#### *Development Framework*

The Revitalization Strategy will provide a focused framework for potential development and revitalization activities within the Downtown. City staff will review development projects for conformance with the goals, objectives and guidelines set forth by the Strategy.

#### *Public Investment Guide*

The City will use the Revitalization Strategy to prioritize public investment initiatives and improvement projects. The information on existing conditions and future land use and transportation/transit needs will also be used to seek grants at the regional, state and federal levels.

#### *Private Investment Guide*

The Strategy report will provide a base of information about the area's constraints and potential for both local and outside investors interested in developing within Downtown Kenosha. It can also be used as a tool to attract outside developers by highlighting the unrealized potential of the area.

#### *Future Vision*

The Strategy will act as a local or regional marketing tool to inform current and future residents, businesses and private investors about the adopted shared vision for this key City and County location. This plan will further support the many other local and regional initiatives that focus on economic development for Kenosha.

*“Our mission is to set a course of action strategies that brand and promote Downtown Kenosha’s unique location along Lake Michigan; to attract residents, visitors, and businesses to Live, Work, and Play!”*







# LAND USE AND PHYSICAL CONDITIONS

SECTION 2

### OVERVIEW

The City of Kenosha is a large, primarily suburban community located along Lake Michigan about halfway between the Cities of Milwaukee, Wisconsin and Chicago, Illinois. Kenosha is bordered by Lake Michigan to the east, The Village of Pleasant Prairie to the south, the Village of Bristol and the Town of Paris to the west and the Town of Somers to the north. The City is approximately 24 square miles and has major roadway access provided by Interstate 94 which connects Milwaukee and Chicago and passes through the west edge of the City – see Figure 2-1.

Kenosha’s Downtown is adjacent to Lake Michigan and is the home to the central business district, several museums, the United Hospital campus, Kenosha County facilities and the City’s Municipal Building. For the purposes of this study, the Downtown has been defined by the following limits:

- North: 45th Street
- East: Lake Michigan
- South: 65th Street
- West: Union Pacific Railroad

These boundaries were developed through a City led survey of the public, in which they were asked to define “Downtown.” Within this study area, there is a range of land uses, building types, zoning districts and character; all of which create the ability to further sub-divide the area into different districts.

The 1991 Downtown Master Plan suggested eight different districts as shown in Figure 2-2. As part of this planning process, the community was asked to comment on the districts identified in the 1991 plan to see if they were still applicable. The public still generally identified with these districts, with some slight modifications. Based on the input received, a proposed district map has been developed to help steer development priorities and implementation strategies within the Downtown and help in the analysis of the overall Downtown – see Figure 2-3.

### *Major Milestones in Downtown Kenosha’s History*

In 1835, Pike Village was the first western settlement to be located on the site of the current Downtown. The name came from the translation of the Potawatomi Indians name for the area, which was “Kenozia.” Pike Village was later changed to “Southport” and then to Kenosha in 1850 when it became incorporated as a city.

Kenosha grew rapidly between 1890 and 1920 as manufacturing increased, capitalizing on the City’s advantageous location. From 1920 to 1950 growth was slowed by the Great Depression and World War II. In 1954 the American Motors Corporation was formed with a large lakefront plant located in the City. This led to a period of economic ups and downs related to the American Motors. In 1987 the Chrysler Corporation purchased American Motors and closed down the Kenosha plant.

Following the closure of the plant, the City made a significant effort to reinvigorate the Downtown. In 1991 the City completed a Master Plan for the Downtown that laid out ambitious plans for reclaiming the lakefront through new development. The completed HarborPark development included new multi-family housing, harbor oriented commercial development, two museums, public open space and a street car system providing public transit.



*Bird’s Eye View of Downtown Kenosha, circa 1880*  
source: Kenosha County Historical Society



*American Motors Plant, circa 1950*  
source: Kenosha County Historical Society



*Street Car, present day*

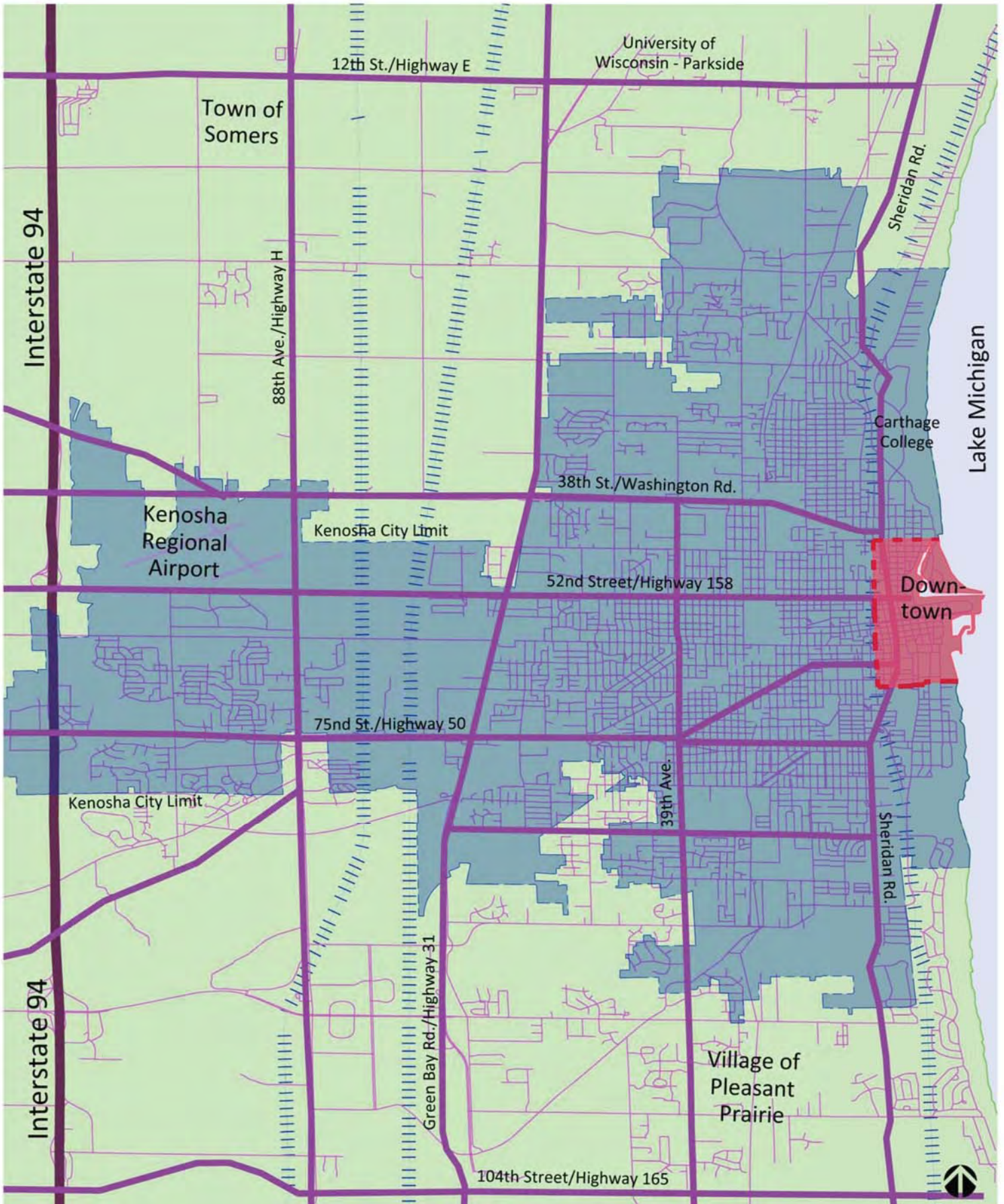


Figure 2-1: Kenosha Regional Context Map

# SECTION 2: LAND USE AND PHYSICAL CONDITIONS

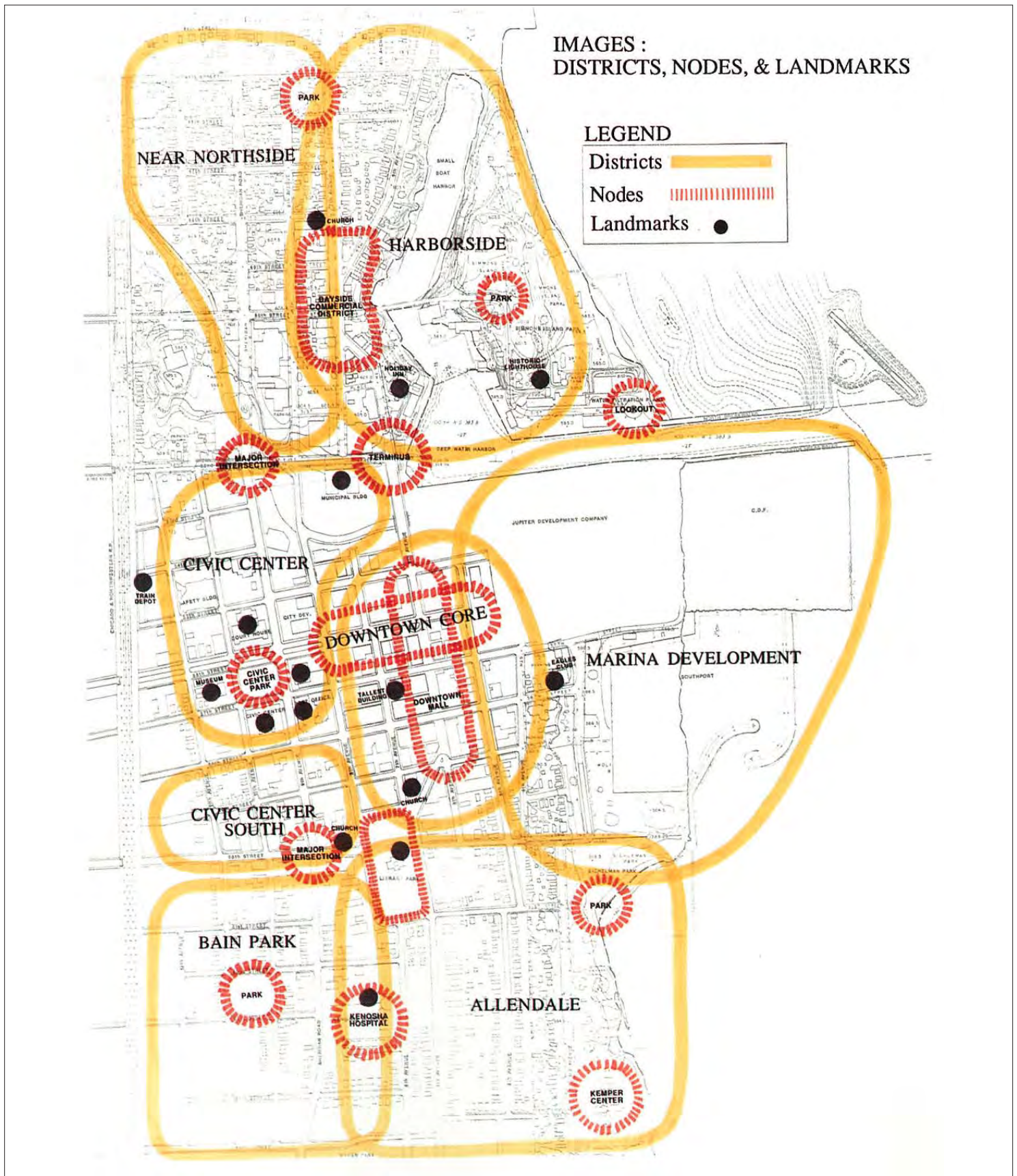


Figure 2-2: 1991 Downtown Master Plan District Map



Figure 2-3: 2012 Downtown Strategic Development Plan District Map

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

### LAND USE

Land uses for the planning districts described herein start on the northern portion of the study area and work their way south – see Figure 2-4.

#### Near Northside

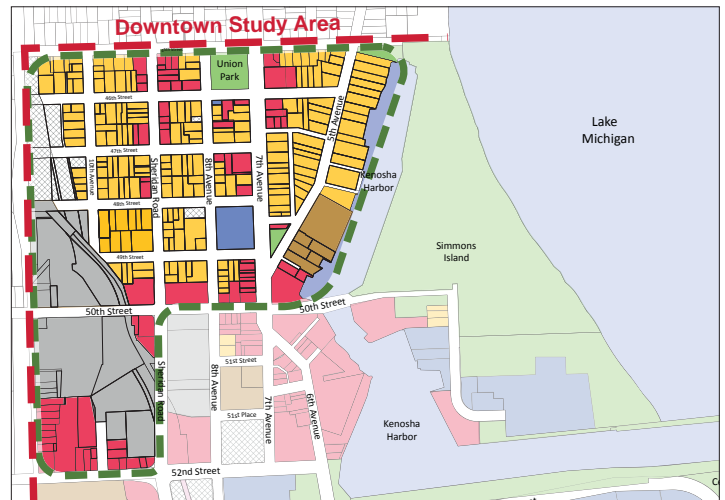
This area is bound by 45th Street on the north, Kenosha harbor on the east and then wraps around the harbor to 50th Street, extending down Sheridan Road to 52nd Street on the south, then upward to the railroad tracks on the west. This area is characterized as primarily an older, stable residential neighborhood consisting of single-family and two family dwelling units. Slightly higher density residential development, consisting of two to three story town homes and flats exist near the harbor. Small neighborhood commercial uses exist along Sheridan Road and 6th Avenue, which support the surrounding residential neighborhood. Neighborhood bars dot the corner of 45th Street and 7th Avenue. The primary open space in this area is Union Park located between 45th and 44th Streets and 7th and 8th Avenue and the institutional uses of St. Elizabeth's Catholic Church and school, as well as Harborside Academy occupy the block between 7th and 8th Avenues, and 48th and 49th Streets. Industrial users comprise the area along the train tracks, and consist of a vacant parcel and railroad right-of-way, marine related industrial use, and Ashmus Belting, a distributor of new and used conveyor belts.

#### Simmons Island

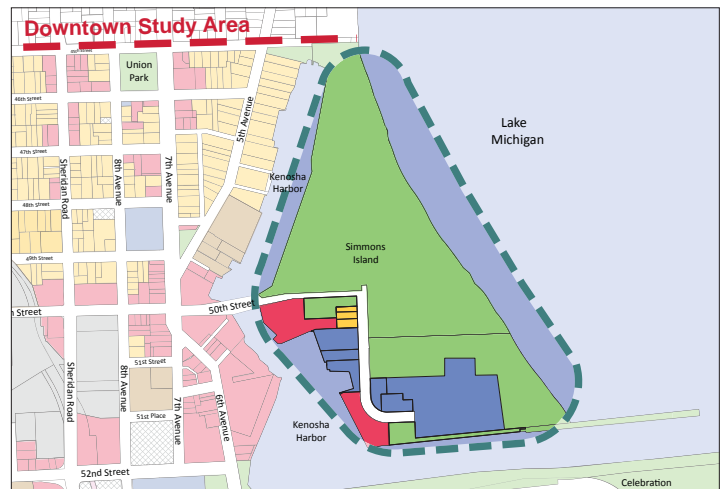
The Simmonds Island area is bound by Kenosha Harbor on the west and south, 45th Street on the north, and Lake Michigan to the east. This area is dominated by open space and recreational use, comprising the park and beach on Simmons Island, a historic center, three single family houses, coast guard facilities, marina related commercial uses along the harbor, and a water production plant.

#### Civic Center

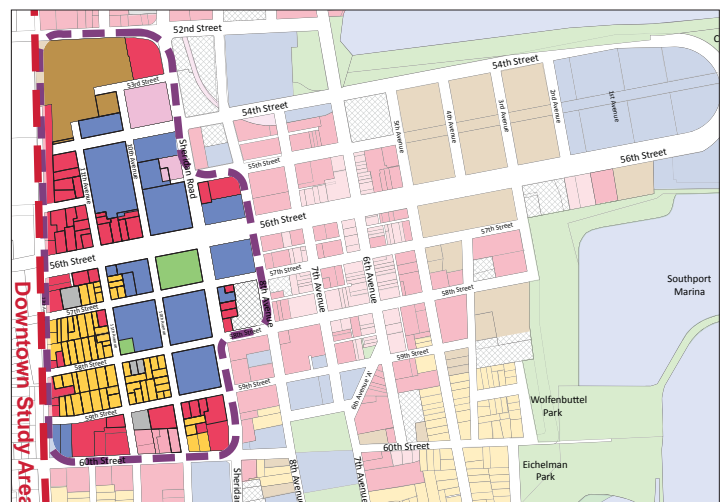
The Civic Center District is bound by 52nd Street to the north, the railroad tracks to the west, 60th Street to the south, and Sheridan Road to the west. It also includes the three blocks on the east side of Sheridan Road between 55th Street and 58th Street which house the Library Administration building and the Post Office. The Post Office, County Courthouse, Central High School and Dinosaur Discovery Museum, which surround a central plaza, all form the core of this primarily civic use district. These buildings were all constructed in the late 1920's to the mid



Near North Side Land Uses



Simmons Island Land Uses



Civic Center Land Uses

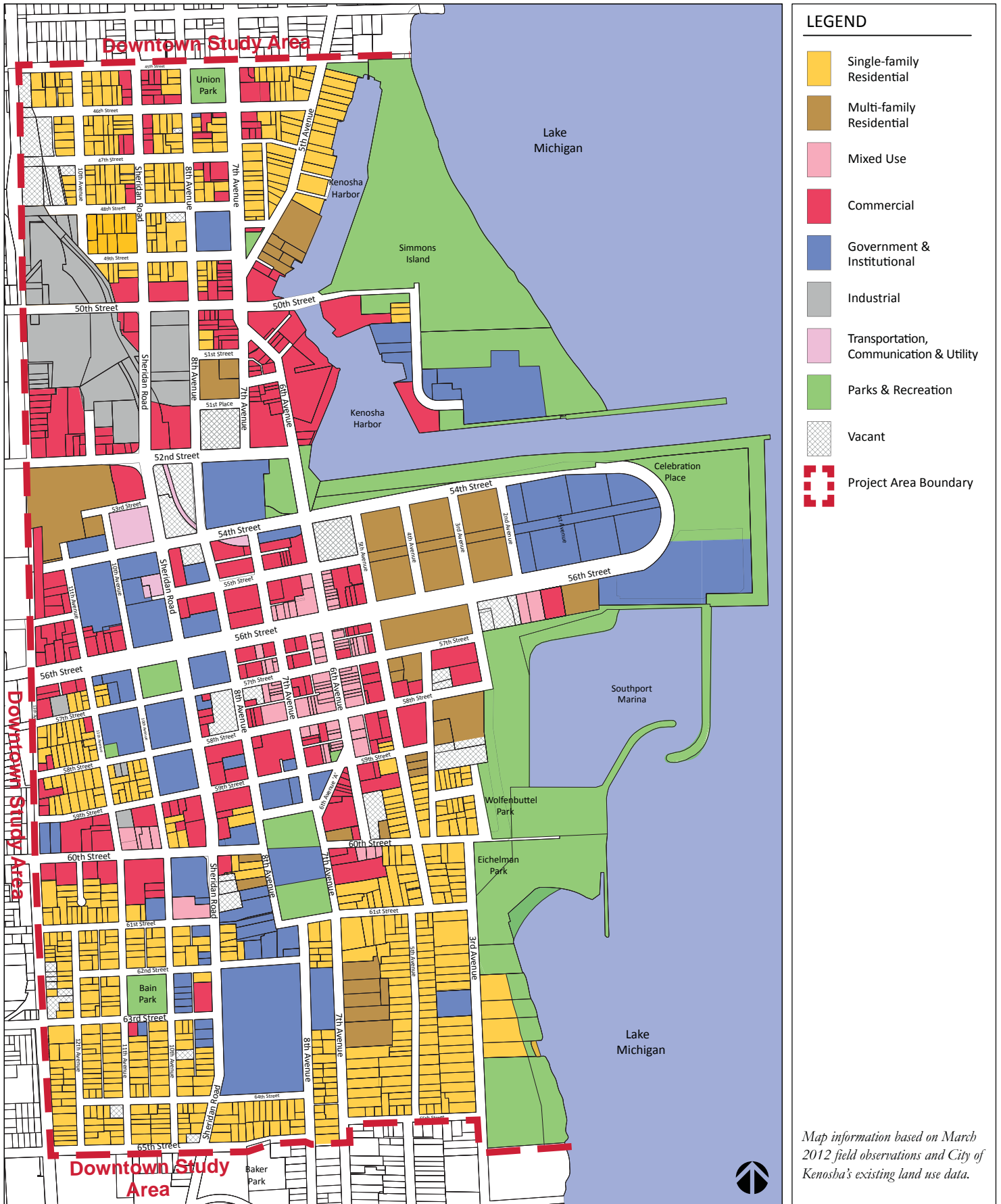


Figure 2-4: Downtown Existing Land Use Map

Map information based on March 2012 field observations and City of Kenosha's existing land use data.

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

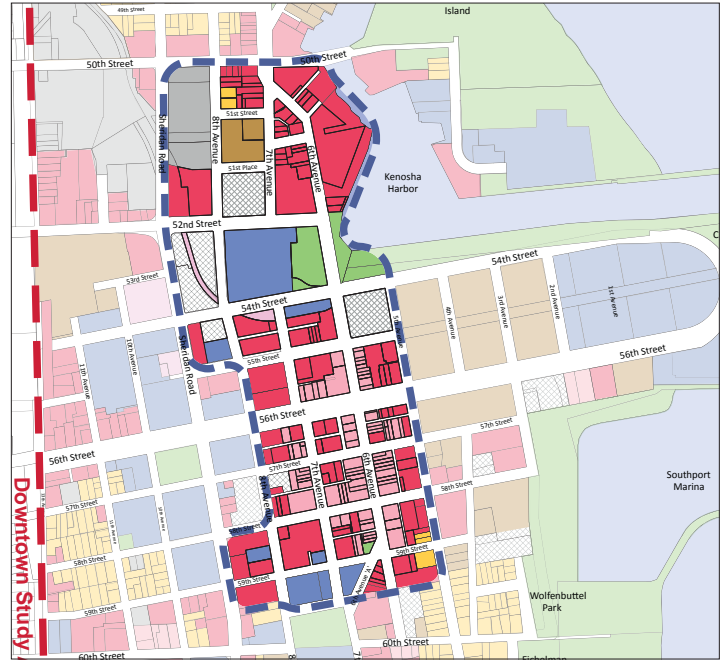
1930's, and comprise the Civic Center Historic District. Other public uses include the Kenosha Public Safety Building and the train station. The Pearl Street Historic District, due south of the Metra train station, consists of four renovated historic buildings into office use. A more recently constructed town home development, Stationside Village is located along 13th Avenue between 52nd and 54th Street. Older single family and two family dwellings occupy the area between the railroad tracks and 10th Avenue and 57th to 58th Streets. Commercial uses are located along the north side of 60th Street and are comprised primarily of automobile related services.

### Downtown Core

The Downtown Core is bound by 50th Street on the north, Library Park on the south, 5th Avenue on the east, and 8th Avenue and Sheridan Road on the West. This section of the Downtown consists primarily of two to three story structures with retail storefronts on the first floor and office uses or, in some cases, residential uses on the second and third floors. Other commercial uses dominate this area, and include a ten story office building at 57th and 7th Avenue, the Kenosha News building, at 59th and 8th Avenue and three historic theaters: The Orpheum, Kenosha, and Rhode Theaters. The Rhode is the only theater that is still operating. Institutional uses include special housing for veterans (Dayton Residential Care Facility) at 59th Street and 6th Avenue and the Kenosha Municipal Building located on 52nd Street between 6th and 7th Avenues. The Municipal building is surrounded by three vacant parcels, to the west, north and southeast. An industrial site, which consists of yacht sales and harbor mechanics is located at 50th Street between Sheridan Road and 8th Avenue and a four-story multi-family residential development is located at 51st Place and 8th Avenue.

### Marina Development

The Marina Development area is bound by Kenosha Harbor on the north, Lake Michigan to the east, Eichelman Park on the south and 5th Avenue on the west excluding the residential portion just south of 59th street to 60th Street from Wolfenbuttel Park to 4th Avenue. The majority of recent downtown redevelopment efforts have been located in this area of the Downtown. The Marina Development area consists of a 250-boat marina, an indoor winter boat storage facility, new parks and open space that wrap around the harbor and marina, and a multi-family residential development called HarborPark.



Downtown Core Land Uses



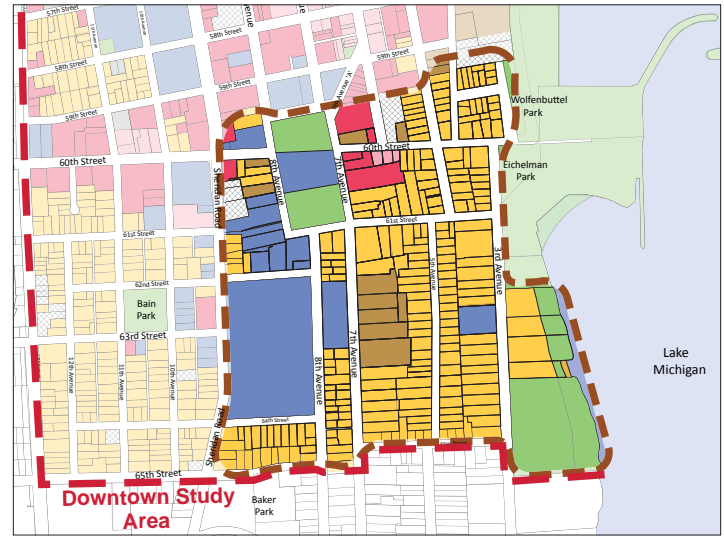
Marina Development Land Uses



This area also includes two museums, The Civil War Museum and Public Museum, a boat storage facility, and the historic Eagles Club, which is currently operating as a banquet facility. The southwest portion of this area encompasses Lakeside Towers, a government-owned senior citizen apartment building, a vacant historic warehouse, and a recent partially-constructed, but vacant 10-story condominium building, Virginia Towers, at 57th Street between 4th and 5th Avenues. Specific open space and recreational land uses include Celebration Place, Wolfenbuttel Park, and Eichelman Park.

### Allendale

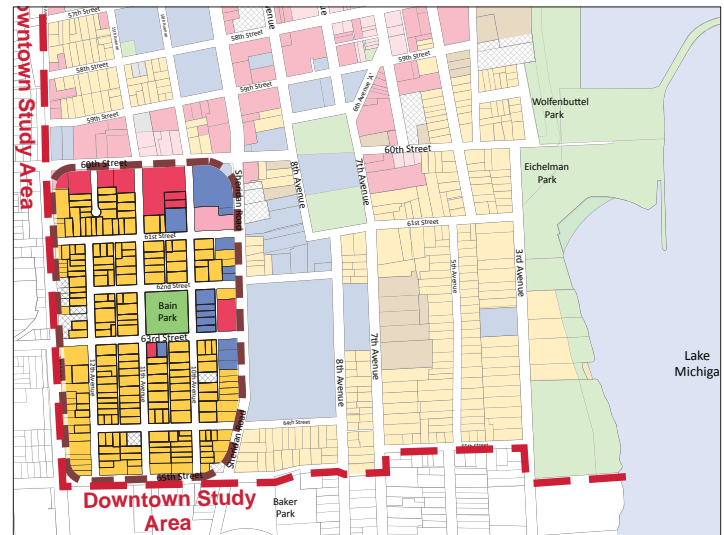
Allendale is bound by portions of 59th street to 60th Street on the north, Sheridan Road on the west, 65th Street on the south and Lake Michigan and Eichelman Park on the east. Allendale consists of large historic single-family and two-family homes, many of which are included in the Third Street Historic District. The Kemper Center, a historic school, which is currently being used as a meeting and banquet facility, anchors the southeast corner of the District. Institutional uses include the vacant Masonic Temple, the Kenosha Medical Center and the Simmons Library and park. Commercial land uses consist of a bank and professional offices at the corner of 60th Street and 7th Avenue. The northern portion of this site towards the lakefront includes medium density residential development comprised of single and two- family units and two to four story apartment buildings. A vacant parcel exists, just south of 59th street adjacent to Lakeside Towers.



Allendale Land Uses

### Bain Park

The Bain Park area is bound by 60th Street on the north, Sheridan Road on the east, 65th Street on the south and the railroad tracks on the west. The dominant land use is older and smaller single-family bungalows, which surround the area’s primary open space, Bain Park. Institutional uses include a Christian child care center on the east side of Bain Park, First Methodist Church at the corner of 60th Street and Sheridan Road and a smaller church at the corner of 61st Street and 12th Avenue. Commercial uses include a gas station at the corner of 63rd Street and Sheridan Road and strip commercial uses along the south side of 60th Street. Small commercial and industrial users, as well as smaller vacant properties dot the area along the train tracks.



Bain Park Land Uses

# SECTION 2: LAND USE AND PHYSICAL CONDITIONS

## EXISTING ZONING

There are ten City of Kenosha Zoning Districts, and two overlay districts located within the study area – see Figure 2-5. These districts include:

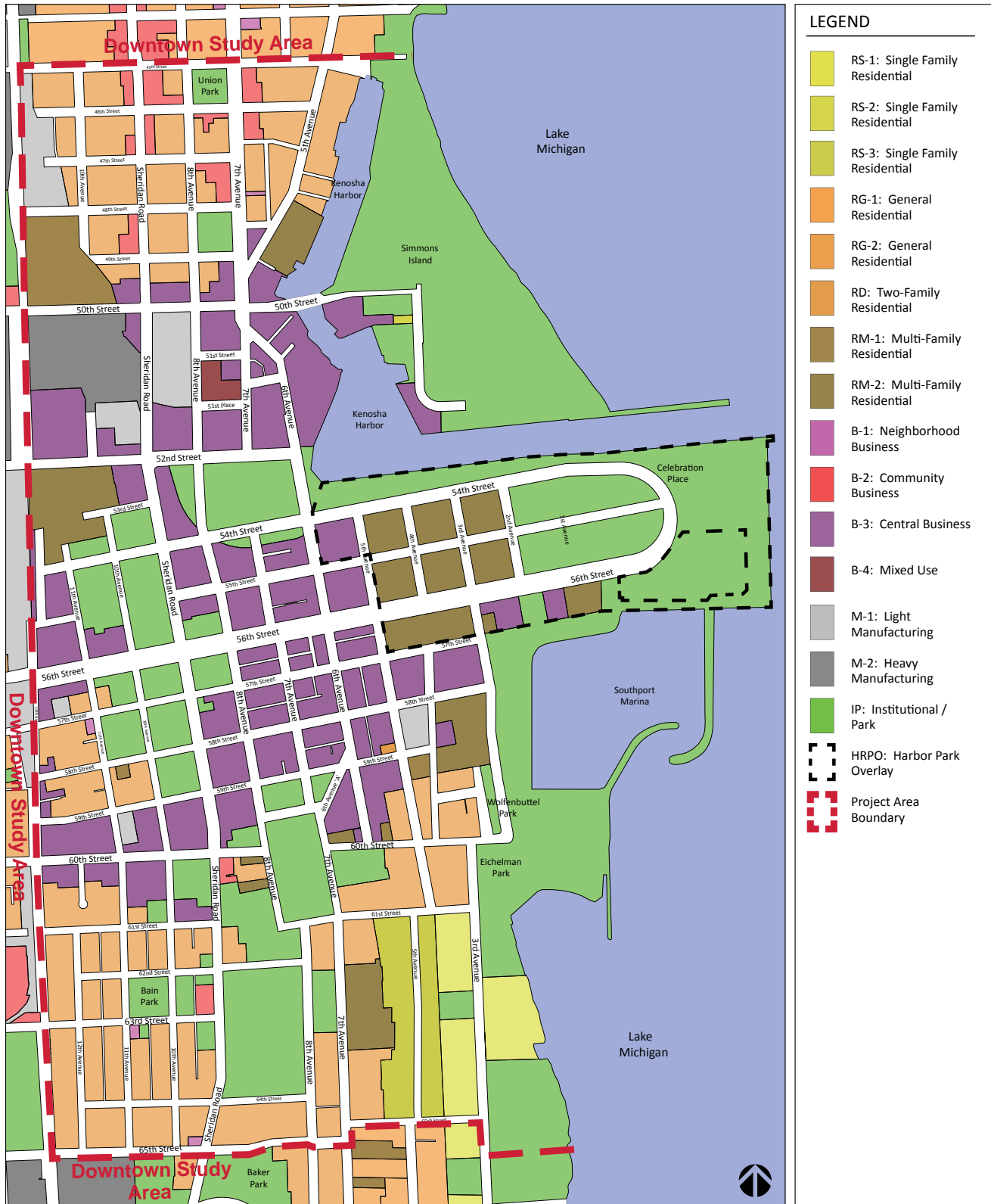


Figure 2-5: Existing Zoning in Downtown Kenosha

## COMMERCIAL ZONING

There are two parcels zoned B-2 Community Business District towards the south end of the study area at 60th and Sheridan Road and at 63rd and Sheridan Road. and one parcel zoned B-4 Mixed Use towards the north end of the study area at 8th Avenue and 51st Place. The majority of the commercial property in the study area is zoned B-3 Central Business District. All of these business districts allow for multi-family residential above the first floor with a graduated increase in side yards, as the height increases.

### B-2 Community Business District

The B-2 Community Zoning District is designed to serve a population that is geared towards both neighborhood and community-wide shoppers. Permitted land uses include standard convenience and retail service, but also include home improvement and gardening supply stores, tool and equipment stores and medical clinics. Conditional uses include automobile service related uses, outdoor commercial uses, brew pubs, recycling centers and self-storage facilities. There are no minimum lot size requirements, except for residential uses above the first floor. These minimum lot size/density requirements are as follows:

- Multifamily residential use prior to date of code: 500 square feet of lot area per dwelling unit
- Two story building: 2,000 square feet of lot area per dwelling unit
- Three story building: 1,000 square feet of lot area per dwelling unit

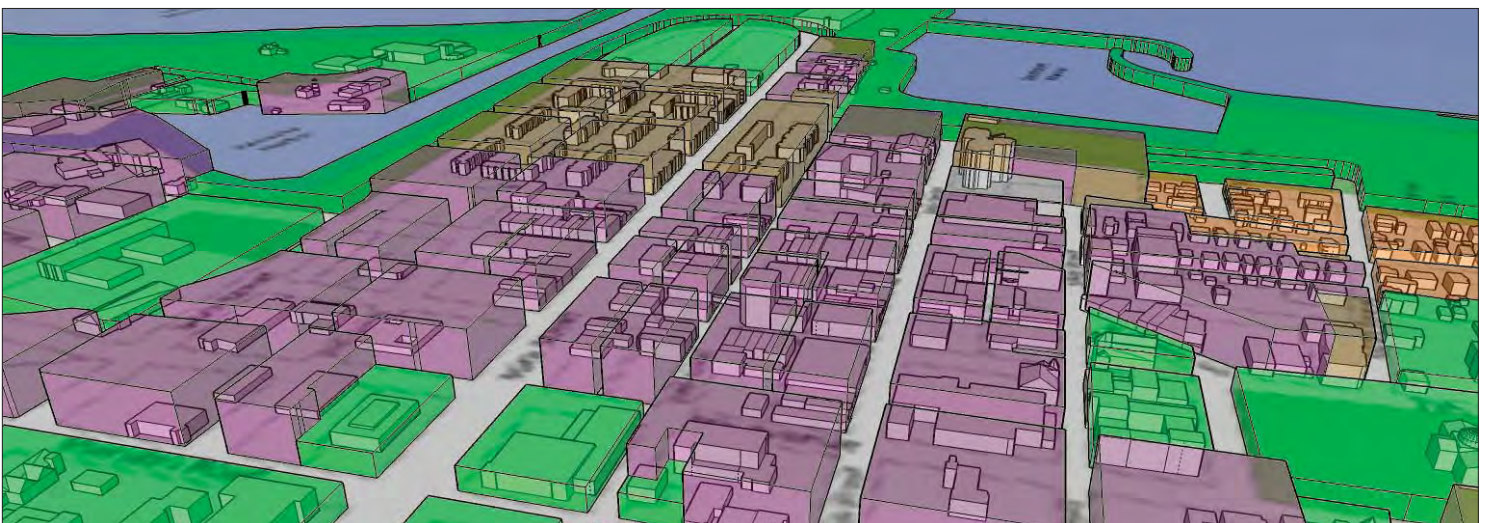
- Four (or more) story building: 500 square feet of lot area per dwelling unit

There are no front yard requirements, rear yard is 25 feet and maximum height is 45 feet. Side yard requirements vary based on circumstances. Parking requirements are 1 space per 250 feet of gross floor area for commercial uses, and a minimum of two spaces per unit for multifamily residential.

### B-3 Central Business District

This zoning district is designed to accommodate the commercial uses typical of an urban downtown. These uses include many of the uses which are in the B-2 Community Business District but include marina use, and cultural institutions such as museums and libraries. Amusement and recreational uses are limited to an approximate seven block area of the Downtown core. There are no minimum lot size requirements or yard requirements unless they abut a residential district, except for a rear yard requirement of 9 feet. The maximum height extends to 100 feet. Density requirements for multi-family above the first floor are the same as the B-2 Community Business District.

Downtown parking regulations were reduced to 50% of the standard parking requirements for commercial uses as an incentive to encourage redevelopment. The Downtown parking regulations are however limited to the area bound by 54th to 58th Streets / 8th to 5th Avenues; 58th to 59th Streets / 7th to 5th Avenues; and 59th Street to 59th Place / 6th Avenue to 6th Avenue A.

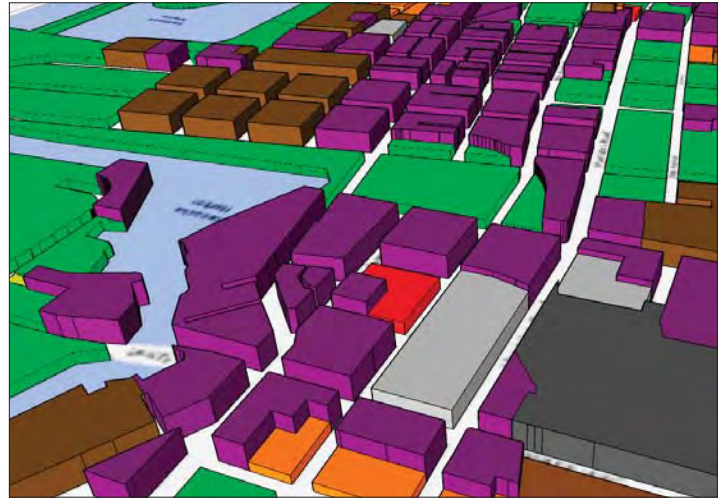


Generally there is significant unused height potential within the Downtown's B-3 Zoning District 100 foot envelope.

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

### B-4 Mixed- Use

This zoning district was designed to include commercial and multi-family uses that are consistent with a neighborhood or site development plan. It includes height regulations which range from a minimum of 25 feet to a maximum of 50 feet, and incorporates building and spatial guidelines to encourage pedestrian activity and open space. The parking regulations in this district also allow for a 50% reduction in parking for commercial and institutional uses. District regulations also allow 10% of the required off-street parking to be on the street, and require bike racks every 50 spaces. Multiple family parking regulations are reduced to one space for one bedroom units and two spaces for two or more units.



There is only one parcel in the Downtown zoned B-4 (red block).

### *Business District Analysis*

The B-2 Community District is generally appropriate and the concept of a B-3 Central Business District and a B-4 Mixed Use district are also appropriate. The regulations for the B-3 Central Business District in their current form however are not necessarily appropriate for an urban downtown center. The list of commercial uses is very broad, showing little distinction between the downtown core and the B-2 district. The use list should be evaluated to actually determine which types of commercial uses are actually desired and appropriate for the Village core.

*The multi-family regulations in the B-3 Central Business District have not and are not likely to result in an appropriate type of multi-family residential development for the Downtown.*

The generous height requirement coupled with limited density and the graduated setback requirements, result in an actual product type that is either unfeasible to build, or result in an unattractive building type, that does not fit within the context of the Downtown. The community should determine whether multi-family above commercial beyond the existing structures is desirable for the downtown core, and/or if the 100 foot height requirement is appropriate for multi-family use. Overall the B-3 regulations should be adjusted to a community vision for what it would like to see Downtown, and the regulations crafted in a way that results in the uses and building types that will be not only be compatible with the existing fabric of the Downtown, but can actually be built.

In addition, the B-3 Zoning District incorporates a significantly large area of the Downtown, limiting its effectiveness as a district designed for the Downtown core. Some of the uses that are currently zoned B-3 may be more appropriately zoned for a B-2, B-4 or an RM-2 Multifamily zoning classification.

The B-4 Mixed-Use district encompasses zoning, design and parking regulations that emphasize a density and pedestrian oriented approach, which is very desirable for areas around the Downtown core, but it is plan based and site plan derived, and to date, only one site in the study area has been built in this Zoning District. Consideration should be given to expanding the use of the B-4 district in what is now the B-3 District based on a community planning effort.



Downtown parking regulations area (red outline)

## CIVIC ZONING

### IP Institutional Park District

This district is designed for any public, institutional and recreational use of a civic nature. It includes a broad range of uses from golf courses and marinas, to hospitals, office buildings, museums and educational uses. There are no lot area, or yard requirements except a rear yard of 9 feet. The maximum height requirement is 45 feet, except the general section of the zoning ordinance indicates that public buildings may be extended to 75 feet.

#### *Institutional / Park District Analysis*

A significant portion of the Downtown is zoned Institutional Park, including the civic campus on the west side of the study area and the park land and marina on the east. Consideration should be given to incorporating the actual institutional uses into the surrounding zoning districts, so that their regulations are consistent with the surrounding land uses, and changing the Institutional Park District to more of an open space/recreational district.



The IP District encompasses a large portion of the Downtown Area (green blocks).

## RESIDENTIAL ZONING

The study area includes five residential zoning districts, two single family districts, two multiple family districts and one general residential district. The single family districts are concentrated at the southeastern portion of the study area; the RM-1 Multi-family district is located on 47th Street adjacent to the railroad tracks. The RG-2 and RM-2 districts are scattered in various locations around the Downtown Core. All single family and general residential zoning districts include a provision of maximum lot coverage of impervious surface of 60%, and there are special side yard requirements for existing buildings in all residential districts. All residential districts include educational uses, religious uses, and park/playground uses as permitted uses.

### RS-1 and RS-3 Single- Family Districts

These zoning districts are designed for single family development on lot sizes within the downtown area. The bulk requirements for these districts are summarized in Table 1.

	<b>RS-1</b>	<b>RS-3</b>
<b>Lot Area</b>	8,000 square feet	5,000 square feet- Single-family 6,000 square feet- Two-Family (3,000 square feet per dwelling unit)
<b>Lot Width</b>	70 feet	40 feet-Single-family 50 feet- Two-Family
<b>Building Height</b>	35 feet	35 feet
<b>Yards:</b>		
<b>Front</b>	25 feet	15 feet- build-to line
<b>Side</b>	8 feet	5 feet
<b>Rear</b>	30 feet	25 feet

Table 1: Single family bulk requirements.

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

### RG-2 General Residence

This district is designed for a mix of single family, two family and smaller multi-family buildings which are characterized by smaller lots. Multi family units are not to exceed five per lot. The maximum building height is 35 feet and minimum lot width 40 feet. Minimum lot area is 6,000 square feet for two family dwellings, and 5,000 square feet for single family dwellings. Yard requirements are a build-to line of 15 feet for the front, 25 feet for the rear, and side yards ranging from 5 feet for one story to 8 feet for two or more stories.

### RM-1 and RM-2 Multi-family

These multi-family districts are designed for the construction of multi-family uses of various densities, which are considered conditional uses. The bulk requirements for these districts are summarized in Table 2.

#### *Residential Zoning Analysis*

The residential regulations generally mirror the types of housing constructed in the areas that they are located. However, multi-family dwellings in the multi-family zoning districts are conditional uses as opposed to permitted uses in the RM-1 and RM-2 districts, whereas uses such as fraternity and sorority houses are permitted uses.

*If the intent of these districts is to provide multi-family housing, then consideration should be given to allowing multi-family development as of right in these districts, especially if more multi-family is desired around the Downtown core.*

In addition, consideration should be given to lowering the maximum height requirement in the RM-2 district, and analyzed with regards to its practicality and feasibility.



Several residential designations are found in the Allendale Districts (yellow and orange blocks).

	<b>RM-1</b>	<b>RM-2</b>
<b>Maximum Density</b>	11 d.u. per lot	12 d.u. per acre*
<b>Lot Area</b>	8,000 square feet	25,000 square feet- Single-family
<b>Lot Width</b>	70 feet	100 feet
<b>Building Height</b>	45 feet	100 feet
<b>Yards:</b>		
<b>Front</b>	25 feet	25 feet
<b>Side</b>	15-25 feet	15-25 feet
<b>Rear</b>	25 feet	25 feet

\* Note: Maximum density for the RM-2 District is 12 dwelling units per acre, except that the density may be exceeded for the downtown area from 50th to 60th Street, the railroad tracks to Lake Michigan, and selected blocks from the original Plat of the Town of Southport, if approved by the review authority.

Table 2: Multi-family bulk requirements.

## INDUSTRIAL ZONING

### M-1 Light and M-2 Heavy Manufacturing Districts

Two manufacturing districts exist in Kenosha; M-1 Light Manufacturing; designed for lighter industry including warehousing and wholesale uses; and M-2 Heavy Manufacturing allowing for the heavier manufacturing uses. There is one section of the study area zoned M-2 at the north end of the study area along the railroad tracks and various smaller sites that are zoned M-1 scattered throughout the downtown area. Bulk requirements are summarized in Table 3.

	<u>M-1</u>	<u>M-2</u>
Lot Area	None	None
Lot Width	None	None
Building Height	75 feet	100 feet
<u>Yards:</u>		
Front	None	None
Side	None	None
Rear	9 feet	9 feet

Table 3: Industrial zoning bulk requirements.

### *Manufacturing District Analysis*

The existing land uses that are zoned M-2 and M-1 include an active plant, vacant property, and small quasi-manufacturing and commercial land uses located on smaller parcels throughout the Downtown.

*These smaller parcels should be rezoned to either a commercial or multi-family land use classification to be more consistent with surrounding land uses and zoning.*

Consideration should also be given to eventually rezoning the larger industrial parcels as they become vacant to be redeveloped into more compatible land uses.



Bird's eye view of Downtown manufacturing areas looking East.

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

### OVERLAY DISTRICT ZONING

#### HRPO Overlay District

This overlay district was formed to guide the development of HarborPark in accordance with the HarborPark Neighborhood Code. Goals of the HarborPark Plan include minimization of the impact of the automobile, integration of new architecture within the existing urban fabric and construction of appropriate residential structures. The HarborPark Neighborhood Code provides regulations for this overlay district and outlines various multi-family residential structures which consist of three levels of residences around centralized parking. Additionally, the code addresses mixed use office/retail and civic uses. Design regulations are provided regarding garages, planning and screening of surface parking. Parking requirements are at 1 space per 500 square feet of floor area for commercial uses, 1 space per 1 bedroom unit, and 2 spaces per 2-3 bedroom unit. These regulations overlay the RM-2 and B-3 zoning designation in the HarborPark area.

#### *HRPO Overlay Analysis*

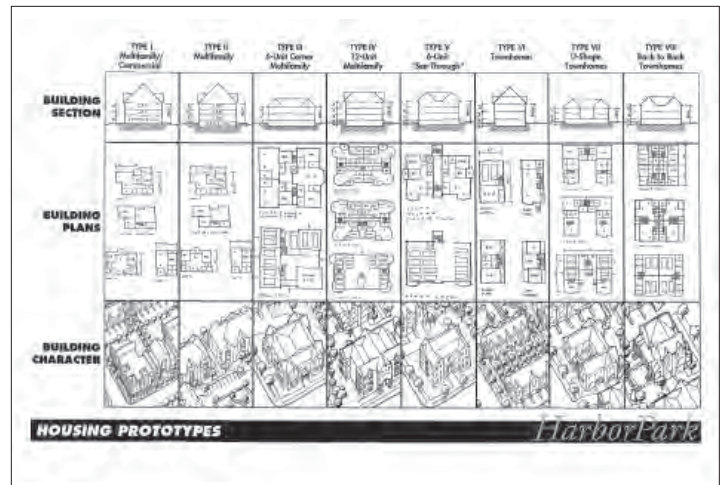
The form-based code style is based on goals and objectives outlined in the HarborPark plan and has led to the most successful redevelopment within the Downtown area. A similar process should be implemented regarding the remaining areas of Downtown and the code adjusted accordingly.

#### FFO Overlay District

These regulations apply to all areas which are in the floodway fringe according to the flood maps. A portion of the lakeshore along the harbor and Simmons Island is located within this overlay district, which simply requires additional regulations that relate to potential flooding and include regulations regarding construction requirements, flood proofing of utilities and provision of adequate emergency access in case of a flood.



HarborPark residential units



Housing prototypes chart from HarborPark's form-based code



Parts of the harbor area and Simmons Island are within the FFO Overlay District.



## PHYSICAL CONDITIONS

### GENERAL CONDITIONS

The physical appearance of buildings and structures is a key component in creating and maintaining a vibrant downtown and contributes towards the ability to attract redevelopment and reinvestment. Downtown Kenosha has many positive characteristics, which contribute to its attractiveness including well designed and well-maintained parks, and kept-up and preserved residential and civic uses. The majority of the commercial structures however, are generally in good physical condition, with outdated storefronts and signage and facades with a tired appearance.

The appearance and condition of the residential areas that are in and around the Downtown core are generally in good condition and are an asset to the Downtown in providing it with a stable population base. The areas of the Near North Side, Bain Park, the southern portion of the Civic Center District and Allendale are all well maintained residential neighborhoods. The homes in these areas are older, constructed from the 1920's to the 1960's.

*The newer residential development of HarborPark along the marina is well designed and makes a positive contribution to the Downtown.*

The new construction of the Virginia Tower condominium building at 57th Street and 5th Avenue, however, has not been a success, neither economically, nor aesthetically. The building sits vacant and was not designed in a manner that was complimentary to the existing downtown fabric.

Downtown Kenosha is blessed with magnificent historic civic buildings which are well preserved and in good condition, and the City has appropriately designated historic districts to regulate and maintain these facilities. The buildings and plaza in the Civic Center Historic District make a positive contribution to the appearance of Downtown, along with other renovated historic structures such as the Rhode Theater and the Eagles Club. More detailed information on the Downtown historic structures is provided in the historic resources section of this report.

The industrial portion of the Downtown concentrated along the railroad tracks on the north side is in generally good condition. By their nature, industrial uses are not attractive, and therefore do not contribute aesthetically to the Downtown.

The commercial core of the Downtown, the axis of which is 6th Avenue, however, shows signs of neglect. The majority of the commercial buildings are two to four story commercial structures that have commercial store fronts on the first floor and house office or residential uses on the second floor. Many of the buildings and storefronts are vacant and have outdated or poorly maintained facades. Two of the three theaters Downtown are vacant. This tired appearance of the buildings extends northward to the buildings around the harbor, along 6th Avenue. There are also large vacant sites, which in conjunction with the vacant buildings have a significant negative impact on the Downtown.



Virginia Tower

### VACANT BUILDINGS AND SITES

There are twenty vacant buildings in the Downtown study area, with the majority of them located in the heart between 56th and 59th Street and 5th and 8th Avenues – see Figure 2-6. Seven of the vacant buildings are located between 50th and 51st Streets along 6th Avenue adjacent to the harbor. The remaining vacant buildings are scattered around the perimeter. Several of the vacant buildings have historic significance and are discussed in more detail in the historic resources section of this report.

The Downtown is also dotted with approximately seventeen vacant sites, many occupying entire blocks of the Downtown. While these vacant sites can contribute to creating a desolate feeling downtown, they also provide opportunity for potential redevelopment. The most significant vacant parcels located downtown both in terms of a negative visual impact as well as potential redevelopment are as listed below:

- The block bound by 51st Place and 52nd Street and 7th and 8th Avenues.
- The block bound by 54th and 55th Streets and 6th and 5th Avenues.
- The block bound by 52nd and 54th Streets and Sheridan Road and 8th Avenue.
- The parcel bound just south of the Senior Citizen Building at 59th Street adjacent to Wolfenbuttel Park.
- The parcel occupying the southeast corner of 58th Street and 4th Avenue.
- The parcel just south of the Kenosha Theater along 6th Avenue at 60th Street.

*Through this planning process the City needs to develop a strategy for vacant land and properties.*

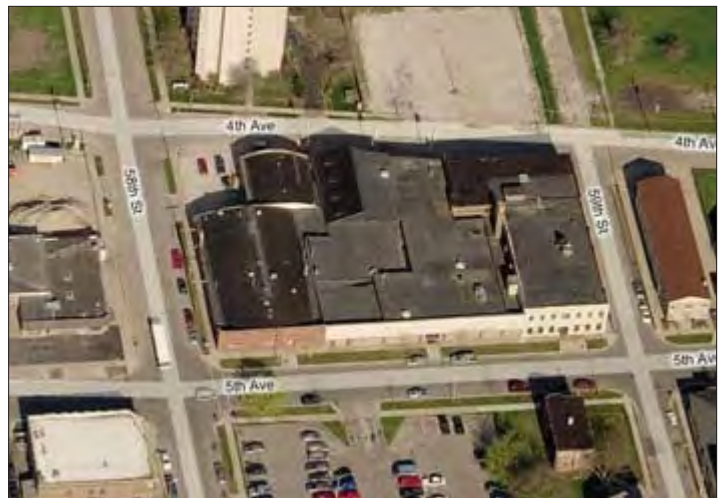
Potential options include targeted development initiatives, selective acquisition and demolition, and adaptive reuse funded through Historic tax credits in order to make a significant impact on the perception of the Downtown



Vacant commercial building at 7th Avenue and 58th Street



Bird's eye view of the vacant parcel between 54th and 55th Streets



Vacant warehouse building at 59th St. and 5th Ave.

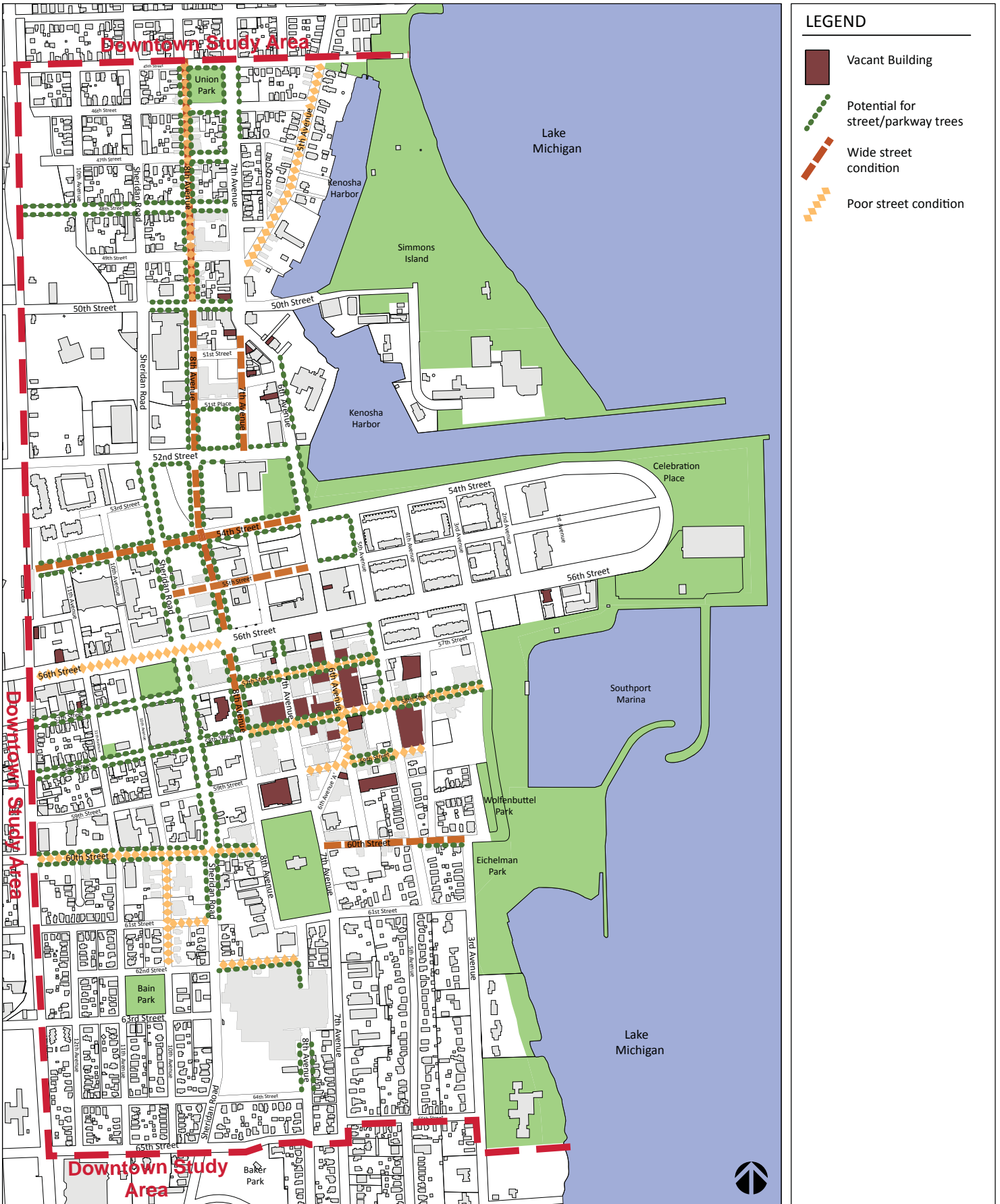


Figure 2-6: Downtown Existing Conditions Map

### ROADWAYS/STREETSCAPE

The following is a brief description of the current streetscape conditions in the area. A more detailed description of the street system can be found in the Parking and Transportation section of this report.

The streets in Downtown Kenosha are generally well maintained and streetscape improvements were installed along 6th Avenue, from 52nd to 60th Street. These streetscape improvements include brick paves, defined crosswalks, period street lighting and street fixtures. Newer streetscape improvements were also implemented as part of the HarborPark redevelopment.

Outside of these areas, the streets are urban in character with sidewalks, but limited street trees. Parkway tree infill opportunities were identified in the study area and shown on Figure 2-6.

Street sections within the study area have been identified, which are in poor condition in terms of potholes, cracked pavement, and poor maintenance. The majority is in the Downtown core or on main arterials, as follows:

- 56th Street from 13th Avenue to Sheridan Road
- 57th Street from 8th Avenue to 5th Avenue
- 6th Avenue from 57th Street to 59th Street
- 58th Street from 7th Avenue to 5th Avenue
- 59th Street from 7th Avenue to 5th Avenue
- 60th Street from 13th Avenue to 8th Avenue
- 8th Avenue from 48th Street to 50th Street
- 5th Avenue from 45th Street to 49th Street

In addition, several streets sections in the Downtown area have been identified as excessively wide for the purpose they serve. These street sections include:

- 7th Avenue from 52nd Street to 6th Avenue.
- 8th Avenue from 45th Street to 58th Street.
- 54th Street from 13th Avenue to 6th Avenue.
- 55th Street from Sheridan Road to 6th Avenue.
- 60th Street from 7th Avenue to 3rd Avenue.

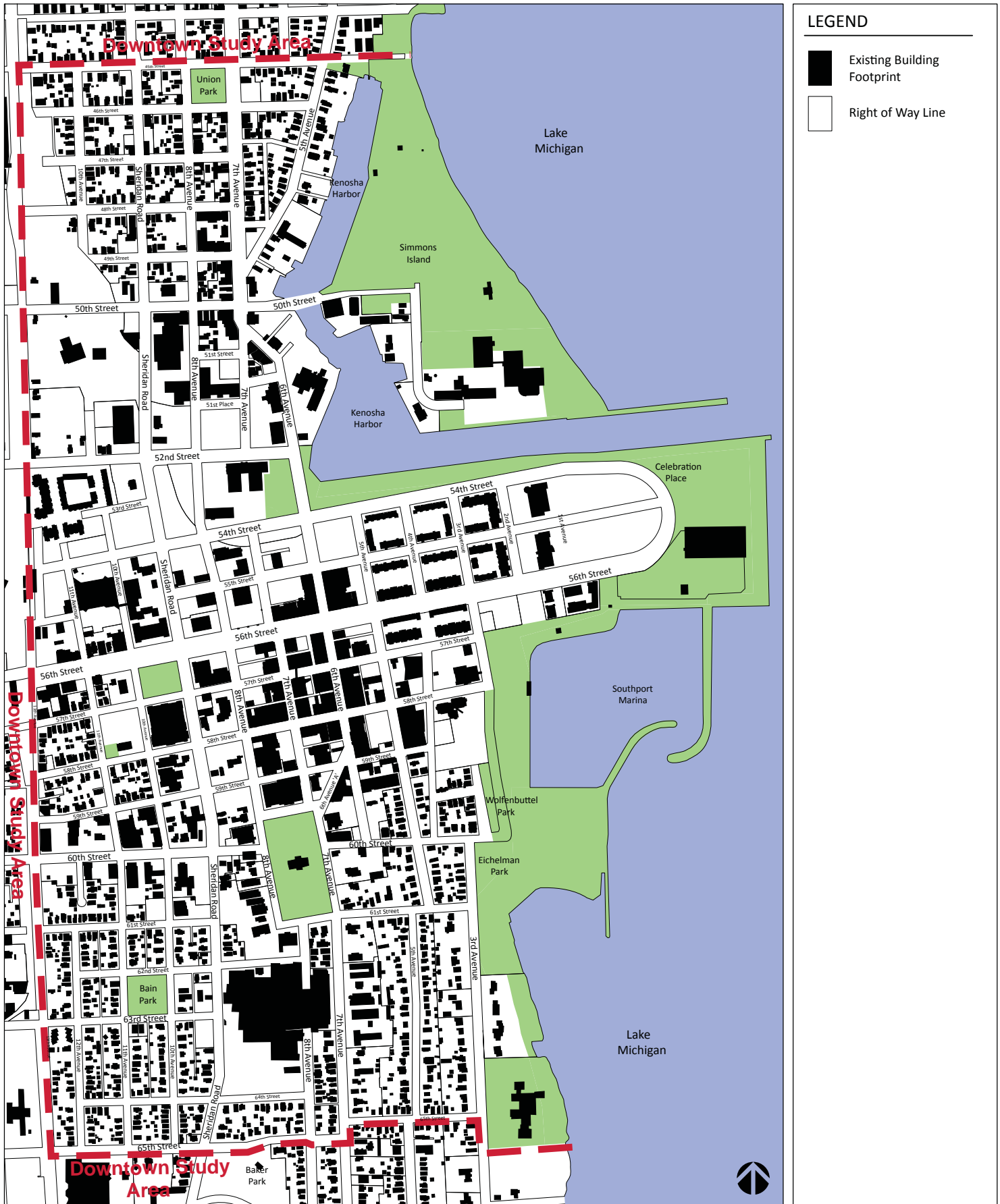


Figure 2-7: Kenosha's Urban Structure

### HISTORIC RESOURCES

Downtown Kenosha has a rich and diverse collection of historically and architecturally significant resources, including many outstanding individual examples of commercial and residential architecture dating from the late 1800's to the mid-20th Century – see Figure 2-8. This collection, ranging from the monumental Classical Revival buildings of the Civic Center Historic District, to the “high-style” and vernacular commercial and residential architecture along 3rd, 6th, 7th and 8th Avenues, is a physical testament to the Downtown area's economic and social importance during a time when Kenosha became a leading Midwestern industrial center. In recent decades, the citizens of Kenosha have taken active measures to protect and preserve many of Downtown's significant historic resources, from the adoption of a historic preservation ordinance to the designation of four local historic districts and many individual landmarks.

*Today, cities and local communities recognize that preserving important historic buildings and sites is an essential component to developing and maintaining a strong “sense of place”, which is key to attracting today's workers and industries in the new “creative economy”.*

Historic commercial districts and neighborhoods also contribute to a sense of identity, authenticity and community that other places cannot. Historic preservation is also a key economic development too to be used to help revitalize cities.

The following section provides an overview and description of downtown historic districts and significant resources as well as an assessment of current downtown preservation planning activities.



Reuther Central High School Auditorium - Civic Center Historic District

### HISTORIC DISTRICTS

Downtown Kenosha has four City (local) Historic Districts – *Civic Center, Library Park, Third Avenue, and Pearl Street*—comprising approximately 110 commercial and residential buildings and their associated accessory buildings and structures. All four districts were established by the City's Historic Preservation Commission and Common Council under the provisions of Section 15 of the City's Zoning Ordinance, which outlines the procedures for nominating and designating historic districts (see below).

Within Section 15, a Historic District is defined as an: “... area composed of two or more improvement parcels that together possess special character, historic interest, aesthetic interest, or other significant value which reflects the City's cultural, social, economic, political, engineering and architectural history, and which has been designated and approved as a Historic District pursuant to the provisions of this Section.”

The overall purpose of establishing historic districts, as defined in Section 15, is to: “...accomplish the protection, enhancement, and perpetuation of such historic districts, structures and sites which exemplify or reflect elements of the City's cultural, social, economic, political, engineering and architectural history.”

Buildings within a local Historic District are defined under Section 15 as a “*Historic Structure*.”

Historic Structures located within City Historic Districts are subject to design review by the Historic Preservation Commission for any work involving the construction of new addition(s) to an existing Historic Structure or new principal structure or accessory building, demolition of all or part of an existing Historic Structure, exterior alteration or rehabilitation work, and any façade cleaning conducted through chemical or abrasive cleaning methods. Additionally, any public improvement conducted by any unit of government that impacts the visual character of a Historic District's streetscape, including sidewalks, lighting, walls, or fencing, are also subject to Commission design review. Projects that are reviewed and approved by the Commission are then issued a Certificate of Appropriateness (COA), a permit that is in addition to other permits that may be required by the City's Department of Community Development and Inspection.



## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

Each of the four local Historic Districts seek to preserve Downtown's unique diversity of historic architecture as well as manage, appropriately and effectively, design changes that may occur to buildings and landscape setting within each District. Some of the unique architectural and historical characteristic of each Historic District is as follows:

### Pearl Street Historic District

Located adjacent to the Metra Station at the corner of 11th Avenue and 55th Street, the Pearl Street Historic District was established in 1998 to preserve several of the earliest commercial and residential buildings in downtown Kenosha. Pearl Street is the smallest of the four Downtown historic districts comprising just four buildings and ranging in architectural styles from the Greek Revival William Seymour House, to the Italianate/Romanesque Maple House, which housed an operating hotel from the 1880s to the 1930s. The commercial building at 1100-1106 55th Street features a cast-iron façade that allowed for more elaborate building ornamentation and detailing as well as a larger storefront area. The majority of the Historic District's buildings have been recently adapted and rehabilitated for new office space.



Maple House - Pearl Street Historic District

### Civic Center Historic District

The buildings that comprise the Civic Center Historic District represent an outstanding collection of Classical Revival and Beaux Arts-styled civic architecture, a style that became popular in many cities across the country due to the influence of the 1893 Chicago World's Columbian Exhibition and the advent of the City Beautiful planning movement during the 1910s and 20s. Kenosha's own City Beautiful plan, prepared by planning pioneer Harland Bartholomew in 1925, recommended the development of a new civic center in an area between 8th and 13th Avenues along the Chicago and Northwestern Railroad tracks. Six buildings comprise the Historic District, including the U.S. Post Office at 5605 Sheridan Road and the Kenosha County Courthouse at 912 56th Street. The Dinosaur Discovery Museum at 5608 10th Avenue, designed by noted architect James Knox Taylor and constructed in 1908, once housed the community's Post Office until it moved to its current location in 1933. The former Moose Lodge Building, constructed in 1926 and located at 1010 56th Street, is currently used as adjunct Kenosha County administrative space.



Beaux Arts U.S. Post Office - Civic Center Historic District



Classical Revival, Dinosaur Discovery Museum - Civic Center Historic District



### Library Park Historic District

Located at the southern edge of the downtown core, the Library Park Historic District, like the Civic Center District, contains several prominent civic and institutional buildings, including the Neo Classical Gilbert Simmons Memorial Library and Park, designed both by Daniel H. Burnham and noted Prairie School landscape architect Ossian Cole Simonds; the Masonic Temple at 807 61st Street; and the Jewish Community Center-Beth Hillel Temple at 6050 8th Avenue. Other important institutional buildings include the Tudor Revival YMCA building at 720 59th Place, the Gothic Revival Episcopal and First Congregational Churches at 5900 7th and 5934 8th Avenues respectively, and the Colonial Revival Church of Christ Scientist at 6032 8th Avenue. Other notable buildings, structures and objects within the District include several large high-style homes ranging from the Italianate, Queen Anne, Colonial Revival styles, and the Abraham Lincoln statue and “Winged Victory” monument in Library Park, the latter of which was designed by Daniel Burnham.



Beaux Arts, Simmons Memorial Library - Library Park Historic District



Gothic Revival, St. Matthews Episcopal Church - Third Avenue Historic District

### Third Avenue Historic District

Along Lake Michigan at the southeastern edge of Downtown Kenosha is the Third Avenue Historic District, which includes Kenosha’s best collection of historic residential architecture designed in high style Queen Anne, Georgian, Tudor and Spanish Colonial Revival styles. These homes were home to several of Kenosha’s early industrialists, including Thomas B. Jeffery and Charles W. Nash, both prominent automobile executives during the City’s rapid industrial growth at the early part of the last century. Perhaps, the most important historic resource within the Historic District is the Kemper Center complex, which includes four prominent buildings in the Gothic Revival and Italianate styles, once housing a private girls’ school sponsored by the Episcopal Church. The complex is currently owned by Kenosha County.



Colonial Revival House - Third Avenue Historic District

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

### NATIONAL REGISTER OF HISTORIC PLACES

In addition to local Historic District designation, three of the four districts Library Park, Third Avenue and Civic Center—are listed as districts in the National Register of Historic Places, which is this nation’s official list of historic buildings, structures and places worthy of preservation. The National Register is maintained by the National Park Service (NPS) and administered in Wisconsin by the Wisconsin State Historical Society (State Historic Preservation Office-SHPO) in Madison. The National Register was established under provisions of the National Historic Preservation Act, passed by the U.S. Congress in 1966. It is unclear why the Pearl Street Historic District remains the only local district not listed in the National Register.

To be listed in the National Register of Historic Places, a group of properties that may comprise a district must meet one of four criteria for historic and architectural significance established by the National Park Service. The criteria recognizes properties that have made significant contributions to the broad patterns of our nation’s history; those that are associated with the lives of significant persons; or that embody the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master and possess high artistic values. Other properties or sites may be significant for yielding, or may likely to yield, information important in prehistory or history.

Unlike City of Kenosha Historic District designation, National Register listing provides no protection or design review for alterations or demolitions to properties within a District, unless federally funded, licensed or permitted actions are involved. For example, if a road improvement project financed partially through Federal dollars significantly impacts historic resources within a National Register District, a mediation process is required between the project sponsor and the Wisconsin SHPO to mitigate against adverse impacts with alternative solutions.

For commercial and income-producing properties, one significant benefit of National Register listing is eligibility in the Federal Historic Preservation Tax Credit Program (HPTC). The program provides a 20 percent credit against income taxes for substantial rehabilitation of a historic building in which rehabilitation costs must be equal to or greater than the adjusted basis of the property (determined by subtracting the cost of the land, improvements already made, and any depreciation already taken). Property owners and developers considering a tax credit project must also follow a three-part application process with the Wisconsin SHPO and NPS to determine if the building is a “certified historic structure” (individually eligible to the National Register or located in a National Register District) and eligible to take the credit. Projects must also conform to the *Secretary of the Interior’s Standard for Rehabilitation* – standards that ensure a given property’s architectural significance is maintained through the preservation of historic materials and features. In addition to the 20 percent credit, a 10 percent tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The Wisconsin SHPO administers a 5 percent State tax credit that may be combined with the Federal tax credits for qualified rehabilitation expenditures



Elks Club Building

The Federal and State of Wisconsin Tax Credit programs are significant incentives to encourage the rehabilitation and adaptive use of eligible historic commercial buildings in Downtown Kenosha. However, according to the Wisconsin SHPO, no tax credit project has been undertaken in Kenosha since 1989, and only four projects have been documented since the Federal program was started in 1986. Nationally, the Federal HPTC has leveraged \$63 billion in rehabilitated historic commercial buildings.

## LANDMARK PROPERTIES

In addition to local Historic Districts, Section 15 also allows for the designation of individual “*Historic Structures*” (local landmark), or “*Historic Sites*”, which may contain a Historic Structure and objects, and:

*“which has historic significance due to identification with historic personages, with important events in the City’s history or has substantive value in tracing the history or pre-history of man.”*

Historic Structures and Sites are designated by the Historic Preservation Commission upon approval of the Kenosha Common Council, and are subject to the same design review and Certificate of Appropriateness procedures as buildings located in local Historic Districts. There are currently 83 properties designated as City Historic Structures and Sites in the City, of which 43 are located in the Downtown Study Area. These landmarks are some of the downtown Kenosha’s more prominent buildings, including the United State Coast Guard and Kenosha Light Stations, Old First National Bank Building, the Orpheum and Kenosha Theaters, the Rhode Opera House, the Elk’s and Eagles Clubs, Frank’s Diner, Library Park and St. James Catholic Church. In addition to being city landmarks, the Kenosha Light Station, Simmon’s Memorial Church, and the Simmon’s Island Beach House are individually listed in the National Register of Historic Places.

A majority of Downtown landmarks buildings are in relatively good condition and retain much of their architectural integrity. However, the Elks Club and the Kenosha Theater, buildings that have high architectural and historic significance to Kenosha, are vacant and in varying states of condition and repair. Of particular focus is the Elks Club, which is in need of significant repairs, including stabilization. The Elks Club specifically would be eligible for listing in the National Register of Historic Places and considered a potential tax credit project.

*Over half of the City’s historic structures are located within the Downtown Study Area.*

## HISTORIC RESOURCE SURVEYS AND INVENTORIES

According to the Wisconsin SHPO, no comprehensive survey and inventory of Kenosha’s significant historic and architectural resources has been undertaken, although smaller reconnaissance level surveys were undertaken in 1980s and 90s as part of various State-funded transportation related projects. These surveys have been compiled in the Wisconsin Architecture and History Inventory (AHI Database), which documented ten to eleven commercial properties in addition to the ones that have already been landmarked. These properties should be evaluated for potential City landmark status.

In 1997, an architectural and historical survey of residential and commercial properties in Downtown and Harborside was conducted to determine the number of significant buildings and their potential eligibility for the Historic Property Revolving Loan Fund, which has been discontinued. The survey report provides important information on building construction dates and architectural styles with brief comments on exterior conditions. The survey document does not include building photographs and other detailed information regarding building alterations that may affect architectural integrity.

## HISTORIC PRESERVATION CODE

Section 15 of the Kenosha Zoning Ordinance comprises the City’s historic preservation code and outlines the Historic Preservation Commission’s functions and powers; the process and criteria for nominating and designating local Historic Districts, Structures and Sites; and the procedures for COA reviews for building rehabilitation, alterations and additions, and demolitions. These provisions are standard elements in most municipal historic preservation ordinances. However, unlike some ordinances, Section 15 does include procedures for designating Historic Signs and requires all properties and districts listed in the National Register of Historic Places to be automatically designated as City Historic Districts.



YMCA

## SECTION 2: LAND USE AND PHYSICAL CONDITIONS

The preservation code's other strengths include no owner consent provisions for designating local landmarks and districts, and National Register Districts and individually listed properties are given priority for local designation. The code also requires that a Historic District Preservation Plan be prepared by the City before formal designation proceedings take place so that other City departments can prepare "*guidelines for the construction of public improvements and a statement of preservation objectives within the Historic District.*" Between 1997 and 1998, each Historic District adopted preservation plans that define overall procedures and guidelines for COA reviews.

The City's preservation code, however, does have three limitations. First, COA reviews for alterations, changes and demolition of City landmarks and buildings within designated local historic districts are advisory only and not binding to the COA applicant. In other words, applicants are not required to follow the recommendations of the Historic Preservation Commission at the conclusion of a COA review process. For demolitions, a six month delay period is required on part of the applicant to consider potential building reuse and preservation alternatives before a demolition permit is issued.

*Despite the code's overall intent to preserve important City historic resources, the advisory COA review process may fail to protect significant buildings from demolition and inappropriate alterations.*

The code's second limitation is that no reference is made to separate design guidelines for use in COA reviews, although defined standards within the code text for granting and denying COA applications is incorporated. These standards are based on the *Secretary of Interior Standards for Rehabilitation*, which are used as a basis for most historic district design guidelines in other communities. A more detailed, illustrated set of design guidelines could be developed on a citywide basis, which will help assist the Commission in its COA reviews and property owners as they plan their rehabilitation projects. The guidelines could be tied to a binding design review process as part of any new City-sponsored preservation financial incentive program.

Last, demolition by neglect provisions can help equip the Historic Preservation Commission with the adequate tools to remedy demolition by neglect situations, either through enforced minimum maintenance requirements or a defined use of municipal condemnation powers. Demolition by neglect provisions are becoming more prevalent in historic preservation ordinances in other communities. This should be considered in any future revision to the City's preservation code.

### OTHER OBSERVATIONS

Currently, beyond the Federal and State Tax Credit programs, there are no locally financed incentives to encourage the rehabilitation and maintenance of downtown Kenosha's historic resources. The tax credit programs are suited, ideally, for more substantive rehabilitation projects where large gaps exist between the rehabilitation cost and the value of the completed development, or what is sometimes defined as "the present worth of future benefits". In even some cases, the tax credit incentive may not be enough to close in gap in financing. However, a majority of existing historic buildings may just need a smaller incentive program for projects that have smaller cost-value gaps, such as façade and storefront improvements that can make a significant difference in downtown's overall appearance. While a Historic Property Revolving Loan Fund was established in 1994, it was discontinued due to lack of interest. Additionally, the Business Improvement District also provided facade improvement loans at one time.

*There no longer appears to be organized efforts, on the part of the City or any private sector organizations, to work with properties owners on building rehabilitation projects and improvement initiatives.*

In addition to the lack of local historic preservation incentives, the City of Kenosha is currently not a designated Wisconsin Certified Local Government (CLG). The Certified Local Government Program, established by the National Historic Preservation Act of 1980 and managed by Wisconsin SHPO, provides local municipalities and counties opportunities to apply for matching grants for survey and other preservation planning activities. Other benefits of the program include eligibility to use the Wisconsin Historic Building Code for locally designated historic buildings, which can provide costs savings for rehabilitation projects. The lack of a mandatory, binding COA design review process currently makes the City of Kenosha ineligible to participate in the State's CLG program.



Mid-century Modern storefront



# PARKING AND TRANSPORTATION

SECTION 3

# SECTION 3: PARKING AND TRANSPORTATION

## INTRODUCTION

This section describes the transportation and transit features that make Downtown Kenosha unique. Kenosha has geographic and transportation advantages that set it aside from other cities. Kenosha is situated between two major metropolitan areas - 60 miles north of Downtown Chicago and 40 miles south of downtown Milwaukee. Figure 3-1 illustrates Kenosha within the context of larger urban area. It has benefited from the growth of the Milwaukee and Chicago metropolitan areas.

Kenosha's most significant geographic feature is its proximity to Lake Michigan. The City originally developed using the lake for shipping and industry as well as a natural resource. Over time the industry has declined, population has increased, and the automobile has made it easier for the City to spread out towards the west. Lake Michigan remains an important feature, but less so as transportation feature. A large amount of open space and parkland along the lakefront and two marinas in the downtown area accentuate the recreational benefits of the lakefront.

Kenosha residents can easily travel to the west and be in the country side in less than twenty minutes. The most significant regional transportation connection is Interstate 94 (I-94), which is almost seven miles from the downtown.

The table below shows that 80% of residents living in Kenosha drive alone to work and 12% carpool. The breakdown of other modes is shown, as well.

Means of Transportation To Work, Kenosha		
Drive Alone	34,219	80.91%
Carpool	5,008	11.84%
Bus	410	0.97%
Train	160	0.38%
Bicycle	52	0.12%
Walk	1,204	2.85%
Work At Home	775	1.83%
Other	465	1.10%
<b>Total</b>	<b>42,293</b>	<b>100%</b>

*Source: 2000 United States Census*

This section reviews the transportation features that affect the Downtown. First, the downtown transportation access is reviewed. Second, the planning concept of Complete Streets is presented. Downtown Kenosha is already well-connected and shows signs of a Complete Streets network that should be more

fully developed. The transportation modes: walking, bicycling, transit, trolley, vehicles and parking are presented individually. These sections highlight the automobile, bicycle, pedestrian, and transit components that comprise Kenosha's transportation network. By analyzing each component of the transportation network, it is possible to identify opportunities to achieve Complete Streets in downtown Kenosha. Finally, overall conclusions about the transportation system are presented.



Figure 3-1. Regional Transportation Context

## DOWNTOWN ACCESS AND GATEWAYS

There are several Wisconsin state and Kenosha County roadways that lead into downtown Kenosha as illustrated in Figure 3-2. Sheridan Road, Wisconsin State Highway 32 (STH32), is the primary north-south access to and through downtown. There are three interchanges on I- 94 that provide access from the larger Chicago and Milwaukee metropolitan areas to the Downtown via Burlington Road/38th Street/Washington Road/ 41st Street, Kenosha County Highway SS(CTH S), 52nd Street (STH 158), and 75thStreet/Roosevelt Road/63rd Street (STH 50). To a lesser extent, 60th Street (CTH K) also provides local east-west access to the Downtown.

Figure 3-2 shows the general transportation network. Average daily traffic (ADT) volumes are highest near I-94 and the major commercial areas located on 75th Street and 60th Street near Green Bay Road. I-94 is more than seven miles from Downtown Kenosha, which creates both positive and negative impacts. It frees the Downtown from having an interstate with its environmental burdens of air pollution, noise and visual effects; but is also does not allow for quick vehicle access from the interstate. The Table 3-1 illustrates the distance and times from the three I-94 interchanges to downtown Kenosha at 58th Street and Sheridan Road.

Table 3-1: Travel Distance & Time from I-94 Interchanges to 58th St. & Sheridan Rd.

	Distance (miles)	Driving Time (minutes)
Washington Road (CTH S)	8.2	19
52nd Street (STH 158)	7.2	15
75th Street (STH 50)	7.5	15



Eastbound 52nd Street (STH 158) is the only main roadway from I-90 that goes to the lakefront. At Sheridan Road, 52nd Street fails to visually draw you into Downtown.

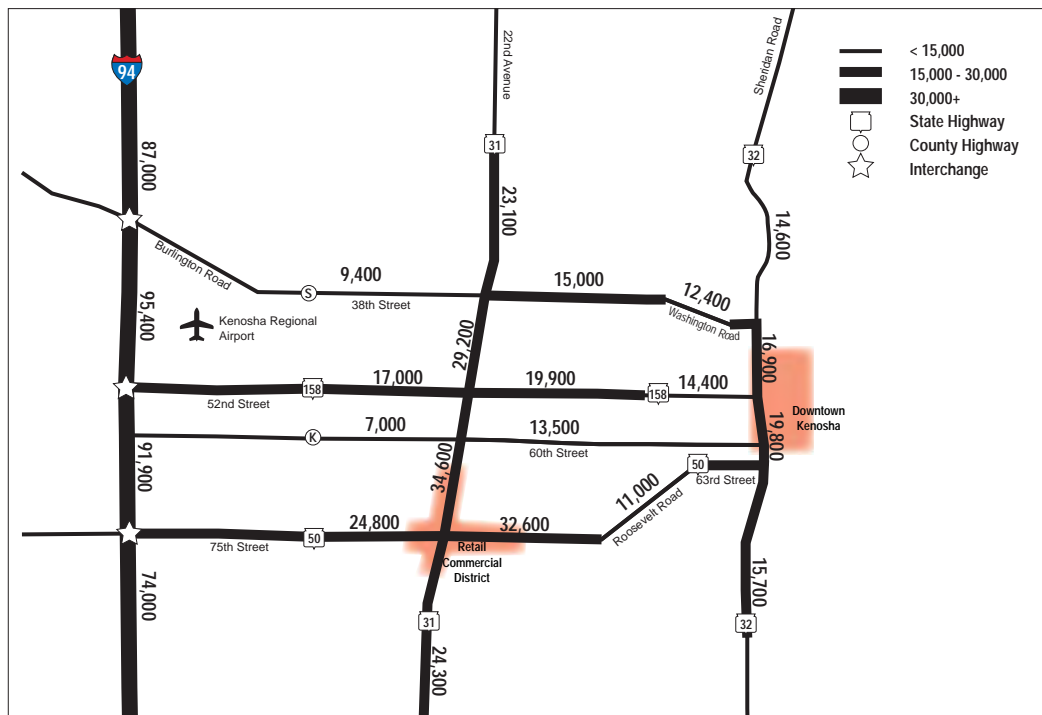


Figure 3-2. Average Daily Traffic Map

Data Sources: 2008 City of Kenosha & Kenosha County Annual Average Daily Traffic; 2010 Kenosha County Interstate Average Daily Traffic

## SECTION 3: PARKING AND TRANSPORTATION

Figure 3-3 illustrates the improvements that are currently planned for the transportation system as listed in the City of Kenosha five-year capital improvement program. These programmed improvements largely affect the gateways into Downtown more so than the Downtown itself. There are some proposed capital improvements to the bicycle and trolley systems and a railroad viaduct that are discussed later in this section.

Community members expressed issues with some of the automobile gateways.

*First, it was felt that 52nd Street (STH 158) should be promoted as the main gateway into the Downtown since it provides the quickest and most direct access.*

In addition, it has the highest level of traffic immediately west of the Downtown. However, there is no information or signage at the interchange or along this roadway to draw attention to this gateway into the Downtown. In addition, when one gets to Sheridan Road there is a lack of signage or visual orientation as to where to go. Gateway designations, visual orientations, and signage would be beneficial to let visitors know that they have arrived and where they should go next. The city has recently undertaken a way finding and signage planning process that should accommodate these issues.



Eastbound 52nd Street (STH 158) is the only main roadway from I-90 that goes to the lakefront. At Sheridan Road, 52nd Street fails to visually draw you into Downtown.

### 2012-2016 Capital Improvement Plan that will occur in Downtown Kenosha

1. I-94 interchange upgrade
2. I-94 interchange upgrade
3. 52nd St. roadway expansion, 99th Ave. to Green Bay Rd.
4. Bicycle Improvements (city-wide)
5. Overpass painting (Downtown)



Figure 3-3. 2012-16 Kenosha Capital Improvements Plan elements affecting Downtown Kenosha



County Highway K (60th Street) ends at Sheridan Road. At this intersection there is no signage or visual clue to indicate where a visitor should proceed next. If a driver goes straight on 60th Street the road ends in one block at Library Park. Again, without signage or visual cues, the visitor becomes disoriented as to where to go next.

75th Street (STH 50) is the most traveled east-west gateway through the City of Kenosha. This is because it is the first interchange for vehicles traveling north on I-94. Additionally, there is a large amount of retail commercial along this roadway. The highest traffic levels are near 75th Street (STH 50) and 22nd Avenue (STH 31) illustrating how that this retail area is another significant destination within Kenosha.

Community members also expressed concern that the 75th Street (STH 50) gateway into the downtown is not clearly designated. At 39th Avenue, STH 50 makes a jog to the left along Roosevelt and then a right along 63rd Street to enter the Downtown. 63rd Street ends at Sheridan Road (STH32). At this intersection no signage or cues are provided to indicate where one should go next.

In addition, some drivers entering the downtown along 75th Street (STH 50) get disoriented regarding directions. They continue straight on 75th Street rather than making the slight left at Roosevelt Road. There is a large volume of traffic on Sheridan Road that goes through the Downtown.

*Community members expressed concern that there are few visual cues to let drivers know that the Downtown commercial area is just blocks away to the east.*



A driver travelling eastbound on 60th Street (Ch K) approaching Sheridan Road is provided no way-finding information related to Downtown.



A driver travelling eastbound on 63rd Street (STH 50) at Sheridan Road is provided no way-finding information related to Downtown.

Figure 3-4 illustrates the transportation gateways into the Downtown. Downtown Kenosha is accessible by automobile, bicycle, boat, bus, commuter train, and walking. These gateways are discussed in more detail in the individual transportation sections below.

The Downtown area is defined by a well-developed street grid that maintains its connectivity even in the presence of the Union Pacific Railroad tracks that run along the west side of 13th Avenue. Because Downtown Kenosha was well developed by the time the railroad tracks were elevated on an embankment, there are viaducts for nearly every major east-west street in the Downtown, preserving the roadway grid. The large number of viaducts through the Union Pacific Railroad embankment tends to negate the potential connectivity barrier that could be created between the downtown and the western parts of Kenosha. Still, the railroad viaducts provide important cues that vehicles are entering or leaving Downtown Kenosha.

Planned improvements to the roadway network do not directly affect downtown Kenosha. However, there are improvements that will increase capacity of I-94 as well as 52nd Street, both of which are important points of access to downtown. Improvements to I-94 include upgrades to ramp exits both at 75th Street (CTH 50) and at 52nd Street (CTH 158). 52nd Street, between 104th Avenue and Green Bay Road will be expanded from two to four lanes, and include new roundabouts at certain intersections.

### COMPLETE STREETS

Complete Streets is a term used to describe transportation networks that are created for all users. This includes motorists, bicyclists, pedestrians, and transit riders. They are accessible to persons of all ages and abilities and provide safe and comfortable access to every destination. Complete Streets consist of traveled ways as well as intersections, traffic control, crossings, parking for all modes, and streetscape.

*Complete Streets is a concept that is gaining momentum through the United States as it provides for fair and equitable transportation options for all residents and visitors.*

It is an especially useful concept for a place like Downtown Kenosha where multi-modal connectivity and alternative forms of transportation (bicycling, transit and walking) are important.

The following sections highlight the automobile, bicycle, pedestrian, transit and parking components that comprise Kenosha's transportation network. By analyzing each component of the transportation network, it is possible to identify opportunities to achieve Complete Streets in Downtown Kenosha.

### PEDESTRIAN NETWORK

Land uses known to be generators of pedestrian activity, such as parks, museums, and concentrated areas of employment, are indicators of pedestrian activity. Downtown Kenosha contains many of these land uses which suggests that there is notable pedestrian traffic downtown.

In its current condition, the Downtown street network provides good basic elements for pedestrian accessibility. Its blocks are small, pedestrian crossings are frequent, and every street has sidewalks. Pedestrian crossing treatments, like the pedestrian refuge island on Sheridan Road and 59th Street and the crosswalks that extend through the median, help to provide a continuous, connected pedestrian network. There are additional walkways and plazas which extend the pedestrian network all the way to the lakefront. This includes the shared use trail that connects HarborPark, Lakefront Park, and Eichelman Park.

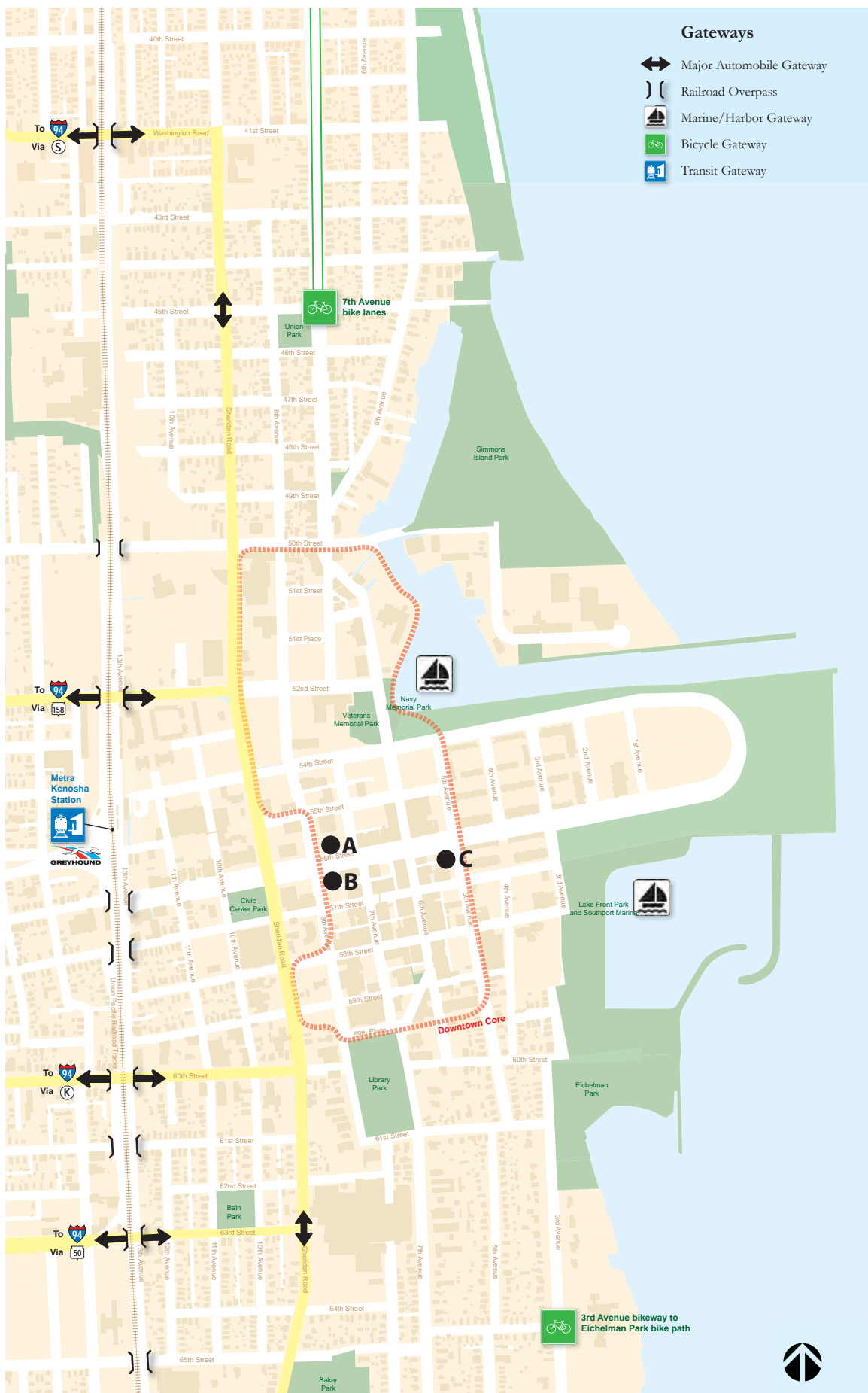


Figure 3-4. Transportation Gateway Map

## SECTION 3: PARKING AND TRANSPORTATION

The pedestrian environment or walkability of Downtown is illustrated by Walk Score®. Walk Score is an internet based program that uses algorithms to measure the proximity of land use and transportation features to suggest how walkable an area is. As illustrated in Figure 3-5, downtown Kenosha is very walkable as represented by Walk Score.

### *Walkable areas can add value to Downtown Kenosha.*

Features of a walkable area include:

- A walkable center that includes a main street or a public space
- Enough residents and visitors for businesses to flourish and for public transit to run frequently
- Mixed incomes and mixed land use
- Public places to gather and play
- Buildings that are close to the street, parking lots are relegated to the back
- Schools and workplaces that are close enough that residents can walk from their homes
- Complete Streets that are designed for bicyclists, pedestrians, and transit in addition to the automobile

Pedestrian barriers and connectivity issues are illustrated in Figure 3-6. The UP Railroad tends to create a barrier for pedestrians as viaducts are often uninviting to pedestrians. They can be perceived as a tunnel or unsafe place. Lighting and streetscape improvements can help to improve pedestrian comfort and perceptions about walking through the viaduct.

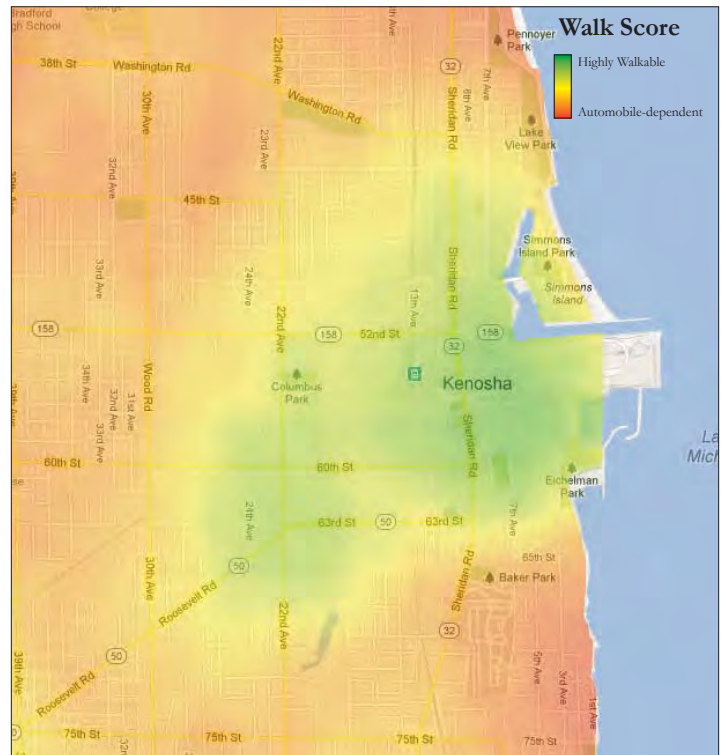


Figure 3-5. Kenosha's Walk Score Analysis



Westbound 52nd Street (STH 15) approaching the Union Pacific railroad overpass. Pedestrians generally do not feel comfortable walking through viaducts.



Figure 3-6. Barriers & Connectivity Issues Map

## SECTION 3: PARKING AND TRANSPORTATION

*The major north-south roadway, Sheridan Road, acts as a barrier between the east and west sides of Downtown.*

It is a four-lane roadway with left-turn lanes at signalized intersections. Between 53rd Street and 60th Street, a barrier median planted with grass separates opposing lanes of traffic. However, pedestrian accessibility is preserved at a few locations where the crosswalk continues across the median. When approaching Sheridan Road as a bicyclist or a pedestrian, the street is imposing to cross and pedestrians appear insignificant or unwelcome compared to the amount of space and infrastructure dedicated to automobiles.

Some community members expressed concern that there is an uncomfortable feeling when departing the Metra Station because the exit lets out into a parking lot. There is little in terms of streetscape or gateway entrance that suggests this is a warm and inviting place. Wayfinding signage is lacking in terms of providing direction as to where to turn next. There is a designated streetcar stop nearby but without enough information to communicate that this stop provides a connection to the Downtown.



A waiting shelter for the streetcar is provided at the Metra Station. Streetcar signage (on the street light pole) is small and mounted too high to be easily seen.

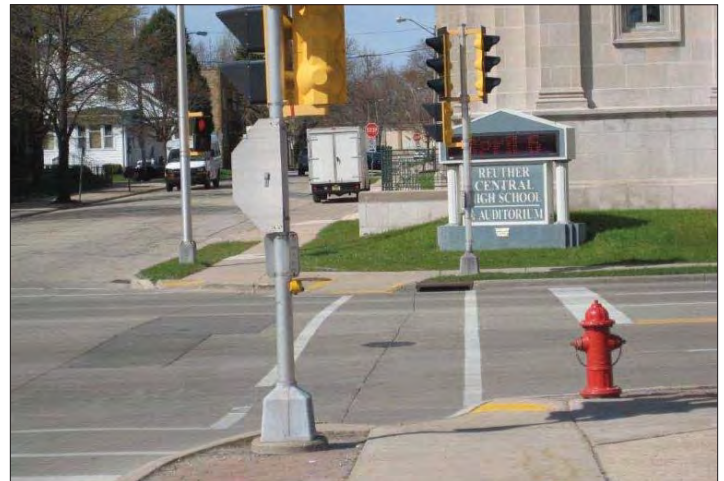


Birds eye view of Sheridan Road at 60th Street - looking east

Pedestrian crossings at intersections are lacking and could be improved. Pedestrian crosswalk markings are faded in some places and many do not exist. Intersections without traffic control devices do not have crosswalks.

The Kenosha 2012-2016 Capital Improvements Plan (CIP) includes funding to maintain the existing sidewalk system and keep it in a good state of repair.

*However, there are no major investments in pedestrian infrastructure planned.*



Existing pavement markings along Sheridan Road. Crosswalks are not aligned with curb ramps.



White crosswalk markings would provide better visual notifications alerting drivers to watch out for pedestrians.



There are pedestrian signals at signalized intersections along Sheridan Road. Pedestrian countdown clocks have become standard, and should be considered.



Existing curb ramps are constructed with a diagonal ramp. Where possible, one ramp should be provided for each crosswalk, and crosswalk markings should be added.

### BICYCLE NETWORK

As shown in Figure 3-7, there are two designated bicycle facilities that travel through Downtown; the 7th Avenue bike lane on the north side of Downtown and the Eichelman Park path and 3rd Avenue bike route located at the south end of Downtown along Eichelman Park. While there are no other designated bicycle facilities, many of the streets in Downtown Kenosha provide a good network for bicycling and multiple additional bicycle facilities are planned.

Aside from an occasional bicycle rack many areas did not appear to have bicycle parking. The *Kenosha Bicycle and Pedestrian Facilities Plan* calls for 250 additional bike parking spaces to be added in the city and to incorporate bicycle parking as part of new commercial development. This will help support a stronger bicycle network.

A well connected bicycle system would be an asset for Downtown Kenosha. It would provide an inexpensive and fun means of connecting to the Downtown for shorter distances of up to 8 miles. In addition, bicycle transportation would relate well in the Downtown with its many recreational and cultural pursuits.

Community members expressed concern that the existing bicycle trails are not connected near 52nd Street and 6th Avenue. An emphasis should be placed on this connection to complete the existing network and form a backbone for the proposed future system.

*Between 2012 and 2016, Kenosha plans to spend nearly \$1 million improving bicycle facilities, which includes \$50,000 for engineering and \$60,000 for construction in 2012 alone.*

While not all of these improvements will occur Downtown, it is a significant public investment in multi-modal transportation. Existing and proposed bicycle facilities, shown in Figure 3-7, will help to create a system of bicycle facilities in downtown Kenosha to enhance its existing street network.







Figure 3-7. Bicycle System Map

## SECTION 3: PARKING AND TRANSPORTATION

### TRANSIT NETWORK

Public transportation is provided to Downtown Kenosha through local buses, commuter rail service, Greyhound intercity bus service and a streetcar trolley service. The streetcar is very unique and is an iconic feature of Kenosha. As such it is described below in its own subsection.

#### City Bus

The City of Kenosha owns and operates the Kenosha Area Transit (KAT). Six of the KAT's regular bus routes are Downtown-oriented (see Figure 3-8) and either begin from, or pass through the Joseph McCarthy Transit Center (Joseph McCarthy was the late KAT Director). These buses operate on a pulse system, which means that the buses "pulse out" from the transportation center at the same time. This allows for easy connections to the other routes.

The six routes have similar operating characteristics. The routes operate from approximately 6AM to 7:30PM with 18 operations a day at intervals or service gaps between 30 to 65 minutes depending on the time of day. Generally, two buses start at the ends of the route, arrive at the same time at the McCarthy Transportation Center and then continue on for the balance of the route.

Typically, an area is said to have adequate transit coverage if stops and routes exist within a ¼ to ½-mile walk. While the majority of downtown is well-covered by bus, portions of the beaches at Simmons Island Park and Eichelman Park are more than ½ mile from existing bus routes.

Bus fare is \$1.50 for adults for each trip and includes one free transfer per trip. Monthly passes are available for \$40.00. Bus stops are marked and passengers also are permitted to board at any stop sign or signalized intersection.



KAT Bus on 58th Street



Some important public amenities remain isolated from city bus service

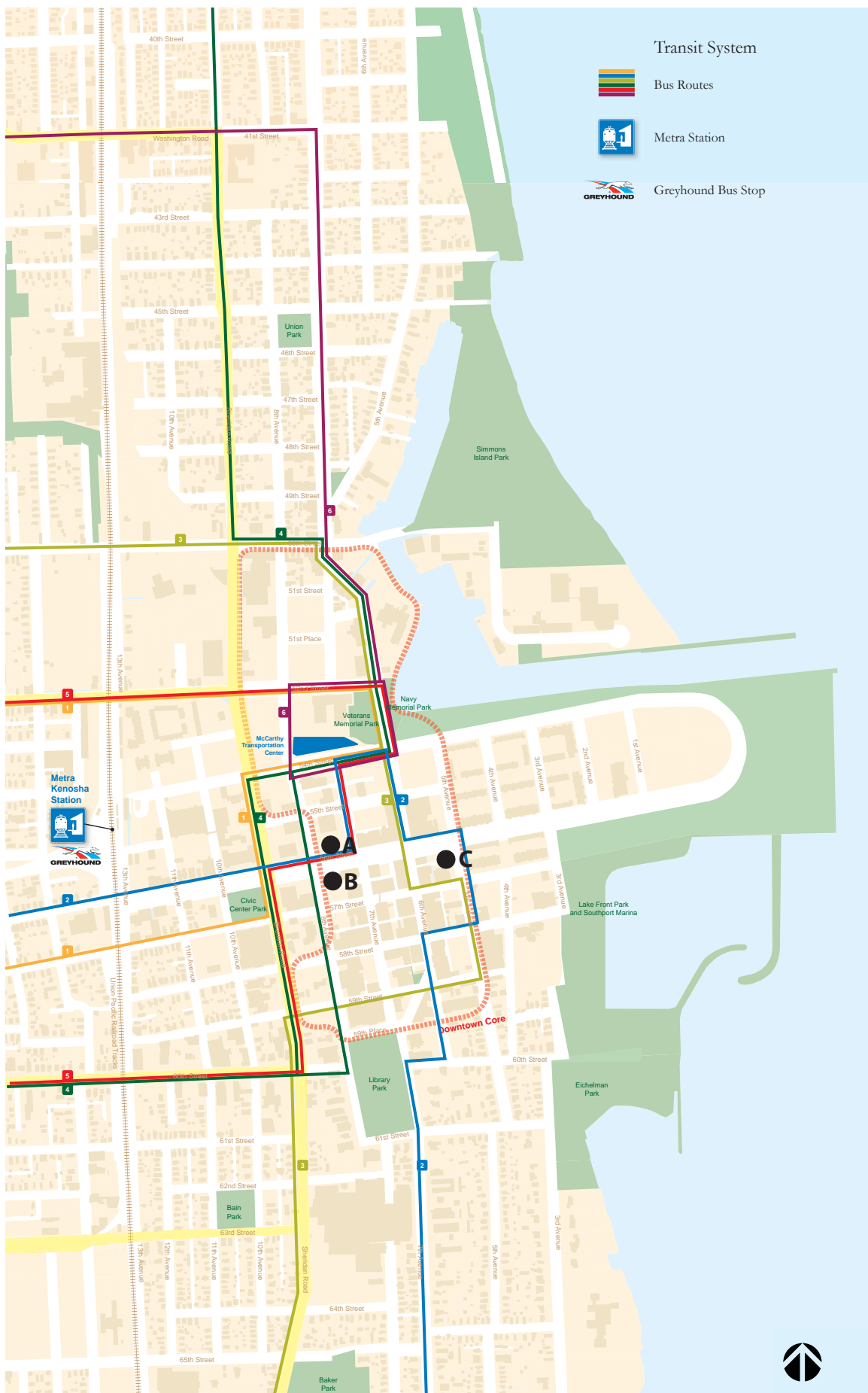


Figure 3-8: Transit System Map

## SECTION 3: PARKING AND TRANSPORTATION

### Metra

Kenosha is the terminal station on the Metra Union Pacific (UP) North commuter line. The commuter rail station is located on 13th Avenue at 54th Street. Metra is the commuter rail division of the Regional Transportation Agency (RTA) in northeast Illinois. Metra has agreements with the UP to operate on this railroad line. The other terminus is the Ogilvie Transportation Center in Downtown Chicago. There are 25 stations between these two terminals. Metra service between downtown Kenosha and downtown Chicago is \$8.25 one way and \$235.00 monthly.

Kenosha is the only station in the Metra system that is outside of the six-county RTA service area. The RTA is partially funded through sales tax collected in the six-county area. Given that Kenosha is outside of the sales tax area, it is very difficult for Metra and the RTA to place attention or focus on service to Kenosha.

*Still, the Kenosha Station has a very good level of ridership and service.*

The table below illustrates the number of trains that operate between Kenosha and downtown Chicago. In 2006, the ridership was 431 daily boardings. Figure 3-9 below illustrates how Metra ridership at the Kenosha Station has increased in relation to the overall UP North line growth.

Metra Commuter Rail Service	Trains
Weekday to Chicago from Kenosha	9
Weekday to Kenosha from Chicago	9
Saturday to Chicago from Kenosha	5
Saturday to Kenosha from Chicago	7
Sunday/Holiday to Chicago from Kenosha	3
Sunday/Holiday to Kenosha from Chicago	3

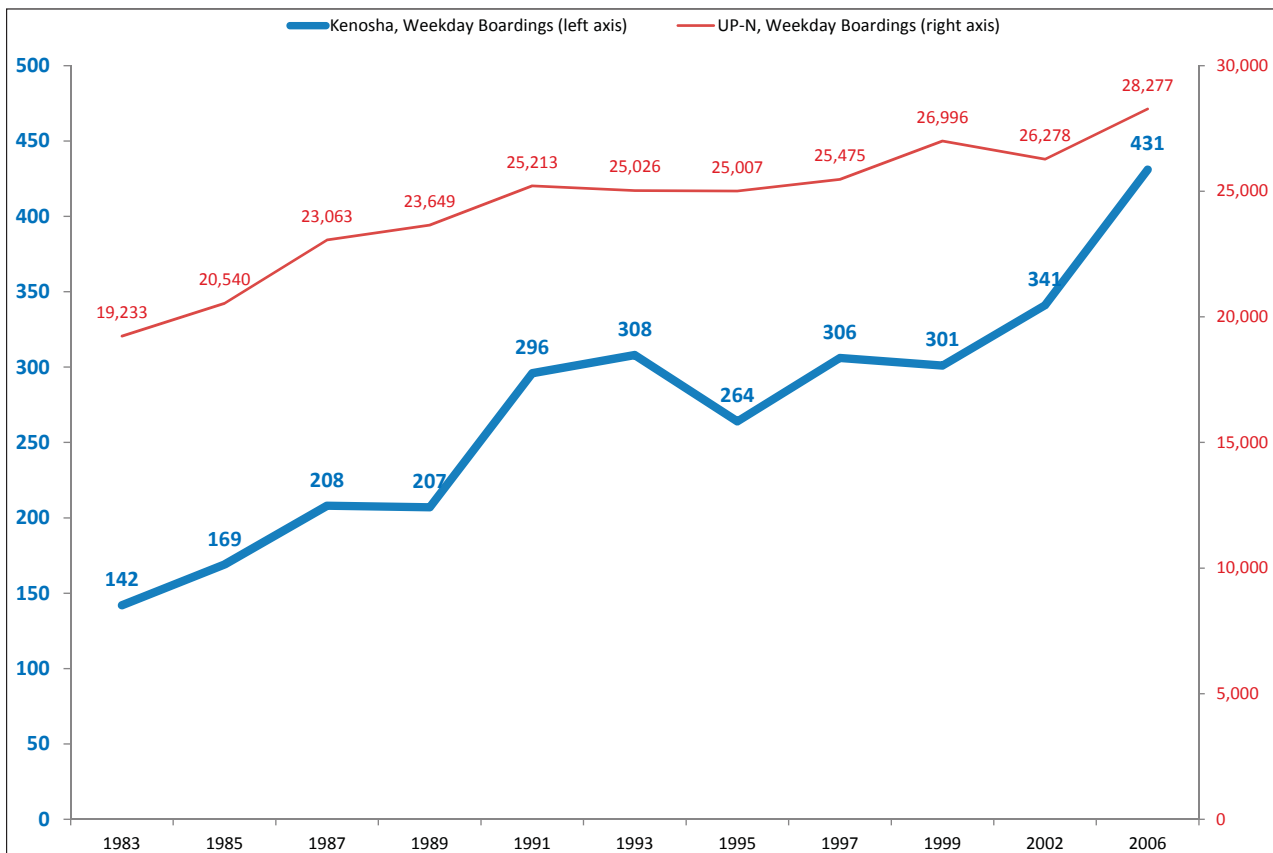


Figure 3-9: Weekday Metra Train Boardings

## Amtrak

Amtrak provides daily intercity rail service between Milwaukee and Chicago. Amtrak operates seven daily trains known as the Hiawatha line. There is also another daily service called the Empire Builder that continues on to Minneapolis/St. Paul and Seattle. The Amtrak rail line is west of the downtown in the western part of the City of Kenosha. However, the nearest station for this service is in Sturtevant, WI. Community members have asked about the possibility of adding an Amtrak stop. However, Amtrak has been very reluctant to add new stations due to the additional time that would be added to the schedule for alighting and boarding. The Sturtevant is one of the newer Amtrak stations having been constructed in the last decade.

## Intercity Bus

Intercity bus service is provided by Greyhound Bus and Wisconsin Coach. The Greyhound bus stop is located at 5414 13th Ave (the Metra Station), but is not a full-service terminal; that is, there is no ticketing, baggage, or package express service offered at the stop. Greyhound operates six daily express trips between Milwaukee and Chicago, with many trips continuing to/from Madison, Minneapolis, and Green Bay. Two additional trips make a stop at Cumberland Chicago Transit Authority Station, providing a connection to Chicago O'Hare International Airport via CTA Blue Line. Greyhound also operates two daily Skokie Valley local trips, serving Kenosha, Waukegan, and Skokie.

Wisconsin Coach provides daily intercity bus service between Kenosha, Racine and Milwaukee and points in between. The service is offered seven days per week. In Kenosha, there are five stops: 63rd St. on 22nd Ave (Uptown), Kenosha Transit Center (Downtown), the Metra Station, Sheridan and Washington Road and Carthage College. KAT provides a bus connection to all these stops.

## Potential Regional Commuter Rail

For more than a decade, the southeast Wisconsin region had been studying the possibility of improving commuter rail service in the Milwaukee to Chicago corridor. This service is known as the Kenosha/Racine/Milwaukee (KRM) Commuter Rail project. KRM Commuter Rail as planned would be a 33-mile commuter rail service that would connect nine Wisconsin communities with 22 northeast Illinois communities and Chicago on Metra's Union Pacific North commuter rail line that currently ends in Kenosha. The new service would operate over upgraded existing freight rail lines and end at Milwaukee's Amtrak station with a stop in Kenosha.

On June 29, 2009 the Wisconsin state budget was signed, creating the Southeast Regional Transit Authority (SERTA) to manage KRM Commuter Rail and fund the local share of the costs.

The three-county SERTA would have been responsible for managing and funding the local share of KRM Commuter Rail. However, Wisconsin Governor Doyle vetoed some funding aspects necessary for the KRM service that effectively stopped ongoing efforts in regard to creating the new service. Until the region can work out a funding source for this effort, the KRM Commuter Rail project will remain on hold. There are no current plans or initiatives to renew the funding initiative. However, significant planning groundwork has been performed and this initiative could emerge again in the future.



## SECTION 3: PARKING AND TRANSPORTATION

### Streetcar

KAT also operates a streetcar loop in Downtown along 54th and 56th Streets (see Figure 3-10). The streetcar loop connects with the McCarthy Transportation Center and the Metra Station. During the season the streetcars operate every 15 minutes. The service does not operate from January through March. The cost is \$1.00 for adults and \$0.50 for children.

*There are almost 55,000 annual riders.*

Daily service is provided using one of five refurbished Toronto streetcars, each painted in a different color scheme. Operating hours vary by season, with a shorter schedule provided during the winter months. The former Toronto streetcars are 1940's vintage that were obtained after Toronto retired its fleet in 1995. All of the cars are stored and serviced in McCarthy Transportation Center, which also provides easy transfers to local bus routes.

One of the features of the Kenosha system is its attractive right-of-way through the city. Kenosha offers an excellent example of how a streetcar line can blend in very well with its surroundings, and has the appearance of a system that was planned as part of the community, not added as an afterthought. Much of the right-of-way has been carefully landscaped.

The streetcar is as much of a cultural, historic and recreation attraction as it is part of the transit system. It is an iconic feature of the Downtown that attracts regional, national and international visitors to Kenosha. There is even a Kenosha Streetcar Society with members that support the streetcar system.

The streetcar loop is slightly less than two miles in length. Kenosha has secured funding to expand the system and may be able to double the length of the system. System expansion planning still needs to be initiated, but it is likely that the streetcar line would be expanded to the north and south. The expansion will allow for connections to significant land uses, especially businesses and cultural institutions.

The system expansion would provide opportunities for public-private partnership. The addition of the streetcar in front of a business establishment or cultural institution would add to the value of the business or cultural institution. The system expansion also could be used to encourage redevelopment of some properties in the Downtown. When the system planning process is initiated, it will be important to integrate the transportation planning with land use planning.



A streetcar runs along 56th Street



Figure 3-10: Streetcar & Major Destinations Map

## SECTION 3: PARKING AND TRANSPORTATION

### AUTOMOBILE NETWORK

The automobile network in Downtown Kenosha is a dense, well developed grid.

*The grid provides a well-connected system that provides ample opportunities for motorists to travel to their destinations.*

When the railroad was elevated on an embankment through Downtown Kenosha, nearly all of the cross streets were kept intact resulting in a series of viaducts that help preserve the street grid network's continuity. Because of this, access to Downtown Kenosha is possible on multiple streets.

Given that the Downtown is established, there is little opportunity to expand the automobile network. Some traffic congestion reduction or mitigation could be provided through signal timing or intersection improvements. Still, these improvements would have minimal impact.

*As the Downtown expands, the expansion of alternative forms of transportation (bicycling, transit and walking) will provide better solutions to move people.*

Along this line, it appears that some streets may have capacity to allow for bicycle lanes and or streetcar expansion. This change in roadway configuration is sometime referred to as road diet where the use of a road for automobile is reduced for improved conditions for bicycling, transit or walking.



Sheridan Road near 47th Street - looking south



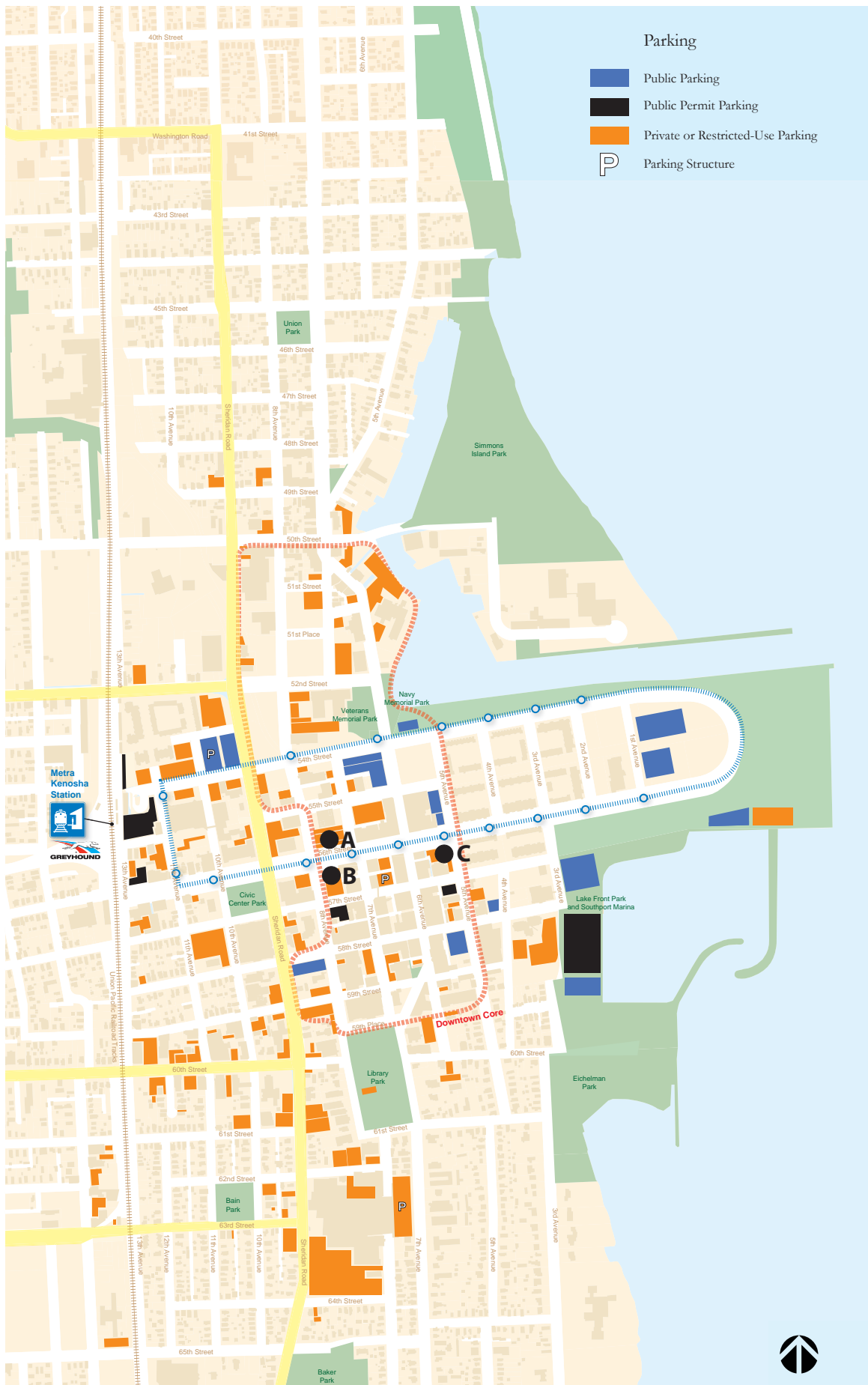


Figure 3-11. Parking Network Map

## SECTION 3: PARKING AND TRANSPORTATION

### PARKING

The *Downtown/Uptown Parking Study* prepared in November 2008 provided a comprehensive evaluation of parking. The study indicated that approximately 95% of Downtown workers commute by automobile and 5% walk to work. The study provided recommendations to improve transportation alternatives, increase public parking, and encourage more land use density and diversity.

Figure 3-11 shows the parking locations in the Downtown and illustrates that there is a large amount of private parking and a lack of off-street public parking in the Downtown core. The table below provides a summary of the overall parking spaces. Of note, a quick field survey of the Downtown identified some changes in parking that are not reflected in the table below.

Downtown Parking Supply		
Percentage	Number	Type
26.7%	2,523	on-street
55.7%	5,240	off-street private
17.7%	1,672	off-street public
Total	9,435	

Community members gave mixed opinions about the availability of parking. Some said indicated no issues, and others said there was not enough. It appears that there may be a perceived surplus or deficit of parking depending on one's knowledge of the location of the parking lots, and the time of day or season of the year when parking.

However, there is actually a surplus of parking in the Downtown. In the short-term this surplus could be addressed through management strategies that include better enforcement, restricted on-street parking, improved marketing of the public parking, and wayfinding signage to the public parking.

Using turnover and occupancy studies, a parking demand analysis and a parking demand model, the parking study suggested that additional parking spaces are needed. The parking study recommended using parking structures and reducing private individual parking lots and overall surface parking.

The study states that supply is adequate given the current level of development. However, since much of Downtown Kenosha is vacant or not fully developed, it is believed that parking demand will exceed supply as the downtown grows.

*The greatest demand for parking in the future is expected to be in the core of downtown where space will be in greatest demand.*



Many public parking lots have no signage making them hard to identify.



Signage clearly identifies parking availability.

The parking study identified a need for a new public parking structure in the Downtown in order to support greater economic development and accommodate parking needs associated with new construction and infill of vacant building space. Given the large amount of vacant building space and the desire to increase land use density and diversity, additional parking will be needed. The parking study suggested three sites along 56th Street that were candidates for a parking structure. All three sites provided a close connection to the streetcar system. Given that it has been more than four years since the study was prepared, an update of the site selection would be warranted.

A key policy issue is whether the additional parking is provided as development occurs or ahead of development. Companies that are looking to move into the Downtown want to know if there is adequate parking. Having a surplus of parking can be a promotional tool to stimulate new development. With new construction the developer could have an option of paying a fee-in-lieu of providing the parking. The fee would be used to finance public parking. Another option to increase supply is to encourage public-private partnerships.

On-street parking is allowed along many streets in the downtown. It is free, but limited to two hours. More than 25% of the supply in the Downtown is off-street parking. An employee survey done as part of the parking study indicated that as many as 36% of the employees are parking on-street. During the off-peak season, this would be okay. However, during the peak season, employees should be encouraged to use off-street parking and allow shoppers or visitors to use the closer on-street parking. Also, given the large amount of on-street parking availability there may be opportunities to use on-street parking for bicycle improvements, streetcar system expansion, streetscape, sidewalk widening and bus stops.

Another recommendation was to discourage future development of private surface parking lots in the Downtown. Small surface lots disrupt pedestrian activity. Surface lots and large breaks between buildings can discourage walking. People tend to walk farther with an enjoyable and comfortable environment. Landscaping, lack of driveways, streetscape, and interesting store fronts create a more interesting environment for walking. Many parts of the Downtown include these features.



Two-hour parking is the predominant form of time restricted, on-street parking in Downtown Kenosha.



A surface parking lot along 55th Street creates a gap in the building line, and introduces a driveway that interrupts the sidewalk. This reduces visual unity and detracts from the walking environment.

## SECTION 3: PARKING AND TRANSPORTATION

Individual private surface lots reduce the potential for shared use parking since it is generally intended to be used by one land use on the lot or property. Shared-use parking and help reduce the overall amount of parking needed. Surface lots also reduce the amount of land or floor area that can be developed on a property. Higher land use densities can be achieved with parking structures rather than surface parking lots.

Privately developed parking supply can be inefficient in an urban environment. Parking structures can allow for increased densities and mixed land use. Figures 3-12 and 3-13 suggest how publicly provided shared parking can be more cost effective by providing less area devoted to parking.

Privately supplied parking can be discouraged through amendments or changes to the parking requirements in the zoning. The parking study provides a recommendation for minimum/maximum parking ratios based on land use categories.

The parking study also identified a need for additional parking at the Kenosha Hospital. The Kenosha Hospital needs additional parking to serve current and future needs. It was suggested that the City negotiate with the Hospital for additional parking when that facility needs to expand its facility.

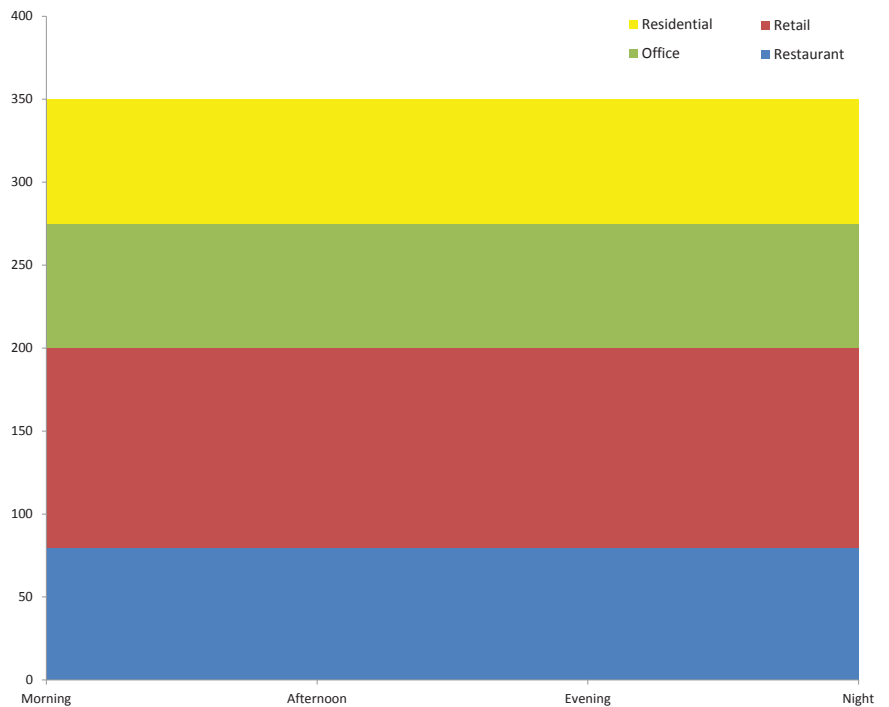


Figure 3-12: Traditional Parking Requirements

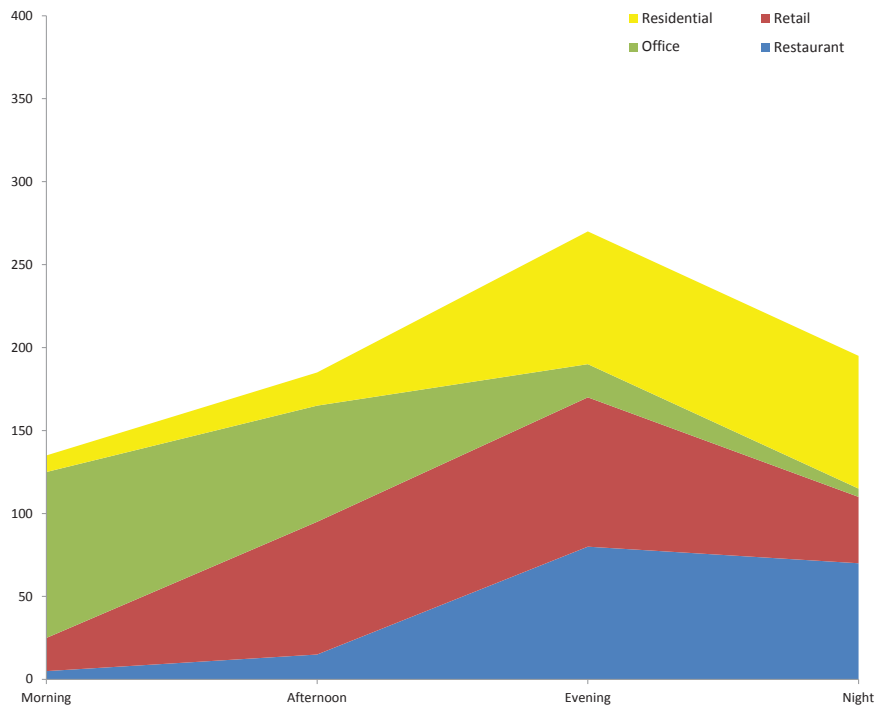


Figure 3-13: Shared Parking Requirements

## CONCLUSIONS

Downtown Kenosha has an established street grid that provides a strong foundation for Complete Streets. Due to its short blocks and frequent pedestrian crossings, Downtown Kenosha is accessible to many people in its current state.

However, there are gaps and barriers in the network that limit access and mobility for pedestrians and bicyclists. Additional pedestrian crossing enhancements, bicycle lanes or routes, and bicycle parking is needed. While sidewalks may be provided on nearly every street, the quality of the sidewalk and lack of streetscape makes walking an undesirable mode of transportation on some streets.

Parking in the downtown is an issue that has been mentioned by many different stakeholders. In the future, demand likely will exceed supply as Downtown develops. However, parking supply will need to be coordinated and calibrated with new development and land use mixes so as to be convenient to Downtown destinations, regulated in a way that supports short- and long-term parking activities, and offers cost effective solutions over time. Perhaps most importantly, customers, residents and visitors all stated that parking information is lacking and that improved parking and wayfinding information may help to address perceptions about inadequate supply.

*Downtown Kenosha has a very well established transportation system that provides for all modes of transportation in a continuous, connected grid network.*

Bicycle parking is needed and should be coordinated with automobile parking and land uses that generate pedestrian activity. Bicycle parking, like automobile parking, is an important transportation component that allows a quick change to another mode. Bicycle parking should be a standard component of future streetscape and other roadway projects.

Gateway improvements would help travelers know that they have reached the Downtown. The gateway improvements could include wayfinding signage, streetscape features or other visual cues to help orient travelers that they have arrived.



The public parking lot north of the Metra Station includes one side for restaurant users and another side for permit parking. This is unclear and confusing to motorists.



Many permit signs are small and difficult to identify. It is also unclear how someone would obtain a permit.

## SECTION 3: PARKING AND TRANSPORTATION

---

The on-line survey indicated that visitors to the Downtown frequently parked 2 to 3 times during a visit. This is an indication that it is very easy to park in the Downtown and there is not an incentive for people to walk. Another possible explanation is that there is a lack of long-term public parking. It appears there is a disconnect for visitors to Downtown because visitors to the beach don't go into Downtown, and visitors to Downtown don't go to the beach.

Improvements in the pedestrian realm would help to make walking a more enjoyable alternative transportation mode. Better streetscape and urban design, Complete Streets concepts, bicycle improvements, wayfinding signage, and encouragement of the streetcar system would help to get more people to use alternative forms of transportation and rely less on the automobile.

Stakeholders have mentioned the idea of working with Metra to support special events to provide extra trains from Chicago to get people up to Kenosha's summer festivals. While this is a very good idea and worthy of merit, Metra may be reluctant to expand service a community outside of northeast Illinois. Kenosha may want to look at directly subsidizing a special train for these events.

Stakeholders mentioned marketing the streetcar for special events. This would include encouraging visitors to use easy and plentiful parking on the west side of the downtown to access festivals near the lakefront. It would have the benefits of avoiding headaches and parking problems. This idea will be further investigated as part of this planning process.

Stakeholders mentioned that people visiting Simmons Island are disconnected from the Downtown commercial and cultural areas. Previous plans have suggested a pedestrian bridge over the waterway to connect the two. While this is a good idea, the expense of a new bridge and need to maintain the open waterway would make this alternative expensive. Alternatives should be considered, including a marine taxi during festival and peak periods. Additionally, the *Simmons Island Master Plan* suggested adding a multi-use path and bicycle ramp to the 50th Street Bridge. A shuttle bus is another option, as well as extending a bus route or the streetcar system. Lighting and other design improvements could make this a very attractive connection.



# MARKET ANALYSIS

SECTION 4

# SECTION 4: MARKET ANALYSIS

## KENOSHA'S DEMOGRAPHICS

### POPULATION AND HOUSEHOLDS

With a population of nearly 100,000, Kenosha is Wisconsin's fourth largest city, ranking behind Milwaukee, Madison, and Green Bay.

*Kenosha's population grew by 9.8% between 2000 and 2010, while the Wisconsin population increased by 6.0%.*

Kenosha represents 59.6% of the population of Kenosha County. The next largest communities in the county are the Village of Pleasant Prairie (population 19,719) and the Town of Salem (population 12,067).

Kenosha County grew from 149,577 to 166,420 between 2000 and 2010, an 11.3% increase. While the portion of the County outside the City of Kenosha grew at a faster rate than the City, the City of Kenosha still accounted for 52.6% of the County's population growth.

The number of households grew by 6.6% in the City and 11.8% in the County. Kenosha accounted for 35.2% of household growth in the county, with the majority of the household growth occurring in smaller villages and towns in the county.

Detailed population and household characteristics as reported in the 2010 Census are presented on the following pages.

**Table 4-1: Population & Household Growth 2000-2010**

	Population			Households		
	2000	2010	Change	2000	2010	Change
City of Kenosha	90,352	99,218	9.8%	35,053	37,376	6.6%
Kenosha County	149,577	166,426	11.3%	56,057	62,650	11.8%
Kenosha County excluding City	59,225	67,208	13.5%	21,004	25,274	20.3%

Source: U.S. Census Bureau 2010

**Table 4-2: Population & Households by Race**

Population by Race	City of Kenosha		Kenosha County (excl. City)	
	Number	Percent	Number	Percent
Total	99,218	100.0%	67,208	100.0%
Population Reporting One Race	95,466	96.2%	66,178	97.1%
White	76,519	77.1%	62,897	83.8%
Black	9,876	10.0%	1,176	6.6%
American Indian	578	0.6%	236	0.5%
Asian	1,671	1.7%	722	1.4%
Pacific Islander	61	0.1%	28	0.1%
Some Other Race	6,761	6.8%	1,119	4.7%
Population Reporting Two or More Races	3,752	3.8%	1,030	2.9%
Total Hispanic Population	16,130	16.3%	3,462	11.8%
Households by Race of Householder				
Total	37,376	100.0%	25,274	100.0%
Householder is White Alone	30,960	82.8%	24,147	88.0%
Householder is Black Alone	3,219	8.6%	316	5.6%
Householder is American Indian Alone	201	0.5%	79	0.4%
Householder is Asian Alone	517	1.4%	217	1.2%
Householder is Pacific Islander Alone	21	0.1%	13	0.1%
Householder is Some Other Race Alone	1,792	4.8%	286	3.3%
Householder is Two or More Races	666	1.8%	216	1.4%
Households with Hispanic Householder	4,005	10.7%	781	7.6%

Data Note: Hispanic population can be of any race.

Source: U.S. Census Bureau, Census 2010 Summary File 1.

**Table 4-3: Household Types & Characteristics**

Households by Type	City of Kenosha		Kenosha County	
	Number	Percent	Number	Percent
Total	37,376	100.0%	25,274	100.0%
Households with 1 Person	10,763	28.8%	5,625	22.3%
Households with 2+ People	26,613	71.2%	19,649	77.7%
Family Households	24,090	64.5%	18,153	71.8%
Husband-wife Families	16,031	42.9%	14,699	58.2%
With Own Children	7,488	20.0%	5,991	23.7%
Other Family (No Spouse Present)	8,059	21.6%	3,454	13.7%
With Own Children	5,089	13.6%	1,817	7.2%
Nonfamily Households	2,523	6.8%	1,496	5.9%
All Households with Children	13,742	36.8%	8,538	33.8%
Multigenerational Households	1,270	3.4%	855	3.4%
Unmarried Partner Households	3,079	8.2%	1,744	6.9%
Male-female	2,852	7.6%	1,577	6.2%
Same-sex	227	0.6%	167	0.7%
Average Household Size	2.56		2.58	
Population by Relationship and Household Type				
Total	99,218	100.0%	67,208	100.0%
In Households	95,730	96.5%	66,095	98.3%
In Family Households	79,225	79.8%	57,147	85.0%
Householder	24,090	24.3%	18,153	27.0%
Spouse	16,031	16.2%	14,699	21.9%
Child	32,984	33.2%	21,329	31.7%
Other relative	3,316	3.3%	1,630	2.4%
Nonrelative	2,804	2.8%	1,336	2.0%
In Nonfamily Households	16,505	16.6%	8,948	13.3%
In Group Quarters	3,488	3.5%	1,113	1.7%
Institutionalized Population	1,620	1.6%	217	0.3%
Noninstitutionalized Population	1,868	1.9%	896	1.3%

Data Note: Households with children include any households with people under age 18, related or not.

**Multigenerational households** are families with 3 or more parent-child relationships. **Unmarried partner households** are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography. **Average family size** excludes nonrelatives.

Source: U.S. Census Bureau, Census 2010 Summary File 1.



## DOWNTOWN POPULATION

Downtown Kenosha, as defined for this study, has a population of 4,682 and 2,090 households. Both population and households increased since 2000.

Racial and ethnic characteristics reported in the Downtown are generally in proportion to those of the City as a whole.

A few data items on the table on Table 4-6 are notable from a market point of view:

- 48% of all households have one person.
- Only 23.1% of households contain children.
- 8.8% of the population lives in group quarters, which may include the jail, Dayton Hotel residence, or dorm rooms (at the time) at the Best Western.

This profile, which is quite typical of Downtowns, indicates that the Downtown environment often attracts smaller households and households without children.

**Table 4-4: Population & Household Growth 2000-2010**

	Downtown Kenosha		
	2000	2010	Change
<b>Population</b>	4,387	4,682	6.7%
<b>Households</b>	1,850	2,090	13.0%

Source: U.S. Census Bureau 2010

**Table 4-5: Downtown Kenosha Population & Household by Race**

Population by Race	Number	Percent
Total	4,681	100.0%
Population Reporting One Race	4,506	96.3%
White	3,341	71.4%
Black	791	16.9%
American Indian	29	0.6%
Asian	61	1.3%
Pacific Islander	2	0.0%
Some Other Race	282	6.0%
Population Reporting Two or More Races	175	3.7%
Total Hispanic Population	725	15.5%
<b>Households by Race of Householder</b>		
Total	2,090	100.0%
Householder is White Alone	1,654	79.1%
Householder is Black Alone	261	12.5%
Householder is American Indian Alone	14	0.7%
Householder is Asian Alone	27	1.3%
Householder is Pacific Islander Alone	1	0.0%
Householder is Some Other Race Alone	82	3.9%
Householder is Two or More Races	51	2.4%
Households with Hispanic Householder	203	9.7%

Source: U.S. Census Bureau, Census 2010 Summary File 1.

**Table 4-6: Downtown Kenosha Population & Households by Type**

Households by Type	Number	Percent
Total	2,090	100.0%
Households with 1 Person	1,003	48.0%
Households with 2+ People	1,087	52.0%
Family Households	875	41.9%
Husband-wife Families	507	24.3%
With Own Children	202	9.7%
Other Family (No Spouse Present)	368	17.6%
With Own Children	238	11.4%
Nonfamily Households	212	10.1%
All Households with Children	483	23.1%
Multigenerational Households	40	1.9%
Unmarried Partner Households	177	8.5%
Male-female	166	7.9%
Same-sex	11	0.5%
Average Household Size	2.04	
<b>Population by Relationship and Household Type</b>		
Total	4,682	100.0%
In Households	4,271	91.2%
In Family Households	2,784	59.5%
Householder	873	18.6%
Spouse	506	10.8%
Child	1,145	24.5%
Other relative	143	3.1%
Nonrelative	116	2.5%
In Nonfamily Households	1,487	31.8%
In Group Quarters	411	8.8%
Institutionalized Population	240	5.1%
Noninstitutionalized Population	171	3.7%

Data Note: Households with children include any households with people under age 18, related or not. **Multigenerational households** are families with 3 or more parent-child relationships. **Unmarried partner households** are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography. **Average family size** excludes nonrelatives.

Source: U.S. Census Bureau, Census 2010 Summary File 1.

ALL HOUSEHOLDS BY AGE AND INCOME

Tables on the following two pages present estimates of households by age and income in Kenosha and Kenosha County. Median and average household incomes in the city are less than those in the county across all age groups except seniors. As shown on Figure 4-1, the City contains significantly more households in all income categories under \$100,000. The density in the city and solid household incomes provide the aggregate income base that appeals to retailers.

As shown on Figure 4-2, the City of Kenosha has more households in all age groups than the county. In the 55 to 64 and 65 to 74 age categories, however, the difference in totals is less significant than in the other categories.

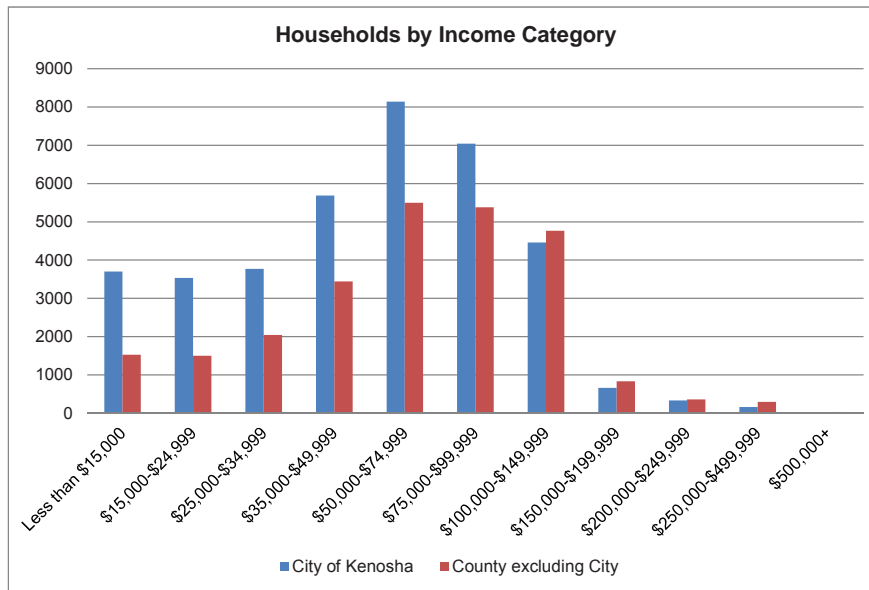


Figure 4-1: Households by Income Category

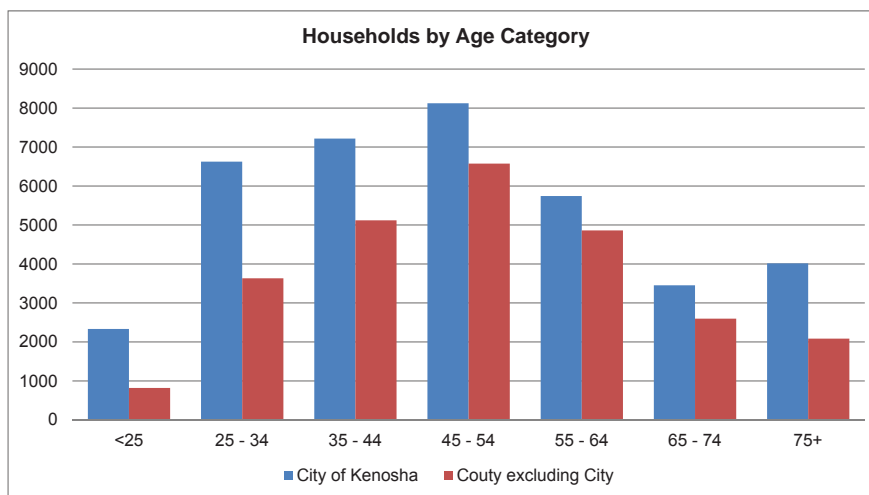


Figure 4-2: Households by Age Category

**Table 4-7: City of Kenosha 2010 Households by Income & Age of Householder**

<b>City of Kenosha</b>	<b>&lt;25</b>	<b>25-34</b>	<b>35-44</b>	<b>45-54</b>	<b>55-64</b>	<b>65-74</b>	<b>75+</b>	<b>Total</b>
HH Income Base	2,334	6,625	7,217	8,124	5,742	3,453	4,016	37,511
Less than \$15,000	479	404	450	513	363	503	988	3,700
\$15,000-\$24,999	357	588	401	418	433	538	799	3,534
\$25,000-\$34,999	269	861	721	503	397	506	514	3,771
\$35,000-\$49,999	405	1,411	952	950	1,001	512	457	5,688
\$50,000-\$74,999	381	1,794	1,800	1,807	1,388	494	478	8,142
\$75,000-\$99,999	224	801	1,667	2,438	1,090	439	384	7,043
\$100,000-\$149,999	144	643	1,034	1,254	816	319	248	4,458
\$150,000-\$199,999	53	84	89	182	123	54	79	664
\$200,000-\$249,999	19	38	60	39	80	38	59	333
\$250,000-\$499,999	3	1	40	18	46	43	10	161
\$500,000+	0	0	3	2	5	7	0	17
Median HH Income	\$36,654	\$50,388	\$62,319	\$72,448	\$59,442	\$39,178	\$28,585	
Average HH Income	\$47,606	\$57,824	\$69,555	\$73,139	\$70,765	\$57,517	\$45,328	

Data Note: Income reported for July 1, 2010 represents annual income for the preceding year, expressed in current (2008) dollars, including an adjustment for inflation.

Source: Esri Forecasts for 2010.

**Table 4-8: Kenosha County 2010 Households by Income & Age of Householder**

<b>Kenosha County</b>	<b>&lt;25</b>	<b>25-34</b>	<b>35-44</b>	<b>45-54</b>	<b>55-64</b>	<b>65-74</b>	<b>75+</b>	<b>Total</b>
HH Income Base	3,153	10,257	12,337	14,699	10,602	6,050	6,101	63,199
Less than \$15,000	577	539	545	726	556	798	1,486	5,227
\$15,000-\$24,999	454	747	555	619	622	831	1,205	5,033
\$25,000-\$34,999	370	1,139	975	782	722	1,032	798	5,818
\$35,000-\$49,999	593	2,080	1,585	1,512	1,619	1,053	689	9,131
\$50,000-\$74,999	521	2,936	2,934	3,156	2,452	916	725	13,640
\$75,000-\$99,999	303	1,581	3,091	4,022	2,221	665	540	12,423
\$100,000-\$149,999	194	1,042	2,147	3,080	1,862	520	381	9,226
\$150,000-\$199,999	96	133	241	532	267	97	133	1,499
\$200,000-\$249,999	37	56	131	135	151	62	121	693
\$250,000-\$499,999	8	4	122	122	118	65	20	459
\$500,000+	0	0	11	13	12	11	3	50
Median HH Income	\$38,339	\$53,365	\$69,914	\$77,240	\$65,927	\$39,027	\$28,774	
Average HH Income	\$50,628	\$60,868	\$76,985	\$82,139	\$76,739	\$56,012	\$46,897	

Data Note: Income reported for July 1, 2010 represents annual income for the preceding year, expressed in current (2008) dollars, including an adjustment for inflation.

Source: Esri Forecasts for 2010.

# SECTION 4: MARKET ANALYSIS

## KENOSHA'S ECONOMY

### JOB TRENDS

Kenosha County has fared relatively well in the current recession. In 2005, employment in all industries reached 55,591 before falling in each of the following four years. In 2010, the number of jobs grew by 1,198 to reach 53,150.

Job losses in the manufacturing sector made the largest contribution to the overall decline – see Figure 4-3 and Table 4-9. Between 2005 and 2010, the number of manufacturing jobs in Kenosha County decreased by 3,663. The closing of the Chrysler Engine Plant was among the contributors to the loss of jobs in this sector. Construction also accounted for a significant share of the lost jobs.

On the positive side, the Health Care & Social Assistance industry has steadily added jobs, while Education Services, Retail Trade, and Accommodation & Food Services have been stable sectors.

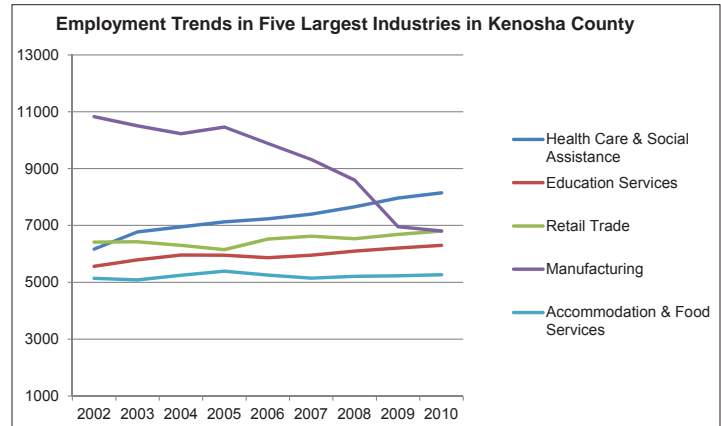


Figure 4-3: Employment Trends in Five Largest Industries in Kenosha County

Table 4-9: Average Monthly Employment in Kenosha County by Industry

NAICS	Industry	2002	2003	2004	2005	2006	2007	2008	2009	2010
	<b>All Industries</b>	50,720	51,602	52,961	55,591	54,973	54,656	54,615	51,952	53,150
11	Ag Forestry Fishing & Hunting	S	S	S	S	S	S	S	S	S
21	Mining Quarrying & Oil & Gas Ext	S	S	S	S	S	S	S	S	S
22	Utilities	349	355	355	351	350	345	324	316	303
23	Construction	2,197	2,298	2,314	2,526	2,484	2,098	1,857	1,614	1,566
31-33	Manufacturing	10,829	10,507	10,231	10,464	9,887	9,317	8,597	6,954	6,801
42	Whls Trade	1,988	2,018	2,344	2,102	2,338	2,350	2,492	2,190	2,306
44-45	Retail Trade	6,415	6,425	6,301	6,146	6,518	6,624	6,532	6,681	6,807
48-49	Transportation & Warehousing	1,473	1,505	1,657	1,878	1,922	1,894	1,774	1,649	1,746
51	Information	S	S	S	S	427	407	S	S	288
52	Finance & Insurance	1,027	1,008	1,017	1,058	1,145	1,056	1,053	1,018	961
53	Real Estate & Rental & Leasing	464	553	538	568	592	604	539	468	478
54	Professional & Technical Services	922	984	924	1,040	1,052	1,062	1,089	1,105	1,104
55	Mgt Of Companies & Enterprises	412	429	699	693	666	773	681	785	986
56	Admin & Waste Services	1,552	1,518	1,804	3,708	3,192	3,300	4,015	3,238	3,887
61	Education Services	5,561	5,787	5,961	5,954	5,867	5,953	6,095	6,202	6,301
62	Health Care & Social Assistance	6,169	6,775	6,947	7,128	7,231	7,394	7,657	7,963	8,148
71	Arts Entertainment & Recreation	1,043	1,055	1,148	1,124	1,034	1,165	1,119	1,085	964
72	Accommodation & Food Services	5,140	5,082	5,245	5,391	5,254	5,143	5,208	5,229	5,264
81	Other Services Exc Public Admin	1,781	1,833	1,840	1,801	1,831	1,840	1,746	1,669	1,612
92	Public Admin	2,802	2,883	3,045	3,045	3,002	3,130	3,228	3,232	3,404
99	Unclassified	S	S	S	S	S	0	S	S	8

S=Suppressed Data

Source: Wisconsin Department of Workforce Development  
 Bureau of Workforce Training - Labor Market Information  
<http://WORKnet.Wisconsin.gov>

## PLACE OF WORK

Nearly two out of five workers who live in the City of Kenosha commute to jobs outside the County. For workers living in Kenosha County but outside of the City, 56.4% work outside the County.

*The data in Table 4-10 indicate that more Kenosha County workers are more likely to commute to Illinois than to Racine County or other Wisconsin counties north and west of Kenosha County.*

While this data reveals a strength of the Kenosha location—access to regional employment opportunities—it also suggests a drawback for the Downtown.

*In their daily lives, nearly 47% of workers in Kenosha County are commuting to a job outside the county.*

Downtown stores, restaurants, and entertainment venues are less likely to be a part of the day-to-day life of workers travelling in other directions to their jobs.

**Table 4-10: Workers Age 16+ Years by Place of Work**

	City of Kenosha		Kenosha County (excl. City)	
	Number	Percent	Number	Percent
Total Workers 16+	43,453	100.0%	34,491	100.0%
Worked in state and in county of residence	26,414	60.8%	15,030	43.6%
Worked in state and outside county of residence	6,688	15.4%	6,686	19.4%
Worked outside state of residence	10,351	23.8%	12,775	37.0%

Source: American Community Survey 2005-2009, U.S. Census Bureau

## MEANS OF TRANSPORTATION

The large majority, 93%, of Kenosha workers get to work by driving alone or carpooling. Table 4-11 presents a breakdown of means of transportation.

Only 1.4% of workers living in the County use public transportation. Biking and walking to work is more common among workers who live in the City, representing 2.3% of workers.

*A more vital Downtown Kenosha has the potential to shift more workers away from driving to work.*

**Table 4-11: Workers Age 16+ Years by Means of Transportation**

	City of Kenosha		Kenosha County (excl. City)	
	Number	Percent	Number	Percent
Total	43,453	100.0%	34,491	100.0%
Drove Alone	35,391	81.4%	29,028	84.2%
Carpooled	4,730	10.9%	3,294	9.6%
Public Transportation	735	1.7%	345	1.0%
Bus or Trolley Bus	554	1.3%	145	0.4%
Streetcar or Trolley Car	0	0.0%	0	0.0%
Subway or Elevated	27	0.1%	15	0.0%
Railroad	154	0.4%	185	0.5%
Motorcycle	155	0.4%	145	0.4%
Bicycle	152	0.3%	9	0.0%
Walked	888	2.0%	391	1.1%
Other Means	328	0.8%	200	0.6%
Worked at Home	1,074	2.5%	1,079	3.1%

Source: American Community Survey 2005-2009, U.S. Census Bureau

## SECTION 4: MARKET ANALYSIS

### MAJOR EMPLOYERS

Table 4-12 lists the 25 largest employers in Kenosha County and indicates those with Downtown locations. The main offices of both the City and County are Downtown, and two employment firms and one social services agency have Downtown offices. United Hospital System, the second largest employer in the county, maintains a Downtown campus.

Kenosha Medical Center Campus, with an address of 6308 Eighth Avenue, is bounded by 62nd Street (north), 8th Avenue (east), 64th Street (south), and Route 50 (west), with a bridged parking deck located on the east side of 8th Avenue. The 1,600 health care workers include about 200 physicians. The hospital serviced about 364,000 outpatient visits in a recent year.

Kenosha Medical Center Campus is part of United Hospital System, which was created 15 years ago by the Kenosha Hospital and St. Catherine's Hospital. In 2002, a new St. Catherine's Medical Center Campus opened on a 50-acre site in the Village of Pleasant Prairie. The Downtown campus retained all "back-of-the house" services, and investments and expansions have continued, including a fitness and cardio rehab center.

**Table 4-12: Largest Employers in Kenosha County**

Rank	Employer	Sector
1	Kenosha Public Schools	Education
2	United Hospital System *	Healthcare
3	County of Kenosha**	Government
4	City of Kenosha **	Government
5	Uline	Corporate Offices
6	Simplified Staffing	Business Service
7	Aurora Health Care	Healthcare
8	U W Parkside	Education
9	Walmart	Retail
10	Gateway Technical College	Education
11	Village of Pleasant Prairie	Government
12	Carthage College	Education
13	Ocean Spray Cranberries	Food Processing
14	Supervalu	Retail
15	Kenosha Beef	Food Processing
16	Halpin Personnel***	Business Service
17	Employment Solutions Network***	Business Service
18	Society's Assets***	Healthcare/Social Service
19	Aurora Medical	Healthcare
20	Q P S	Business Service
21	Jockey International	Corporate Offices
22	Fair Oaks Farms	Food Processing
23	WE Energies	Utility
24	Rust-Oleum	Manufacturing
25	Albany-Chicago	Manufacturing

\* Main campus in downtown Kenosha  
 \*\* Most employees are located downtown  
 \*\*\* Downtown headquarters

Source: Wisconsin Labor Market Information

### OFFICE WORKER SPENDING

The International Council of Shopping Centers (ICSC) recently released their updated research on spending by office workers, *Office-Worker Retail Spending in a Digital Age*. As ICSC states in their introduction:

*"Knowing something about the shopping behavior of office workers is important market information to understand this potential source of consumer demand by retailers, restaurants and other support services. This information also is useful for city planners and economic development analysts who strive to better understand mixed-use developments, retail needs surrounding office buildings and plan for the future of their cities."*

The ICSC study reports that 62% of office workers patronize full-service restaurants and fast food, deli, and lunch eateries, and 53% of office workers spend money for goods and services.

*On a national basis, workers spend an average of \$129.18 per week in the immediate vicinity of their place of work.*

21% of the expenditures are at eating establishments, an 79% are for goods and services. These figures include workers who reported that they spent nothing, so they represent an average per worker.

Some of the categories that benefit from spending by downtown workers include clothing, shoes, sporting goods, electronics, jewelry, and office supplies as well as personal care and services and entertainment. Downtown Kenosha does not have some of the categories of stores and services included in the survey. The highest average weekly expenditure, for example, is for grocery stores (\$19.79 per week). The ICSC research suggests that a downtown worker is likely to spend roughly \$1,000 per year near their place of work for grocery items. A drug store captures an average of about \$330 of annual spending from each worker.

#### *Community Input*

Throughout the stakeholder interviews and in the survey, the importance of the Downtown workforce was recognized as a way to increase the "headcount". A small-business incubator is one approach to bringing more workers Downtown. Another approach, on a much larger scale, would be to attract a national or regional headquarters to the Downtown. The offering of a prime site and financial incentives would be part of this headquarters strategy. Business retention efforts for large and small businesses are also key to maintaining momentum.

## RETAIL MARKET OVERVIEW

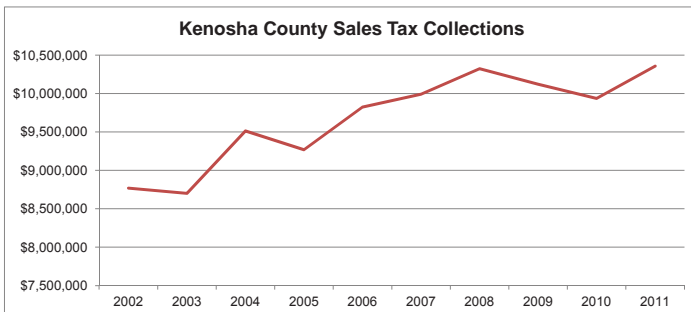
### RETAIL SALES TRENDS

The state's retail sales tax rate in Kenosha County is 5.5%, with a half-percent returned to the county. Kenosha is currently one of 62 Wisconsin counties out of a total 72 counties that collects a sales tax. The tax applies to retail sales, lodging, and amusements as well as selectively to services and telecommunications.

The state's report on tax collections reflects trends in retail sales. In recent years, Kenosha County has ranked third in Wisconsin in levied sales and use taxes. First-place Milwaukee County typically receives taxes that are about six times those of Kenosha County. Dane County ranks second, with tax receipts roughly four times those of Kenosha County. Over ten years, Kenosha County has consistently been ranked in a cluster with Rock, LaCrosse, and Marathon Counties.

The graphic below shows Kenosha County's half-percent collection for the last 10 years.

*Sales fell in 2009 and 2010 before rebounding in 2011 to a historic high.*



### EXPENDITURE POTENTIAL AND RETAIL SALES

Table 4-13 on the next page presents estimates of retail demand and supply. Demand is estimated from typical household expenditures in various retail categories. *Esri Business Analyst*, the source of these data, considers household income among many other factors. For the City of Kenosha, Esri estimates retail demand or household expenditure potential of \$888.5 million. The demand estimate for the County (including the City) is \$1.6 billion. The demand estimate only is derived from households living in the defined area and does not include visitors or workers who may live elsewhere.

Retail sales are estimated by Esri from many sources, including the Census of Retail Trade, the Bureau of Labor Statistics' annual Consumer Expenditure Survey, the Census Bureau's Nonemployer Statistics and Infogroup business database. Retail sales are estimated at \$831 million for Kenosha and \$1.4 billion for the county.

For both the City and County, total expenditure potential exceeds total retail sales. The difference between expenditure potential and sales creates a gap that, in this case, represents leakage.

*According to this model, the City and County are losing or leaking retail sales.*

An objective of economic development is to capture lost sales and turn the gap into a surplus wherever possible. A surplus is accomplished when outsiders come to the trade area to shop and dine.

Esri identifies potential opportunities—categories with leakage—in furniture and home furnishings; electronics and appliances; clothing and clothing accessories; and food services and drinking places. With one exception, these categories lend themselves to independent retailers and are a good fit in the Downtown. While a Best Buy or other large-format store in the electronics and appliances category may not suit the character of Downtown, a Radio Shack, for example, would be appropriate. Radio Shack, which has three Kenosha stores, has a typical store size of 2,500 square feet.

# SECTION 4: MARKET ANALYSIS

**Table 4-13: Retail Expenditures & Retail Sales, City of Kenosha & Kenosha County**

Industry Summary	City of Kenosha, WI			Kenosha County, WI		
	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)
Total Retail Trade and Food & Drink	\$888,468,863	\$831,059,123	<b>\$57,409,740</b>	\$1,630,013,051	\$1,382,056,287	<b>\$247,956,764</b>
Total Retail Trade	\$757,970,922	\$709,312,718	<b>\$48,658,204</b>	\$1,392,602,639	\$1,185,154,732	<b>\$207,447,907</b>
Total Food & Drink	\$130,497,941	\$121,746,405	<b>\$8,751,536</b>	\$237,410,412	\$196,901,555	<b>\$40,508,857</b>
Furniture & Home Furnishings	\$28,223,744	\$25,855,121	<b>\$2,368,623</b>	\$52,842,721	\$46,672,661	<b>\$6,170,060</b>
Furniture	\$20,391,686	\$19,887,457	<b>\$504,229</b>	\$38,120,013	\$36,267,162	<b>\$1,852,851</b>
Home Furnishings	\$7,832,058	\$5,967,664	<b>\$1,864,394</b>	\$14,722,708	\$10,405,499	<b>\$4,317,209</b>
Electronics & Appliance	\$18,828,420	\$13,270,130	<b>\$5,558,290</b>	\$34,910,083	\$18,609,634	<b>\$16,300,449</b>
Bldg Materials, Garden Equip. & Supply	\$31,792,422	\$34,540,698	<b>-\$2,748,276</b>	\$61,336,211	\$47,919,295	<b>\$13,416,916</b>
Food & Beverage	\$172,043,717	\$202,253,739	<b>-\$30,210,022</b>	\$311,065,070	\$258,372,900	<b>\$52,692,170</b>
Grocery	\$167,124,921	\$198,795,950	<b>-\$31,671,029</b>	\$302,170,615	\$251,042,164	<b>\$51,128,451</b>
Specialty Food	\$2,875,375	\$1,503,704	<b>\$1,371,671</b>	\$5,189,910	\$4,633,548	<b>\$556,362</b>
Beer, Wine, and Liquor	\$2,043,421	\$1,954,085	<b>\$89,336</b>	\$3,704,545	\$2,697,188	<b>\$1,007,357</b>
Health & Personal Care	\$38,454,433	\$35,139,759	<b>\$3,314,674</b>	\$70,255,370	\$68,324,827	<b>\$1,930,543</b>
Clothing and Clothing Accessories	\$35,648,179	\$7,313,302	<b>\$28,334,877</b>	\$64,883,669	\$39,711,271	<b>\$25,172,398</b>
Clothing	\$27,084,533	\$4,695,213	<b>\$22,389,320</b>	\$49,288,909	\$29,803,020	<b>\$19,485,889</b>
Shoe	\$5,422,463	\$1,456,020	<b>\$3,966,443</b>	\$9,785,642	\$7,939,025	<b>\$1,846,617</b>
Jewelry, Luggage, and Leather Goods	\$3,141,183	\$1,162,069	<b>\$1,979,114</b>	\$5,809,118	\$1,969,226	<b>\$3,839,892</b>
Sporting Goods, Hobby, Book, and Music	\$16,299,046	\$20,313,526	<b>-\$4,014,480</b>	\$29,746,536	\$25,458,552	<b>\$4,287,984</b>
Sporting Goods/Hobby/Musical Instrument	\$7,408,845	\$4,901,401	<b>\$2,507,444</b>	\$13,742,974	\$9,740,749	<b>\$4,002,225</b>
Book, Periodical, and Music	\$8,890,201	\$15,412,125	<b>-\$6,521,924</b>	\$16,003,562	\$15,717,803	<b>\$285,759</b>
General Merchandise	\$65,448,373	\$76,283,857	<b>-\$10,835,484</b>	\$119,914,108	\$123,928,184	<b>-\$4,014,076</b>
Department Excluding Leased Depts.	\$42,780,353	\$19,842,574	<b>\$22,937,779</b>	\$78,615,212	\$59,048,866	<b>\$19,566,346</b>
Other General Merchandise	\$22,668,020	\$56,441,283	<b>-\$33,773,263</b>	\$41,298,896	\$64,879,318	<b>-\$23,580,422</b>
Miscellaneous Store Retailers	\$15,641,529	\$10,138,389	<b>\$5,503,140</b>	\$28,990,512	\$23,005,964	<b>\$5,984,548</b>
Florists	\$1,370,849	\$2,493,612	<b>-\$1,122,763</b>	\$2,659,986	\$2,629,212	<b>\$30,774</b>
Office Supplies, Stationery, and Gift	\$3,179,809	\$2,957,094	<b>\$222,715</b>	\$5,891,356	\$3,707,888	<b>\$2,183,468</b>
Used Merchandise	\$718,436	\$1,200,594	<b>-\$482,158</b>	\$1,325,677	\$1,515,960	<b>-\$190,283</b>
Other Miscellaneous Store Retailers	\$10,372,435	\$3,487,089	<b>\$6,885,346</b>	\$19,113,493	\$15,152,904	<b>\$3,960,589</b>
Food Services & Drinking Places	\$130,497,941	\$121,746,405	<b>\$8,751,536</b>	\$237,410,412	\$196,901,555	<b>\$40,508,857</b>
Full-Service Restaurants	\$44,088,558	\$41,711,388	<b>\$2,377,170</b>	\$80,182,009	\$70,867,782	<b>\$9,314,227</b>
Limited-Service Eating Places	\$67,055,451	\$63,255,989	<b>\$3,799,462</b>	\$122,208,459	\$98,738,523	<b>\$23,469,936</b>
Special Food Services	\$8,602,649	\$6,036,326	<b>\$2,566,323</b>	\$15,666,283	\$11,865,807	<b>\$3,800,476</b>
Drinking Places - Alcoholic Beverages	\$10,751,283	\$10,742,702	<b>\$8,581</b>	\$19,353,661	\$15,429,443	<b>\$3,924,218</b>
Nonstore Retailers	\$18,500,774	\$13,787,943	<b>\$4,712,831</b>	\$33,834,936	\$17,774,031	<b>\$16,060,905</b>
Motor Vehicle & Parts Dealers	\$176,127,638	\$101,733,144	<b>\$74,394,494</b>	\$328,563,084	\$209,526,665	<b>\$119,036,419</b>
Gasoline Stations	\$140,962,647	\$168,683,110	<b>-\$27,720,463</b>	\$256,260,339	\$305,850,748	<b>-\$49,590,409</b>

Source: ESRI Business Analyst



## DOWNTOWN KENOSHA BUSINESSES

The types of businesses located in Downtown Kenosha have been estimated in two ways. The first is based on customized data from Esri – see Table 4-14, and the second snapshot is provided by data from the City of Kenosha as collected for the business improvement district (BID) – see Table 4-15.

*Esri estimates that Downtown Kenosha is home to over 500 businesses with over 9,000 employees.*

The most significant categories in terms of both the number of businesses and number of employees are health care and social assistance; public administration; retail trade; professional, scientific, and technical services; and accommodation and food services.

A similar profile is obtained from an analysis of the data collected for the BID and provided by the city. Restaurants, bars and specialty food; retail stores; and personal services / healthcare are the top categories.

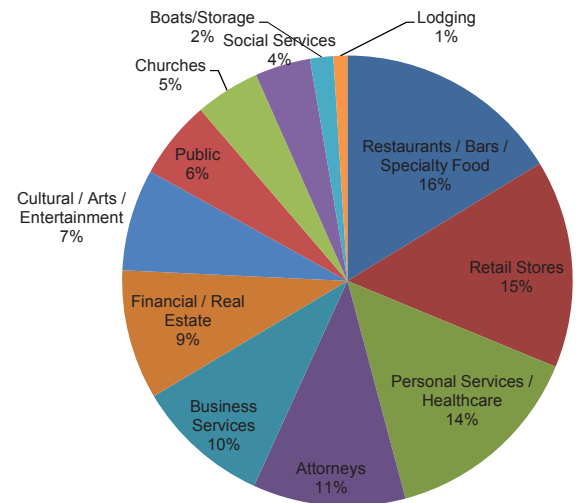
In the recent survey for this plan, 37.0% of respondents said that dining was the purpose of their last visit Downtown, making it by far the largest draw. While the Downtown has a strong offering of restaurants, suggestions from the survey for expansions include: family-friendly dining, more opportunities for outdoor eating, and ethnic restaurants such as Middle Eastern, Thai, Indian, and Japanese.

Survey respondents suggested a number of businesses that they would like to see in the Downtown. The list includes a hardware store, office supplies, sports equipment and hobby store, and pet supplies with related services. Each of these is suitable to the Downtown and can be successfully operated by an independent owner. A bookstore was a very popular suggestion. Unfortunately, chain bookstores are not in an expansion mode and most independents are struggling.

**Table 4-15: Downtown Kenosha Businesses by Category**

Restaurants / Bars / Specialty Food	49
Retail Stores	45
Personal Services / Healthcare	44
Attorneys	33
Business Services	29
Financial / Real Estate	28
Cultural / Arts / Entertainment	22
Public	17
Churches	14
Social Services	12
Boats/Storage	5
Lodging	3
<b>Total</b>	<b>301</b>

Source: City of Kenosha



**Table 4-14: Downtown Kenosha Businesses by NAICS Code**

By NAICS Codes	Businesses		Employees	
	Number	Percent	Number	Percent
Construction	12	2.4%	143	1.6%
Manufacturing	9	1.8%	141	1.6%
Wholesale Trade	6	1.2%	22	0.2%
Retail Trade	64	12.7%	376	4.2%
Transportation & Warehousing	5	1.0%	166	1.8%
Information	10	2.0%	295	3.3%
Finance & Insurance	37	7.4%	129	1.4%
Real Estate, Rental & Leasing	22	4.4%	44	0.5%
Professional, Scientific & Tech Services	64	12.6%	285	3.2%
Admin & Support & Waste Mgt & Remediation Services	15	3.0%	90	1.0%
Educational Services	15	3.0%	196	2.2%
Health Care & Social Assistance	57	11.4%	3,868	43.0%
Arts, Entertainment & Recreation	20	3.9%	166	1.8%
Accommodation & Food Services	46	9.1%	470	5.2%
Other Services (except Public Administration)	48	9.5%	342	3.8%
Public Administration	68	13.5%	2,267	25.2%
Unclassified Establishments	5	1.0%	3	0.0%
<b>Total</b>	<b>504</b>	<b>100%</b>	<b>9,002</b>	<b>100%</b>

Source: Business data provided by Infogroup, Omaha NE Copyright 2010, all rights reserved. Esri forecasts for 2010.

## SECTION 4: MARKET ANALYSIS

### GROCERY STORES

Despite the recent addition of a Pick ‘n Save on the Brass Site just outside the Downtown, some Downtown residents would like to see a grocery store within a walkable distance. The gap analysis indicates that the City of Kenosha is theoretically over supplied with grocery stores, while the County is theoretically under-served. Figure 4-4 shows the locations of chain grocers in Kenosha. This table does not include chain and independent convenience stores or “Mom and Pop” grocery stores.

Looking just at the Downtown study area, Esri estimates household expenditure potential of \$7.2 million for food and beverage sales. Another gauge of potential demand for a grocery store is to use the annual average expenditure of \$6,000 per household. The Downtown’s 2,090 households would then generate sales of \$12.5 million, a significantly higher number. With this scenario, and assuming that every Downtown household spent all \$6,000 at one store, a Trader Joe’s could, in theory, be supported.

More likely scenarios, however, are as follows:

- Attract a local store such as Spiegelhoff’s to open a secondary, smaller location in the Downtown, or bring in Milwaukee-based Sendik’s.
- Retailers such as Walmart and Roundy’s are experimenting with smaller urban stores and may have a format suitable to Downtown.
- Bring in a cluster of specialty food stores, perhaps spin-offs of Harbor Market or relocations or second locations of existing stores. A bakery, butcher, wine shop, and deli might be include in the mix.

The key in determining the viability of a grocery store lies with a strong site and co-tenants.

**Table 4-16: Chain Grocery Stores & Pharmacies**

Name	Address	Location
<b>Chain Grocery Stores</b>		
Aldi	6404 75th Street	Kenosha
GFS Marketplace	6905 75th Place	Kenosha
Pick ‘n Save	1901 63rd Street	Kenosha - Uptown
Pick ‘n Save	2811 18th Street	Kenosha
Pick ‘n Save	5710 75th Street	Kenosha
Piggly Wiggly	7600 Pershing Plaza	Kenosha
Piggly Wiggly	2215 80th Street	Kenosha
Piggly Wiggly	2801 14th Place	Kenosha
Sam’s Club	3300 Brumback Boulevard	Kenosha
Save-A-Lot	4216 52nd Street	Kenosha
Target	9777 76th Street	Pleasant Prairie
Walmart	3500 Brumback Boulevard	Kenosha
Woodman’s	7145 120th Avenue	Kenosha
<b>Pharmacies</b>		
CVS	3726 N 22nd Street	Kenosha
CVS	3710 57th Avenue	Kenosha
CVS	2207 80th Street	Kenosha
Pick ‘n Save	1901 63rd Street	Kenosha - Uptown
Pick ‘n Save	2811 18th Street	Kenosha
Pick ‘n Save	5710 75th Street	Kenosha
Target	9777 76th Street	Pleasant Prairie
Walgreens	7525 Sheridan Road	Kenosha
Walgreens	3820 52nd Street	Kenosha
Walgreens	7520 118th Street	Pleasant Prairie
Walgreens	7535 Green Bay Road	Kenosha
Walgreens	3805 80th Street	Kenosha
Walgreens	1810 30th Avenue	Kenosha
Walmart	3500 Brumback Boulevard	Kenosha

Source: Goodman Williams Group

#### Trader Joe’s

A typical Trader Joe’s has 10,000 square feet and offers 4,000 products compared to 50,000 that a larger grocery store would carry.

Sales per square foot average about \$1,300, producing annual sales of \$13 million per store.

#### Walgreens

A typical Walgreens has 14,500 square feet, including 11,000 square feet of sales floor space. A drive-drive thru is a requirement

Annual store sales average about \$9 million.

## PHARMACY

The closing of the Downtown Walgreens was a considered a setback by Downtown residents and workers, leaving the Downtown without a convenient pharmacy. Esri estimates in the Health & Personal Care category show that both the City and County are slightly under-served by pharmacies. The City's leakage of \$3.3 million would not, however, support a new store. Downtown households have an estimated expenditure potential of about \$1.5 million, which alone would provide only a small share of the needed support for a chain pharmacy.

An attractive downtown site for a pharmacy would be one that provides the safe environment and types of activity needed by a pharmacy that is open for long hours or perhaps 24 hours a day.

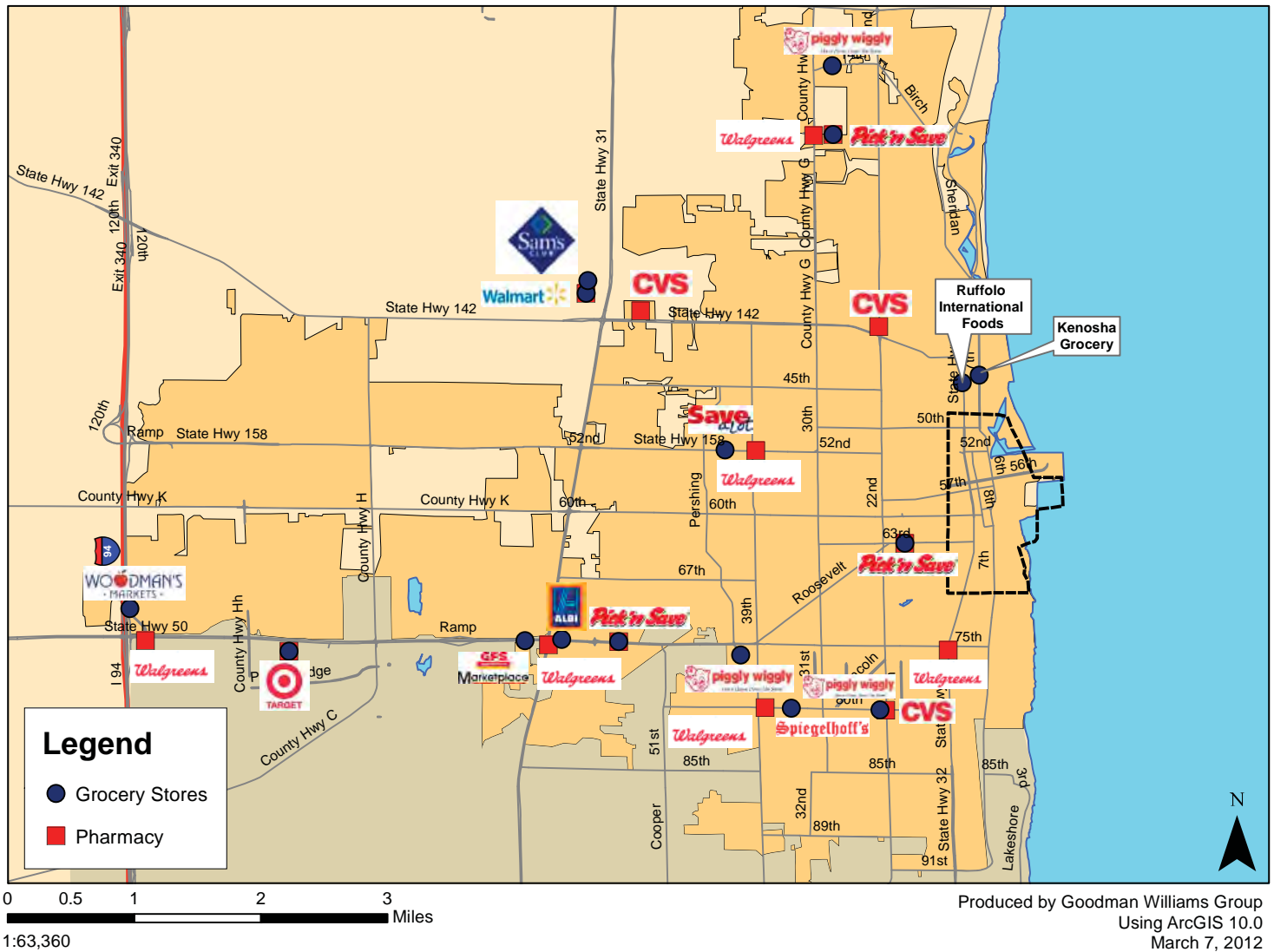


Figure 4-4: Grocery Stores and Pharmacy Locations Map

### HARBOR MARKET

Harbor Market, operated by the not-for-profit Kenosha Common Markets, is a weekly market now in its 10th year. Located along 2nd Avenue, the market operates outdoors for 22 weeks of the year and inside the Rhode Theater during the colder part of the year.

*Sales in 2011 reached \$1.2 million, and economic impact is estimated to be another \$1.8 million.*

Its organizers estimate that the market typically draws between 3,000 and 5,000 shoppers in good weather, with record attendance estimated to be 6,500. The market has about 300 vendors, and several Downtown businesses have been launched from the market.

An expanded market may be a focal point for creating a brand around a food culture and promoting agri-tourism, serving the needs of downtown residents, and continuing to incubate new businesses.

### COMMERCIAL RENTS

While lease rates vary, the typical commercial rate is \$8 gross for a non-credit tenant, which would characterize many downtown businesses. Achievable gross rents generally top out at about \$11 to \$12. While these rates are competitive from a tenant's point of view, they do not encourage reinvestment by landlords.



Kenosha Harbor Market

### COMMUNITY INPUT

Highlights from one-on-one and small-group interviews with key stakeholders and from the community open house include the following:

*Many stakeholders commented on their desire for a more cohesive entertainment district with additional restaurants, entertainment venues, and stores.*

- Specific suggestions from the survey included movies and a comedy club as well as providing more venues for local talent.
- While the Kenosha Theatre restoration project is seen as having merit and has strong supporters, others are not convinced that it is worth the cost.
- With a critical mass of stores and restaurants, which is currently missing, the Downtown could become a “shopping trip” and drive more targeted and individual visits.
- Downtown residents, in particular, want a small grocery and a pharmacy within the walkable Downtown. The loss of Walgreens frustrated many users of the Downtown.
- Local/organic food-related businesses have good potential to serve all demand segments as well as boost tourism.
- The Harbor Market is valued, and many support its future growth.
- It is important to have at least one hotel within the Downtown, and many stakeholders would like to see the Best Western upgraded and capitalize on its prime location.



Birds eye view of Best Western looking east

## VISITORS

### VISITOR CHARACTERISTICS

The Kenosha Area Convention & Visitors Bureau (KACVB) produces well documented annual reports that reveal characteristics of Kenosha visitors. Because the KACVB serves the entire County, their research does not isolate the city from the rest of the county.

The KACVB tracks requests for their Visitor Guide, providing an important source of information about households interested in visiting the Kenosha area. Another source of data is an annual survey sent to a sampling of consumers who had requested the Visitors Guide. The survey informs the development of its Visitors Guide, advertising campaigns, and marketing and communication strategies.

The tables presented on the following pages are based on analyses of data covering the years from 2007 to 2010. (The 2011 annual report will be available in May 2012.) Highlights of and conclusions drawn from the data include the following:

- *Roughly half of requests for a Visitor Guide came from Illinois and Wisconsin.* Kenosha has found a niche as a regional destination.
- *When asked the purpose of their visit, 38% of survey respondents said they were taking a weekend getaway, 23% were vacationing, and 19% were attending a special event.* The Kenosha marketing campaign has been successful, and continued emphasis on special events will pay dividends.
- *Nearly half of visitors (47%) come in the months of June, July, and August.* Seasonality is the primary challenge for tourism and many Downtown businesses.
- *Visitors age 63 and older are the largest age segment.* Certain types of stores and restaurants will appeal to this demographic that has the time for leisurely travel throughout the year.
- *Some of the top attractions of Kenosha County, such as the Lakefront and museums, are located Downtown.* The popularity of the second most popular attraction, Jelly Belly warehouse in Pleasant Prairie, may suggest a more modest spin-off for the Downtown. Antique shops, perhaps in an antique mall, may have potential to draw people Downtown.

Table 4-17: Origin of Visitor Guide Requests - Top Seven States

State	2007		2008		2009		2010	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Illinois	3,682	36%	4,340	37%	3,488	30%	4,324	30%
Wisconsin	2,215	22%	2,729	23%	1,921	16%	2,454	17%
Michigan	781	8%	699	6%	999	8%	2,225	16%
Minnesota	657	6%	944	8%	609	5%	1,129	8%
Indiana	584	6%	727	6%	724	6%	713	5%
Ohio	526	5%	387	3%	654	6%	735	5%
Iowa	445	4%	656	6%	537	5%	987	7%
All Other	1,304	13%	1,250	11%	2,885	24%	1,693	12%
<b>Total Requests</b>	10,194		11,732		11,817		14,260	

Source: Kenosha Area Convention & Visitors Bureau Annual Reports 2007-2010

# SECTION 4: MARKET ANALYSIS

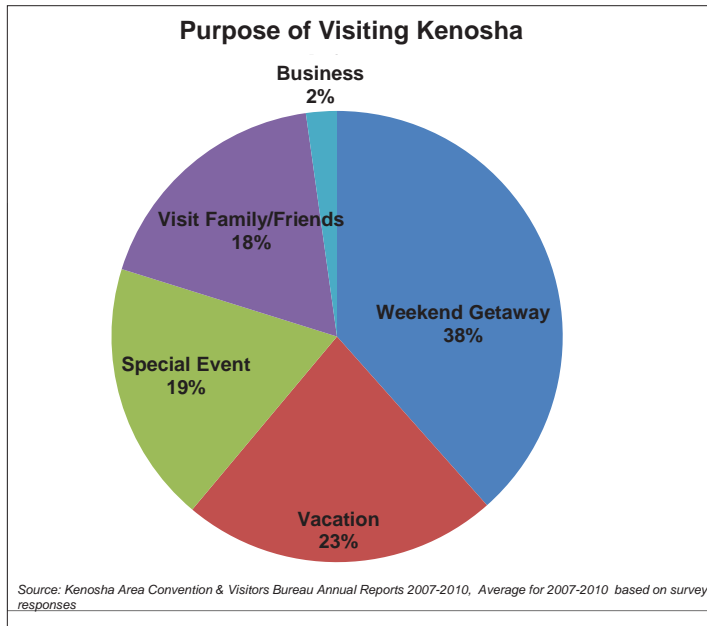


Figure 4-5: Purpose of Visiting Kenosha

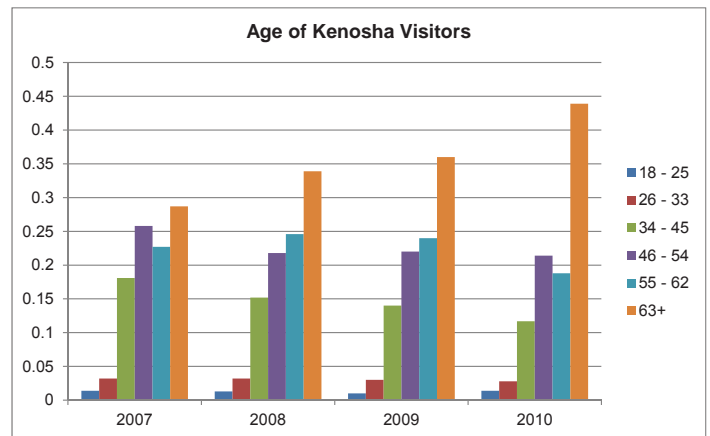


Figure 4-7: Age of Kenosha Visitors

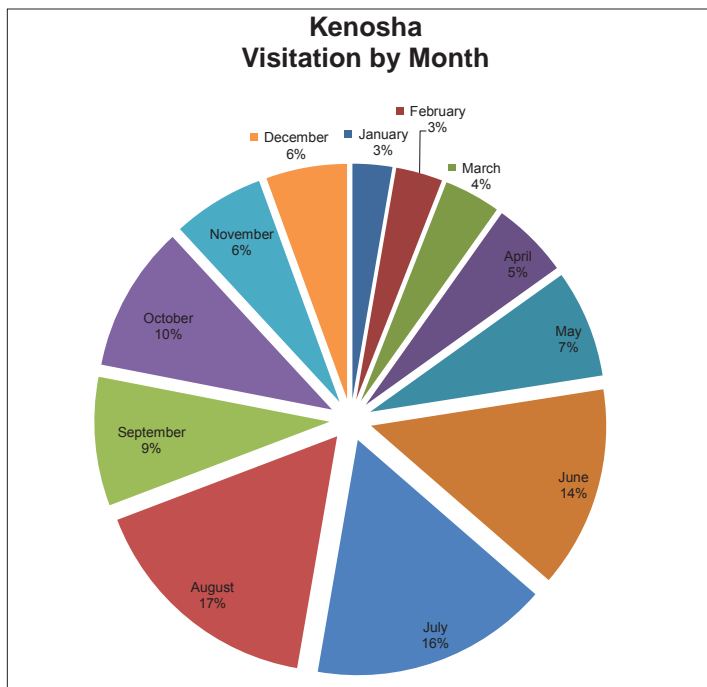


Figure 4-6: Kenosha Visitation by Month

	2007	2008	2009	2010	4-Year Average
<b>Survey Responses</b>	<b>700</b>	<b>804</b>	<b>1,062</b>	<b>391</b>	<b>739</b>
Restaurants & Cafes	64%	69%	74%	70%	70%
Prime Outlets/Pleasant Prairie Premium Outlets	53%	55%	64%	58%	58%
Jelly Belly Center	43%	53%	52%	54%	50%
Lakefront Beaches & Parks	36%	38%	42%	42%	39%
Kenosha Public Museum	29%	36%	35%	34%	34%
Specialty Shops	28%	33%	35%	32%	33%
Parks & Nature Areas	29%	35%	34%	25%	32%
Electric Streetcar	28%	34%	33%	32%	32%
Historic Districts	23%	26%	29%	32%	27%
Civil War Museum	0%	26%	32%	34%	23%
Dinosaur Discovery Museum	16%	20%	21%	23%	20%
Kenosha History Center	13%	20%	22%	19%	19%
Gurnee Mills	28%	30%	0%	0%	15%
Bristol Renaissance Faire	11%	14%	16%	12%	14%
Special Events	14%	8%	11%	14%	11%
Dairyland Greyhound Park	9%	10%	11%	0%	9%
Lake Michigan Fishing	7%	6%	6%	10%	7%
RecPlex	6%	6%	6%	7%	6%
Lake Michigan Boating	4%	5%	6%	8%	6%
Kenosha HarborMarket	0%	0%	0%	39%	5%
Six Flags	7%	8%	0%	0%	4%
Antique Shops	14%	0%	0%	0%	3%
Inland Fishing	2%	2%	4%	6%	3%
Golf	2%	2%	4%	3%	3%
Southport Lighthouse	0%	0%	0%	18%	2%
Inland Boating	2%	2%	2%	4%	2%
Country Thunder	3%	2%	2%	0%	2%
IcePlex	2%	2%	3%	0%	2%
Velodrome	1%	2%	2%	4%	2%
Skiing	1%	1%	1%	2%	1%
Theater / Arts	0%	0%	0%	8%	1%

Source: Kenosha Area Convention & Visitors Bureau Annual Reports 2007-2010

## RESIDENTIAL MARKET

### OCCUPANCY AND TENURE

Table 4-19 shows the number of occupied and vacant houses in Kenosha and the balance of Kenosha County. Additional details from the Census Bureau reveal that vacant rental units account for many of the vacant units in the City, while vacant units in the County are typically those for seasonal or recreational use.

### YEAR BUILT

The housing stock in the City of Kenosha is somewhat older than the housing stock in the outlying county. Judging from Table 4-20, housing development in the City outpaced the rest of the County until 1980. From 1980 through 2004, however, more Kenosha County units were built outside the City.

**Table 4-19: Housing Occupancy & Tenure**

Housing Units by Occupancy	City of Kenosha		Kenosha County (excl. City)	
	Number	Percent	Number	Percent
Total Housing Units	40,643	100.0%	28,645	100.0%
Occupied Housing Units	37,376	92.0%	25,274	88.2%
Vacant Housing Units	3,267	8.0%	3,371	11.8%
<b>Tenure in Occupied Units</b>				
Owner Occupied	22,157	59.3%	20,424	80.8%
Average Household Size	2.68		2.67	
Renter Occupied	15,219	40.7%	4,850	19.2%
Average Household Size	2.39		2.39	

Source: American Community Survey Estimates 2005-2009, U.S. Census Bureau

**Table 4-20: Housing Units by Year Structure Built**

	City of Kenosha		Kenosha County (excl. City)	
	Number	Percent	Number	Percent
Total	38,979	100.0%	28,150	100.0%
Built 2005 or Later	964	2.5%	858	3.0%
Built 2000 to 2004	2,852	7.3%	3,833	13.6%
Built 1990 to 1999	5,027	12.9%	5,715	20.3%
Built 1980 to 1989	2,414	6.2%	2,541	9.0%
Built 1970 to 1979	5,398	13.8%	3,917	13.9%
Built 1960 to 1969	4,063	10.4%	2,683	9.5%
Built 1950 to 1959	5,692	14.6%	3,445	12.2%
Built 1940 to 1949	3,076	7.9%	1,881	6.7%
Built 1939 or earlier	9,493	24.4%	3,277	11.6%
Median Year Built	1963		1970	

Source: American Community Survey 2005-2009, U.S. Census Bureau

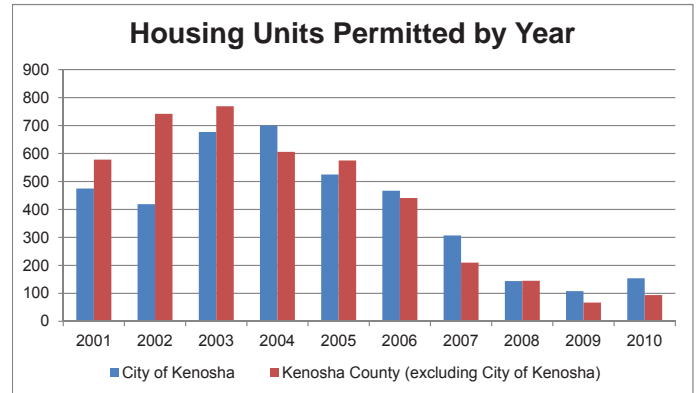
## SECTION 4: MARKET ANALYSIS

### HOUSING PERMIT ACTIVITY

Over the 10-year period from 2001 to 2010, the City of Kenosha permitted 3,976 housing units, of which 58.3% were for detached single-family housing. Activity peaked in 2004, when a total of 700 units were permitted. The number of units fell in each year thereafter before picking up modestly in 2010 – see Table 4-21 and Figure 4-8.

Kenosha County excluding the City of Kenosha permitted 6% more housing than the City of Kenosha, with a total of 4,227 units in 10 years. The majority of units, 82.8%, were single-family detached. Pleasant Prairie accounted for 37.3% of the permitted housing units in the county (excluding the City of Kenosha). Somers, with 11.6% of the new units, was the only other community representing more than 10% of the permit activity in the county.

When reported, 2011 figures are likely to show very limited housing permit activity.



Source: U.S. Census Bureau Censtats Database

Figure 4-8: Housing Units Permitted by Year

Table 4-21: Housing Units Permitted in Kenosha

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total	Annual Avg. 2001-2010
<b>City of Kenosha</b>												
Single-Family Detached	209	227	222	326	375	358	295	144	98	65	2,319	232
Buildings with 2-4 Units	4	4	20	34	26	10	3	0	3	0	104	10
Buildings with 5 or more units	262	188	435	340	124	99	9	0	7	89	1,553	155
<b>Total</b>	<b>475</b>	<b>419</b>	<b>677</b>	<b>700</b>	<b>525</b>	<b>467</b>	<b>307</b>	<b>144</b>	<b>108</b>	<b>154</b>	<b>3,976</b>	<b>398</b>
<b>Kenosha County (excluding City of Kenosha)</b>												
Single-Family	523	586	586	508	487	314	202	133	67	94	3,500	350
Buildings with 2-4 Units	15	32	33	34	16	56	0	12	0	0	198	20
Buildings with 5 or more units	40	124	150	64	72	71	8	0	0	0	529	53
<b>Total</b>	<b>578</b>	<b>742</b>	<b>769</b>	<b>606</b>	<b>575</b>	<b>441</b>	<b>210</b>	<b>145</b>	<b>67</b>	<b>94</b>	<b>4,227</b>	<b>423</b>

Note: Data shows Census estimates with imputation.

Source: U.S. Census Bureau Censtats Database



## DOWNTOWN HOUSING

Pockets of older single-family homes are found throughout the Downtown study area, and single-family homes of all descriptions are predominant in the south portion of the Downtown, down to its 65th Street boundary.

A few multi-family rental buildings were constructed in the 1960s and 70s, while some vintage buildings continued to provide desirable apartments. In 1990, Stationside Village brought 151 rental flats and townhomes to the west edge of the Downtown, near the Metra station. The flats have a patio or garden, and the townhomes have a washer/dryer and an attached garage. Because Stationside was originally financed with housing tax credits, 20% were affordable to households with incomes at 60% of the local area median income. The compliance period ended, and all the units are now market-rate. The unit mix and rents are shown in Table 4-22. Stationside's typical rent of \$0.80 per square foot is well below the rate that would be required to support new construction.

Some upper floors of commercial buildings contain rental apartments. A typical rent for second floor apartments with one bedroom in a commercial building in the Downtown would be about \$450. The asking rent for a fully renovated unit with features such as hardwood flooring, new appliances, and a granite countertop would be up to \$650. A recently renovated upper-floor apartment with two bedrooms and two bathrooms might fetch a monthly rent of \$850. A typical rent for a remodeled unit in an apartment building around Library Square might be \$675. Such upper-floor development is likely to be economically feasible for many building owners, particularly those with a low basis in the property, and should be encouraged. Demand for quality rentals will be increased with more Downtown workers and an environment that attracts students.

A developer has applied to the Wisconsin Housing and Economic Development Authority (WHEDA) for tax credits to help finance the adaptive-use development of the former KYF building. The plan calls for 42 rental units including 33 affordable and nine market-rate apartments.

Development of HarborPark commenced in 2001, adding condominium flats and townhomes. Original sales prices for the largest well-located units were in the range of \$500,000 to \$600,000. Indicative of current conditions, HarborPark units may be offered at prices below those paid by the seller. Listings with Realtors show the following asking prices as of the end of February 2012 – see Table 4-23.

**Table 4-22: Stationside Village Rents**

Type	Bedrooms	Baths	Sq Ft	Rent
Flats	2	2	900	\$760
	2	2	885	\$725
	2	1	854	\$690
	2	2	965	\$800
	2	2	965	\$745
	2	2	1,044	\$750
	2	2	1,044	\$750
	2	2	1,057	\$765
Townhouses	2	1.5	1,116	\$925
	2	1.5	1,173	\$899
	2	1.5	1,057	\$900

Source: Legacy Property Management

**Table 4-23: HarborParks Units Offered for Sale**

List Price	Bedrooms	Baths	Sq Ft
<b>Flats</b>			
\$51,900	1	1	550
\$72,000	1	1	605
\$79,900	1	1	740
\$89,000	1	1	550
\$90,000	1	1	740
\$99,900	1	1	740
\$110,000	2	1.5	1,003
\$124,000	2	2	1,201
\$124,900	2	2	1,201
\$134,900	2	2	1,381
\$139,900	2	1.5	997
\$155,000	2	2	1,279
\$355,000	2	2	1,900
\$376,900	3	3	2,911
<b>Townhouses</b>			
\$152,900	2	1.5	1,601
\$157,000	3	2	1,601
\$159,400	2	2.5	1,810
\$169,500	2	2	1,810
\$215,000	2	2.5	1,938
\$249,900	2	2.5	2,486

\$116 Average price per square foot

Source: Realtor.com, February 29, 2012

## SECTION 4: MARKET ANALYSIS

---

The potential impact of HarborPark on downtown businesses has been diminished by market conditions, as some of the unsold units are vacant. Other factors lead to empty units. HarborPark is a second home for some owners, while other owners are snowbirds. Restrictions on renting by the condominium associations also contribute to vacancies and reduces the number of households who could be patronizing Downtown businesses and energizing the streets.

Lakeview Virginia Towers is one of the developments to go forward in the last round of new housing developed in 2007. Due to a number of internal and external problems, this 34-unit building remains unoccupied. A turn-around for this situation may be found in an alternative use such as housing for hospital employees or student apartments.

The final Downtown housing project was completed in 2011. Harborside Commons, 716 51st Place, provides 89 units of affordable housing for seniors and is in its initial lease-up period. Another senior building is located downtown: Lakeside Towers is a 182-unit, Section 8 project developed in 1980.

Table 4-23 on the following page presents an inventory of selected residential properties located in the downtown.

Of note among the Downtown housing inventory is Dayton Residential Care Facility (DRCF). This 1925 building, originally a hotel, became an SRO in 1965 and a Community Based Residential Facility in 1974. The project contains 90 private furnished rooms, most with a private bathroom. DRCF is licensed through the State of Wisconsin and approved for placement of veterans in the VA CRC program. The VA Mental Health Intensive Case Management team from North Chicago provides programming at Dayton two days a week. A daily shuttle provided by the VA takes residents to North Chicago for doctor's appointments, day treatment, and sheltered workshops. Other contractual partners of DRCF are Kenosha County and Community Care & Family Care Partnership based in Milwaukee.

Table 4-24. Selected Multi-family Housing in Downtown Kenosha

Project	Location	Housing Type	Year	Units
Landmark Apartments	5918 8th Ave	Historic Nathan R. Allen Mansion	1895	5
512 57th St Apartments	512 57th St	Historic hotel building	1907	4
5917 1/2 6th Avenue	5917 1/2 6th Avenue	Fully renovated upper floor units	1920s	4
Terrace Court Apartments	6207 7th Ave	Historic 3-story courtyard building	1928	48
Garden Court Apartments	5902 5th Ave	2-story building	1963	12
Imperial House Apartments	6225-6235 7th Ave	3-story buildings	1963, 1973	51
Dayton Residential Care	521 59th St	1925 hotel building / VA services	1965	90
Harbor Villa	5th Ave and 48th St on Harbor	Townhouses	1972	21
Library Park Apartments	5947 7th Ave	4-story building	1972	46
12-Unit Building (Rental)	6018 8th Ave	3 stories over parking	1978	12
Lakeside Towers (Rental)	58th St and 3rd Ave	10-story building, seniors, Section 8	1980	182
Stationside Village (Rental)	5215 11th Ave	Townhouses and flats	1990	151
Olde Town Avenue Condos	48th Street and 10th Ave	Townhouses	1992	5
Kenosha Harborview	45th Street, E of 5th Ave	Townhouses	1995	8
Harbor Park - Parcel G	55th St, 2nd Ave, 56th St, 3rd Ave	Townhouses and flats	2001	38
Harbor Park - Parcel B	54th St, 4th Ave, 55th St, 5th Ave	Townhouses and flats	2002	28
Harbor Park - Parcel C	54th St, 3rd Ave, 55th St, 4th Ave	Townhouses and flats	2002	28
Harbor Park - Parcel E	55th St, 4th Ave, 56th St, 5th Ave	Flats	2002	60
Harbor Park - Parcel F	55th St, 3rd Ave, 56th St, 4th Ave	Flats	2003	35
Harbor Park - Parcel D	54th St, 2nd Ave, 55th St, 3rd Ave	Flats	2004	40
Harbor Park - Parcel H	56th St, 4th Ave, 57th St, 5th Ave	Flats over retail	2005	41
Harbor Park - Parcel I	56th St, 3rd Ave, 57th St, 4th	Townhouses and flats	2005	35
Lakeview Virginia Towers	4th / 57th St	9-story building, not occupied	2007	34
Harbor Place East	B/ 56th and 57th Sts, at 1st Ave	Townhouses	2007	16
Harbor Place Central	56th St, E of 2nd Ave	Townhouses	2007	6
Harborside Commons	716 51st Place	Affordable senior housing	2011	89
<b>Total Housing Units in Selected Inventory</b>				<b>1,089</b>
Units added before 1990				475
Units added since 2000				614
Rental units				694
Condo units				395
Affordable units				361
Senior Units				271

Source: Goodman Williams Group

### SUMMARY OF DEMAND SEGMENTS

Demand segments in the Downtown include residents, workers, and visitors. The accompanying table summarizes the sources of demand.

*As Table 4-25 shows, Downtown Kenosha has substantial residential and worker populations on which to build.*

More housing will be feasible when the market recovers. Expanding employment opportunities and the number of Downtown workers, however, is likely to happen only with supportive planning and programs.

Tourism is strong and has the potential to expand. The challenging seasonality of tourism, however, indicates the importance of balance among all the demand segments. To thrive, restaurants and stores must draw from the year-round population in the Downtown and attract people from throughout the City as well as visitors.

Table 4-25: Downtown Kenosha Demand Segments

<b>On a Daily Basis:</b>	
Residential population	4,682
Households	2,090
Workers	9,002
Metra riders	431
<b>Weekly:</b>	
Harbor Market (peak Saturday)	Up to 5,000
<b>Seasonal:</b>	
Boat slip owners	567
Hotel guests (full occupancy on weekends)	111 rooms
Streetcar riders (daily average in July)	358
<b>Special Events (examples):</b>	
Taste of Wisconsin	32,000
Wisconsin Marathon	2,500 athletes

Note: Categories may not be mutually exclusive.

Source: Goodman Williams Group



# SETTING A COURSE

SECTION 5

### THE PUBLIC PROCESS

A fundamental component of any successful strategic planning process is community engagement. Employing a multi-layered public process enables the identification and establishment of shared priorities and civic character. It is important that this process achieve both a wide breadth of stakeholders as well as garner a deep understanding of the community issues and opportunities.

Beyond information gathering, a robust, multi-phased public process also plays an important role in ensuring a smooth transition into implementation. Direct participation in the planning process – when community members are able to be seen and heard – fosters trust between neighbors, with elected officials responsible for enacting policy, and of the project itself. By bringing the Community together to develop a shared vision for the Downtown, a target is established by which progress can be measured. Additionally, harnessing the energy and excitement generated through public participation efforts is particularly essential during the early phases of a long-term strategic development effort because the tangible effects of such planning will only occur over time.

To achieve these goals, the public process for the Downtown Strategic Development Plan utilized the following three structures for engaging the Community:

- **Stakeholder Interviews.** One on one, and small group meetings providing an opportunity for the consultant team to obtain the unique insight of key business and property owners, and elected officials.
- **Public Meetings.** A series of structured forums for community members to meet the consultant team, share their thoughts, and listen to others.
- **Online Surveys.** Dynamic participation tools that help to reach a broader audience, yet provide privacy for honest feedback, while achieving measurable results.



The results of these three outreach structures allow for a “triangulation of data” on common themes and ideas. While the full results of the Open Houses and Surveys are available in this report’s Appendix, the summary presented on the following pages provides a basic overview of the various outreach efforts, and aggregates the common themes and ideas.

### STAKEHOLDER INTERVIEWS

Throughout the Downtown Strategic Development Plan process, over 100 stakeholders were interviewed during 60 to 90 minutes sessions representing a variety of backgrounds and special interests, such as:

- City Elected Officials
- City Staff
- City Police & Fire
- City Committee & Commission Members
- County
- Downtown Business Owners
- Chamber of Commerce
- Kenosha Area Convention & Visitors Bureau
- Downtown Property Owners
- Area Developers
- Kenosha Area CEOs & Business Owners
- Social Service Representatives
- Arts/Cultural Organizations
- Harbor Market
- Carthage College
- City Museums
- Business Professionals
- Local Residents

## PUBLIC MEETINGS

### Community Open House (Meeting 1)

Over 150 community members participated in an evening “open house” format workshop on February 22nd, 2012. Participants were asked to provide input at five stations on the following topics:

- **Station 1 – Planning Process & Orientation:** Participants were asked to mark the location of their residence and employment on a map.
- **Station 2 – Neighborhood Context:** Participants commented on the different neighborhood characters or personalities within the Downtown and identified key sites susceptible to change within the Downtown.
- **Station 3 – Transportation & Transit:** Participants commented on key routes into the Downtown, critical gateways and existing transit and transportation opportunities and constraints.
- **Station 4 – Retail Market Character:** Participants commented on the Downtown retail shopping environment, marked the locations that they like to visit on a map as well as identified areas that were in need of improvement or new offerings.
- **Station 5 – Visual Preference Survey:** Participants rated a series of 94 images covering a range of urban design and character concepts.



Participants mingle and discuss their ideas during Community Open House 1

### Community Visioning Workshop (Meeting 2)

The second public meeting, held on May 24, 2012, provided the Kenosha community with an opportunity to review and provide feedback on a series of 22 targeted plan implementation concepts/initiatives derived during Phase 1 analysis. Approximately 165 people participated in the Community Visioning Workshop, which was structured as follows:

- The consultant team made a brief presentation of the project’s process to date, and a review of the 22 concepts/initiatives.
- Participants then engaged in a dynamic exercise where they identified their support for the various implementation concepts by voting with “Kenosha Dollars”. Each participant was limited to ten “dollars” ensuring a basic level of prioritization, and the total number of votes each concept received was weighted based on the relative associated costs.
- The results of the voting exercise were relayed back to the participants, and community members were provided an ‘open mic’ forum to share their thoughts and questions.



Community members vote using “Kenosha Bucks” during the Community Visioning Workshop voting exercise.

### Community Workshop (Meeting 3)

On July 17, 2012, roughly 150 Kenosha community members gathered for the Strategic Development Plan's final public meeting. The over-arching purpose of the workshop was to present and obtain feedback regarding the Preliminary Downtown Plan and related implementation strategies; while galvanizing support for the project before preparing the final Plan document. The Community Workshop used the following format:

- Review of project progress and goals and a summary of the findings from the community visioning exercises conducted during the Community Visioning Workshop and Online Survey 2.
- Presentation of the preliminary plan for Downtown, a cohesive set of recommendations and concept alternatives developed from collected community and stakeholder input, and supported by Phase 1 analysis.
- Break-out table discussions allowing further review of the preliminary plan and an opportunity for community members to debate ideas and help refine key details.
- Representatives from each break-out table reported back the central points of their groups' discussions, which were recorded on the spot.

### Online Survey 1

Nearly 500 members of the public participated in a 37 question online survey that asked for input on Downtown character, retail and service mix, and transit and transportation. Data collected during the survey was heavily utilized in early stage analysis, and helped to establish the Phase 2 visioning concepts/initiatives.

### Online Survey 2

Following the Community Visioning Workshop, an online version of the "Kenosha Bucks" voting exercise was developed in order to reach a wider range of community members.

*Over 300 surveys were taken, with 87% of participants stating that they had not attended the previous Open House.*

The survey questions were also structured in a manner that provided a thorough understanding of the various implementation concepts/initiatives, enabling in depth analysis.



Participants report back on their group conversations to the broader Workshop audience.



# PUBLIC INPUT SUMMARY

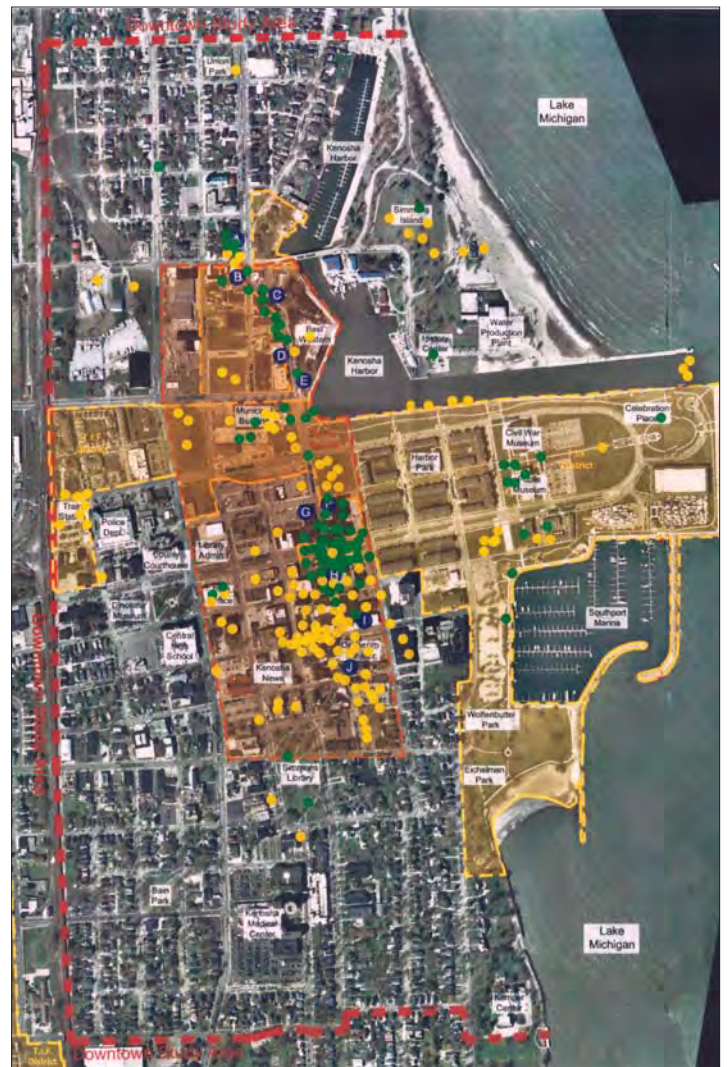
## PHASE 1

The following lists represent some of the major topics/themes, and supporting observations covered during the Phase 1 public participation efforts (Stakeholder Interviews, Community Open House 1, and Online Survey 1).

### General Observations

- Downtown Kenosha is a “diamond in the rough” with a significant potential and a pending renaissance.
- The community is generally positive and excited about a more vibrant Downtown.
- There is a high quality of life within Kenosha at a cost of living that is very reasonable relative to other shoreline communities within Wisconsin and Illinois
- While several participants do not feel safe walking around the Downtown at night, there is a general acknowledgement that crime is low.
- Most participants had a hard time identifying the symbolic “heart” of the Downtown – indicating that the Downtown lacks focus or any one key community space or landmark.
- Most everyone acknowledged the lakefront as one of the defining elements of the Downtown.
- Kenosha has a strong regional location, with access to the lake and two major metropolitan areas.
- Potential exists to market the qualities of Kenosha to a much larger audience.

- Some members of the community do not recognize what has been accomplished over the last 20 years related to the reclamation of the lakefront for public benefit.
- The current political environment can be polarized and volatile creating challenges to accomplishing change.
- There are dated ordinances and regulations that are not supportive of small businesses and new development.



Results of a Community Open House exercise where participants were asked to identify the “center of Downtown” (green dots), and the top priority area to focus on (yellow dots).

### Downtown Character & Aesthetics

- The general aesthetics of the Downtown area are poor and in need of improvement.
- The vacant buildings and perceived “absentee landlords” create a challenge to the character of the Downtown.
- There seems to be a desire for direction on which vacant buildings should be saved and what to do with the ones not worth saving.
- While there are many vacancies and lack of upkeep on certain properties, the foundation of buildings and businesses along 6th Avenue creates strong opportunities for a main street, mixed-use character.
- The City lacks strong wayfinding to direct visitors from the Interstate to the Downtown and to specific destinations and parking within the Downtown.
- There is generally an acceptance for taller buildings within the Downtown, as long as they are designed and located appropriately.
- Several stakeholders commented on a desire for multi-block walkability within the Downtown by creating a strong cluster of retail uses.



In the Visual Preference Survey, workshop participants heavily favored scenes with outdoor cafes. This image of Lockport Street in Plainfield, Illinois was the Community’s most preferred image overall.



## Business Mix

- Many stakeholders commented on the desire for creating more of an entertainment district with additional restaurants, live music and shopping opportunities within the Downtown.
- A critical mass of stores and restaurants is missing which takes away from the ability to make a “shopping trip” and drives more targeted and individual visits.
- The Harbor Market is valued and its future growth seems to be supported.
- There is a desire for a smaller grocery store venue within the walkable Downtown to support local residents.
- Potential was identified for local/organic food related business/tourism.
- Stakeholders are frustrated by the loss of Walgreens from the Downtown and would like to see a pharmacy return to the central core.
- The Kenosha Theatre restoration project is seen as having merit, but many are unsure if it is worth the cost or will be successful.
- It is important to have at least one hotel within the Downtown, but stakeholders would generally like to see the existing Best Western upgraded and capitalize on its prime location.

## Transportation & Transit

- Of the three access points from the interstate, State Route 158/52nd Street is seen as the primary path into the Downtown and should be improved through signal coordination and beautification and signage to provide an efficient and aesthetically pleasing route into the Downtown.
- The Metra station is a positive element for the Downtown, even though the schedule is not ideal or convenient for many users.
- The street cars are a unique element that should be expanded and marketed for use during festivals to take better use of them as a form of public transit to other area institutions.
- While finding parking on a typical day is not a problem, if the vacant buildings and sites were fully developed, there would be a parking “problem” within the Downtown.
- Many stakeholders are sorry that the initiative to extend train service through Racine to Milwaukee failed.
- Several commented on lack of on-street bike lanes and other bicycle amenities, particularly related to increased bike tours, tourism and alternate modes of transportation.



Results of a Community Open House exercise where participants were asked to identify redevelopment opportunities.



Photos of bicycle amenities, including bike lanes and racks, were strongly favored in the Visual Preference Survey.

## SECTION 5: SETTING A COURSE

### Residential Uses

- Lack of quality rental apartments within the Downtown.
- Many commented on the lack of winter and weekday residents within HarborPark.

### Civic & Institutional Uses

- The City Hall is located on one of the most valuable sites within the Downtown and could be relocated to allow for a catalytic project to occur on this gateway site.
- The local colleges are an amenity to the City, and have the potential to play a role in the increased vibrancy of the Downtown.
- Downtown Museums are generally seen as a positive amenity that brings visitors to Kenosha.
- The Kenosha Medical Center should be supported and ways to integrate the campus better into the Downtown should be pursued.
- While the Dayton Residential Care Facility is acknowledged as an important social service, many raised concerns that the use had a strong negative effect on the Downtown and raised the question of if it could be relocated or modified to diminish its impact.



Kenosha Public Museum



Kenosha Medical Center



Dayton Residential Care Facility at street level

## Open Space & Festivals

- The growing number of strong seasonal festivals creates vibrancy in the Downtown.
  - Harbor Market – Outdoors every Saturday from May through October (2nd Avenue)
  - Taste of Wisconsin – Last weekend in July (Lakefront/Celebration Place?) put on by Kiwanis Club of Western Kenosha
  - Spokes & Folks – 3rd Friday in July (Library Park) put on by YMCA
  - Peanut Butter and Jams – Thursdays in July and August (Veteran's Park)
  - Independence Day Fireworks – July 4th (HarborPark)
  - Salute to Freedom – 2nd Saturday in June (Civil War Museum)
  - Mayor's Turkey Day Run – Thanksgiving Day (throughout Downtown)
  - Art Fair – 3rd Sunday in July (Library Park)
  - Second Saturdays – 2nd Saturday of each month (throughout Downtown) organized by Kenosha Art Association.
  - Grill Games – 4th weekend in August (Celebration Place) put on by the Chamber of Commerce
  - Pike River Rendezvous – 1st weekend in August (Simmons Island)
  - Christmas Tree Lighting Ceremony – 1st Saturday in December (Civil War Museum)
- Lakefront park/open spaces are missing some utilities including electricity which makes it more difficult for hosting festivals.
- There is potential for additional outdoor events like movies in the park or a more centralized band shell for regular weekend concerts.
- Many stakeholders suggested more active uses of the lake, including dinner cruises, water taxis, increased transient boat slips and boat tours connecting to Chicago or Milwaukee.
- Due to the summer lakefront use and festivals, the activity levels in Downtown are strongly seasonal in character.

## Desired Planning Goals & Outcomes

- Many participants noted that a strong vision for the Downtown that helps unify the community and build momentum as the one thing they would like to have come out of the planning process.
- There are many different active organizations affecting the direction of the Downtown (City, BID, Chamber of Commerce, KABA, etc.) and strong leadership and clearly defined roles will be critical to make progress once this study is complete.
- While some larger ideas have been contemplated (e.g. convention center, hockey arena), most participants would like to see smaller “baby” steps be taken resulting in measurable success that helps build positive momentum for change.
- Certain ordinances, perceived inconsistent code enforcement and lack of flexibility for creativity are seen as not supportive to small businesses.



Kenosha Harbor Market

## SECTION 5: SETTING A COURSE

In addition to the public input, the following is a summary of the constraints and opportunities identified during the fieldwork and analysis portions of the planning process:

### Weaknesses/Challenges/Issues

#### ■ Physical Conditions

- The City lacks a sense of arrival, both in regards to signage and gateways and to established character.
- Some building facades need improvement. The architecture of individual storefronts is not coordinated across the building façade. Several buildings have long solid walls without windows.
- A clustering of several vacant buildings within the Downtown core impacts the appearance and activity.
- Some crosswalks could be better defined and visible to motorists and pedestrians.
- The width of several roadways is larger than appears necessary, creating the appearance of large uninterrupted paving areas.
- Some business signage is dated, aging or unattractive.
- Portions of the streetscape have few street trees.
- The 6th Street infrastructure is in need of repair or replacement

#### ■ Transportation

- The distance from the I-94 to Downtown Kenosha makes drawing visitors from the interstate challenging.
- There are several potential routes into the Downtown without clear wayfinding to guide visitors on the best route.
- Sheridan Road by-passes the Downtown commercial area, causing many motorists to overlook the Downtown.
- Several roadways within the Downtown are in need of repair or resurfacing.
- The Metra commuter rail's service schedule makes using the train a less attractive option for some types of trips.

#### ■ Parking

- There is a perception that parking is difficult to find in some locations at peak times. Other concerns have been raised that if vacant buildings were to become occupied, there would be a significant parking shortage.
- While the City has improved the parking lot at 57th Street and 7th Avenue with new landscape and lighting, many parking lots are unattractive and poorly screened from adjacent roadways and uses.
- Due to the size of the Downtown and the location of different key destinations, many visitors park multiple times within one visit to the Downtown as opposed to parking once and walking.

#### ■ Commercial

- Within the Downtown area there is a significant amount of commercially zoned land, along with vacancies creates a lack of critical mass.
- The surrounding commercial corridors provide for many of the regional commercial desires.
- The Downtown lacks critical daytime and evening populations to support certain additional commercial uses.

#### ■ Residential

- Inflated land values and rental price points make second floor rental challenging. However, there is solid demand for quality downtown rental apartments.
- There is a high percentage of seasonal residents within HarborPark which leads to a lack of year-around activity in the Downtown.

#### ■ Other

- The Downtown has numerous parcels and a variety of owners, some of whom may have an inflated sense of land value or financial challenges affecting their property, which could inhibit future development or redevelopment.



## Strengths/Opportunities/Ideas

### ■ Physical Conditions

- The City has effectively reclaimed its lakefront over the last 20 years creating a series of quality open spaces that provide access for the public to the waterfront.
- New development associated with HarborPark is well done and maintained, setting a positive standard for new development.
- The City has clusters of quality buildings with historic character and value that creates an authentic environment for a strong mixed-use Downtown.

### ■ Transportation

- Kenosha is uniquely positioned between Chicago and Milwaukee with easy travel times to both cities.
- Kenosha has a solid grid system of streets that supports a permeable city with Complete Streets opportunities.
- Metra provides commuter rail service between Chicago and Kenosha.
- The City has invested in their street car system to create a unique transit amenity.
- The City has budgeted funds for expanding and improving the street car system.
- The bus system links the Downtown with the surrounding neighborhoods.
- The City has funds budgeted for improving the bike facilities throughout the community.

### ■ Parking

- Current parking demands are being accommodated through a variety of parking lots, decks and on-street parking opportunities.
- The City made improvements to the public lot at the corner of 56th Street and 5th Avenue which creates a visual example for future improvements to follow.
- The City has plans to install additional bike parking as recommended in the parking *Downtown/Uptown Parking Study* to encourage a balance in transportation use.

### ■ Commercial

- A range of key businesses and restaurants continue to succeed in the Downtown and draw loyal patrons.
- There is a current retail leakage that indicates that the Downtown would support additional stores.
- The Harbor Market has had the benefit of being an incubator for new businesses within the Downtown.
- The daytime population of the Downtown is increasing, which will have the added benefit of supporting additional retail and restaurant uses.

### ■ Residential

- There appears to be a growing demand for Downtown apartments and residential units.

### ■ Other

- Proximity to Carthage College offers potential to create partnerships that will increase the vibrancy of the Downtown.
- The Kenosha Medical Center campus brings significant employees and visitors to the greater downtown area, which could be capitalized on to increase business in the Downtown.
- The City has in place or has the ability to establish several funding mechanisms that could be used to further various Downtown initiatives.
- A growing number of festivals energizes the Downtown throughout the summer.

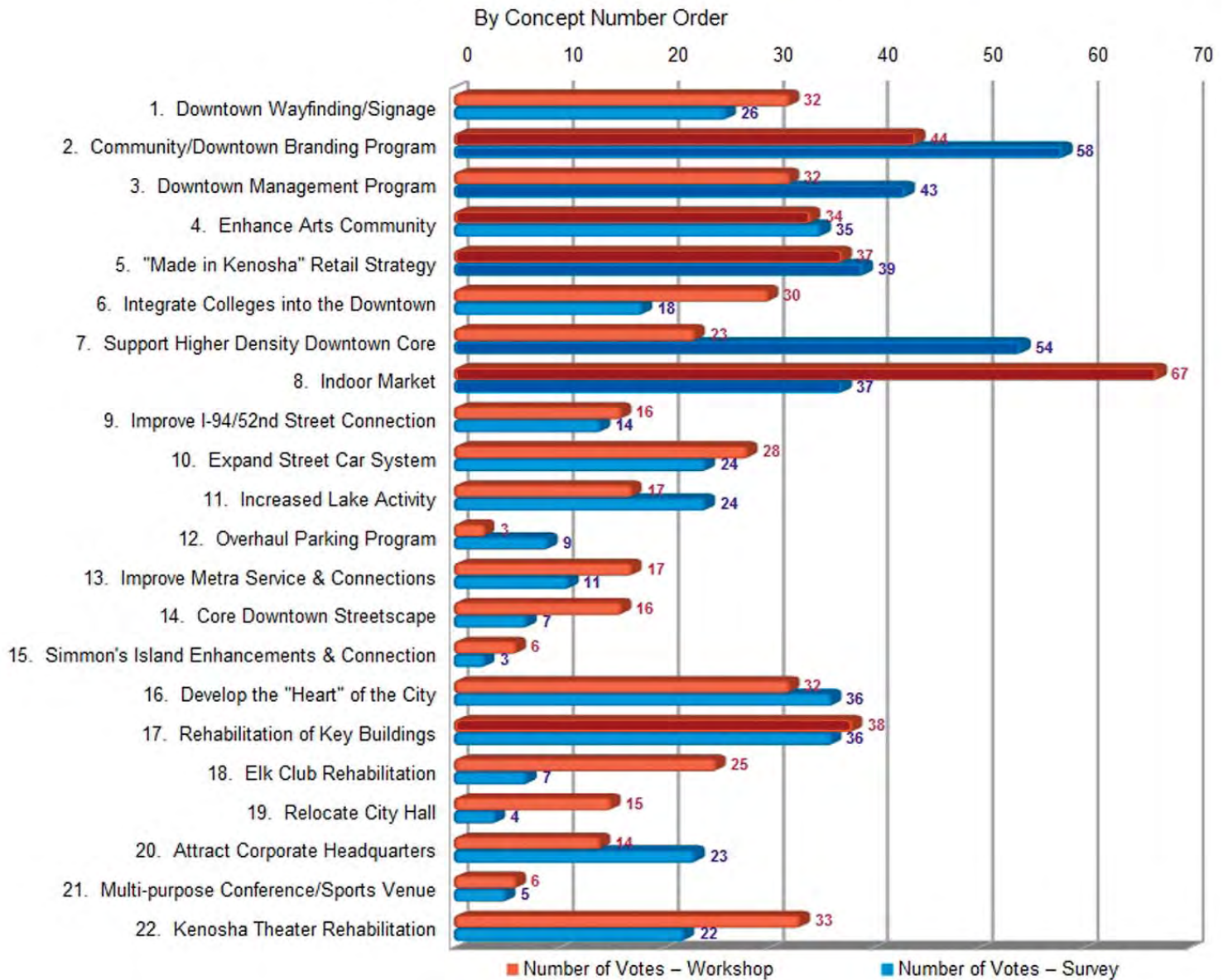


PUBLIC INPUT SUMMARY

PHASE 2

Based on the public input, field observations, and preliminary analysis gathered during Phase 1, a series of 22 Implementation concepts/initiatives were developed to provide an initial structure for Community Visioning efforts. These ideas were presented, reviewed, and voted on during Community Visioning Workshop and Online Survey 2. The chart below, and combined, overall ranking list on the facing page provide a summary of the results of these exercises.

Workshop vs. Survey Visioning Exercise Results



The results of the Phase 2 Visioning Exercises are presented in the chart above. The Implementation Concepts are listed in numerical order (not by rank), with Open House votes in red, and Online Survey votes in blue. The top five concepts are highlighted in darker colors, respectively.



## Combined Implementation Concept Ranking

1. Indoor Market — 104 Votes
2. Community/Downtown Branding Program — 102 Votes
3. Support Higher Density in the Downtown Core — 77 Votes
4. “Made in Kenosha” Retail Strategy — 76 Votes
5. Downtown Management Program — 75 Votes
6. Rehabilitation of Key Buildings — 74 Votes
7. Enhance Arts Community — 69 Votes
8. Develop the “Heart” of the City — 68 Votes
9. Downtown Wayfinding/Signage — 58 Votes
10. Kenosha Theater Rehabilitation — 55 Votes
11. Expand Street Car System — 52 Votes
12. Integrate Colleges into the Downtown — 48 Votes
13. Increased Lake Activity — 41 Votes
14. Attract Corporate Headquarters — 37 Votes
15. Elk’s Club Rehabilitation — 32 Votes
16. Improve I-94/52nd Street Connection — 30 Votes
17. Improve METRA Service & Connections — 28 Votes
18. Core Downtown Streetscape — 23 Votes
19. Relocate City Hall — 19 Votes
20. Overhaul Parking Program — 12 Votes
21. Multi-purpose Conference/Sports Venue — 11 Votes
22. Simmon’s Island Enhancements & Connection — 9 Votes

## PHASE 3

During Community Workshop 3, the Kenosha Community was able to review and discuss the Preliminary Plan for Downtown within small group break-out tables. Though these discussions were not specifically focused or directed to any particular topics, a series of central themes emerged when each table presented the main points of their discussions. These comments provided further direction and focus in drafting the Downtown Strategic Development Plan. Major points of consensus include:


- It is imperative that the efforts initiated through the Downtown Strategic Development Plan process continue, in order to carry the current momentum and excitement into the future.
- When viewed as whole, the Plan can seem overwhelming, and it is important that small, actionable steps are included to keep the project moving forward.
- It is important to improve the “livability” of Downtown by attracting businesses that serve the needs of residents, and provide services which help to ensure a high quality of life for a diverse population.
- Generally speaking, development efforts should respect and contribute to the existing character and scale of Downtown Kenosha.

### 8. INDOOR MARKET

**CONCEPT**  
Support the Harbor Market’s plan to create a larger, year-round indoor facility that will be the centerpiece of the local food culture.

**ELEMENTS/FEATURES**

- Provides for Downtown “grocery” demand
- Supports local agriculture
- Taps into current trends of “Foodie,” organic food, and “farm to table”
- Builds local food production and distribution sector for market
- Potentially acts as incubator for new businesses - including commercial kitchen that rents by the hour



Case Study:  
Central Market – Lancaster, Pennsylvania

Potential Relative Cost: \$\$\$

**DID YOU KNOW?**

- Expanded market tied to “foodie” culture offers huge tourism potential

Downtown Strategic Development Plan | Kenosha

Indoor Market concept slide from the Community Visioning Workshop presentation.

## SECTION 5: SETTING A COURSE

- A central priority should be developing a strong Downtown Core off of 52nd Street, should be central priority, helping to reconnect the north and south sides of the area.
- A Downtown Management Program is strongly supported, and should be a central component of the Plan.
- The Program should be lead by a strong, professional organization with a clear mandate, and should be the point “person” in efforts to attract and retain businesses Downtown.
- A Downtown Branding Program that is lead by professionals and employs a variety of dynamic strategies is essential. However, further developing Downtown Kenosha’s identity a major first step.
- Kenosha is ideally located to attract outside investment, new residents, and increased tourism, but Metra service, station amenities, and connectivity within Downtown are in need of improvement to fully maximize potential.
- Support was clear for creating a central gathering space, or “heart” of the Downtown, with general agreement on the location specified within the preliminary Plan.
- The idea of an indoor Harbor Market is extremely popular and should be included with Downtown Core redevelopment plans.
- In addition to major redevelopment projects, a high priority must also be placed on improving existing conditions including specifically targeting vacant buildings.
- Streetscape improvements were recognized as an important early step in catalyzing redevelopment, especially in relation to existing focus areas such as 6th Avenue in the Downtown core.
- The Community largely supports the expansion of the streetcar system as it has been envisioned, though opinions regarding priority level are mixed.
- One important caveat did emerge regarding the streetcar expansion, which emphasized utilizing additional funding sources, and that improvements in the streetcar system were leveraged to help invigorate redevelopment.
- It was also noted that while streetcar-related tourism was an important selling point, the City should strive to improve its viability as a transit option – including maintaining adequate service levels, coordination with Metra schedules, and by facilitating connections with major Downtown destinations.
- Many agreed that relocating the existing City Hall should be considered given the high potential value of the site for redevelopment.
- Though views on priority level vary, the City should do what it can to aid resuscitation efforts of significant historic buildings – with a special emphasis on the Kenosha Theater and Elk’s Club.



Community Workshop 3 participants review preliminary Plan elements.



# THE PLAN

SECTION 6



# SECTION 6: THE PLAN

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

## STRATEGIC DEVELOPMENT

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

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

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

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

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

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

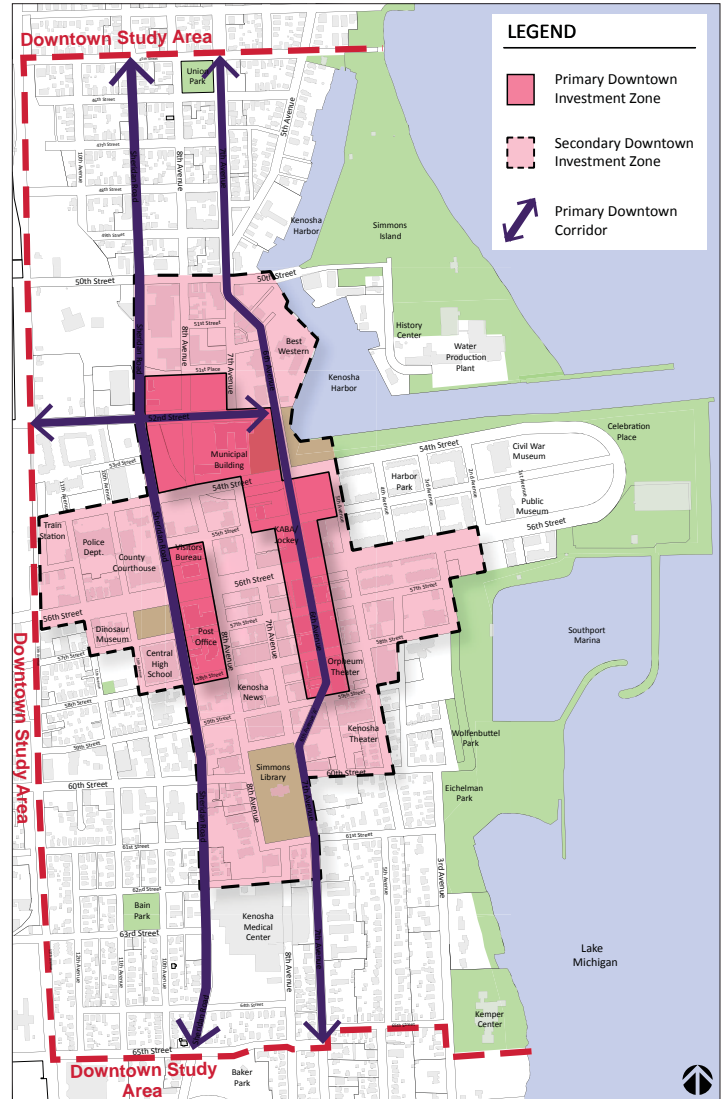


Figure 6-1: Downtown Investment Priority Map with Primary Corridors

### PLAN LEGEND

	Multi-family Residential		Mixed Use - Office
	Single-family Residential		Civic / Institutional
	Commercial		Existing Building



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

Figure 6-2: Downtown Strategic Development Plan

STRATEGIC DEVELOPMENT CONCEPTS

**A. Enhanced Viaduct and Arrival Gateways**

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

**B. C. D. New Downtown Residential Neighborhood**

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

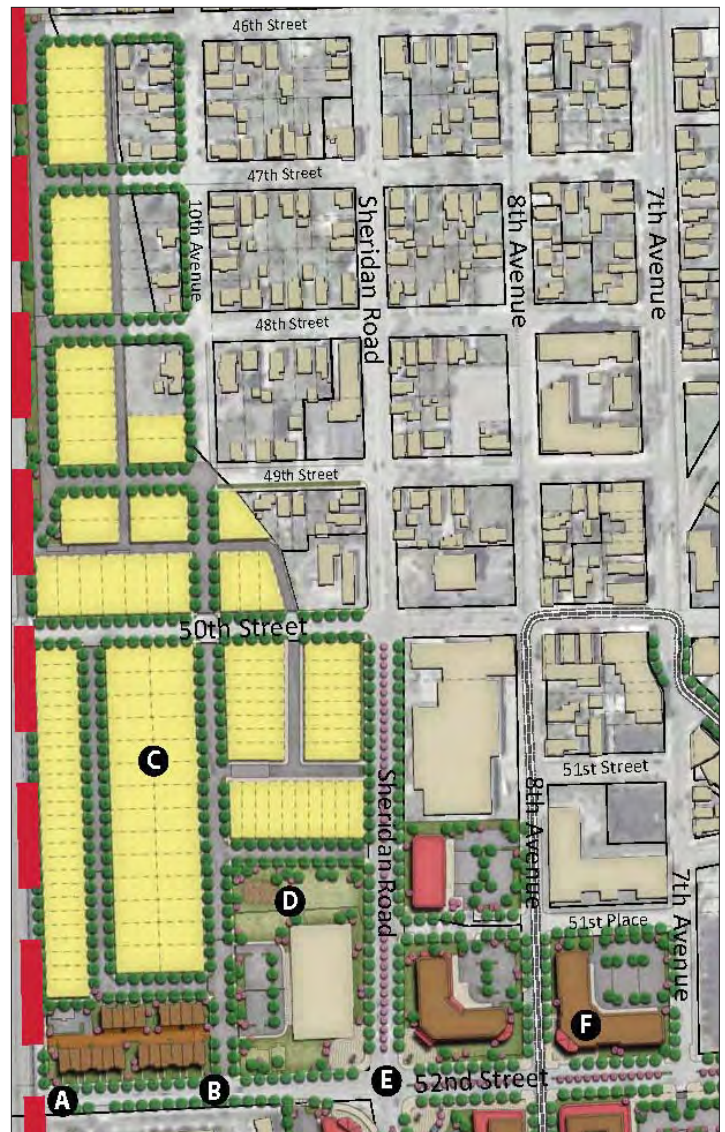


Fig. 6-4: Strategic Development Concepts A - D



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

## E. Gateway Corner Development

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

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

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

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



Fig. 6-5: Strategic Development Concept E

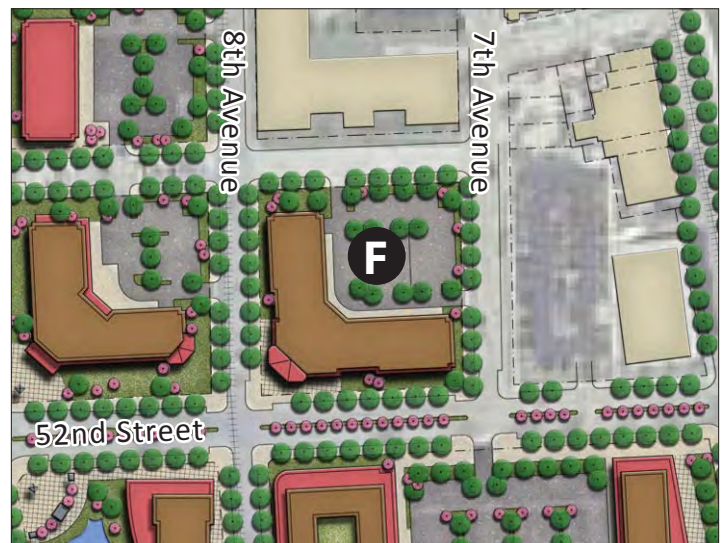


Fig. 6-6: Strategic Development Concept F

# SECTION 6: THE PLAN

## G. New North-South Streetcar Loop

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

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



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

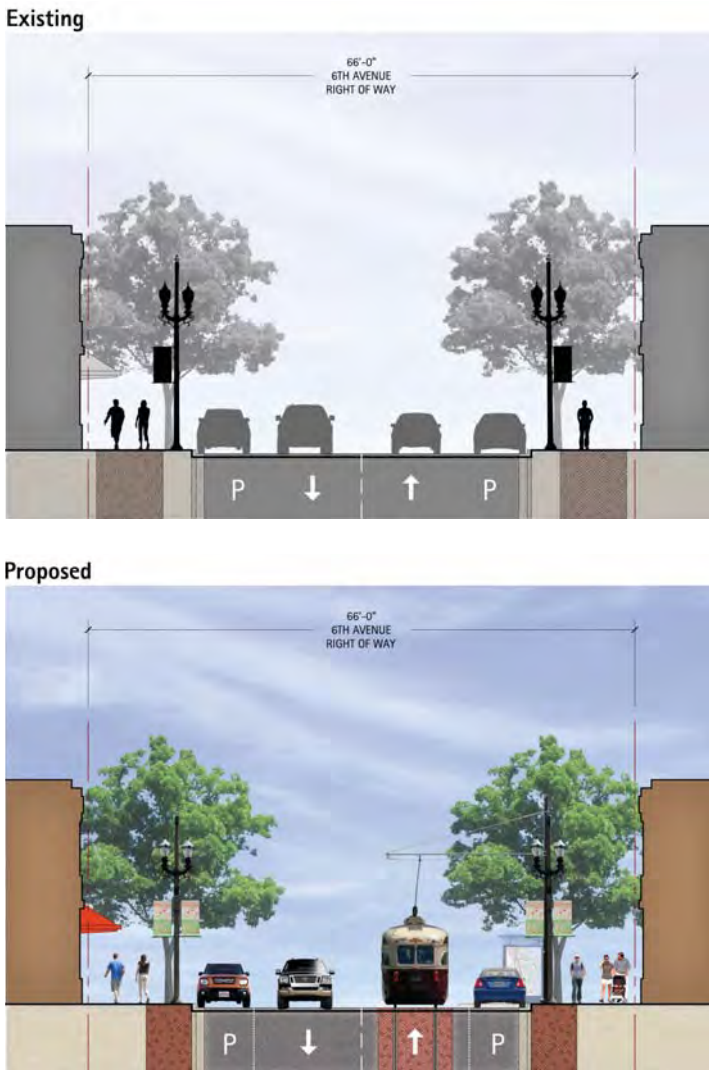


Figure 6-7: Envisioned 6th Avenue Streetscape, with Northbound shared travel lane



Figure 6-9: Envisioned Future Streetcar Network



## H. Simmons Island Master Plan Improvements

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

### I. Harbor Shuttle Docks

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

### J. Enhanced Transit Transfer Hub

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

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

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

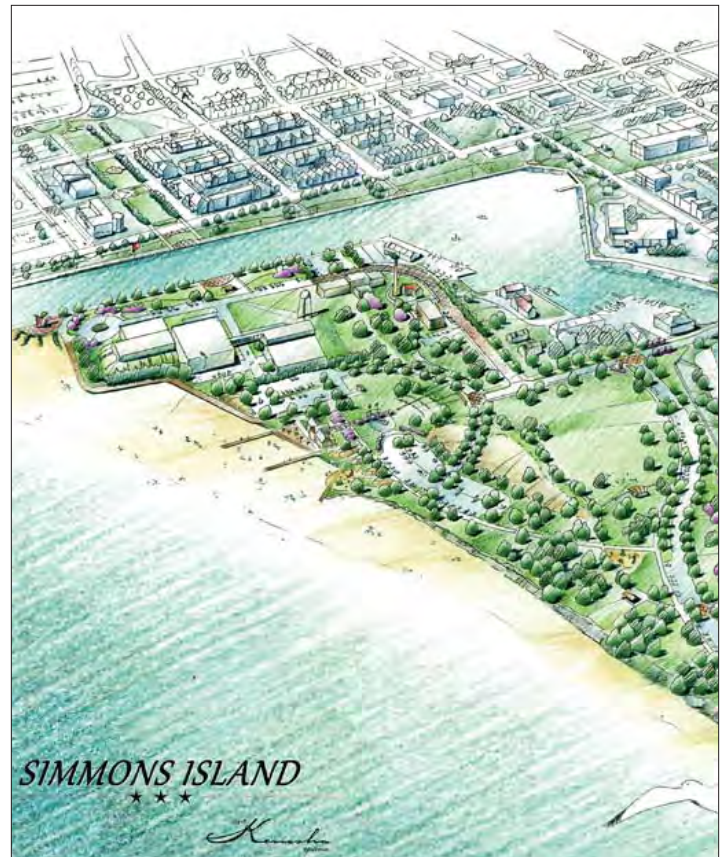


Fig. 6-10: Birds Eye Concept Rendering of Simmons Island - provided by SAA Design Group



A new, covered bus stop in Kansas City, Missouri.

## K. City Hall Redevelopment Site

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

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

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

These elements can be accomplished in a variety of ways, as shown on the following page. Figure 6-13 is the recommended conceptual plan for the City Hall Redevelopment Site. In this scheme, the City Hall is shown relocated adjacent to the Police Station parking deck, with frontage on Sheridan Road. The Harborwalk open space is shown continuing through the site with the relocated City Hall as the terminus of this space in a civic park. The mixed-use buildings along 52<sup>nd</sup> Street are supported by a new loop that connects 7<sup>th</sup> and 8<sup>th</sup> Avenues internally within the development. The existing streetcar maintenance building is shown to remain. It could continue to serve its current purpose, or it could function as more of a museum/display space for the streetcars when they are not in use, or as a home to the indoor market.

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

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



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

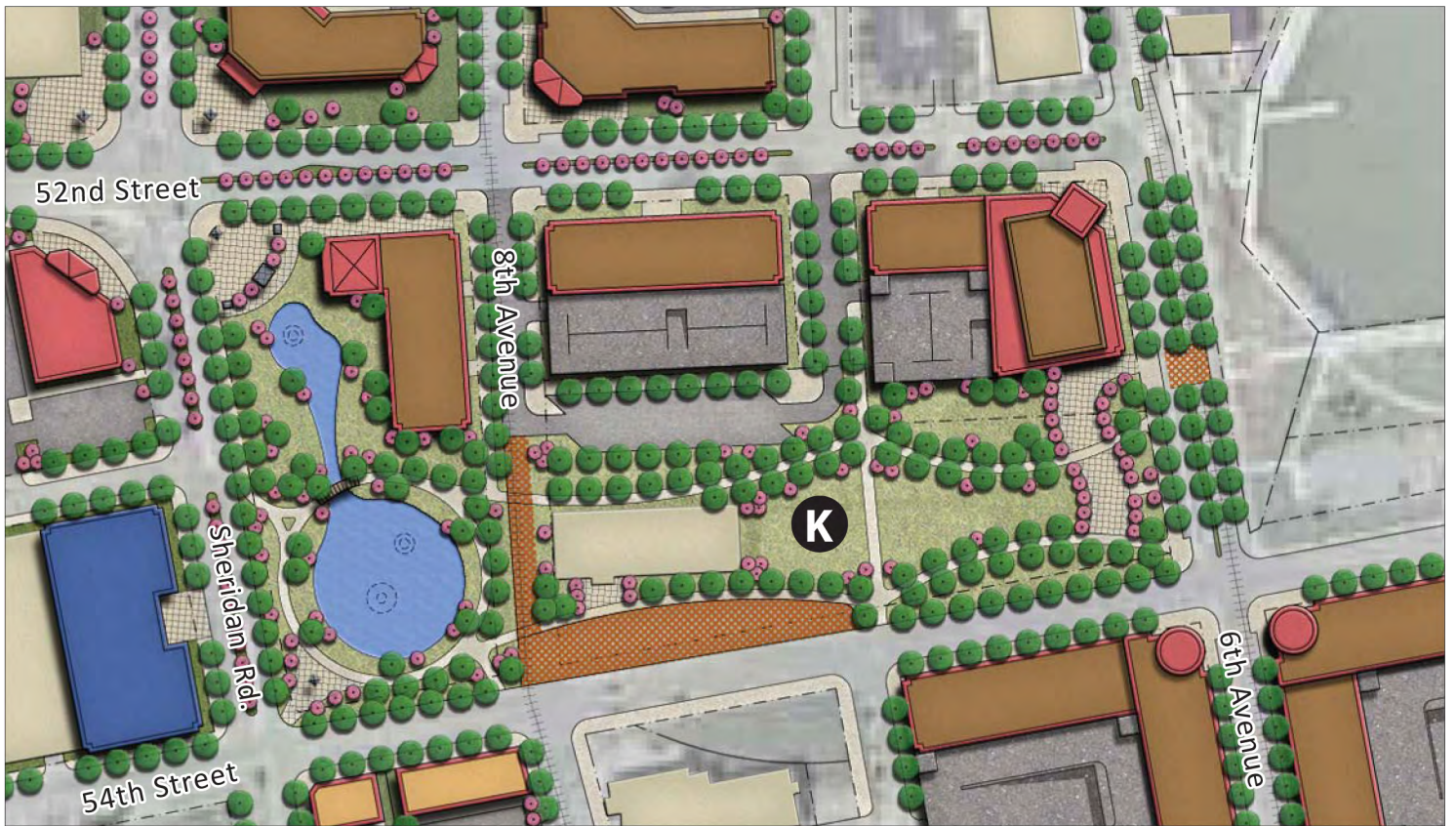
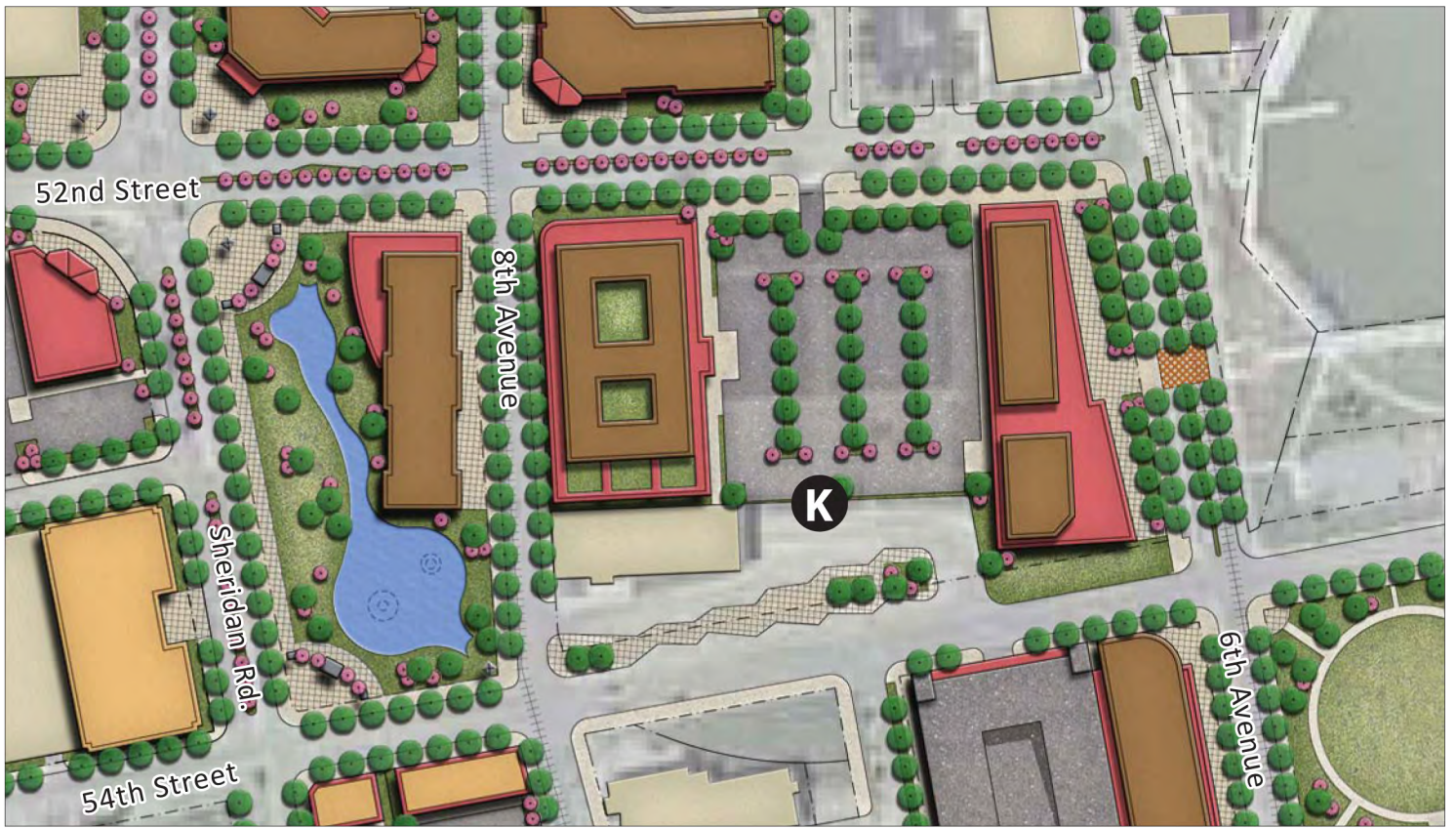


Fig. 6-12 (top): Conceptual Plan Alternative for City Hall Redevelopment Site. Fig 6-13 (bottom): Recommended Conceptual Plan for City Hall Redevelopment Site

**L. Infill of Vacant/Underdeveloped Properties**

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

**M. Mid-rise, Mixed-use Development**

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

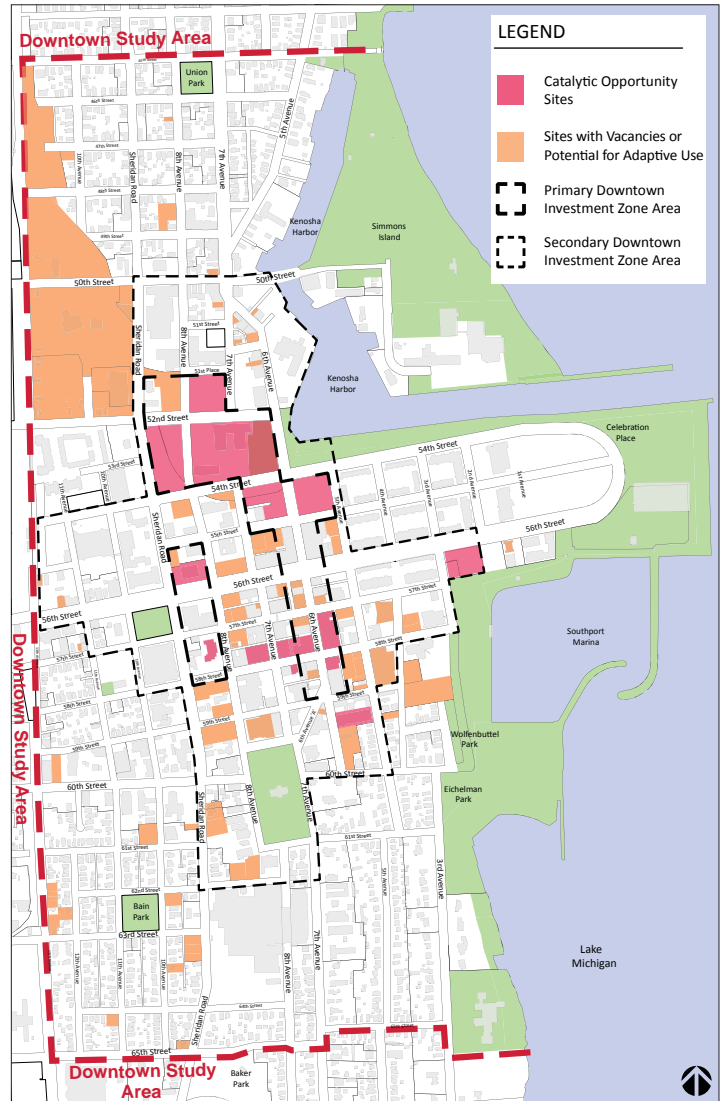


Figure 6-14: Redevelopment Opportunity Sites Map



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

## N. City Center Open Space

Throughout the process the concept of a central civic open space has been discussed as a unifying element that serves as the “heart” of the City. Much like several other key elements, this use could be located in one of several locations. The recommended location is shown in Figure 6-18. In this scheme, the central open space is the extension of the harbor walk on the west side of 6<sup>th</sup> Avenue. The challenge in any scheme is to design the park appropriately so that it creates pedestrian interest and does not increase the divide between the north and south portions of 6<sup>th</sup> Avenue.

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

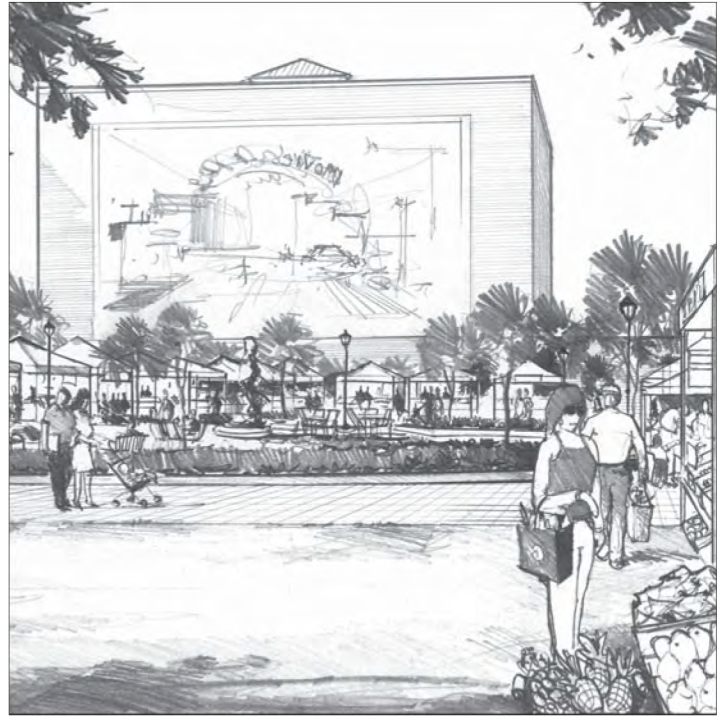


Fig. 6-16: Eye-level Sketch of Envisioned City Center Open Space - view looking south with Rhode Theater in the background



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

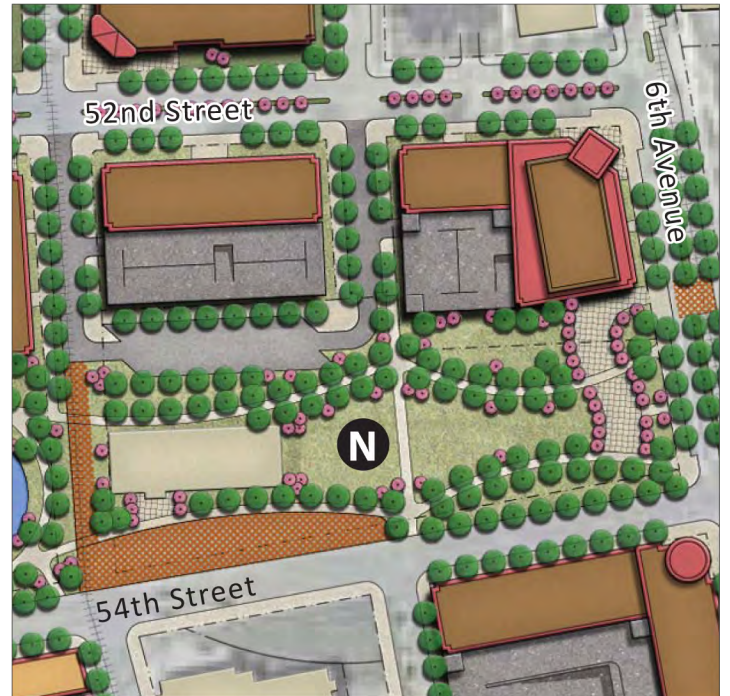


Fig. 6-18: Recommended Conceptual Plan for City Center Open Space

# SECTION 6: THE PLAN

## O. New City Hall

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

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

## P. Shared Public Parking Deck

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



Figure 6-19: Potential Public Parking Deck Location Map



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



Fig. 6-21: Strategic Development Concept O Alternative

### Q. Harbor Park Parcel 'J' Loft Units

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

### R. Indoor Market

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

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



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



Eastern Market in Washington D.C.



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

# SECTION 6: THE PLAN

## S. Large Scale Adaptive Use Projects

Buildings such as the Elks Club and the Kenosha Theater are shown as being preserved and rehabilitated. These buildings contribute to the history and character of the Downtown and should be preserved if feasible. However, they face challenges in how to fund their rehabilitation and program their future use. In the next section of this report, the Implementation Plan will discuss strategies for these buildings.

## T. Downtown Streetscape Enhancements

The Concept Plan shows the key Downtown roadways enhanced with new streetscapes. Public investment in these spaces through paving, furniture, signage and other amenities will help unify the Downtown and signal a reinvestment in the area to potential developers and existing property owners.

The streetscape for 6th Avenue (Figure 6-26) envisions the integration of a shared streetcar lane, shared bike lanes, increased bump-outs at the corners to shorten pedestrian crossing distances and other amenities. While 6th Ave. has seen some relatively recent improvements and the street lights are in good shape, the paving is fading and showing its age and it lacks a unique character.

The 8th Avenue Streetscape (Figure 6-27) has several design elements in common with 6th Ave., however there is enough room to accommodate a dedicated bike lane in the northbound direction, as well as the shared southbound streetcar lane and other amenities.

Sheridan Road is under Wisconsin Department of Transportation jurisdiction, which limits the types of improvements that can be made. While the lane configuration will likely stay the same, additional trees and landscaping should be integrated where possible, as well as a cohesive signage and banner program.

Redevelopment along 52nd Street (Figure 6-28) should be set back to accommodate additional width, enhancing the roadway as an entrance boulevard into the Downtown. The roadway design should consider a wide planted median, two lanes of travel in each direction, on-street parking lanes, corner bump-outs and landscaped parkways.

Additional streets, such as 55th St., can be enhanced through the introduction of additional landscape, furniture, and the creation of angle parking in place of parallel parking (Figure 6-25). This modification works well on streets with large paved areas and wider lanes that are not handling significant traffic.

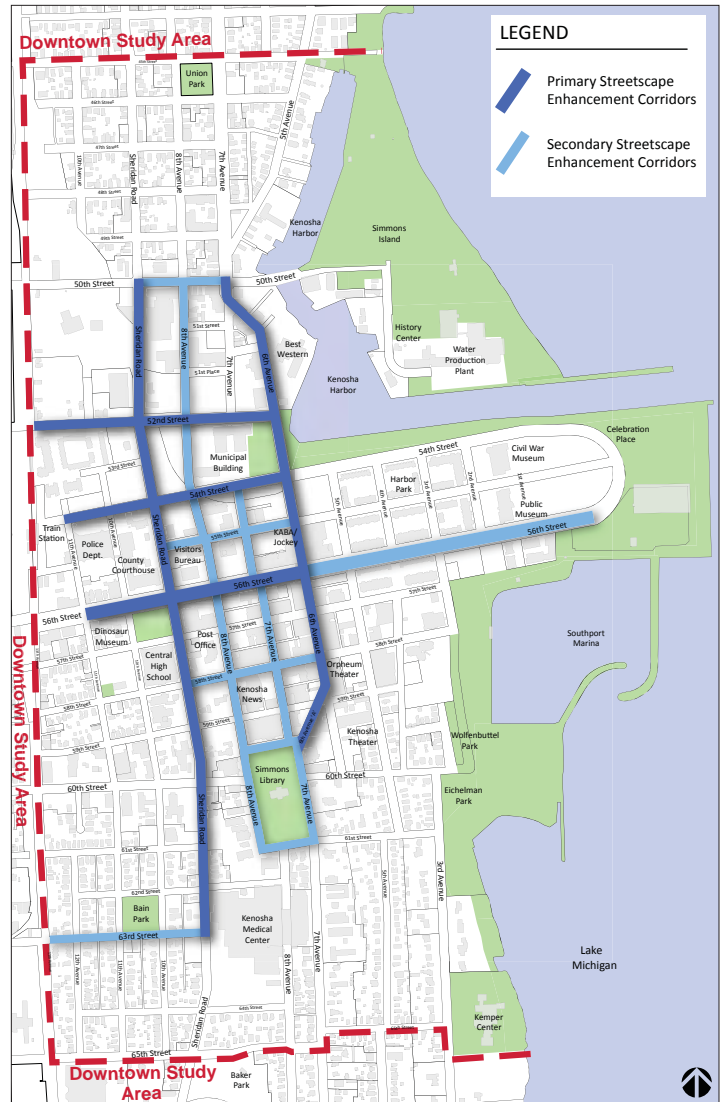


Figure 6-24: Suggested Streetscape Enhancement Priorities Map  
NOTE: this map ONLY highlights the priority areas for streetscape enhancement.

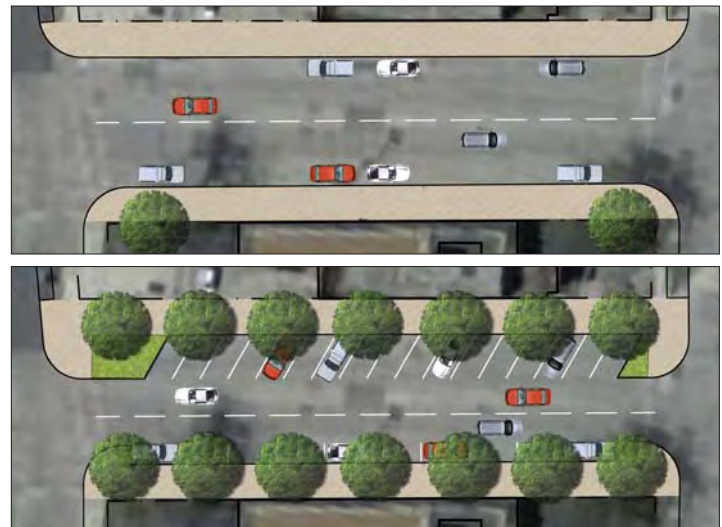


Figure 6-25: Existing Conditions (top) versus Potential Streetscape Enhancements (bottom) on 55th Street, between 7th and 8th Avenues.



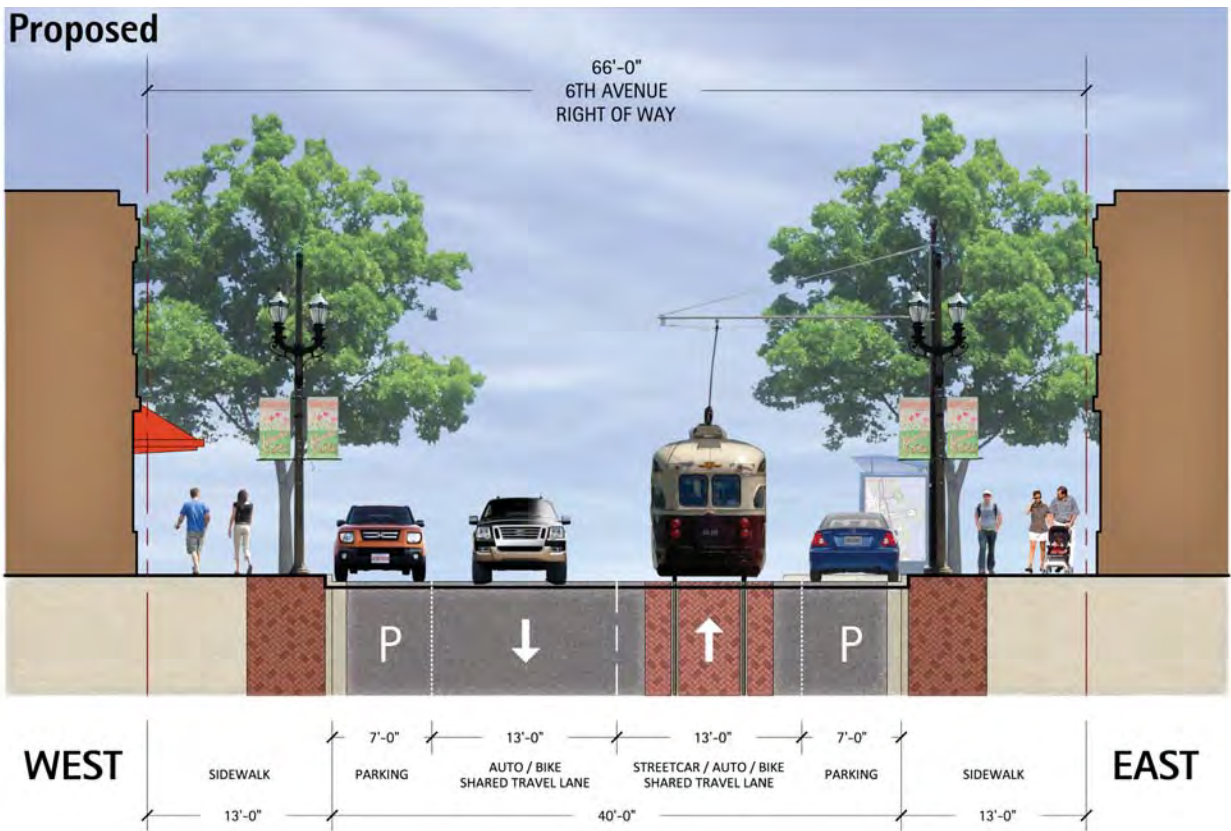
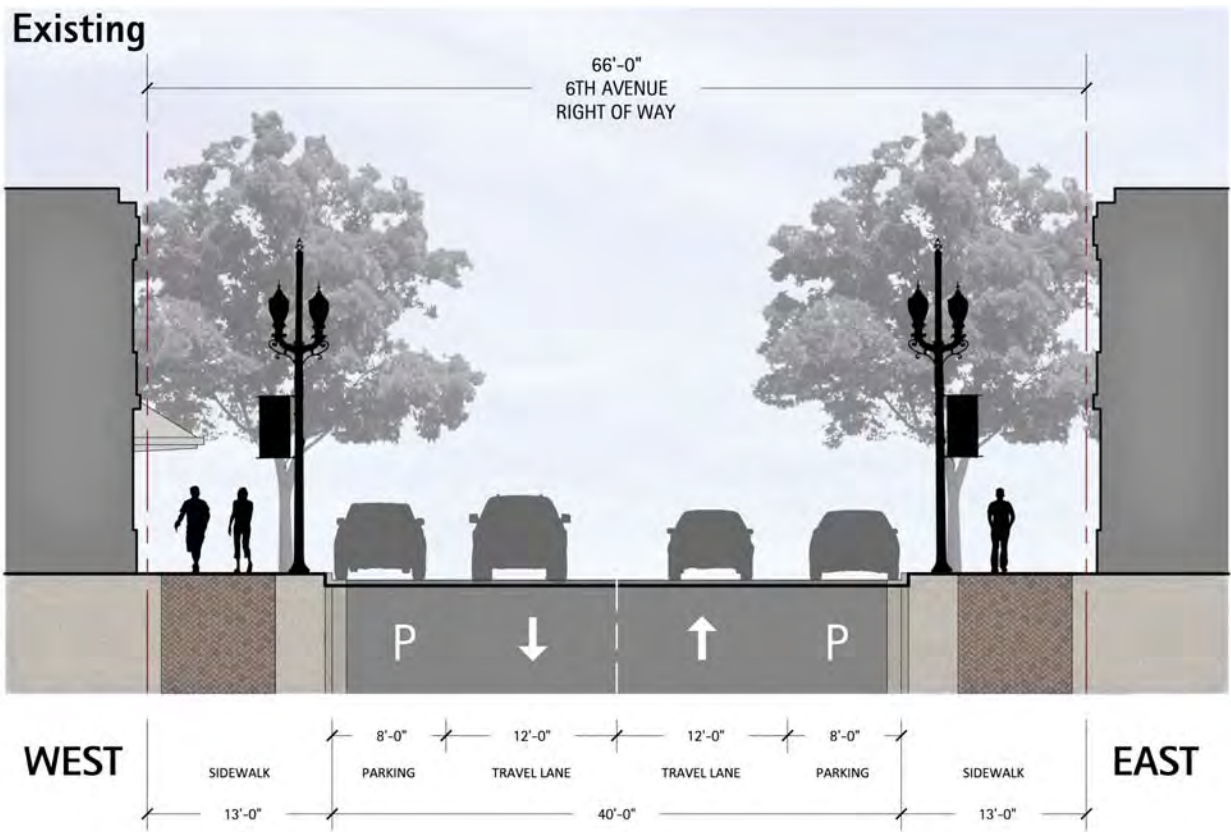


Figure 6-26: Envisioned 6th Avenue Streetscape, with Northbound shared travel lane

# SECTION 6: THE PLAN

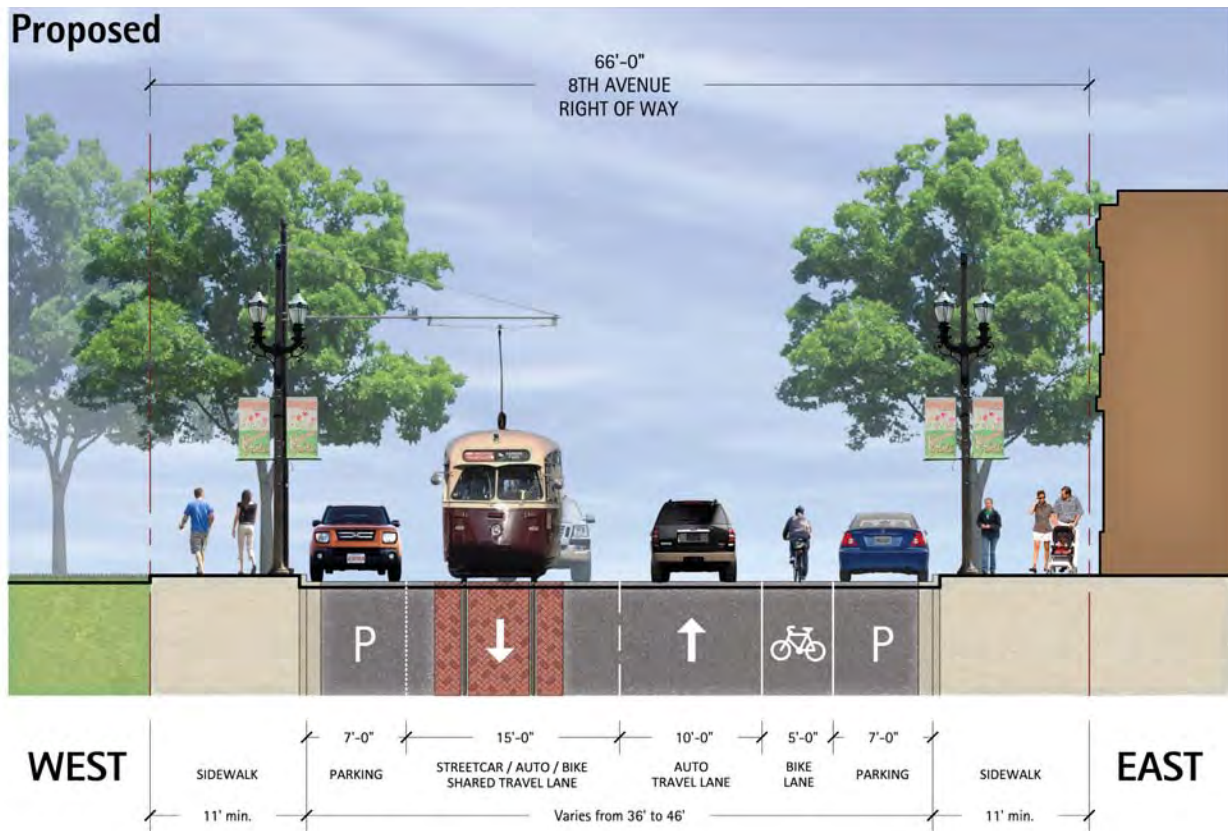
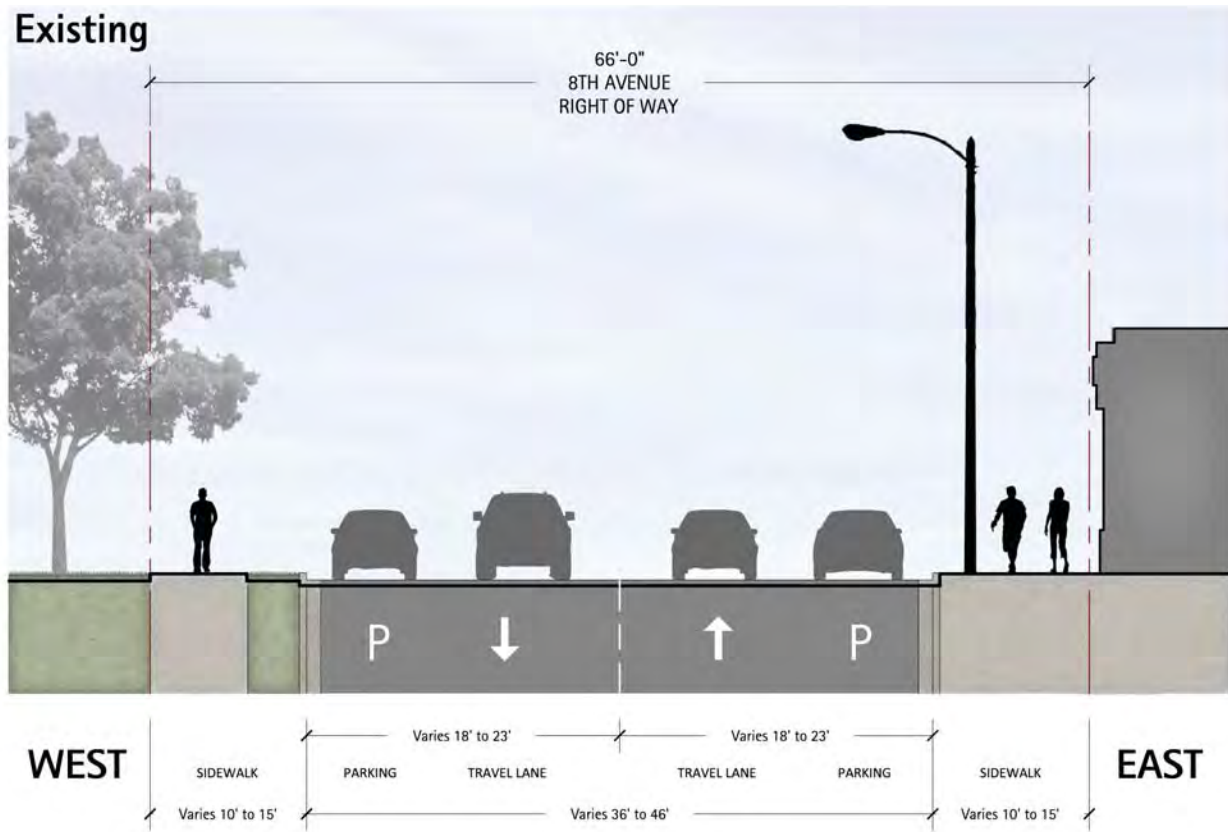
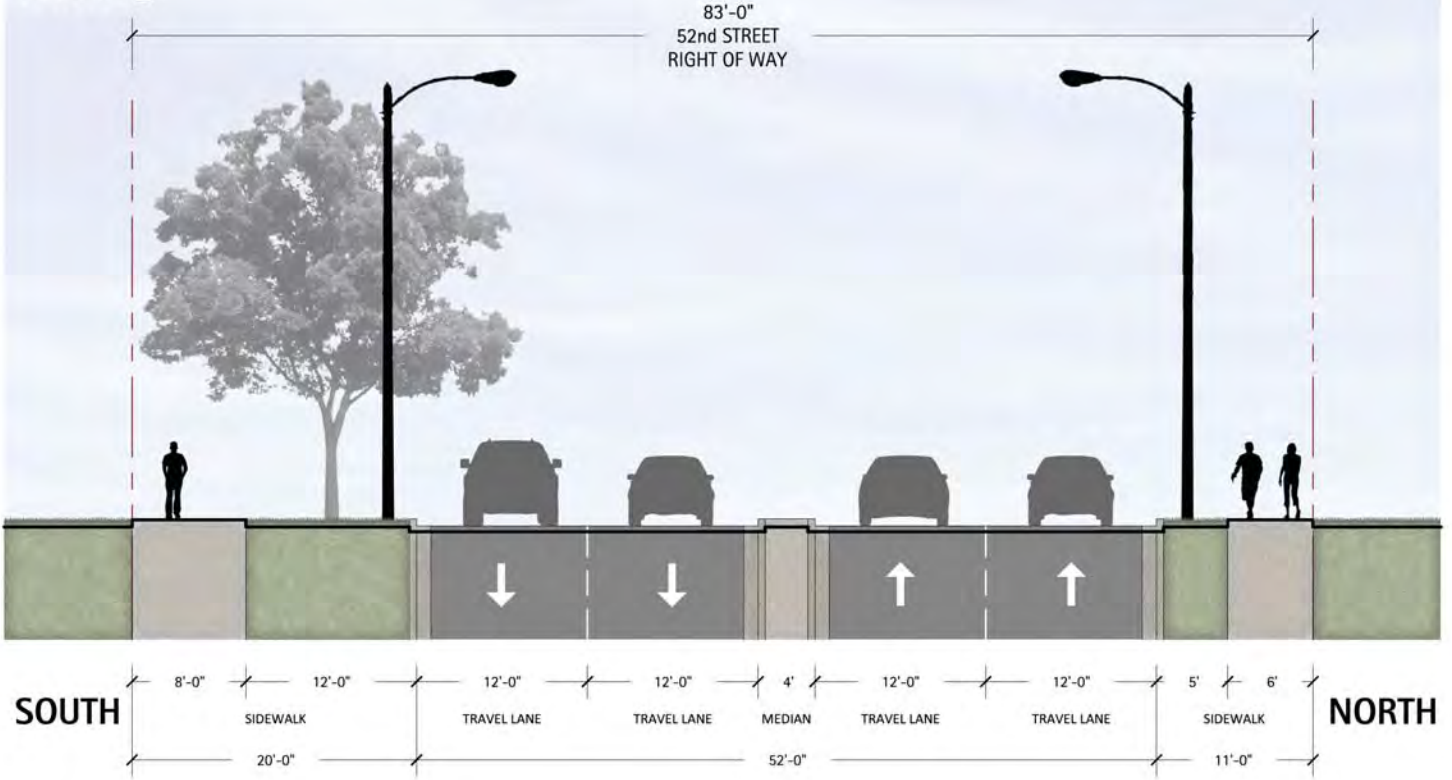


Figure 6-27: Envisioned 8th Avenue Streetscape, with Southbound shared travel lane

# Existing



# Proposed

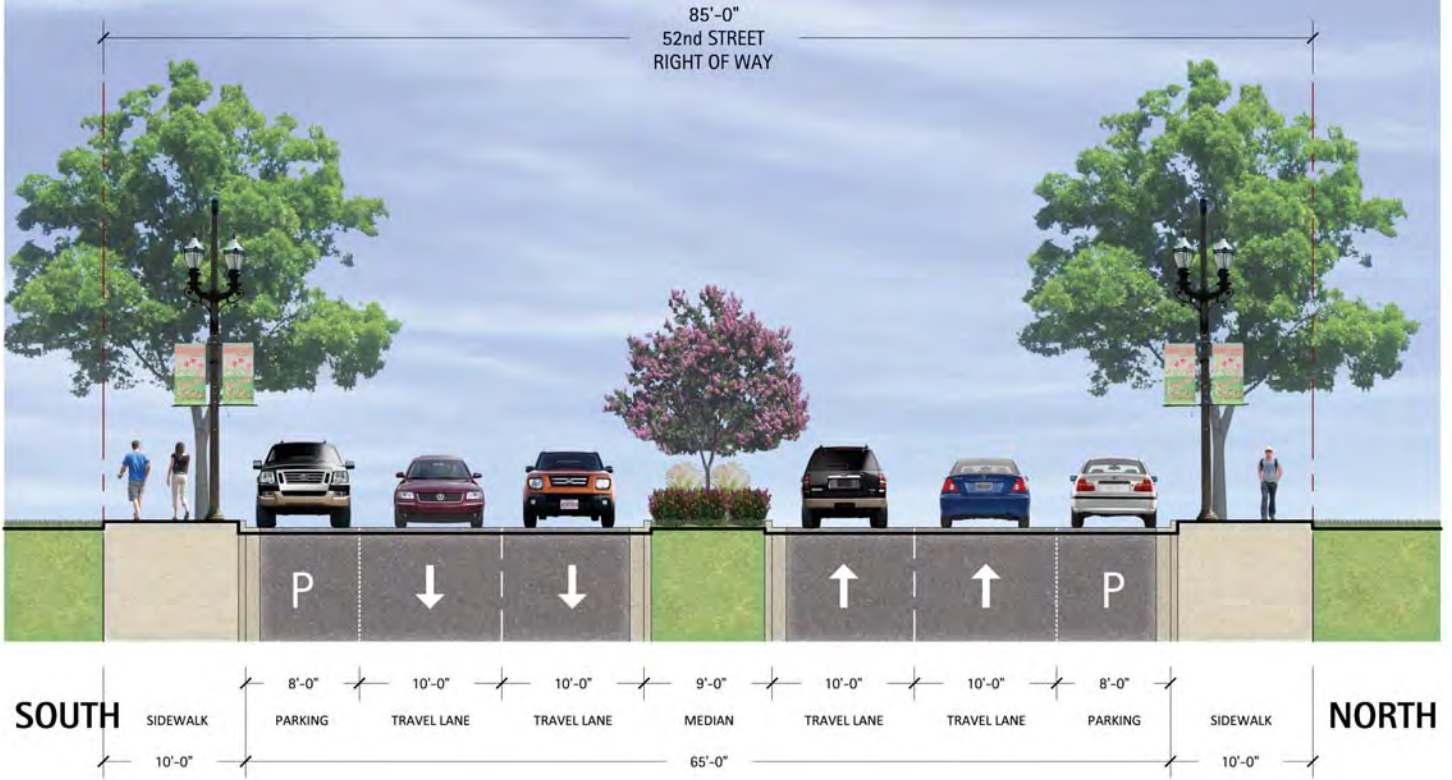


Figure 6-28: Envisioned 52nd Street Streetscape

### U. Shared Public Parking Lots

The Master Plan recommends a range of parking improvements to be implemented throughout the Downtown. As mentioned previously, a centrally located public parking deck would create efficiency and support increased development and density. In addition to a parking deck, there may be opportunities for the City to create a larger surface parking lot or consolidate several small lots into one shared lot. By being under the City's control, the lots can be properly landscaped, maintained, and made accessible to a variety of users, creating efficiency. The idea of a shared public parking lot is shown conceptually on this site for the purposes of the Master Plan. However, this specific site is privately owned and the owner could choose to develop it differently in the future.

### V. Rehabilitation and Adaptive Use of Historic Buildings

Throughout the Downtown there are a range of vacant buildings that have value from a historic or urban design perspective. These buildings help maintain a consistent street frontage along the edges of the Downtown sidewalks, they contribute to the character and history of the City, and they represent an investment of energy, from a sustainability perspective, that would be lost if these buildings were to be demolished. However, many of them have not been properly maintained and suffer from significant challenges to make them useable. As identified through the public input process, this is a high priority task to rehabilitate these buildings and make them useful. The Implementation Strategy in the next section will identify mechanisms for accomplishing this.



Fig. 6-29: Concept U - Improvements to Shared Public Parking Lots

### W. Residential Infill Opportunities

Throughout the greater Downtown area, there are vacant or underdeveloped sites within residential zoning areas that should be infilled with appropriate housing to meet market demands. These projects will likely only occur as momentum builds and demand for Downtown housing increases.

### X. Hospital Access Point to New Streetcar Line

The Masonic Temple at the south end of the Library Park offers potential for adaptive use of the building, tied to the extension of the streetcar as well as the adjacent Kenosha Medical Center. The building has significant character and has an important location across from the park. While at the same time, one of the goals of the streetcar would be to better integrate the Medical Center into the Downtown and offer easier transit for visitors and employees of the Medical Center. Unfortunately, the road system makes it challenging to directly access the Medical Center with the streetcar. The plan envisions the Masonic Temple and a connector that bridges the one short block between the streetcar and Medical Center. This could include a covered waiting area, visitor information, and potential for office space and a covered connection to the Medical Center.



Vacant commercial building at 7th Avenue and 58th Street



# IMPLEMENTATION

SECTION 7

### OVERVIEW

This Implementation Strategy outlines and describes key initiatives and catalytic projects, policy changes, public-private partnerships and other important action items necessary for achieving the key planning principles and objectives set forth in this Kenosha Downtown Strategic Development Plan. In essence, the Strategy provides the blueprint for community action and involvement in moving key revitalization initiatives forward and in building momentum for more significant reinvestment and positive change in the future. In addition, the Strategy should also serve as the primary reference guide on plan implementation for the City of Kenosha and its partner organizations, including the Kenosha Area Business Alliance (KABA), the Kenosha Lakeshore Business Improvement District (BID), the Chamber of Commerce, and other stakeholder groups and interested parties; such as business owners, community organizations, developers and investors, and local residents.

*A sustained commitment and participation on part of all Downtown stakeholders will be required to bring the vision of a revitalized Downtown Kenosha to reality.*

While a specific set of revitalization projects and action steps are presented in this chapter, several over-arching implementation strategies must also be considered in order to facilitate community involvement in plan implementation and in leveraging the resources necessary for accomplishing specific revitalization goals objectives. These strategies include:

#### ENHANCE LOCAL IMPLEMENTATION CAPACITY

Building the capacity and capabilities of several different entities, organizations and agencies, including the Lakeshore BID, the Chamber of Commerce, KABA and the City, to undertake and spearhead various implementation activities should be considered a key priority going forward. Some of the more complex, resource intensive downtown revitalization and management initiatives, such as developing vacant opportunity sites and organizing a year-round promotion and marketing program, will require some entities to play different or expanded roles in the implementation process. For example, the Lakeshore BID, if properly organized, staffed and funded, could assume the responsibility for working with business owners on storefront improvements and undertaking regular streetscape maintenance activities in addition to its ongoing responsibilities of marketing and promoting Downtown Kenosha. Ultimately, with additional entities and implementation partners operating at their fullest capacity, the likelihood of achieving key revitalization initiatives will be greatly enhanced. Organizational and capacity-building strategies and recommendations are incorporated as part of this chapter.

### DIVERSIFYING FUNDING SOURCES

Financing various implementation initiatives and projects will require diverse sets of funding sources, some from government agencies and others from the private sector, as well as creative “packaging” and leveraging of those sources to accomplish some of the more complex revitalization projects, such as the development of vacant opportunity sites or the funding of new streetscape and urban design improvements. In addition, other financing sources and “non-traditional” funding mechanisms that have not been used extensively in Downtown Kenosha thus far should also be pursued as part of the implementation toolbox. For instance, New Markets Tax Credits can help underwrite investments in new business start-ups while a community or “crowd-funded” cooperative could provide the capital to re-open the Orpheum Theater as an operating movie house. These forms of implementation financing will require local entities and organizations to have a higher level of understanding and capacity in facilitating their use in critical revitalization activities. Last, pursuit of funding sources must be consistent in effort and flexible when changes or reductions in the funding sources themselves inevitably occur over time.

### FACILITATING COMMUNITY-INITIATED DEVELOPMENT

Circumstances will arise where the private sector will fail to act or participate in important revitalization initiatives, especially in regards to the reuse of vacant buildings and the start-up of important new commercial enterprises, such as the indoor market or the re-opening of the Orpheum Theater. Therefore, community-initiated development efforts – ones in which public or non-profit sectors must become involved in and facilitate – may be necessary. Community-initiated development can take several different forms depending on the overall project complexity and the roles and responsibilities to be undertaken by the public, private and non-profit sectors. At its most sophisticated, a “co-development” team consisting of the City, KABA, other groups and agencies, as well as private investors, could be formed to undertake a specific revitalization project, such as the rehabilitation and adaptive use of a vacant downtown commercial building. The team would be responsible for development concept planning and feasibility, incentive packaging, and development preparation and implementation. Alternatively, with an aim to addressing capital needs for business start-ups, new financing tools such as venture funds and “crowd-funded” initiatives, such as community stock corporations and cooperatives, could be established by pooling capital from citizen investors. The City, KABA and other groups will need to evaluate on a project-by-project basis, what community development initiatives should be undertaken and what specific roles each entity might play in such a process.

## SUPPORT THE CREATIVE ECONOMY

With the establishment of the Arts Commission, the City continues to strengthen a unique sector that can help drive future economic development through its arts community. A successful arts community can provide several benefits to the Downtown, including increased activity and vibrancy, diversification of the business and retail mix, support and attraction of creative people that in turn fosters entrepreneurship, and support and enhancement of tourism. Supporting and building this creative economy is addressed throughout this section, whether it is in creating an indoor market, providing for rehabilitation of existing buildings that can be used for galleries or start-up businesses, or reopening a theater in one of the existing Downtown sites.

In addition to the implementation strategies discussed, another method of support will come in ensuring that the appropriate infrastructure is in place that will allow for a range of businesses to thrive. Beyond just the physical infrastructure of buildings and roads, the communications infrastructure should be assessed and improved to meet the needs and desires of potential businesses. This may include improvements to the cellular network, or potentially providing public wi-fi service throughout Downtown.

The following is a summary of the key revitalization initiatives and catalytic projects that comprise the major elements of the Downtown Strategic Development Plan. Each project is described in greater detail in subsequent sections of this Implementation Strategy.

Strategic Plan implementation tools and action steps presented in this chapter include the following:

- Zoning Changes and Design Guidelines
- Streetscape and Urban Design
- Historic Preservation
- Transportation and Parking
- Downtown Management
- Business Development
- Revitalization Initiatives and Catalytic Projects
- Business Development Strategies
- Funding
- Implementation Roles and Responsibilities
- Implementation Sequence



The Orpheum Theater

## ZONING CHANGES AND DESIGN GUIDELINES

### ZONING

As identified in Section 2, State of the Downtown, several zoning issues were identified that need to be addressed to achieve the desired land use mix, physical form and site/building design envisioned and recommended in this Downtown Strategic Development Plan. More specifically, the B-3 and I-P zoning districts account for a large portion of the key revitalization/investment focus areas; however, both districts are not calibrated appropriately to encourage the type of development and physical form desired by the community.

Additional analysis of zoning relative to the land use goals and strategies presented in the Development Plan suggest larger full site redevelopments are not generally constrained by the B-3 zoning or parking requirements. However, mixed-use, mid-block infill sites become challenging due to upper-floor side yard setbacks and required parking. As a high priority, it is recommended that the community move forward with revising the Downtown Zoning code, which could be accomplished in two distinct steps:

#### Zoning Code Revisions

First, a process should be undertaken to create a zoning tool set that responds to the Downtown vision developed through a community involvement process. This process would be City-led but assisted by a professional zoning consultant. The goal would be to craft the new tool set as the foundation for facilitating desired development, including appropriate height limits, acceptable densities, and appropriate land uses and parking ratios suitable for achieving a mixed-use downtown. While further study and discussion with the community is necessary to determine appropriate height limits, the Downtown Strategic Redevelopment Plan envisions the tallest buildings located at the existing City Hall site, with heights stepping down on adjacent sites.

The proposed tool set may include the following:

- Adjustments to the B-3 Central Business District.
- Replacement of the B-3 District with a series of new Downtown zoning districts (e.g. D-1, D-2, D-3, etc.) that establish a range of densities and heights.
- Splitting the I-P District to clearly establish it as an open space/recreational district.
- Conventional Zoning or Form-Based approach, which strives to control physical form, with a lesser emphasis on land use (see case study).

Throughout the zoning code revision process, the tool set should be appropriately discussed and vetted with the community. Once developed, refined and accepted by stakeholder groups, the tool set should move forward to the City adoption process. The City should consider entering into this process relatively quickly given the positive community momentum generated by the planning process this far and while the visioning ideas are still fresh in the mind of the community. Drafting and adopting the new zoning code for Downtown would be approximately a twelve month process.

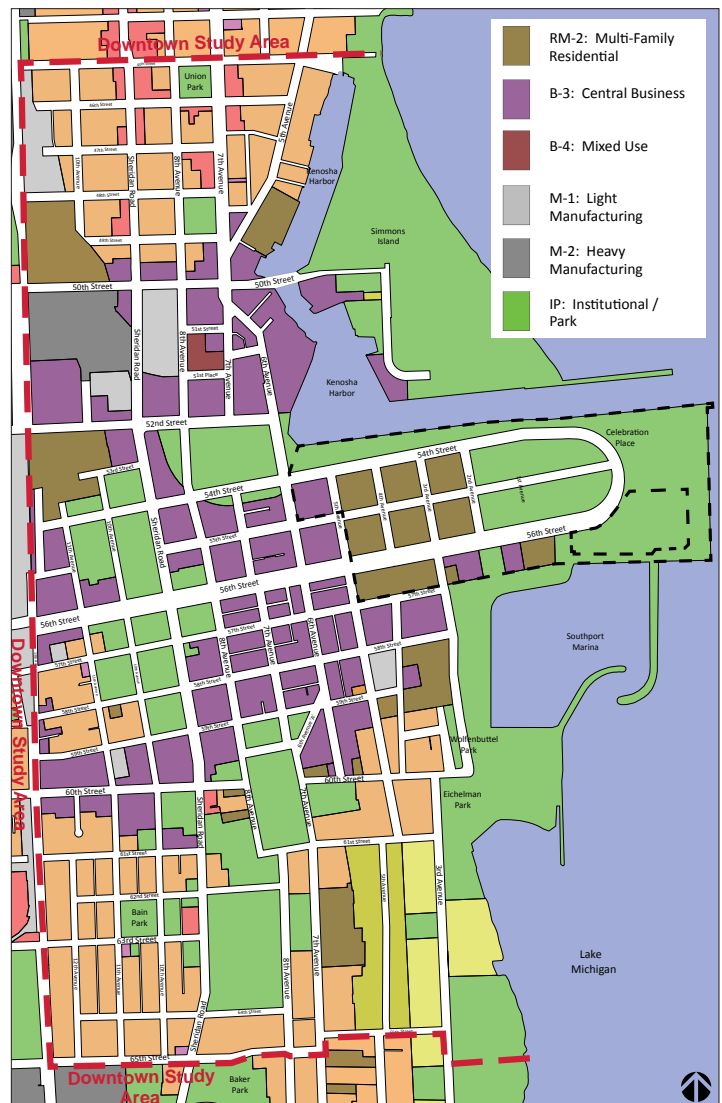


Fig. 7-1: Downtown's Existing Zoning



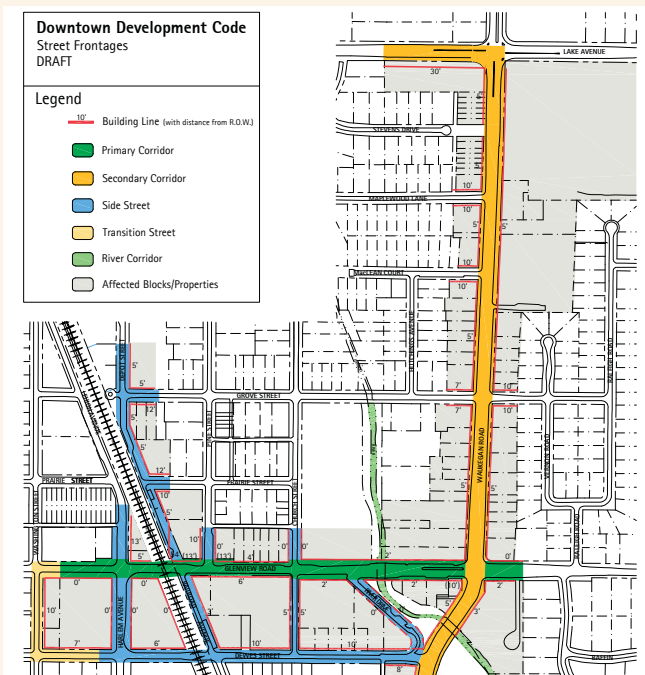
## Mapping and Application

Following the completion of the first step, the next step would be the mapping and application of the tool set to Downtown Kenosha. This process would identify which parcels in the Downtown should be rezoned and the formal approval procedures to complete the rezoning. It is recommended that a 12 month time frame be established to accomplish this step, which will allow for sufficient time to engage and discuss the benefits and constraints of the new zoning with stakeholders. Again, the City would lead the mapping project and could choose to work with a professional consultant during the process.

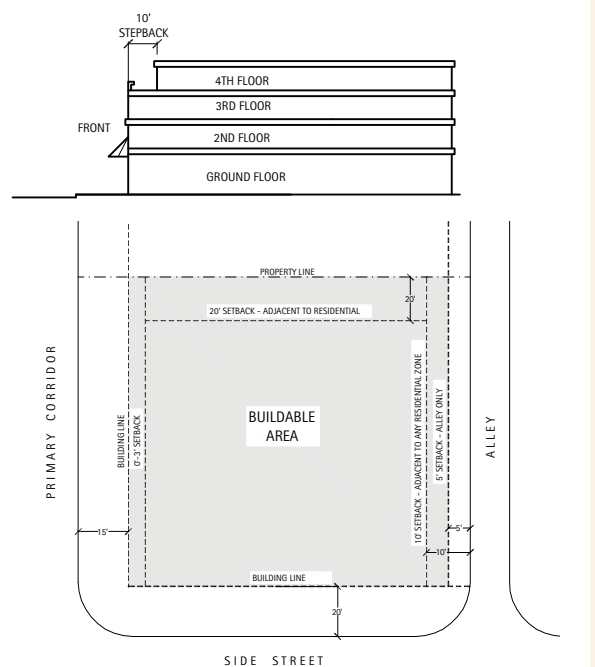
### Case Study - Downtown Development Code, Glenview, Illinois

In 2004, Glenview undertook a Master Plan process for their Downtown. This plan helped identify development opportunities, key roadway frontages and sites that were more acceptable for increased height. Following the development of the plan, City staff recognized the need to address their zoning to accommodate the preferred vision. As a result, the City chose to develop a Form-Based approach to the Downtown zoning

that established different frontage characters for primary, secondary, transition and side streets, each with its own set of rules including frontage percentages, build-to lines, and parking placement. The new ordinance has helped to support the desired form moving forward, and was recognized by the Illinois Chapter of the American Planning Association with a 2008 Silver Award in the Program, Project or Tool category.



Example of a regulating plan that establishes building frontage requirements based on corridor type.



Examples of regulatory diagrams that detail required building setbacks (top), and siting requirements for buildings (bottom) in relation to corridor type.

## SECTION 7: IMPLEMENTATION

### DESIGN GUIDELINES

To facilitate high quality new development design as well as the appropriate rehabilitation of existing building in Downtown Kenosha, it is recommended that a comprehensive set of design guidelines be created and adopted by the City. Developing the design guidelines should be a medium to high priority project involving the City's Plan and Historic Preservation Commissions, and be assisted by KABA and the Lakeshore BID. The design guidelines should be well illustrated and incorporate the following elements:

- Introduction – how to use the design guidelines to achieve Downtown Kenosha planning and design goals.
- Process overview – a summary of the key steps for municipal design review.
- Building forms and architectural styles – an overview of existing architectural styles and building forms that define Downtown Kenosha's unique character qualities and sense of place.
- New development design – guidelines for the architectural design of new development, lighting and signage.
- Building rehabilitation – guidelines for the repair and maintenance of existing building materials, facade and storefront rehabilitation, awnings and signage.
- Streetscape and urban design – design standards for Downtown streetscapes and pedestrian enhancements.
- Sustainable design – recommendations and guidelines for incorporating sustainable design features and alternative energy equipment in both new and existing buildings.
- Development checklist – a checklist that determines whether a potential development or rehabilitation project meets the guidelines for development review purposes.

Going forward, the issue of which municipal entity should conduct and administer the design review process will need to be addressed. Currently, the City's Historic Preservation Commissions already conducts design review for individual City landmarks and existing buildings located within one of the four downtown historic districts. As part of its design review process, the Commission uses design standards and guidelines that have been developed as part of each historic district's preservation plan and the *Secretary of the Interior's Standards*

for Rehabilitation for individual landmarks. Therefore, relevant parts of the Historic Preservation Commission's guidelines that address appropriate preservation and rehabilitation procedures for existing buildings not individually landmarked or located within a historic district should be incorporated within the new Downtown guidelines document. A different design review process for both new development and other properties not within a historic district will most likely need to be established – a process that could be administered by the Plan Commission or a new Design Review Board.

In creating the comprehensive Downtown design guidelines, a process that includes the following steps should be considered:

- Assessment of existing Downtown character and historic architecture.
- Community engagement process, including a detailed visual preference survey.
- Development of draft design guidelines to be vetted by the community and other stakeholder groups.
- Adoption of the design guidelines by the City and its City Plan and Historic Preservation Commissions.
- Linking of the guidelines to future facade and building improvement programs, streetscape initiatives and development projects that may be City sponsored or Tax-Increment Financing funds.

The overall development of design guidelines will take six to eight months to complete.

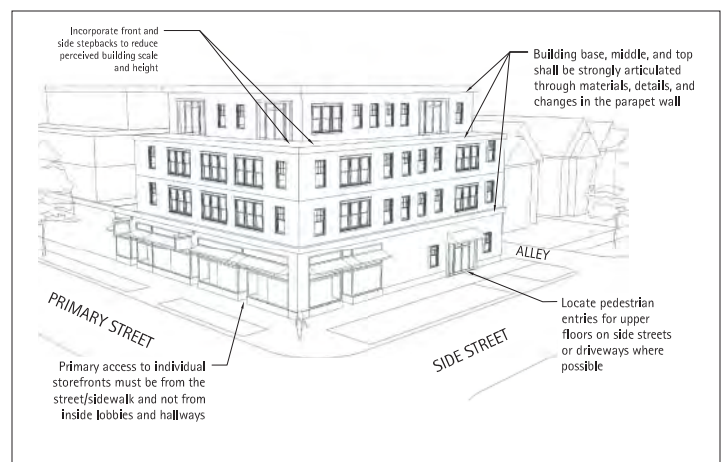


Figure 7-2: An example of a design guideline diagram from Glenview, Illinois, detailing architectural requirements related to corridor type.

## STREETSCAPE AND URBAN DESIGN

Several urban design and public investment concepts are recommended within this Strategic Plan, including streetscape improvements, gateway and signage enhancements, and the development of a new Downtown public space that serves as Downtown’s “heart.”

### WAYFINDING SIGNAGE

The design process for a new Downtown wayfinding signage system is currently being undertaken by the City. Moving from the design phase to construction and installation should be a high priority going forward.

Following the completion of the Wayfinding Design Master Plan – anticipated this year – the City should budget for a first phase of wayfinding signage installation. It is recommended that the first phase should focus on key corridors into the Downtown, specifically at 52nd Street and Sheridan Road, and 63rd Street and 6th Avenue. Once installation points have been identified, a bid package should be developed for regional and national professional signage fabricators. Including the time to fabricate and install the signs, a first phase could be accomplished within a year. Additional phases should be identified that can be accomplished in tandem with streetscape improvements and/or street car extension.

### DOWNTOWN GATEWAYS

The enhancement of key gateways into the Downtown Kenosha should focus on a high-impact location, such as the viaducts at 52nd or 63rd Streets, in order to enhance the area with signage and streetscape and landscape enhancements to create a visually appealing sense of arrival into Downtown.

*Gateway projects are smaller, more focused improvements than most other urban design initiatives and can be accomplished relatively quickly and independently of other projects.*

It can also achieve a significant visual impact relative to its project size. Gateways should be medium priority projects since the wayfinding/signage and streetscape master plans and design guidelines should be in place first to direct and guide the design character of the Downtown physical improvements. With these in place, small target areas could be identified and cost estimates prepared for City budgeting. A team of professional design consultants, including a landscape architect and civil engineer, should be engaged to develop the construction bid documents. The entire process from design through construction would be about twelve to eighteen months.



Fig. 7-3: Wayfinding Signage Concepts prepared by SAA Design Group

### Case Study - Elmhurst, Illinois

Similar to Downtown Kenosha’s situation with Sheridan Road serving as a bypass to Downtown, City Centre in Elmhurst, Illinois is located a few blocks off of North Avenue, a wide and heavily traveled State Route. Elmhurst recognized the need for identity signs at the City’s boundaries and directional signs to key City Centre locations and destinations. However, the community also recognized the need to create a visual statement on North Avenue to make motorists aware of the short distance to City Centre. All wayfinding signs, including the City Centre gateway sign, incorporate an Elm leaf motif that was custom designed and fabricated from cast iron. The combination of the decorative leaf motif and clear, high contrast lettering, has helped to brand the City and City Centre as well as provide directional wayfinding.



## SECTION 7: IMPLEMENTATION

### STREETSCAPE

Downtown Kenosha's streetscape has several significant components that help to give it its unique character.

*The most important of these being the streetcar related elements and the street lights.*

In general, the street paving is in fair to poor shape, and beyond some decorative pavers on 6th Avenue and 56th Street, the sidewalks lack unique amenities that contribute to a more unified design and sense of place. Additionally, several of the east/west corridors, such as 55th Street, have wide roadway profiles dominated by paving.

However, there are significant opportunities to not only enhance the Downtown character through streetscape enhancements, but to approach streetscape in an integrated fashion where other issues can be addressed or opportunities explored:

- The expansion of the streetcar system offers a significant opportunity to upgrade street infrastructure.
- Downtown roadways that have paving or underground utilities reaching the end of their useful lives can integrate streetscape enhancements into necessary maintenance projects in a meaningful and sustainable way.
- Roadways can use streetscape projects as a means of integrating bike lanes, corner bump-outs to reduce pedestrian crossing distances, additional landscaping for beautification and pedestrian comfort, angled parking to increase public parking opportunities, and sustainable design measures into public spaces.
- High quality streetscape projects, when designed and implemented thoughtfully and sensitively to the context of the area, can also spur additional private investment in nearby businesses and buildings.



Streetcar related character element



Existing 6th Avenue streetscape conditions

The development and implementation of a phased streetscape master plan should be a medium priority project. The following are the project steps necessary to move this initiative forward:

- Complete the streetcar study to identify a proposed route and infrastructure needs.
- Work with City engineering and public works staff to identify the life expectancy of pavements and underground utilities within the Downtown.
- Establish a streetscape advisory committee including members from the City, the Lakefront BID, Chamber of Commerce, Kenosha Area Business Alliance, and the Kenosha Area Convention and Visitors Bureau.
- Seek and identify funding for project design, engineering and construction.
- Retain a consultant team to prepare a Streetscape Design Master Plan that identifies and tests options for Downtown streetscape design, roadway engineering and complete streets initiatives.
- Following completion of the Master Design Plan, the City should identify a preliminary budget for the first phase of streetscape construction.
- Submit the first phase project to State and Federal agencies to secure funding to construct the project.
- Establish and maintain consistent lines of communication with the business community to minimize disruptions during construction. A streetscape survival plan should also be developed to mitigate streetscape construction impacts on merchants and property owners. Coordinate marketing activities, announcements and special events throughout the construction process.

The development of a Streetscape Design Master Plan will take approximately twelve months, with the development of detailed design and construction documents another six to twelve months. Construction activities will occur over a six to eighteen month period. Overall time frame for implementing a comprehensive streetscape project is three to five years.

### *Case Study - Marion Street, Oak Park, Illinois*

In late 2006, the Village of Oak Park decided to move forward with an aggressive timeline for reopening Marion Street to vehicular traffic by constructing a high quality streetscape design. Historically, Marion Street has been a key north/south roadway in Downtown Oak Park, linking the main east/west shopping street – Lake Street – to the commuter train and elevated train stations. Marion Street was converted into a pedestrian mall in the late 1970s along with Lake Street. Lake Street was reopened to traffic in the late 1990s while Marion Street remained a pedestrian mall. Over the years, the Marion Street Mall suffered from significant vacancies and from limited property maintenance. By Thanksgiving 2007, two blocks of streetscape improvements along Marion Street were completed, including brick streets, historically inspired lighting, stone sidewalks and sustainable design features. The response from the private sector to the improvements was significant with a dramatic increase in private investment in building improvements and new tenants and businesses. Marion Street is now “*the place*” in Oak Park to locate a business. The Village implemented similar enhancements on two blocks of South Marion in 2011.



### KEY DOWNTOWN CIVIC OPEN SPACE

A new civic open space could create the symbolic “heart” of the Downtown that is currently missing.

*While there are many quality open spaces in and around the Downtown, such as Library Park, there is not one that serves as an effective communal meeting space.*

This space could be multi-purpose in nature by accommodating a range of new and existing special events or festivals, providing for year-round activities that could help maintain a sense of downtown activity in the winter months, and provide a potential location for the Harbor Market, and other community amenities such as a children’s playground or interactive fountain. This concept was strongly supported as a high priority project by the community, as evidenced by comments gathered through the second online survey and the third community workshop.

Within the Strategic Development Plan, the new civic open space is shown on HarborPark’s Parcel A (between 6th and 5th Avenues and 54th and 55th Streets); however, there are other locations that could be considered. One of the challenges of locating a new civic open space is to give it an opportunity to support and enhance the Downtown without creating a void in the mixed-use/retail character of the Downtown Core that would discourage walking and exploration. Therefore, site selection and analysis will be key activities in the approach to this initiative.

### Formal Design & Planning Process

One option is to start with a brief study of alternate sites to weigh the positives and negatives of potential Downtown sites. This could be led by the City or by an advisory committee made up of members of the City, the Lakefront BID, Chamber of Commerce, Kenosha Area Business Alliance, and the Kenosha Convention and Visitors Bureau. Once the preferred site is selected, a consultant team should be retained to prepare design options leading to a preferred plan and detailed construction drawings. These designs can then be used for the identifying and securing funding sources. Private funds and donations could be used, and strategies for doing so should be developed.

### Informal Design & Planning Process

As Parcel A is currently vacant and under City ownership, a second option is to conduct a series of low cost enhancements and trial activities to test the site as a permanent location. For example, the site could be used for movies in the park in the summer, or as the location of a temporary ice skating rink in the winter. Both activities would minimize the need for expensive infrastructure improvements. Additionally, some festivals could be relocated to the site to see how well they function. The site can then be analyzed relative to the success and appropriateness of these test uses. The approach would then be to move forward with either development of a master design plan for Parcel A or identification of appropriate alternate sites. After that, the process would follow the same steps as the first option, moving through detailed design into implementation.

#### *Case Study - 400 Block, Downtown Wausau, Wisconsin*

In 1998, a vacant block in Downtown Wausau, Wisconsin was transformed into a central public open space that hosts concerts, festivals, a farmers market, and outdoor movies. A group of individuals formed the SquareUp Committee that along with local businesses and groups, such as Wausau’s Community Foundation, played an active role in generating private donations that contributed 75 percent of the park’s design and development cost.



## HISTORIC PRESERVATION

A key revitalization strategy going forward is to preserve and reuse buildings that are individually designated National Register or City Landmarks or contributing resources within the Downtown's four historic districts.

Historic buildings contribute significantly to Downtown Kenosha's "sense of place," and its overall visual appearance and urban design character. Historic buildings also provide several economic benefits. They present suitable, lower-cost spaces for attracting and supporting new start-up businesses and commercial activity, and upper floors can be adapted and reused for new offices, residential apartments and loft spaces.

### *Rehabilitating older buildings also provides for local jobs.*

As experienced contractors and craftsman are needed to undertake the more highly skilled and labor intensive tasks associated with most preservation and adaptive use projects. Historic preservation can also boost heritage tourism in Kenosha by attracting visitors and travelers interested in an *authentic* place – a place that can tell the story of Kenosha's celebrated past through its architecture.

Beyond just the historic preservation's economic benefits, reusing older buildings should be a key community sustainability strategy. Rehabilitation and adaptive use preserves a building's "embodied" energy, which is the amount of energy used to construct the building, manufacture and process its building materials, and transport to the site of the building's construction. Preservation also reduces the need for new materials and demolition waste in landfills. In terms of lifecycle assessment, retaining and rehabilitating historic buildings is more environmentally friendly than new construction, as it can take up to 80 years for a new energy efficient building to overcome the climate change impacts created by its construction (*The Greenest Building: Quantifying the Value of Building Reuse, National Trust for Historic Preservation, 2012, page viii*).

Implementing an effective historic preservation-based downtown revitalization strategy will require the facilitation of building improvements and key adaptive use initiatives and projects, as well as enhancing the effectiveness of the City of Kenosha's historic preservation program. Facilitating such initiatives will also require three different approaches, all of which highlight the need for creating new financial tools by the City, KABA and other interested parties, and the more extensive use of existing incentives such as the Federal and State Historic Preservation Tax Credit programs.

- One approach is to encourage façade and storefront improvements to attract new tenants and businesses, while also enhancing Downtown's overall physical appearance.
- The second approach focuses on the reuse and conversion of vacant or under-utilized upper floors in downtown buildings to new uses such as offices and residential units, which may require new incentives beyond the façade/storefront improvement program.
- Last, for larger, more challenging preservation and adaptive use projects, such as the Kenosha Theater, Masonic Temple and the Elks Club Building, a case-by-case and more flexible use of locally created incentives coupled with the use of Federal and State historic preservation tax credits could be employed as a viable approach to facilitating historic preservation and economic development initiatives in the Downtown.

*The manufacturing of building materials accounts for about 12% of all emissions of carbon dioxide (CO<sub>2</sub>).*

### FAÇADE/STOREFRONT REHABILITATION PROGRAM

In previous years, the City of Kenosha operated an Historic Property Revolving Loan Fund program but was largely unused by Downtown property and business owners. Although the reasons are unclear why the previous program was unsuccessful, perhaps reformatting a façade improvement program as a grant, rather than loan, incentive may prove to be more effective in attracting property and business owner participation.

A new façade/storefront rehabilitation program would consist of the following elements.

- Establish a pool of funds that could be used for façade and storefront rehabilitation grants on a 50 percent matching basis with the grant program participant. The grant awards could range from \$7,500 to \$50,000, which would help finance the cost of various façade and storefront improvements, including building material maintenance and stabilization, window repairs and replacement, and storefront rehabilitation and reconstruction. A larger grant amount is preferred to help underwrite more substantial costs related to façade maintenance and storefront rehabilitation issues. Grants could be awarded on a more restricted, competitive basis – perhaps three or five projects per year. Ideally, an annual budget of \$100,000 to \$200,000 is suggested to fund this program.
- The façade/storefront grant program could be financed through Tax Increment Financing revenues, if a TIF district were to be established in the core Downtown area, and/or contributions from the City of Kenosha, KABA corporate donors, outside grants and community foundations.
- Grant program applicants should be required to seek and obtain professional architectural assistance to ensure that façade or storefront rehabilitation projects are high quality and meet commonly accepted historic preservation standards. The grant program's administrators, whether it is the City, KABA or some other entity, can provide the availability of a professional architect to assist property owners and merchants in designing and planning for their building rehabilitation project. Design sketches and schematics for facades, storefronts, signs and awnings as well as project phasing recommendations and cost estimates could be provided as part of the design assistance services (see example on facing page). The cost of the design services, which would be \$1,500 to \$2,500 per building, could be incorporated as part of the façade/storefront

grant program's annual operating costs. Alternatively, grant applicants could be required to pay for their own design assistance if they seek approval for grant program participation.

- Review of grant program projects should ideally be conducted by a design committee established by the program's administrators, and with a set of design standards and guidelines that can help the committee make proper decisions regarding the quality and appropriateness of grant program projects. The committee should be small, perhaps between five to seven members, comprising preservation architects, contractors and members from the City's Historic Preservation Commission; and meet on a regular or ad-hoc basis as necessary. It should be noted that the Historic Preservation Commission would still have design review authority over grant projects that include City landmarks or buildings located within the downtown historic districts.
- Grant program marketing efforts, including the development of flyers and brochures as well as the creation of a program website should be undertaken to aid in disseminating information about the program to downtown property owners, merchants and investors. An annual public workshop that introduces and describes the grant program to prospective applicants should also be conducted.



A vacant storefront on 6th avenue



- A bonus grant amount should be awarded to those grant applicants that are applying for, and using, the Federal and State of Wisconsin Historic Preservation Tax Credit programs for their façade or building rehabilitation project.
- Energy efficiency improvements including cool roof installations, new storm windows, energy generating equipment, and interior insulation projects should be considered eligible as grant expenses.
- Ensure the grant program application is designed and formatted in a user-friendly format that outlines the application and design review procedure and eligible project expenses.
- A smaller grant program – geared toward signage and awnings only – could be established as a separate initiative since this is an expense effecting new businesses in particular. Grant awards could be limited to \$500 on a 50 percent matching basis and funded through Tax Increment Financing and other revenues.
- While some key historic buildings should be targeted for façade grant funds, all downtown properties should be eligible to access the program on a first-come, first-served basis. Completed projects should be recognized by the community during an annual Downtown awards function sponsored by the City, KABA or the Lakeshore Business Improvement District.

Before the establishment of the façade/storefront rehabilitation program is considered, an assessment of the previous program should be undertaken to determine what issues and factors caused property and merchants to not participate. This assessment should include formal discussion and dialogue with downtown stakeholders on how a new program can be more effective in encouraging their participation.



Figure 7-4: Conceptual rendering prepared for a facade rehabilitation project in Chicago, Illinois

# SECTION 7: IMPLEMENTATION

## UPPER FLOOR ADAPTIVE USE PROGRAM

In recent years, a number of upper story housing units have been created by private sector initiatives and investments. Converting vacant or under-utilized upper stories to residential apartments and loft spaces is an effective approach in adapting older, historic buildings for new economic uses; as well as increasing downtown density, and providing opportunities for those who wish to live in an urban setting with access to the lakefront, cultural amenities, and dining and entertainment options. Rents from upper floor residential uses can also provide a reliable second source of revenue for ground floor retailers and store owners who may also own the building. One of the main obstacles in converting upper floors is addressing cost to value gap issues, where existing market rents may not be able to support the rehabilitation expense.

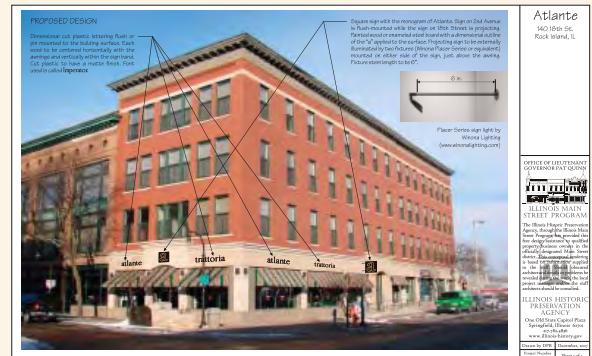
Facilitating additional upper floor conversion and adaptive use project should be an important preservation and economic development priority going forward. A formal program should be established and administered by the City, KABA or other entity. Such a program could comprise the following elements:

- Establish a formal loan or grant program that helps to finance upper story residential conversion projects, underwriting costs related to upgrading electrical and mechanical systems; installing new bathrooms, carpet and finishes; repairing and replacing windows; and, moving or reconstructing walls. Soft costs for architectural design, appraisal and permitting fees could also be eligible expenses under the program. Loan or grant proceeds could range from \$20,000 to \$50,000, with a match requirement for the property owner or developer, and cannot exceed a certain percentage of the overall project costs. Loans could be offered at a low interest or on a “forgivable” basis if certain requirements are met such as if building ownership is maintained for a certain number of years.
- Projects being funded through such a loan or grant program must undergo the usual permit review and initial and periodic building inspections by the City of Kenosha during the course of the project.
- A bonus grant or loan amount could be awarded to those grant applicants that are applying for and using the Historic Preservation Tax Credit or New Markets Tax Credit programs as part of a larger building rehabilitation and reuse program. Additionally, permit fee waivers could be considered for those projects using tax credits and the upper floor/adaptive use incentive program.

- Flexibility in the upper floor/adaptive use program could be allowed for certain commercial and office uses if such projects serve to facilitate a building’s adaptive use, as well as contribute to Downtown’s overall economic development.

### *Case Study - Illinois Facade Improvement & Upper Story Development Program, Rock Island, Illinois*

For several years, the City of Rock Island has funded two programs that encourage property owners to improve the facades of historic downtown commercial buildings and reuse upper floors as new living spaces. The façade improvement program provides different levels of grants for buildings that are vacant or occupied with a ground floor retail operation. A bonus grant is awarded if sustainable design features – such as the installation of a solar thermal heating systems, is included in the rehabilitation project. A maximum grant of \$15,000 is awarded on a matching basis. The upper story housing program provides low-interest loans for improving existing residential units or converting under-utilized spaces. The loans are forgivable if ownership of the building is maintained over a five-year period. Maximum loan amounts are \$20,000 per newly reestablished unit, and \$10,000 per unit that was occupied within the past five years. Both the façade and upper story development programs are funded through Tax Increment Financing.



## LARGE SCALE ADAPTIVE USE PROJECTS

A handful of buildings, including the Masonic Temple, Kenosha Theater, Elks Club Building and others, represent more significant preservation and adaptive use challenges due to their size, floor layouts, state of use and condition. Not any one of the previously described incentive programs would be sufficient to address each of these building's complex rehabilitation and reuse issues; therefore, a more pragmatic, building-by-building approach to finding creative adaptive use solutions will be required. Key entities and organizations, such as the City and KABA, will need to work collaboratively and undertake new and different roles in facilitating large scale adaptive use projects when necessary and appropriate. Approaching such projects may comprise the following elements:

### Identifying Use

Finding new and appropriate economic uses for some of the larger, “white elephant” historic buildings is the initial constraint in dealing with adaptive use issues.

*Studying potential uses should ideally be “building-driven” – essentially asking if there is a use to which the building could feasibly be redeveloped.*

An assessment team could be formed to study and determine potential uses for key Downtown historic buildings and market factors that could affect project feasibility.

The team could be comprised of City and KABA staff, area developers and contractors, local preservationists, architects, market analysts, realtors and economic development professionals. The team may elect to engage professional consultants to assist in the use assessments. Once the assessments are completed, a clearer picture will emerge on potential new building uses.



The Elks Club



Kenosha Theater

### Intervention Tools and Financial Packaging

In almost every adaptive use project, there will be gaps between the current value of the building and the cost to rehabilitate it. Consequently, some form of intervention, in terms financial incentives or ways to reduce project costs and increase income, will be needed to close that gap to make the project financially feasible. The incentives that could be “packaged” as part of an adaptive use project could include permit fee waivers, façade grants, participation loans or grants, bridge loans, utility rebates, infrastructure improvements, or property tax abatements.

Additionally, these incentives should be packaged along with the Federal and State of Wisconsin Historic Preservation and New Market Tax Credits to form a “capital stack” of project funding sources. For large projects, tax credits can be syndicated or sold for cash equity. If private sector developers seek assistance in closing the cost-value gap with City or KABA sponsored incentives, both entities should require that the tax credit programs be part of the developer’s capital stack.

### Convening and Recruiting Developers/Investors

Coordinating proactive efforts in recruiting prospective investors and developers for adaptive use projects could be a potential role for KABA or the City. Once use assessments are completed and a formal program of intervention and financing tools created, potential projects could be marketed to experienced developers of historic properties. Alternatively, local investor groups could be convened and formed with the assistance and facilitation of KABA or the City to undertake the project. The investor groups could ultimately be organized as Limited Liability Companies (LLCs) or Limited Partnerships. In some circumstances, an investor group may be a non-profit organization; in which case, a separate LLC may need to be formed to take advantage of equity derived from syndicated tax credits.

### City as Facilitator

Some circumstances may require the City of Kenosha to be the prime facilitator in an adaptive use project, especially if the building is endangered or the property owner(s) is failing to act. Possible roles for the City may include purchasing or condemning the property and then reselling it outright or as part of a Request for Proposals process.

### Community as Facilitator

If the private sector continues to not act or participate in adaptive use projects, or the City cannot serve as the primary facilitator, then a community initiated effort may be the only viable option. Other organizations and entities such as KABA could take the lead in facilitating the adaptive use process, by forming developer/investor groups, securing financing, and undertaking the construction and re-purposing of the building.



Masonic Temple

## PRESERVATION PLANNING

Beyond the creation of new incentive and development approaches to facilitating and encouraging building rehabilitation and adaptive use activity Downtown, other measures should be undertaken by the City of Kenosha to strengthen and enhance its historic preservation program in ways that support historic preservation-based downtown revitalization efforts. These measures pertain to design guidelines and design management, survey and preservation planning, and buildings codes.

### Survey and Historic Building Documentation

The 1997 architectural and historical survey of residential and commercial properties for Downtown and Harborside is 15 years old and should be updated to a more intensive level where additional documentation on each building's exterior conditions, history, design and construction can be gathered in a standard survey form with space for photographs. An intensive level survey could generate additional documentation as to the architectural and historical significance of certain properties. Building survey forms should also be digitized in an online database format for access by the public. Promoting an enhanced community awareness of important historic building resources in Downtown Kenosha should be an ongoing function of the City's Historic Preservation Commission.

### Design Guidelines

Since the City's Historic Preservation Commission currently uses the Secretary of the Interior's Standards for Rehabilitation and historic district preservation plan guidelines for approving rehabilitation projects through its Certificate of Appropriateness (COA) design review process, there is no immediate need to develop any further design standards and guidelines. However, the Preservation commission should participate in the development of the new comprehensive Downtown design guidelines recommended earlier in this section so that proper building rehabilitation procedures are incorporated for areas and buildings that are not in historic districts or individually landmarked.

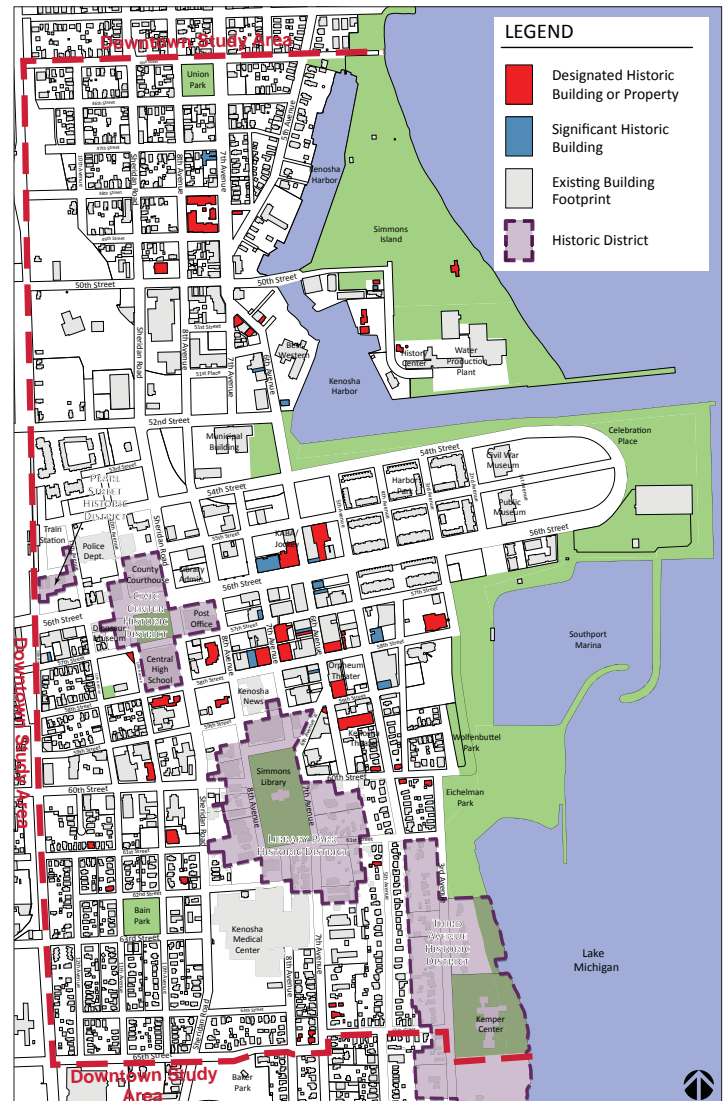


Fig. 7-5: Historic Resources Map

### Demolition by Neglect Provision

The State of Wisconsin allows local communities to adopt “demolition by neglect” provisions within their historic preservation codes, which enables local preservation commissions to undertake affirmative maintenance actions on significant historic buildings and resources. Even if a community already has some type of affirmative maintenance program, a demolition by neglect provision can equip a historic preservation commission with the additional remedies and enforcement authority needed to address demolition by neglect situations. Such remedies may include new municipal authority to make the repairs directly and then charge back those expenses to the building owner by placing a lien or civil penalties on the property. Some communities authorize eminent domain as an enforcement remedy. One significant benefit of a demolition by neglect provision is more effective and efficient coordination between the historic preservation commission and the City’s building department when undertaking remedy and enforcement actions. The City of Kenosha should consider adopting such a provision in its preservation code to prevent circumstances where key historic buildings are threatened by demolition by neglect.

### Mothballing Certificates

Several communities around the country allow for the “mothballing” of significant historic buildings to stabilize them and to allow the owner to plan the property’s future, or acquire funds for preservation and rehabilitation.

*Mothballing is the process of stabilizing and securing a building for future reuse.*

A mothballing certificate can be issued by a historic preservation commission if several conditions are met, including its registration as a vacant building and if proper stabilization measures have been undertaken to protect the building from further deterioration. Usually property owners will have 60 to 90 days to secure the building after the mothballing permit has been issued and building compliance inspection has been conducted. In other communities, designated landmarks are exempt from municipally enforced demolition actions if the property owner elects to seek a mothballing certificate. Mothballing certificates could be one way in which vacant landmark buildings can be preserved until a viable rehabilitation plans can be developed and implemented.

### Buildings Code

Although the City of Kenosha has provisions for addressing existing buildings in its current building code, it should consider adopting the International Existing Building Code, which contains requirements intended to encourage reuse of existing buildings. This code may promote significant cost savings for property owners and developers seeking to repair and rehabilitate historic buildings within the Downtown.

### Certified Local Government Status

Wisconsin communities that have an active municipal historic preservation program are eligible to become a Certified Local Government (CLG), a program of the National Park Service, U.S. Department of the Interior, and administered through the Wisconsin State Historic Preservation Office/Wisconsin Historical Society. The primary benefit of CLG designation is access to matching grants that can underwrite local preservation activities, such as historic resource surveys, National Register nominations, design guidelines, and public outreach and education initiatives. To become a CLG, a community must have adopted a historic preservation ordinance with binding design review authority, established a preservation commission with qualified commissioners, and conducted an ongoing program for architectural surveys. Kenosha is currently not a designated CLG, and to be accepted into the program, the City must amend its historic preservation ordinance to allow for a binding design review process for demolitions and projects that seek to change or alter City landmarks or buildings located within City historic districts. Amending the historic preservation ordinance would require the City to seek some level of consensus among downtown stakeholders to implement such a change.



## PARKING AND TRANSPORTATION

Transportation infrastructure provides the backbone of the Downtown. Transportation investment can support business development which will create a vibrant Downtown. This section provides implementation and management recommendations for parking, roadway, and transit.

### PARKING

Parking is necessary to support current activities and future development in the Downtown. Members of the community seem to be split on whether parking is adequate or not. The perception of parking problems is largely a function of location and type of user. Certain parts of Downtown have a surplus of parking while other parts have a deficit. This varies based on day of week, time of day, and length of parking time needed.

*There is a surplus of private parking in the Downtown, that is likely a result of ordinances that require too much off-street parking with new development.*

These parking requirements can have a negative effect on encouraging new development. In an area like the Downtown, public parking can better serve multiple users and encourage the adaptive use of vacant buildings without adequate parking. In the Downtown core surface lots also have a negative effect on the urban appearance and design of the Downtown. Surface lots, which are situated between buildings and are adjacent to the sidewalk, break up the appearance of building frontage and create voids of space that deter walking.

### Key Parking Management Recommendations

*Improve parking information and wayfinding signage.* There is a general lack of signage that designates the availability of off-street public parking. Signage should be implemented to improve the use of the public parking.

*Reduce parking requirements for new development and redevelopment.* There is an oversupply of private parking. Public parking can be shared by multiple establishments; for example, office patrons during the day and restaurant users in the evenings and weekends. In addition, reducing the required parking can provide developers with cost-savings that can create more development and result in greater tax revenue. The Downtown Parking Study suggested provided parking maximums instead of minimums as shown in Table 7-1: *Land Use Parking Ratio Guidelines*.

However, Table 7-1 indicates that the actual parking ratios in the Downtown seem to fall within an acceptable range; that is, they do not exceed the maximums. Still, parking maximums, as opposed to the minimum, are becoming more acceptable in urban areas like Downtown Kenosha. Maximum ratios lower than those suggested in Table 7-1 may be warranted. Given that Downtown parking conditions vary on a block-by-block basis, it may be more appropriate to review each new development based on surrounding factors and make adjustments based on conditions in the immediate area. Table 7-2: *Parking Requirement Adjustment Factors*, on the following page, provides examples of how parking requirements could be reduced on a case-by-case basis. The City could examine and approve adjustment factors that are specific to conditions near a new development.

**Table 7-1: Land Use Parking Ratio Guidelines**

*Parking Stalls Per 1,000 Square Feet of Floor Area*

Land Use	Actual in Downtown	Minimum	Maximum
Office	2.64	2.50	3.00
Retail	2.35	2.00	2.75
Mixed-Use	2.47	2.25	3.00
Restaurant	4.75	4.50	5.50
Residential (per unit)	1.50	1.00	2.00

Source: *Downtown Parking Study*, Section 4, page 5

## SECTION 7: IMPLEMENTATION

*Allow fee-in-lieu of parking.* On smaller properties or with the adaptive use of vacant buildings, providing parking can be difficult. Parking requirements can discourage new development. Current off-street parking requirements can eat up as much as 20% of available land for development; a requirement that would not have made existing building styles and continuous street walls possible today. Allowing a fee-in-lieu of parking can create an attractive alternative to providing the parking that may be needed for development approval. Revenues generated under this practice can be deposited in an account that would be used by the City exclusively to fund new parking facilities in proximity to the site.

*Eliminate surface parking lots.* Surface parking lots that are situated between buildings and are adjacent to the sidewalk should be eliminated. Private lots can be converted over time through changes in zoning regulations. The change would encourage the redevelopment of these sites. Developers can be encouraged to include structured parking as part of new buildings. Over time, public surface lots should be converted to parking structures. Another option would be to sell the properties to private developers who would be willing to provide public parking in addition to a building, or use the proceeds used to build parking structures on other sites.

**Table 7-2: Parking Requirement Adjustment Factors**

Factor	Description	Typical Adjustment
Residential Density	Number of residents or housing units per acre/hectare.	Reduce requirements 1% for each resident per acre; Reduce requirements 15% where there are 15 residents per acre and 30% if there are 30 residents per acre.
Employment Density	Number of employees per acre.	Reduce requirements 10-15% in areas with 50 or more employees per gross acre.
Land Use Mix	Range of land uses located within convenient walking distance.	Reduce requirements 5-10% in mixed-use developments. Additional reductions with shared parking.
Walkability	Walking environment quality.	Reduce requirements 5-15% in walkable communities, and more if walkability allow more shared and off-site parking.
Demographics	Age and physical ability of residents or commuters.	Reduce requirements 20-40% for housing for young (fewer than 30) elderly (over 65) or disabled people.
Housing Tenure	Whether housing are owned or rented.	Reduce requirements 20-40% for rental versus owner occupied housing.
Unbundling Parking	Parking sold or rented separately from building space.	Unbundling parking typically reduces vehicle ownership and parking demand 10-20%.

Source, Todd Litman, Parking Management Best Practices, Planners Press, 2006 [www.vtpi.org/park\\_man.pdf](http://www.vtpi.org/park_man.pdf)



*Periodically assess parking fees, restrictions, supply and demand.* The *Downtown Parking Study* provided extensive data on parking demand and supply. However, it has been almost five years since it was prepared and conditions have changed since then. Each new development will have an impact on parking supply and demand. In addition, changes to fees or time restrictions can impact the demand. It is important that the overall parking system be monitored on a periodic basis to determine the status of parking supply and demand.

*Promote private development of public parking.* Developers could be encouraged to provide extra parking that is available for public use. The City could offer incentives to encourage public parking through development bonuses or increased building height. The City also owns some surface parking lots in the Downtown. These properties could be offered to Developers who would be willing to include public parking as part of the development.

*Plan for new parking structure.* A parking structure is recommended along 56th between 5th and 8th Avenues. This area has the greatest demand for additional parking. A structure in this area would encourage new development and adaptive reuse of vacant buildings that do not have parking. A best case scenario would be to determine if a developer would be willing to provide public parking as part of a new development in exchange for the City providing the land.

The following are recommended action steps that should be addressed in the short term:

- **Establish a parking coordinator/manager.** One person or organization should become the managing office or coordinator for parking in the Downtown. This person would have direct responsibility to track supply and demand for parking and make recommendations towards improving the effectiveness these facilities. The City of Kenosha has three departments that are involved in parking: the off-street public parking is managed by the Transportation Department, the on-street parking is managed by the Public Works Department and private parking is created through regulations that are administered by the Community Development Department. This divided responsibility is not uncommon. However, one individual should lead the efforts towards a coordinated parking system and implement the recommendations presented in this section.



Fig. 7-6: Potential Public Parking Structure Locations

## SECTION 7: IMPLEMENTATION

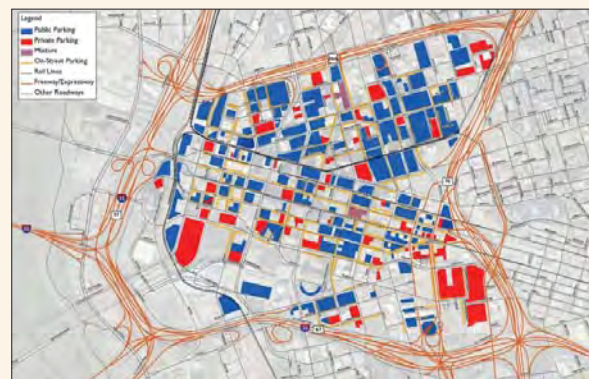
- **Implement wayfinding and parking information signage.** As mentioned previously, the City is undergoing an effort to improve the overall wayfinding signage in the Downtown. This effort will provide recommendations in regard to off-street public parking signage, which should be implemented.
- **Review parking regulations.** The City should review current parking regulations to determine how they could be adjusted to promote more development in the Downtown by decreasing parking requirements for new development. The reduced parking would be offset by adding shared use public parking.
- **Develop fee-in-lieu parking program.** A change in parking would be needed to facilitate this program. In addition, the City would have to establish a financial means of collecting and holding the funds until they could be used for a parking structure.
- **Create parking guidelines and incentives for developers.** Parking regulations generally lack flexibility. In areas like the Downtown, flexibility is needed to adjust to areas that have a surplus of parking and to meet the demands of different types of development. Parking adjustment factors shown in Table 7-2 above can provide the parking administrator with flexibility in reducing parking requirements. Guidelines could also be used to discourage surface parking in specific locations. Finally, incentives and guidelines could be used to encourage developers to provide extra parking for public purposes or to determine when fee-in-lieu is desirable. Incentives would be determined on a development-by-development basis as indicated in the guidelines. Guidelines rather than strict regulations would provide flexibility that is needed as conditions change with each new development.
- **Establish a site for new parking structure.** Three sites for a new parking structure had been recommended in the Downtown Parking Study (see Figure 7-6). The three sites were along 56th Street between 5th and 8th Avenue. A final site selection was not performed by the City. This additional parking is needed to encourage adaptive use of vacant buildings. A City owned site provides the best scenario for moving forward. The second scenario would be to work with private property owners to determine if public parking could be included as part of a new development. A third scenario is to purchase the site for a future parking structure.

Following the short-term actions, the following steps are recommended:

- **Develop a process to conduct a parking assessment on a periodic basis.**
- **Secure funding and prepare engineering design plans for parking structures.** After a site is selected, the City will need to secure funding and prepare engineering design plans for the new structure.
- **Build new parking structure.** With new development and a reduction in private parking supply, there will be increased demand for a new parking structure. The increase demand will help to secure the financing for the structure. A reduction in the parking requirements may also help to spur private development of public parking throughout the Downtown.

### Case Study - Downtown Parking Study, Dallas, Texas

The City of Dallas studied the impact of parking on the Downtown. In doing so they realized that approximately 27% of the Downtown land was taken up with parking. They also came to the understanding that the key problem was accessibility not availability. The City's solution has been to implement progressive new requirements and create a Downtown Parking Management District. City parking requirements include parking maximums instead of minimums to discourage large, single-use parking lots. The Parking Management District strategy's action items includes improvements to the customer experience, signage and wayfinding, and short-term and retail parking.



## ROADWAYS AND CONNECTIONS

The streets in Downtown Kenosha establish a well connected grid system that provides good access to all properties. However, like many established downtowns, the streets need updating to encourage economic development, improve sense of place, and accommodate users of all ages and abilities. In addition, connectivity could be improved by promoting alternative forms of transportation – bicycling, transit and walking. Finally, there are two significant areas that are not well-connected to the Downtown Core: the Metra Station and Simmons Island.

### Key Roadway and Connectivity Recommendations

*Create a primary gateway from Interstate 94.* 52nd Street should become the main gateway into the Downtown. Signage along the roadway from I-94 to the Downtown would help to promote this gateway. Improved streetscape features from just west of the Union Pacific railroad bridge to the lakefront would draw attention to Kenosha’s most important asset – the lakefront. Streets can provide important means to identify sense of place by creating gateways using landscaping, signage, or other physical means that inform drivers about destinations and create a sensation that one has arrived at those destinations.

*Mitigate Sheridan Road’s barrier character.* Many community members felt that Sheridan Road with its four lanes and high traffic levels acts as a barrier within the Downtown. Sheridan Road was recently improved by the Wisconsin Department of Transportation (WisDOT). However, there are still things that could be done to mitigate this barrier. Street signage that brings attention to the Downtown along with improved pedestrian crosswalks, landscaping and pedestrian refuge islands would alleviate some of the impacts of Sheridan Road.

*Comply with the Americans with Disabilities Act.* Pedestrian accommodations must be consistent with the Americans with Disabilities Act (ADA) and the U.S. Access Board Public Rights of Way Access Guidelines (PROWAG). An ADA transition plan should be prepared to achieve this. An overview of infrastructure that should be part of the transition plan is discussed below.

- **Traffic Signals.** Traffic signals should contain pedestrian signal heads. Standard pedestrian signal heads must include pedestrian countdown clocks that display the amount of crossing time in seconds, and should be installed for all crosswalks. In downtown environments, it is easier and



Fig. 7-7: Concept Rendering of 52nd St. Approach to Downtown - looking East

cheaper to provide a pedestrian WALK phase during every signal cycle rather than installing pedestrian push buttons. This supports a walkable Downtown, has a minimal impact on automobiles, and reduces maintenance costs of pedestrian push buttons.

- **Crosswalks.** Crosswalks should be clearly marked with contrasting pavement and high visibility markings so as to easily identify the location of the crosswalk. If textured or stamped pavement is desired, it should be located *outside of the pedestrian path of travel*. This avoids complications of rough surfaces for pedestrians using wheelchairs, elderly pedestrians, and pedestrians pushing strollers.
- **Curb Ramps.** Curb ramps at crosswalks should align directly with the crosswalk and direct pedestrians using wheelchairs and pedestrians pushing strollers in a straight path from the ramp to the crosswalk. The radius at corners should also be small to reduce the length of pedestrian crossings, and reduce vehicle turning speeds, which helps reduce pedestrian/motorist conflicts.
- **Curb Extensions.** Curb extensions – or bump-outs – can be used to more clearly identify where on-street parking begins and ends, and reduces the length of pedestrian crossings. Additionally, the sidewalk space created from constructing curb extensions provides space for street features including lighting, traffic signal and utility poles, benches, and bicycle parking.

**Improve Bus and Streetcar Stops.** Transit stops should be clearly identified with signage. At stops with higher ridership, seating and shelters should be added.

**Install On-Street Bike Facilities.** Bike facilities are important to include on Downtown streets. They are safer for adult bicyclists than riding on sidewalks because of travel speed, the frequency of front doors opening onto sidewalks, and conflicts with pedestrian traffic. Downtown streets should accommodate bicyclists, either in bike lanes or with shared lane markings. Bike lanes are reserved for the exclusive use by bicyclists. Shared lanes are used by both bicyclists and motorists, with bicyclists being afforded full use of the lane where necessary. Additionally, on-street bike facilities would provide crucial links to trail facilities in Kenosha's parks and Lakefront.

**Install More Bike Parking.** Additional bike parking is needed to accommodate bicyclists in the Downtown. Due to recreational and tourism activities, attracting bicyclists to the Downtown has the potential to increase commercial activity with low-cost investments in bike parking. Bicycle parking should be visible and available on every block Downtown. Inverted U-racks, which are a common design, are inexpensive to install.

**Complete Streets Cross Sections.** A conceptual cross section of 8th Avenue at 54th Street shows the potential allocation of roadway space to incorporate bike lanes. 8th Avenue was chosen as possible extension of the 7th Avenue bike lane into Downtown Kenosha. The proposed cross section was developed using a measured width of approximately 44 feet, which is wide enough to accommodate a 10-foot automobile travel lane, 5-foot bike lane, and 7-foot parking lane on each side of the street. 6th Avenue should have a high visibility pedestrian crossing at 52nd Street, along with realigned curb ramps and an improved, landscaped median.

The following are recommended action steps that should be addressed in the short term:

- **Prepare a Downtown Bicycle Plan.** The City has prepared a bicycle plan. However, more detail is needed for the Downtown, especially in regard to making connections to the existing bicycle facilities on the outskirts of the Downtown. The Plan should also address bicycle parking. The implementation of bicycling parking along Downtown streets would show the City's commitment to this form of transportation. Figure 7-8 provides an example of what a future Downtown bike network might look like.
- **Prepare a Pedestrian and ADA Transition Plan.** Conformance with ADA requirements is needed to upgrade Downtown streets and to show that the City is serious about improving this form of transportation. The plan also could be used to determine how the transit stop connections should be made.

Following the short-term actions, the following step is recommended:

- Implement the bicycle and pedestrian plans.

The balance of the action steps should be developed with the streetscape features or other recommendations in this Strategic Development Plan.

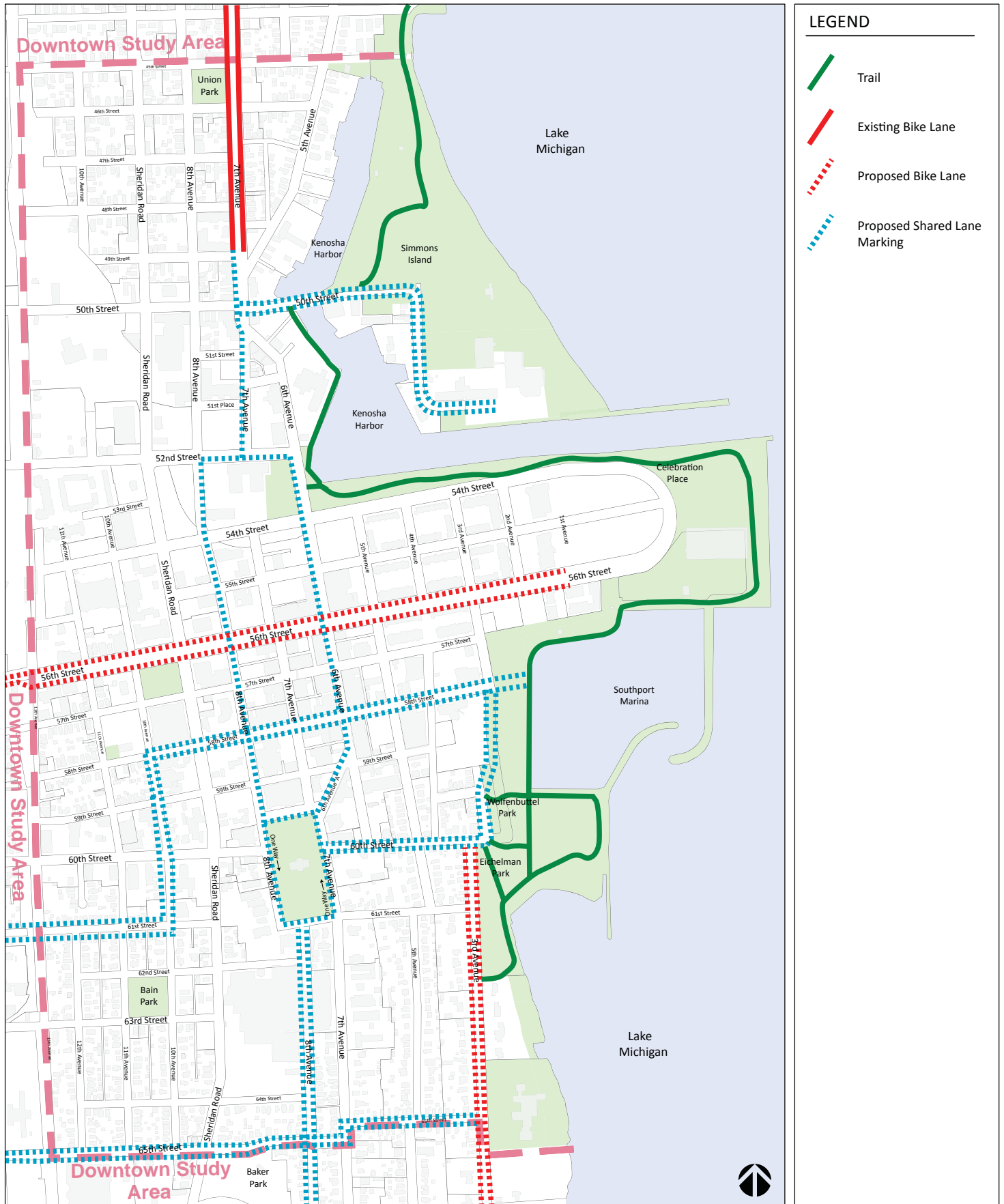


Figure 7-8: Envisioned Downtown Bike Network

## SECTION 7: IMPLEMENTATION

### TRANSIT

The Downtown transit system includes Metra commuter rail, the streetcar, and the bus system. These transit services provide a viable alternative to the automobile.

*Given that the roadway system cannot be expanded or enlarged, the transit system provides an important economic development tool for Downtown expansion.*

#### Metra

The Downtown would benefit from investment in pedestrian and transit connections to the Metra station, station amenities, more efficient parking management, and increased service. Specific recommendations include:

**Improve Connections to Downtown.** The Metra station is not well connected to Downtown because it is located several blocks west of the Downtown core. The Kenosha County Sheriff facility, which occupies several blocks, and Sheridan Road acts as barriers to pedestrian traffic. Streetscape improvements in the immediate vicinity would help to improve the pedestrian environment.

**Improve Station Amenities and Parking.** The existing Metra station contains a basic waiting room. The parking lot contains limited daily and reserved permit parking. However, parking is available one block away in the new Kenosha County parking structure and enforcement is lacking, making it essentially free. As a result, parking near the Metra station is not well utilized and discourages occasional use by visitors.

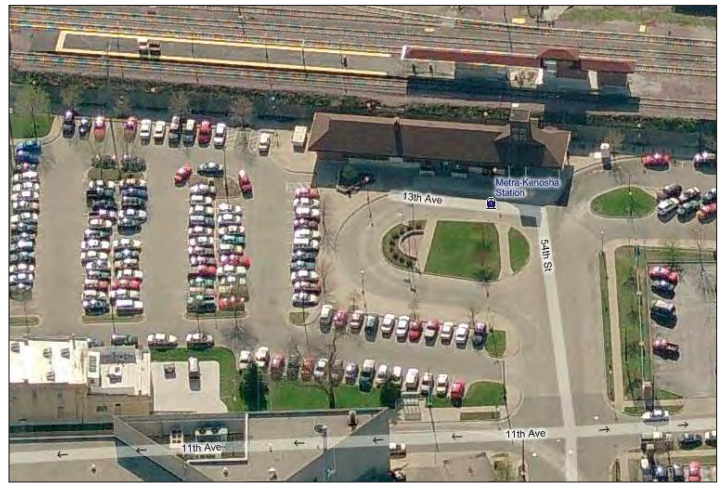
The City should review the amenities at the station. Some people mentioned a lack of security and safety at the station. The need for better lighting was mentioned. Also, a cafe in the depot is moving forward, but financing has been a challenge. This private commercial use of the extra depot space could help to improve the overall station environment by bringing more foot traffic. Parking at the station is under-utilized. An enhanced connection between the station and streetcar stop would help to promote use of the streetcar. As discussed in Section 6, this could include a designated walkway with a covered canopy, an expanded streetcar shelter that is consistent in design with the station and improved signage.

**Increase Commuter Rail Service.** Current Metra service to Chicago attracts more than 400 commuters each weekday. Opportunities to increase Metra service to Chicago are limited since the Kenosha Station is outside of the Metra northeast Illinois service area. Additional service for later return trains or service supporting festivals would likely have to be paid for by the City. One of the

reasons that Kenosha is served by Metra is because there is rail yard for overnight storage of commuter trains. A rail yard expansion would likely be needed in order for Metra service to be increased. The City of Kenosha could look into reserving land for an expanded rail yard. This could create a potential incentive for Metra to work with Kenosha to increase service.

The feasibility for the Kenosha-Racine-Milwaukee commuter rail service was studied, but is no longer being pursued by the State of Wisconsin. Still, it is possible that efforts may start again in the future. The City should continue to look for opportunities to promote expanded commuter rail service to Milwaukee and Chicago and places in between.

**Expand Intermodal Station.** The Metra station area contains parking, the depot, a Greyhound stop and a streetcar stop. Moving the current bus transit center at 54th Street and 8th Avenue to this location could free up space in the Downtown core for economic development. Bringing the transit connections together could improve overall transit connections and service.



Existing Metra parking lot configuration



Existing Metra platform

## Streetcar

The streetcar in Downtown Kenosha is a popular tourist draw and sets Kenosha apart from other cities as a unique destination. It is an iconic image that works well for branding purposes and provides a means of reaching a wide audience of potential City visitors. However, many residents do not recognize it as a viable transit option and question its value. Specific recommendations for improving the streetcar include:

**Expand the streetcar line.** The streetcar line should be expanded through the creation of a north-south loop that would intersect the existing east-west loop in the heart of Downtown Kenosha.

**Increase streetcar support.** Many visitors use the streetcar as a tourist attraction but not to get around Downtown. To provide incentive for visitors, business owners could sponsor the streetcar through the purchase of tokens directly from the transit agency. These tokens could be distributed to customers and visitors to Kenosha’s museums. This would provide funding assistance to the streetcar, increase exposure for the system, and encourage private sector investment in the streetcar system. The business owners could market their support of the streetcar as well as the Downtown in this manner. Other private sector investment opportunities could be pursued as part of the system expansion.

**Public-Private Partnerships.** Public-private partnerships could be used to provide additional parking and to help support the streetcar system. One example that may be beneficial is working with a developer in exchange for constructing a parking structure. Rather than financing a parking structure directly, the City could offer a developer a parcel for development or incentive to encourage providing public parking in a structure. Businesses could be encouraged to invest in the streetcar in order to secure a streetcar stop in front of their business.



Fig. 7-9: Envisioned Future Streetcar Network



A Kenosha streetcar travelling along 56th Street

## Bus Transit

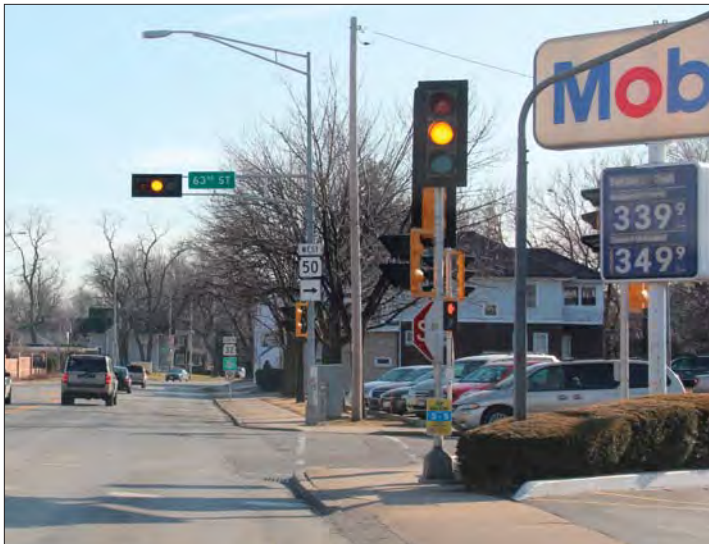
Downtown Kenosha is a hub for bus transit in the City. The network operates on a pulse network, meaning that transfers between the bus lines occur at the Kenosha Transit Center. To enhance the quality of transit service in Kenosha, the following improvements are recommended:

*Improve bus stops.* Bus stops should be accessible to people of all ages and abilities. Design elements that improve accessibility per the Americans with Disabilities Act (ADA) Accessibility Guidelines include curb ramps and a paved waiting area. The paved waiting area or pad should be adjacent to the sidewalk as well as the curb, for smooth boarding and alighting. Additionally, bus stops should be equipped with transit information signs. For busy bus stops with more passengers, benches and shelters should be installed to improve the quality of the environment for passengers waiting for buses.

*Consider Shuttle to Carthage College.* Currently, bus service is available to Carthage College on Route 4 of the Kenosha Bus system. However, many expressed a desire to more directly connect Carthage College to Downtown.

*Although Downtown and Carthage College are two stops on the route, Kenosha should consider branding its Route 4 bus as a Downtown/Carthage College connector.*

This would help to inform Downtown users as well as Carthage College students that this connection is available.



Existing bus stop at Sheridan Road and 63rd Street

The following are recommended action steps that should be addressed in the short term:

- *Undertake streetcar expansion feasibility study.* A feasibility study is needed to confirm the alignment and stop locations. The feasibility study could also be used to formulate a plan for public- private partnership to help support the system.
- *Conduct parking evaluation.* The parking fees at and near the Metra station should be examined to improve utilization.
- *Review station amenities.* Conduct a review of the amenities at the station, most notably the lighting.
- *Support efforts to place a tenant in station depot.* A long term tenant at the station could help to improve safety and utilization of the station. The efforts should encourage a tenant that could bring traffic to the area in addition to the commuters. The tenant could be given reduced rent in exchange for maintenance or improvement credits.

Following the short-term actions, the following steps are recommended:

- *Conduct a rail yard expansion study.* The feasibility of securing or purchasing land that could be used to expand the rail yard could provide an opportunity to increase Metra service.
- *Improve Metra/streetcar connection.* Signage and an improved walkway with potentially a canopy should be installed to clearly delineate the connection between the Metra station and the streetcar stop.



## DOWNTOWN MANAGEMENT

To be successful in the revitalization process, a traditional downtown district must take into consideration many different elements – such as improved infrastructure, new business clusters, marketing and promotion activities, new development, and rehabilitated existing buildings. However, initiating and managing the downtown revitalization process does not happen on its own and must be guided by an organization that can dedicate its resources to several different activities, including marketing and branding, public space maintenance, business development, on-going communications with Downtown stakeholders, and downtown advocacy to the community at large.

Currently, the Lakeshore Business Improvement District (Lakeshore BID) is in place with many supporting partners including the City, KABA, the Chamber of Commerce, the Convention and Visitors Bureau, and the Kenosha Commission on the Arts. All of these organizations play key roles and responsibilities in Kenosha, but the Lakeshore BID is seen as in the best position to take on enhanced roles in facilitating and managing economic development and reinvestment if properly reorganized.

*The BID could become a strong community and business based organization that involves broad-based participation, which will be critical to the long-term success of Downtown Kenosha.*

It is important to note that to become a strong implementation partner, the Lakeshore BID will first need to develop its organizational capacity, including hiring staff and expanding its operational budget and membership. If organized and funded properly, the BID can effectively supplement City and KABA staff by being the “boots on the ground” staff /volunteers that work directly with local property and business owners.

The Lakeshore BID’s can enhance its capacity and assume responsibilities that include:

- Serving as an effective liaison between the City and property/business owners.
- Regularly meeting with property/business owners to inform them of the progress of revitalization initiatives as well as to discuss specific business needs and marketing opportunities.

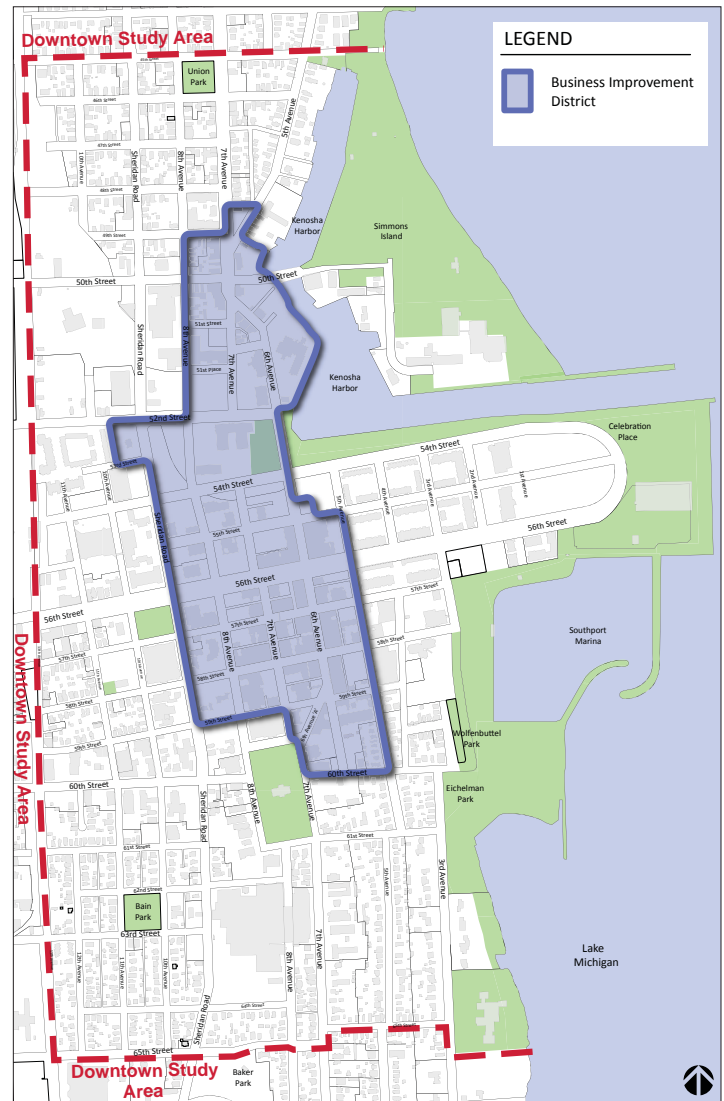


Fig. 7-10: Current Lakeshore Business Improvement District

## SECTION 7: IMPLEMENTATION

- Encouraging business and property owners to get involved in working committees and task forces for key BID activities and other revitalization initiatives.
- Promoting Downtown as a shopping destination as well as keeping the region informed on the progress of revitalization efforts through on-going marketing activities.
- Collaborating with the City, KABA, Convention and Visitors Bureau, Chamber of Commerce and other entities in recruiting new businesses and developers to the area.
- Collaborating with the City to facilitate building and site improvements for property owners and merchants even if building improvement programs are administered by the City.
- Acting as a liaison and “trouble shooter” between the City, contractor and Downtown businesses to help minimize the impacts of streetscape and public space construction.
- Providing efficient maintenance and snow removal services for Downtown public spaces and streetscapes.

To more efficiently manage the BID as well as coordinate specific implementation tasks, the following recommendations are made:

- Conduct a more extensive strategic planning process that explores potential funding, staffing and organizational development scenarios for the short and long-terms. The process should conclude with an understanding of how the BID can grow and develop to meet the needs of member stakeholders as well as help facilitate key revitalization initiatives with other implementation partners. The strategic plan should also establish benchmarks of success, and review each year’s progress with Lakeshore BID board of directors and community stakeholders.
- Hire a full-time executive director to manage and lead the BID’s operations and downtown revitalization advocacy efforts. The executive director must be inspirational and effective in leading the organization’s operations, including directing internal strategic planning processes and guiding volunteers and committees. In addition, the executive director must work closely with the BID’s

Board of Directors, the City, KABA, the Chamber, and the Conventions and Visitors Bureau, on various Downtown management issues. The director is also responsible for the day-to-day operations and implementation of all policies and initiatives of the organization and Board of Directors.

- Review and update the vision and mission statements of the Lakeshore BID to reflect its expanded role in Downtown revitalization efforts.
- Establish effective working committees staffed by BID members and interested volunteers, who should be recruited for their specific skills and interests. A chairperson should be appointed to manage each committee and report to the board on a regular basis. Working committees can include:
  - *Budget/Administrative Committee.* This committee, which should include board members, would develop a fundraising plan that outlines multiple funding sources for BID operations in addition to the BID assessment. Other administrative functions would include managing personnel and committees, preparing work plans for committees and board development.
  - *Marketing Committee.* Working with the Convention and Visitors Bureau and others, this committee would first organize the Downtown Kenosha branding and marketing strategy. It would then manage and coordinate the special events, promotions, advertising and public relations activities recommended in the strategy.
  - *Business Retention Committee.* This committee could work with the Chamber of Commerce and KABA to meet with businesses on a regular basis to discuss operational issues, business development needs and technical assistance.
  - *Business Attraction Committee.* This committee could work with the Chamber of Commerce and KABA to recruit local and regional businesses.
  - *Site/Building Improvement Committee.* This committee would work with Downtown Kenosha merchants and property owners to improve sites, buildings and business signage.
  - *Maintenance/Operations Committee.* The BID can continue providing ongoing streetscape maintenance services, involving street cleaning, landscaping and snow removal. Shared services for private properties involving property maintenance, garbage collection and snow removal should also be explored in regards to cost effectiveness.

## MAIN STREET PROGRAM

Several stakeholder groups have expressed interest in adopting the Main Street revitalization program as a vehicle and methodology for managing Downtown Kenosha. The *Main Street Four-Point Approach*<sup>™</sup> is a comprehensive historic preservation-based commercial district revitalization program developed by the National Trust for Historic Preservation and administered by the Wisconsin Main Street Program/Wisconsin Economic Development Corporation. Currently, there are thirty-five Wisconsin communities that have fully-functioning Main Street programs, many of which have experienced significant success over the years in retaining and attracting downtown businesses and in encouraging investment in building rehabilitation and façade improvements.

To be eligible to participate in the Wisconsin Main street program, a local community must establish a dedicated downtown revitalization program with an adequate operating budget. In return, Wisconsin Main Street will provide regular training and technical assistance services to help the local Main Street program develop its capacity to implement various revitalization projects and initiatives. While Wisconsin Main Street has focused much of its resources on Main Street communities under 50,000 in population in recent years, it has provided services to two neighborhood commercial districts, one in Green Bay and one in Milwaukee. Although it has not accepted communities over 50,000 in population into the program recently, Wisconsin Main Street is considering accepting larger communities in the coming year if they participate in the application process and meet the entry requirements.

As an already established downtown organization, the Lakeshore BID could reposition itself as a Main Street revitalization program if it desires to apply to Wisconsin Main Street. The Lakeshore BID could discuss the possibilities of repositioning as a Main Street program during a strategic planning process recommended in the previous section.

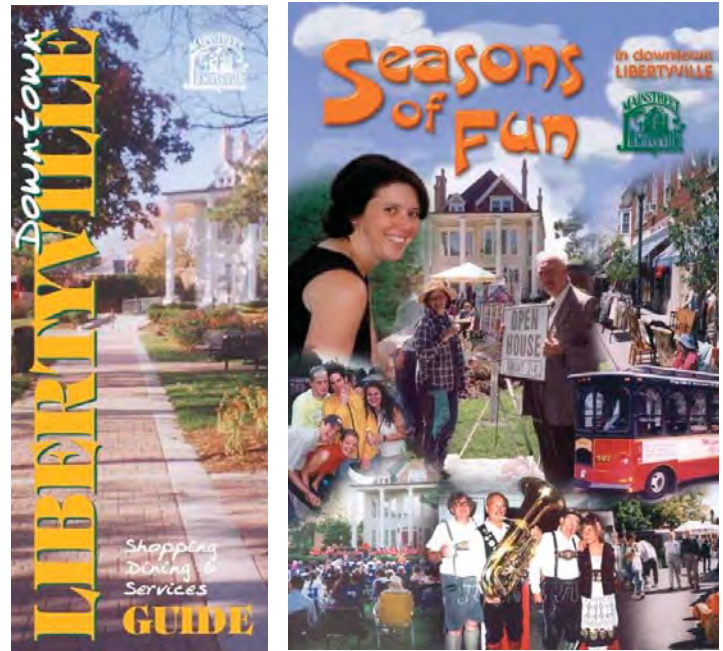


Fig. 7-11: Promotional Material for Libertyville, Illinois' Main Street Program

### BRANDING AND MARKETING

Going forward, Downtown Kenosha is envisioned to be a unique destination within the greater Chicago-Milwaukee metropolitan regions and on-going efforts to brand and market its retail, service, recreational and cultural offerings and attractions, as well as promote the area's revitalization potential to investors, developers, new businesses and future residents will be especially important. Such activities will be critical to communicating the Downtown's characteristics as well as the goods and services it offers to shoppers, visitors and potential investors. Therefore, an over-arching branding/marketing strategy for Downtown Kenosha can be used to develop marketing materials and advertising campaigns, organize targeted promotional/special events, conduct more effective public relations activities and coordinate with the planned Downtown signage and wayfinding system.

Given its mission, the Kenosha Lakeshore BID would be the most appropriate organization to develop and manage an effective branding and marketing program focused on enhancing Downtown's overall image and increasing sales for existing businesses and restaurants. Organizations that could play partnership roles in such program include the City, the Convention and Visitors Bureau, the City and the Chamber of Commerce.

Implementation action steps in developing the program may include:

#### Branding Study

It is recommended that a branding and marketing strategy for Downtown Kenosha be prepared by a professional consultant. A graphic design portfolio building upon the new Downtown logo, and the different types of marketing and promotion activities that could be undertaken to attract certain customer segments, can be prepared as part of the study. Roles and responsibilities of who will manage and support the Downtown marketing program can also be determined.

### Image Building Marketing

Marketing Downtown's commercial, cultural and recreational assets will be a key focus of an effective Downtown branding and marketing program. Just as important is promoting Downtown's progress in the revitalization process and creating a heightened awareness and "buzz" about new business openings, living opportunities, entertainment offerings, and special events and festivals. "Image building" advertisements in targeted publications, including those in nearby areas and in the broader Chicago-Milwaukee metropolitan areas, might be effective in informing those who might not know about Downtown's progress and its assets and attractions.

#### *Case Study - Marketing & Branding Package, Evanston, Illinois*

Downtown Evanston's management entity, EVMark, conducted a detailed branding study in 2009. This study used significant outreach to business owners, the community and visitors to identify key attributes associated with the Downtown. The development of these attribute lead to the creation of a new logo and tagline for the Downtown, as well as the renaming of EVMark to Downtown Evanston. This brand was then extended through to websites, signage, banners, advertisements, letterhead, and other materials associated with the Downtown.



## BUSINESS DEVELOPMENT

Downtown Kenosha is trying to reduce vacancies and expand its mix of businesses. The over-arching downtown business development strategy should be to first serve customers – existing and potential – since any new business can only thrive if its customer base is already in place. For Downtown Kenosha, customers fall into four primary segments:

- Downtown workers – public and private employees who come Downtown daily.
- Downtown residents – people who live in or adjacent to Downtown, including HarborPark and other nearby single- and multi-family neighborhoods.
- Visitors – people who come to Kenosha for any reason, but particularly those who come Downtown for lakefront activities.
- A fourth, and in some respects more challenging segment, includes other Kenosha residents – people who live away from Downtown and only go there occasionally or for a special purpose.

Based on these customer clusters, Downtown should focus on two logical business development strategies:

- Convenience goods and services, serving primarily workers and Downtown residents.
- Dining and entertainment, serving workers, Downtown residents, and other Kenosha residents.

## CONVENIENCE BUSINESS DEVELOPMENT

Convenience businesses have faced some setbacks in Downtown Kenosha since the 24-hour customer base is still small. The recent closing of Walgreens on 6th Avenue provides a clear market indicator that a larger population Downtown is needed.

*Typically, convenience businesses follow the shopping and demographic trends of their customers since convenience purchases – by definition – draw from a very small trade area.*

The captive consumer population will grow incrementally as nearby resident and worker populations grow. For Downtown Kenosha, this market includes those who could walk to such businesses.

Potential recruitment or development targets in this category include:

- Goods and services needed to support a Downtown population:
  - Groceries (convenience store or full-line grocery store, depending on district population)
  - Beer + wine
  - Prescription + non-prescription medications
  - Basic hardware items
  - Tailor / shoe repair
  - Dry cleaner
  - Restaurants: coffee shop
  - Restaurants: fine dining
  - Restaurants: everyday/family
  - Restaurants: take-out food (incl. deli, ethnic, etc.)
  - Greeting cards
  - Postal services
  - Personal care items
  - Personal care services (hair, nails, etc.)
  - Gym and yoga
  - Bank w/ATM
  - Home cleaning service
- Goods and services desirable to support a Downtown population:
  - Specialty groceries (e.g., fresh produce; cheese)
  - Ice cream
  - Medical office (general practitioner)
  - Dental office
  - Insurance
  - Financial planner
  - Veterinarian
  - Child day care
  - Bakery
  - Light home improvements / handy person services
  - Flowers + house plants
  - Pet supplies
  - Dog daycare + dog walking service
  - Bicycle sales, rentals, repairs

## SECTION 7: IMPLEMENTATION

Many of these items are already provided in Downtown, but their availability is not widely known or marketed. A few, such as postal services, are not in the center of commercial activity, even though they are very much within the Downtown district. While the Downtown market is not sufficient to support a Walgreens store, chain stores are unpredictable in operations and location decisions. They are retail opportunists and will quickly close their under performing units.

*If strongly desired, there are unique strategies that can be applied in Downtown Kenosha to develop opportunities for a few additional convenience-oriented businesses, including a small independent pharmacy and a small food store.*

### INDEPENDENT PHARMACY

While it appears chain drug stores have proliferated to the exclusion of independents, many small pharmacies continue to open and expand. Three principle challenges face the development of an independent pharmacy Downtown:

- The prescription drug industry continues to trend toward web-based, prescription-by-mail sales;
- Because inventory is expensive, capitalizing a new pharmacy is expensive; and
- Inventory management is more complicated (and more expensive) than for other traditional retailers. This is because the list of prescription drugs continues to expand, meaning pharmacies have to carry increasingly large numbers of drugs. In addition, many drugs are sold only in relatively large quantities, meaning a pharmacist may have to buy 500 pills when s/he only needs to fill a 20-pill prescription. The remainder of the inventory sits on the shelf, but consumes available working capital.

The first challenge can be hedged by expanding the store's retail offerings to include other convenience retail items, such as personal care products, small gifts, greeting cards, an ice cream counter, or other services. The second challenge – startup capital and working capital – may require assistance from an economic development corporation, an investment fund, or debt or equity raised from community-based crowd-funding resources.

The quickest route to reestablishing a pharmacy Downtown is to approach an existing independent drug store in the city or county and incentivize them to open a small additional store Downtown. Alternatively, KABA and the City can work to identify a pharmacist-entrepreneur (e.g. one currently working at one of the chain drug stores) and help to capitalize the new business using the tools discussed under “Community Capital & Community-Owned Businesses”, below.

### COMMUNITY CAPITAL & COMMUNITY-OWNED BUSINESSES

One of the core challenges to establishing or recruiting independent businesses and other commercial enterprises in the Downtown is a lack of venture capital and start-up financing. As an alternative to conventional bank financing, new business start-ups could be supported by “community capital” or crowd-sourcing funds – funds that could be derived from a variety of sources, including community-owned stock corporations and cooperatives as well as contributions from private institutional and citizen investors.

*Community capital is an effective “market intervention” that can help spur business and real estate development when the market will not act or when traditional capital channels will not lend.*



The former Walgreens store remains vacant

Well-known examples of businesses capitalized by private citizens or members include the Ace and True Value Hardware purchasing cooperatives. In particular, independent groceries and dry goods stores in many cities around the country have long operated on the cooperative or stock corporation model. Today, other communities are turning towards such financing models to start-up downtown restaurants, re-open historic theaters, and support other arts and cultural related businesses. Community capital can be an effective mechanism for facilitating reinvestment in Downtown Kenosha, especially in regards to developing an effective arts and entertainment cluster.

## DINING, ARTS AND ENTERTAINMENT DISTRICT

In the past, entertainment and other social activities were once centered in downtown commercial districts, where movie houses, performing arts theaters, restaurants and social clubs attracted visitors and kept workers downtown longer past office closing times. Today, many cities and communities have recognized that reintroducing such uses back into downtowns can help drive more evening and weekend activity as well as create a strong sense of place and vibrancy that would not exist otherwise. For Downtown Kenosha, strengthening the fledgling dining cluster and developing a strong arts and entertainment core around the Rhode Center for the Arts, and perhaps the Orpheum and Kenosha Theaters as well, could serve to build a downtown entertainment district that can attract local residents and visitors alike.



Figure 7-12: Some of the Community's most popular local businesses

### Dining

Downtown Kenosha is already a significant dining hub as many restaurants draw area residents, while also serving Downtown workers, residents, and visitors. The needs around strengthening Downtown as a dining hub involve marketing more than recruitment. The recent Taste of Wisconsin provided broad exposure for local restaurants, and if Downtown restaurants were savvy marketers, they used the Taste of Wisconsin as an opportunity to grow their customer base by gathering information on new visitors. Marketing activities should be the responsibility of the Lakeshore BID while collaborating with other entities, such as the City, KABA and the Convention and Visitors Bureau, when necessary to leverage resources and the reach of specific marketing efforts.

Additional marketing opportunities for strengthening the Downtown restaurant cluster include:

- Develop a weekly or monthly dining promotion (e.g. a companion promotion to First Fridays) to generate repeat traffic.
- Create a Kenosha dining website.
- Work with restaurateurs to get patrons to write reviews on Yelp, Google, Urban Spoon, and TripAdvisor, and use that as a way to raise the rankings of Downtown restaurants in web searches.
- Work with restaurateurs to develop special, price-fixed menus, including value-oriented specials for weeknights and high-margin menus for restaurant-oriented holidays (e.g. Valentine's Day, Mother's Day).
- Create a "moveable feast" promotion, so diners are encouraged to experience more than one restaurant.
- Help restaurateurs to set up Constant Contact or Vertical Response feeds to keep their regular customers informed about weekly specials.
- Promote Downtown as a hub for independent restaurants as a key to differentiating Downtown's food offerings and atmosphere from chain restaurants found in strip centers outside Downtown.

### Downtown Theaters

The Rhode Center for the Arts remains one of the few entertainment venues in Downtown Kenosha. Along with the Rhode, which presents live theatrical performances with its resident Lakeside Players community theater group, re-activating both the Kenosha Theater for large scale productions and the Orpheum Theater for movies could allow for the creation of a strong Downtown Kenosha arts and entertainment district.

*Together with the Rhode, the Orpheum and Kenosha theaters will have the potential to expand downtown activity into the evening and weekend hours as well as stimulate the growth of additional restaurants, retail and other arts-related businesses that would support and compliment theater activities.*

According to recent statistics from the National Endowment for the Arts (2011), theaters and their respective performing arts organizations generate nearly \$13.6 billion in revenues while Americans spent \$14.5 billion on admissions. In addition, on any given day, 1.5 million Americans attend arts performances, usually with family or friends (Source: *National Endowment for the Arts, NEA Research Note #102, April 2011*).

Along with restaurants and attracting other arts-related businesses in building a cohesive Downtown entertainment district, re-activating the Orpheum and Kenosha Theaters will require a long-term commitment, and careful planning and collaboration between the different stakeholder groups, including the City, KABA, property owners and the non-profit organizations responsible for programming and maintaining their respective facilities. Stakeholders could collaborate on several initiatives to consider the feasibility of an entertainment district, including financing a specialized market study to evaluate Downtown arts and entertainment opportunities, exploring partnership opportunities with Carthage College and the University of Wisconsin-Parkside, and removing any building or zoning code barriers that may limit the use of Downtown buildings for entertainment uses. The market study in particular can provide insights into whether a broader trade area could support the reactivation of the Orpheum and Kenosha Theaters as well as expanded programming at the Rhode Center.



## CATALYTIC PROJECTS

The City, KABA and other entities will need to work together to initiate the redevelopment and adaptive use of the key opportunity sites and buildings in Downtown Kenosha. Each site or building may necessitate a slightly different approach to its redevelopment depending on site or building size, developer interest, ownership issues, and available financial resources and incentives. However, two basic approaches are suggested.

### VACANT OPPORTUNITY SITES

For vacant opportunity sites or lots, a pro-active approach to redevelopment would involve meeting with the property owners to discuss the Strategic Plan redevelopment concepts and needs, as well as developer/investor interest and available financing. If funding becomes available for the City to purchase the targeted development sites, requests-for-proposals (RFP) for interested developers could be issued. Potential opportunity sites include vacant and under-utilized lots along 55th, 56th and 57th Streets – where they intersect along the 7th and 8th Avenue corridors. Funding tools such as Tax-Increment Financing can be used for property assembly and infrastructure costs to help facilitate vacant property development.

### ADAPTIVE USE

Potential adaptive use development approaches have already been described in the Historic Preservation section of this Implementation Strategy. In summary, as with vacant and under-utilized opportunity sites, the City or other entity could purchase key historic buildings to initiate the adaptive use process and issue a request-for-proposals (RFP) for interested developers and investors.

Alternatively, the City could take different roles depending again on circumstances such as the property's condition, developer/investor interest and available financing. The City or other partners could offer financing assistance in the form of loans or grants, based through Tax-Increment Financing or other sources, to assist a developer/investor team in closing any financing gaps. In such cases, the City can leverage its financial investment by requiring the developer/investor team to secure other funding sources such as the Federal and State of Wisconsin HPTC program, or the New Markets and Low Income Housing Tax Credits. Or, the community, through a non-profit development corporation or other entity(ies), could undertake the adaptive use process through its own initiative and spearhead efforts to conduct pre-development analysis, including feasibility studies and pro-formas, as well as begin discussions with the City and other entities on financial packages.

## CATALYTIC SITE MARKETING

One important need in building investor and developer interest in opportunity projects is the creation of marketing packages similar to those produced for business attraction purposes. The package could be prepared to provide businesses, property owners and developers with information regarding the Strategic Development Plan, opportunity projects, available incentives and funding programs, and Downtown market data. The package could be used to promote the Downtown directly to local and regional developers as well as to businesses and developers at meetings of the International Council of Shopping Centers, which is a national organization focused on revitalization and development of commercial centers and downtown districts.

Several catalytic sites or projects have been identified as having the best potential for generating revitalization momentum within Downtown Kenosha (Figure 7-13). Implementation action steps for several catalytic projects are detailed in later parts of this section.

### *College / University Participation*

When pursuing the redevelopment of opportunity sites, consideration should be given to forging potential partnerships with the University of Wisconsin-Parkside and Carthage College in locating future facilities, such as new classroom/research space and residential dormitories, in Downtown Kenosha. Such facilities could help boost Downtown's tax base and retail sales and catalyze additional investment in new businesses and buildings surrounding their facilities. Both institutions should be engaged in active discussions regarding development of the City Hall and other opportunity sites.

# SECTION 7: IMPLEMENTATION

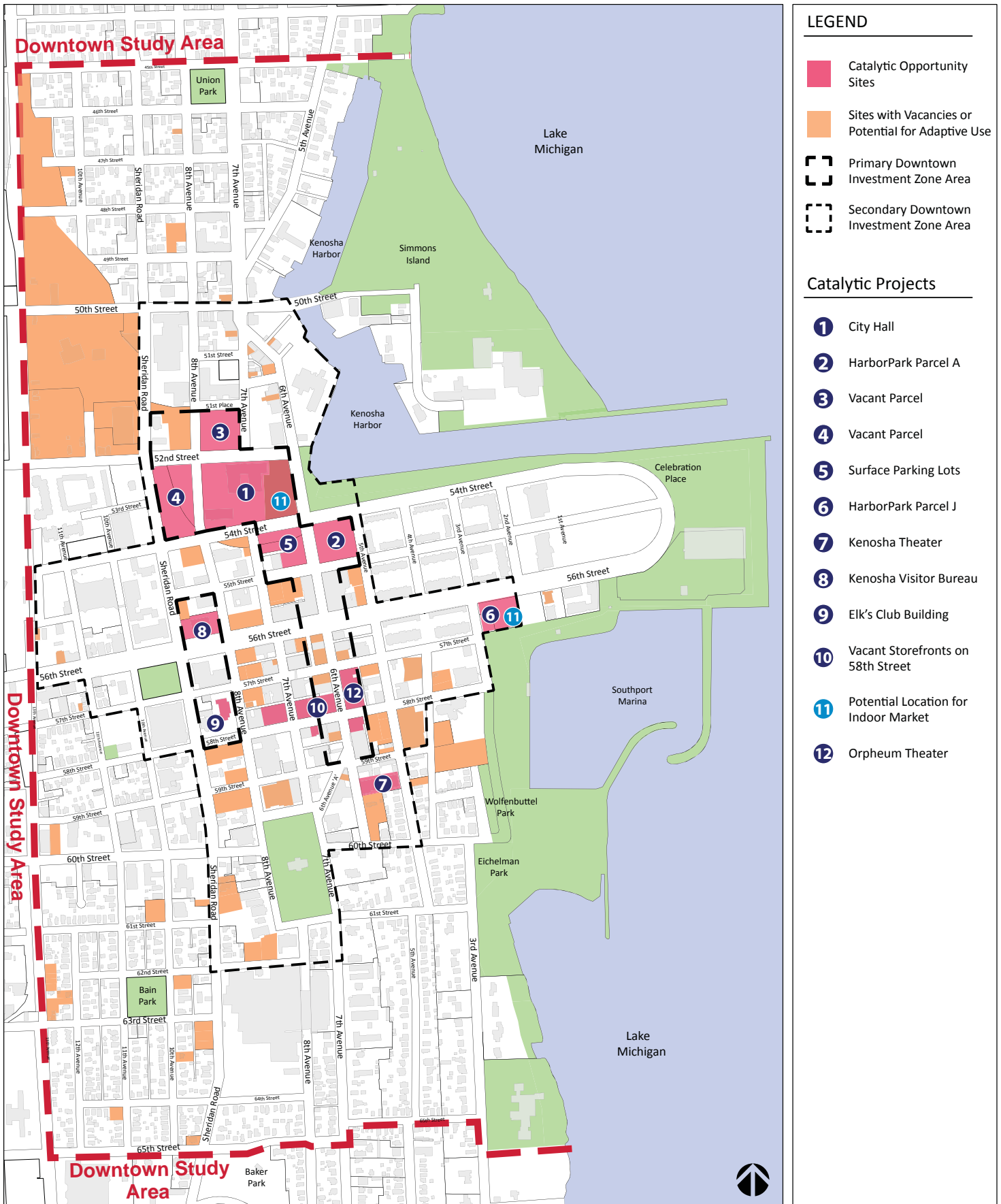


Figure 7-13: Downtown Redevelopment Opportunities Map

## City Hall Site

City Hall occupies a site that is arguably the premier Downtown Kenosha location, and is one of the limited opportunities in Downtown Kenosha for adding density and height with attendant views to the lakefront. Site redevelopment is also an opportunity to bring distinctive architecture and design that complements the surrounding built environment.

*One ideal use for the City Hall site would be a corporate headquarters or mixed use development with both commercial and residential components.*

Mixed-use projects that include residential uses are appropriate to the City Hall site, and others within Downtown, as it adds economic value and balances market risks if the site were to be developed with a single commercial use. If funding becomes available for the City to purchase or swap sites for a new City Hall complex, requests for proposals (RFP) for interested developers could be issued for the vacated site. The City could underwrite the cost of infrastructure improvements or write down land costs as an incentive for developer participation. The City should also retain professional development advisors as it considers these scenarios and evaluates market conditions.

## Corporate Headquarters

City Hall and the parking lot south of 54th Street have site and location characteristics that make them suitable for retail, office, and residential uses. Economic impact may be maximized, however, by office space that brings jobs and workers to Downtown Kenosha. A speculative, multi-tenant office building would be a high-risk proposition that would not be likely to attract investors at this time. A built-to-suit building for a committed corporate user, however, would be a catalytic project, signaling to other businesses that Downtown Kenosha is an attractive environment in which to work.

The City of Kenosha and Kenosha County have demonstrated that they have the capacity to draw companies to their business parks. Downtown Kenosha can be added to their inventory of possible locations to be offered to appropriate companies. KABA should take the lead in identifying companies with characteristics that make them a potential fit for Downtown, and in preparing the recruiting strategy. The City would be a partner, perhaps by contributing land for a high-value development. Tax-increment financing, bonds, and state programs might be used for financing a project with a predictable stream of income.



Fig. 7-14: Bird's Eye Rendering of Envisioned City Hall and Corporate Headquarters Redevelopment

### Opportunity Sites – Residential Development

Harbor Park provides ownership housing that competes with other Kenosha neighborhoods as well as attracts second-home buyers from the region. Stationside Village has provided affordable and market-rate rental apartments since 1990, stabilizing the west side of the Downtown. Harborside Commons recently joined Lakeside Towers in providing affordable senior housing. While smaller apartment buildings, particularly around Library Park, and upper floor flats in historic buildings provide rental units in an appealing urban setting. The Strategic Development Plan envisions adding about 500 to 600 new housing units to that mix over the next 10 to 15 years.

Although the five-year housing market recession is turning the corner, Downtown Kenosha has a significant inventory of condominium product that dims short-term prospects for development of new ownership housing. New rowhomes along 52nd Street north of Stationside Village, will be an important element of that gateway as it evolves over time in phases. Condominium products will be part of the infill activity that will occur throughout the Downtown in small- and medium-scale projects.

The more immediate opportunity is for rental housing that helps diversify Downtown housing choices. Projects that combine the adaptive use of historic buildings and Historic Preservation and Low-Income Housing Tax Credits are likely to lead the next phase of Downtown housing development. Upper-floor residential development, which is already occurring gradually and having a positive effect on the Downtown environment, should be encouraged. Such housing will attract students, artists, young professionals, and others seeking an urban lifestyle. New-construction rental housing will also be feasible over the life of the Strategic Development Plan and suitable to several of the identified infill locations.



Fig. 7-15: Examples of infill residential development

## Orpheum Theater

Currently mothballed, the Orpheum Theater could potentially be re-opened as a functioning movie-house,, although it could also be adapted to other commercial uses. The most significant obstacle in re-opening it is the need to purchase digital projection equipment, which would allow the Orpheum to present a greater variety of content, such as lectures or simulcast performances in addition to movies. Digital projection equipment roughly costs \$80,000 to \$100,000 per screen. Additional interior improvements would also be needed.

To re-open the Orpheum as an operating movie theater, the following approach could be undertaken:

- A feasibility study should be conducted to determine how the Orpheum Theater can be positioned to succeed as an operating movie house or a combination movie house-performing arts space. A multi-purpose movie and presentation venue may be the most viable business model for re-opening the Orpheum.
- Determine if a non-profit community cooperative or stock corporation financing model would be appropriate to raise the necessary capital for purchasing digital projection equipment, undertaking various physical improvements, and financing the Theater's start-up operation. A cooperative or corporation would most likely be governed by a board of directors who in turn would oversee staff hiring and overall management of

theater operations. The financing and management structure should be spelled out in a well conceived business plan.

- The City, KABA or other entities and organizations could provide technical support in developing the Theater's business plan and financial assistance for interior renovation expenses if needed.
- If a movie theater is not a viable option in the near term, alterations or changes to the auditorium space to accommodate other uses should be reversible so that the space could be converted back to theater use if an opportunity to re-open it presents itself.

### *Coolidge Theater, Brookline, Massachusetts*

The Coolidge has been operating as a nonprofit since 1989 and serves primarily as an independent film house. In addition, it hosts film festivals and various educational programs, and it rents each of its four screening rooms or theaters (14 to 440 seats) for private events. Memberships to the Coolidge range from \$70 to \$2,500, with discounts for students and seniors, each of which comes with a set of benefits and admissions.



Orpheum Theater

### Kenosha Theater

The Kenosha Theater is one of Kenosha's more architecturally and historically significant buildings and its rehabilitation can serve to diversify Downtown's cultural and entertainment offerings, as well as catalyze additional investment in buildings and businesses along the Downtown's southern edge adjacent to Library Square. The Kenosha Theater Restoration Project (KTRP), a non-profit organization formed to spearhead the Theater's rehabilitation and reuse, currently has a multi-year lease with an option to purchase the building once it secures project financing. The Theater has been largely vacant and unused since its closure in 1963, and during the 1970s, its ornate plaster ceiling was extensively damaged during a roof repair project funded through a Community Development Block Grant. The building remains structurally sound and can be feasibly restored and rehabilitated.

According to KTRP, rehabilitation expenses are estimated to be \$24 million, with an additional \$5 million for construction of an adjacent parking garage. Municipal revenue bonds are proposed by the KTRP as the primary financing vehicle. It is unclear if the KTRP has developed a capital stack – the totality of different capital sources committed and available to defray and underwrite the cost of completing the Theater's rehabilitation. It is also unclear whether the KTRP has explored the use of Historic Preservation and New Markets Tax Credits as a source of syndicated project equity. Both tax credit programs could potentially provide more than \$13 million in project financing (see Table 7-3 on facing page).

The following are recommended implementation steps and polices for rehabilitating the Kenosha Theater (recommendations for operating the Theater have not been considered for this planning assignment):

- The KTRP should move forward in developing a capital stack that includes the Historic Preservation and New Markets Tax Credits as critical project financing along with other sources of revenues, including private sector fundraising and corporate contributions, donor gifts, foundation support, conventional bank loans and Federal and State grants (see the following section on the available tax credit programs). The City could contribute gap financing to the capital stack, in the form of low-interest loans or grants, when the KTRP has secured other capital sources, including the tax credits.
- Most likely, the KTRP will need to expand and enhance the capacities of its project team to undertake the development of the capital stack and the overall project financing and operating plans. The project team should include a professional fundraiser to assist in undertaking a proactive capital fundraising campaign and writing grant proposals, a preservation architect experienced in dealing with the Historic Preservation Tax Credits design review process that will be required by the Wisconsin State Historic Preservation Office, and tax credit consultants that can prepare the necessary tax credit applications and facilitate the tax credit syndication process. Government and foundation grants are available to secure start-up funds to underwrite the costs of consultant fees and feasibility studies to develop the overall financing plan and begin the process of securing capital sources.
- In seeking the tax credits, the KTRP will need to form a Limited Liability Company or Limited Partnership that takes ownership of the Theater property, accomplishes the rehabilitation project and receives the benefits of tax credit financing. The investors in the LLC contribute cash equity in exchange for the rights to the earned tax credits, thus their reducing Federal and State tax liabilities. Essentially, the LLC becomes the new theater owner until recapture penalty periods are lapsed, which are generally five for the HPTCs and seven for the NMTCs. The KTRP would continue to raise other capital sources, donations, and grants to complete the capital stack and even operate the Theater after the rehabilitation period.
- Using the New Markets Tax Credits will require securing the credits from a Community Development Entity (CDE), which in turn receives an allocation from the U.S. Department of the Treasury. Active CDE's within the region include the Wisconsin Community Development Legacy Fund, a program of the Wisconsin Housing and Economic Development Authority, and the Johnson Community Development Company based in Racine.
- A City contribution to the project could be in the form of a low-interest loan or grant for gap financing purposes, drawn potentially from a new Tax Increment Finance District. The City should retain professional development advisors to evaluate the feasibility and strength of the KTRP's capital stack, and other financing and operating plans before approving a gap financing deal.

- The need for a planned parking deck directly south of Theater should be studied and evaluated before being considered as part of the overall financing and development plan. Additional parking lots and facilities may be developed in other areas of the Downtown that could adequately service the Theater, while addressing other Downtown needs.
- The KTRP should explore opportunities with the University of Wisconsin at Parkside or Carthage College to possibly develop, co-tenant and operate the Theater as adjunct space for their respective performing arts programs. As an example, DePaul University purchased the historic Merle Reskin Theater in Chicago's South Loop as the primary performing space for its theater and music programs.

*Case Study: Tennessee Theater, Knoxville, Tennessee*

The Tennessee Theater in Downtown Knoxville is 1,600 seat theater designed in a Spanish-Moorish style. An extensive theater rehabilitation effort was undertaken in the late 1990s, including expanding the theater stage and fly-house to accommodate productions requiring modern lighting systems and multiple backdrops. The non-profit Historic Tennessee Theater Foundation led a successful \$10 million private sector fundraising campaign and partnered with the National Trust for Historic Preservation and its Bank of America Tax Credit fund to secure an additional \$7 million of additional tax credit equity. This was the first project in the country to use both HPTCs and NMTCs in a theater rehabilitation project. The Theater operates as multi-purpose performing arts facility and is home to several arts and cultural groups.



**Table 7-3: Tax Credit Equity Capital Contribution (Conceptual Purposes Only)**

○ Qualified Rehabilitation Expenses (QREs):	\$24,000,000
○ Federal Historic Preservation Rehabilitation Tax Credit at 20%:	\$4,800,000
○ Investor Purchase Price (@ 95 cents per dollar):	\$4,560,000
	syndicated equity
○ Wisconsin Historic Preservation Tax Credit at 5%:	\$1,200,000
○ Investor Purchase Price (@ 90 cents per dollar):	\$1,080,000
	syndicated equity
○ <i>Total Historic Preservation Tax Credit Equity:</i>	<i>\$5,640,000</i>
○ New Markets Tax Credits at 39% (Total Cost):	\$9,360,000
○ Investor Purchase Price (@ 90 cents per dollar):	\$8,424,000
<i>Total Gross Tax Credit Equity:</i>	<i>\$14,064,000</i>
Less Reserves for Professional Fees:	-\$620,000
<b>Total Net Benefit:</b>	<b>\$13,444,000</b>

## PUBLIC MARKET

Kenosha residents, City leaders, and the existing Harbor Market expressed a desire to develop a permanent public market Downtown – a year-round expansion of the weekly Harbor Market. In addition, many people expressed desire for a small grocery store Downtown. A public market can meet several needs at once. A number of enclosed, year-round public markets exist in small to mid-sized cities around the country. Some are historic, such as Central Market in Downtown Lancaster, Pennsylvania, which began in 1889. However, several others have been launched as community-initiated projects in the more recent past.

Establishing a year-round public market in Downtown Kenosha will likely need to advance incrementally – by first building a covered shed structure and later expanding to an enclosed building. In this way, development can be phased with the seasonal sheds later becoming ancillary to the enclosed market when it is developed (see Charleston, West Virginia case study). Construction of a fully built market of 12,000 to 15,000 square feet is likely to cost in the range of \$1.5 million, assuming private concessioners (e.g., cafe or restaurant) do their own build-out. A Community Development Block Grant has been secured by the City for Harbor Market to conduct a public market feasibility study. As the City and Harbor Market moves forward with the study, the feasibility analysis should include the following elements:

- Projected revenues for the market, including sales, tenant rents, wholesaling, and event rentals.
- Projected operating expenses, including payroll, advertising, cleaning, utilities, repairs, trash removal, etc.
- An estimate of working capital needed.
- Projected subsidies, which will likely be needed in the first several years of operation.
- Appropriate site location

Initial steps for establishing an indoor market include:

- Establish a market development team
- Create a market concept and business plan to test feasibility and projections
- Determine the preferred business model
- Secure site control
- Begin grant and capital campaign

### *Case Study: Capitol Market, Charleston, West Virginia*

One of the most compelling examples is Capitol Market in Downtown Charleston, West Virginia, which operates as a 501(c) 3 nonprofit. Capitol Market began operations 14 years ago, in a converted railroad freight-transfer building. The market operates seven days per week and hosts eight vendors, including a produce market, butcher, fish monger, wine seller, chocolatier, café, and a restaurant. A few vendors specialize in West Virginia products; most of the food vendors sell both raw and limited prepared foods (e.g., the butcher offers a limited selection of sandwiches). Café-style seating and Wi-Fi are available throughout the market hall. Outside is a seasonal farmers’ market, where growers sell West Virginia produce in spring, summer, and fall, and Christmas trees in December.

- City Population:	50,000
- Est. Market Hall Size:	15,000 SF
- Unenclosed Space:	20,000 SF
- Est. annual operating revenues (2010)	\$366,000
- Est. annual rent and maintenance expenses (2010)	\$74,000
- Est. annual salaries and benefits (2010)	\$72,000
- Building ownership	City



*Photo Credit: Josh Bloom*



## FUNDING SOURCES

Funding from municipal, county, state and federal sources as well as local foundations, corporate, and civic and business organizations will be needed to finance Strategic Development Plan elements. Public infrastructure, lakefront and streetscape improvements, and the creation of new incentive programs will be the most significant expenditures and thus should be prioritized according to the Strategic Plan strategies and recommendations. Key funding sources and incentive programs that should be explored further as critical Strategic Plan implementation tools include:

### Tax Increment Financing (TIF)

Tax Increment Financing is a State authorized program administered by a municipality that allocates future increases in property taxes from a designated area for improvements dedicated to that area. While TIF is typically used for infrastructure and urban design improvement, it can be used for specific economic development activities, such as gap financing for new development or adaptive use projects.

Tax Increment Financing District #4 (TID 4) was established in the Downtown along the harbor and lakefront in 1989 and is set to expire in 2031. Funds have been designated for acquisition, demolition, public utility improvements, as well as public parking, street and plaza improvement. Funds from the TID can be used within an established ½ mile service radius, but any improvements outside of the TID will not generate additional increment for the District. Major projects completed with the assistance of TID 4 funds include the Civil War Museum and the new Boys & Girls Club facility. As of 2008, the new value of TID 4 was estimated at \$119.6 million. To help finance elements from the Development Plan, it is recommended that a new TID be established for the core Downtown area.

### Capital Improvement Plan

Most communities incorporate some aspects of Master Plan public improvement initiatives within the municipal capital improvements plan, which should be evaluated on an annual basis. Capital improvement funding could be used to support various projects outlined in the Plan, including:

- Street improvements and streetscape implementation
- Public parking improvements
- Signage and wayfinding programs
- Waterfront development
- Public building interior and exterior improvements

Recognizing that public budgets are tight and somewhat limited in the current economy, the City should investigate shared improvements and funding opportunities with other municipal taxing bodies, such as the Park District, or public/private partnerships.

### General Revenue Bonds

Depending upon the City's bond rating and current bond/debt load and retirement, the City may investigate the ability of long-term bonds for specific portions of the Strategic Development Plan in order to facilitate redevelopment activities. Bonding for public infrastructure, open space or streetscape improvements, or site acquisition, are some of the key catalytic Master Plan elements that should be considered. The City should seek professional consultation to evaluate these opportunities.

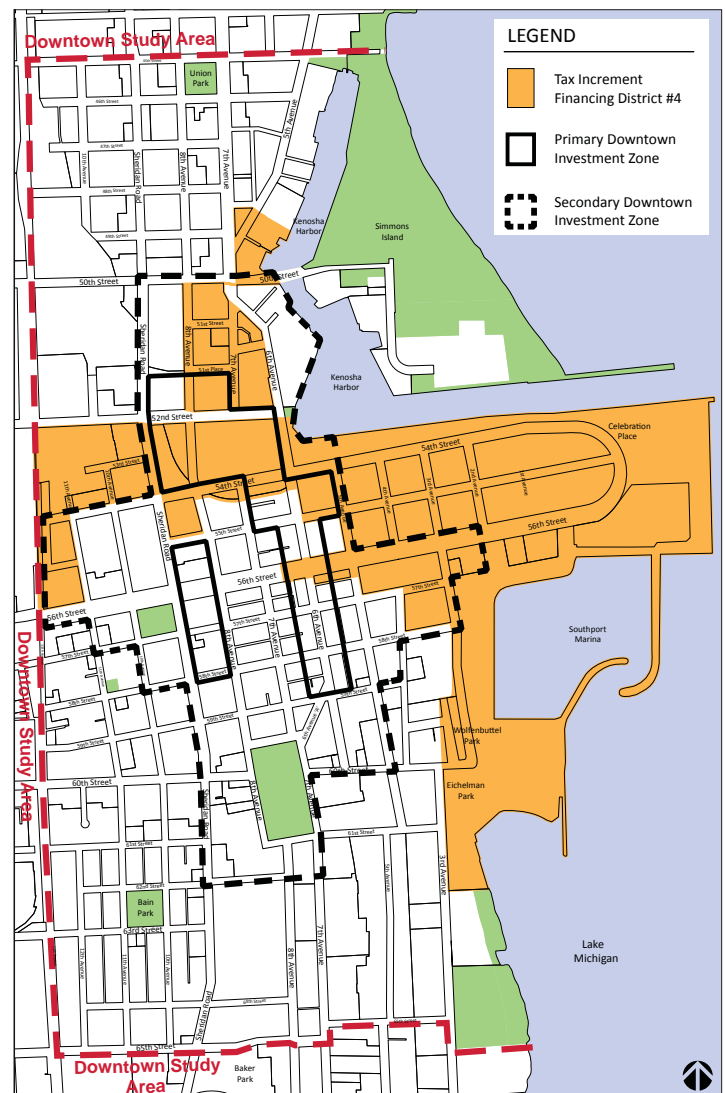


Fig. 7-16: TIF District #4

## SECTION 7: IMPLEMENTATION

### ECONOMIC DEVELOPMENT

#### New Market Tax Credits

The New Markets Tax Credit Program (NMTC), established in 2000 and administered by the U.S. Treasury, with the goal of spurring the revitalization of low-income communities and neighborhoods. The NMTC Program provides tax credit incentives to investors for equity investments in certified Community Development Entities (CDEs), which must have a primary mission of investing in low-income communities and persons. Commercial and mixed-use real estate projects are among the eligible categories, as are community facilities and operating businesses. The NMTC will provide only a portion, perhaps 15 percent to 20 percent of the capital needed for a project, so other layers of financing will be needed. Three Downtown census tracts, 03, 10 and 18, cover portions of Downtown Kenosha. The Johnson Community Development Company in Racine has provided NMTC financing for two projects in Kenosha, a community health clinic and the Boys and Girls Club.

#### Equity Fund/Community Supported Financing

The possibility of forming an equity fund for business capitalization and expansion for Downtown businesses should be explored. This might take the form of small group of investors pooling funds to create one or more needed businesses or a downtown small business venture fund seeded and capitalized by private individuals, local and regional foundations and government grants. Community financed businesses can also be structured as cooperatives or as local stock corporations, which could be a realistic solution for restoring the Orpheum as a functioning theater.

*Additionally, customer owned cooperatives and community-owned stores structured as local stock corporations have become increasingly common in starting new grocery stores in under-served markets.*

An equity fund can also be used in combination with building improvement grant programs developed by the City or other entities.

### HISTORIC PRESERVATION

#### Federal and State of Wisconsin Historic Preservation Tax Credit Programs (Federal and State HPTCs)

Since 1976, the National Park Service, in partnership with the Internal Revenue Service and the Wisconsin State Historical Society (SHPO), has administered the Federal Historic Preservation Tax Credit Program to encourage rehabilitation and reinvestment in historic buildings. A 20 percent tax credit is provided to owners and developers of income-producing historic buildings who undertake a substantial rehabilitation project in which rehabilitation costs must be equal to or greater than the property's adjusted basis. The State of Wisconsin offers a companion five percent tax credit that can be used in conjunction with the Federal program. Both incentives can be used to finance the adaptive use of some of Downtown Kenosha's larger historic buildings. Projects seeking both credits will be reviewed by the Wisconsin SHPO for compliance with the Secretary of the Interior's Standards for Rehabilitation.

#### Certified Local Government Grants

Certified Local Government grants are Federally sourced matching grants administered by the Wisconsin State Historic Preservation Office. Grant amounts range from \$3,000 to \$30,000 and require a local 30 percent match. Eligible project expenses include:

- Design guidelines
- Historic resource surveys
- Preservation education initiatives

---

## Jeffris Family Foundation

The Jeffris Family Foundation, based in Janesville, Wisconsin, is dedicated to preserving the State's cultural history and heritage through the rehabilitation of regionally and nationally important historic buildings and decorative arts projects. The Foundation supports significant projects that strive for high preservation standards and show a strong degree of local support. The Foundation funds the following types of historic preservation projects:

- Capital improvement projects that are consistent with and part of an overall master plan or Historic Structures Report.
- Research projects such as historic structure reports and color analysis.
- Publications that document historic preservation projects, projects documenting significant events or activities related to Wisconsin's history, or projects furthering the cause of historic preservation in Wisconsin.

## Wisconsin Humanities Council

The Wisconsin Humanities Council grant program provides support for public humanities programs that encourage participants to converse, connect, and reflect upon our world. The Council provides grant opportunities to local historic preservation commissions and historical societies to undertake projects that promote a greater public understanding of their community's built heritage.

*Downtown historic building tours, preservation workshops and special events centered around heritage themes are typical projects funded by Council Grants.*

### TRANSPORTATION

Transportation funding is provided by the Wisconsin Department of Transportation (WisDOT), as well as through county and local revenue sources. Additional information for each of these programs can be found at: [www.dot.state.wi.us/localgov/index.html](http://www.dot.state.wi.us/localgov/index.html).

#### Bicycle and Pedestrian Facilities Program (BFPF)

The Bicycle and Pedestrian Facilities Program is part of the WisDOT Transportation Enhancements (TE) program. While funding for FY 2013-2014 has been reduced from FY 2012 levels, municipalities with bicycle and pedestrian improvements are encouraged to apply for grants to assist in the enhancement of facilities to encourage bicycling and walking.

*In conjunction with the Kenosha Bicycle Plan, the Kenosha Downtown Strategic Development Plan may be used as a resource when applying for funds to improve trail connections, provide shared lane markings in the Downtown and provide bicycle parking at select locations.*

#### Harbor Assistance Program (HAP)

The Harbor Assistance Program (HAP) provides funding for cities wishing to increase water-based commercial development. Grants applications are accepted in August and February for each year when funding is available.

#### Federal Discretionary Capital Assistance

Federal Discretionary Capital Assistance funding is a program that is available to Kenosha for the purposes of improving stations, bus shelters, streetcar shelters, and other transit-related capital infrastructure.

#### Transportation Economic Assistance (TEA)

Transportation Economic Assistance is a program that provides a 50% federal match for projects involving transportation improvements that are intended to attract or retain employers in Wisconsin or to encourage local employment expansion. The provision of parking as a condition of employer location or expansion in Kenosha may be seen as a potential grant opportunity to assist in constructing a parking structure.



Image provided by Kenosha Bicycle and Pedestrian Facilities Plan

#### Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program is a program that is aimed at reducing crashes on roadways with high crash rates. An emphasis is placed on low-cost improvements that are shown to reduce crashes. Signal coordination, speed reductions through design, such as road diets, and the provision of adding bike lanes to select streets to reduce crashes may be considered potential improvements that could be made possible through HSIP. This program is a 90 percent match, requiring only a 10 percent contribution in the form of local or state funds.

## IMPLEMENTATION ROLES AND RESPONSIBILITIES

Establishing effective public/private partnerships and building local organizational capacity and leadership will be critical to long-term success in implementing the Strategic Plan. Partnerships between the City and entities such as KABA, the BID, the Chamber and other groups, will be especially vital in leveraging financial and human resources to accomplish more complex revitalization initiatives, such as facilitating new development, recruiting new businesses, and in managing ongoing marketing and promotion activities. Such partnerships can also maximize the leadership necessary from both the private and public sectors to help steward Strategic Plan implementation from its early stages to the long term. Key partnership and organizational development implementation steps that should be considered include:

### City of Kenosha

The City will need to take the key leadership role in moving the Strategic Development Plan forward. City roles and responsibilities should include:



- Formally approving the Strategic Development Plan.
- Revising zoning and other relevant development codes to support the Downtown's comprehensive revitalization and redevelopment. An assessment of local zoning codes should focus on the types of land uses to be encouraged and allowed.
- Preparing more detailed design documents for the recommended infrastructure, streetscape, signage and physical improvements, working closely with WisDOT.
- The City, along with its implementation partners, will need to seek out and secure funding sources for the roadway, streetscape and signage improvements recommended in the Strategic Development Plan as well as branding/marketing, business retention/attraction and building improvement initiatives.
- Meeting directly with the owners of key opportunity sites and existing buildings to encourage their involvement and participation in catalytic development and revitalization projects.
- Working directly with KABA, the Lakeshore BID and the Chamber of Commerce on area marketing activities as well as business and developer recruitment.

The BID was formed initially to market Downtown as a shopping destination, and to support businesses through promotional activities and special initiatives. Going forward, the BID could assume several Strategic Plan implementation tasks and downtown management responsibilities, including streetscape construction and maintenance, business attraction and retention, and building enhancements and other physical improvements, activities that are typical of other BID's in Wisconsin.

*It is important to note that to become a strong implementation partner, the BID will first need to develop its organizational capacity by hiring staff and expanding its operational budget and membership.*

If organized and funded properly, the BID can effectively supplement the City by being the “boots on the ground” staff/volunteers that work directly with local property and business owners.

### Kenosha Area Business Alliance



Currently, KABA has the staff capacity and the proven competency in facilitating various economic development initiatives throughout the County and in the Downtown itself. It could also play expanded roles in downtown development by conducting targeted business and corporate attraction activities, convening and recruiting developers for new development and adaptive use projects, creating and managing new incentive programs, and facilitating key community-initiated development projects, such as the re-opening the Orpheum Theater or the starting up a downtown grocery store.

## SECTION 7: IMPLEMENTATION

### Kenosha Area Chamber of Commerce



The Kenosha Area Chamber of Commerce provides several small business support programs aimed at assisting small businesses market themselves more effectively and become more competitive in the market place. Going forward, the Chamber could play expanded roles in the downtown revitalization process by undertaking active efforts in business attraction, retention and expansion, including the creation of new incentive and financial programs. However, as most chambers are concerned with community wide development, focusing predominately on Downtown Kenosha may contradict its direct mission. Additionally, if the Lakeshore BID decides at some point to expand its capacity and mission to include downtown business development, especially if it repositions itself as Main Street revitalization program, the appropriate role for the Chamber in downtown economic development may need to be further considered and refined.

### Kenosha Commission on the Arts

With the recent City of Kenosha action to form the new Commission on the Arts, the City and Downtown are poised to launch another key economic development “creative” avenue. This commission, while still in its early stages of formation, can be a vital outreach, promotion and cottage industry opportunity if appropriately funded, staffed and managed. Kenosha has long experienced a diverse group of arts and cultural leaders who have invested time, money and sweat equity into setting up shops, studios, galleries and cultural entertainment venues on a “grass roots” basis.

*This commission is seen as giving these groups a new collective voice in shaping the future of Downtown Kenosha.*

To further this “creative forum”, the arts should continue to build strong relationships with the area institutions, particularly University of Wisconsin-Parkside and Carthage College. Cross fertilization of ideas and potential venues for art programs, facilities and exhibitions should be shared on a regular basis to create year-round continuity and avoid duplication of efforts. This strong commitment to the arts will be essential to strengthening the fundamental backbone for rebuilding Downtown Kenosha. In many successful city rebuilding initiatives, the arts community has provided the first steps and the most cost-effective solutions and initiatives to moving a Strategic Development Plan and new brand forward. The obvious energy of this Kenosha group of leaders should be tapped to its full potential.

### Kenosha County

Kenosha County can assist the Strategic Development Plan implementation effort by providing technical services, such as identifying funding resources and other implementation partners, and collaborating with WisDOT, the City of Kenosha, and other entities on implementing transportation and public improvements.

### Kenosha Area Convention and Visitors Bureau

The Visitors Bureau currently undertakes a variety of activities and initiatives that promote tourism and conventions to Downtown Kenosha. The Visitors Bureau can participate and collaborate with the City, the Lakeshore BID, KABA and other stakeholder groups on downtown marketing, special event and branding activities.

### Wisconsin Department of Transportation

Ongoing coordination with WisDOT will be needed to fund, design, engineer and build the recommended public improvements including streetscape enhancements presented in this Strategic Development Plan.



Carthage College is a valuable asset for Downtown’s revitalization

## Metra

The City of Kenosha and other stakeholders will need to collaborate with Metra on future station area improvements and expansion of commuter rail service by developing the capacity of the existing rail yard.

## Kenosha Medical Center

As the Downtown continues to redevelop, specific consideration should be made for the Kenosha Medical Center. This facility represents a major employer and visitor destination and should be supported. It is land-locked and faces many unique challenges relative to the St. Catherine's Campus on Highway 50. The City and KABA should continue to work with United Hospital Systems to identify ways through zoning or specific campus-area plans to ensure their continued presence in the Downtown.

## Business/Property Owners

To show immediate action and positive progress in revitalizing Downtown, local business and property owners can initiate signage, storefront, building, parking lot and property improvements. They should also become more involved with Lakeshore BID activities related to Downtown marketing and promotion initiatives.

*Downtown business and property owners need to become directly involved with the Strategic Development Plan implementation.*

## Private Developers

Professional developers can be recruited to undertake new development and adaptive use projects.

## Financial Institutions

With involvement from the City, KABA and other stakeholders, local lenders could facilitate Strategic Development Plan implementation by financing projects or participating in new incentive programs that support local business and revitalization initiatives.

## Corporations

Local corporations can become sponsors for a variety of Downtown initiatives, such as special events and public improvements, as well as investors in specific Downtown revitalization projects.



Kenosha Medical Center

### IMPLEMENTATION SEQUENCE

Since implementing the Downtown Strategic Development Plan will take time as well as the collaboration of several agencies and organizations, setting clear priorities and expectations at the beginning of the revitalization process will be critically important to achieving short term goals and building the momentum necessary for undertaking more complex projects in the long term. Setting priorities will also help in coordinating implementation efforts between the public sector and other implementation partners more effectively. Therefore, an implementation sequence that outlines specific initiatives and the general timeline for their start and completion is presented

on the following pages. Economic and political conditions at the local, state and Federal levels, along with the availability of project funding sources and financing, will largely influence the overall implementation timeline and when projects are undertaken and completed.

*The challenge then is to determine project priorities that will generate positive short-term impacts, but also set the groundwork in motion for future implementation projects that can be sustained by community support and adequate funding.*

### CATALYTIC PHASE (0 TO 2 YEARS)

The following actions should be taken within the next 1 to 2 years to set the stage for facilitating reinvestment and generate momentum for more large scale revitalization goals in succeeding years.

- Formally approve and adopt the Downtown Strategic Development Plan by the Kenosha City Council as the official public policy document for Downtown's revitalization and development.
- Revise City zoning codes and other development regulations to promote a more cohesive Downtown design character, facilitate new development, and maintain and preserve important historic buildings and City landmarks.
- Update and revise the City's Capital Improvement Program to include priority downtown infrastructure improvement projects.
- Identify and secure a funding sources to finance design and engineering plans for high priority urban design improvements, including streetscape enhancements for Sheridan Road and 52nd Street, 6th Avenue, the railroad viaduct gateway at 52nd Street, and development of City Center Park.
- Begin discussions with property owners, and potential developers and investors regarding redevelopment of key opportunity sites along Sheridan Road, 52nd Street and 6th Avenue.
- Assess the feasibility of redeveloping the City Center site with new mixed use development and the relocation of the City Hall by securing funds to complete more in-depth market and site development studies.
- Initiate a strategic planning process for the Lakeshore BID to determine future downtown management roles, services to be delivered within the BID district, working committees to be established, and immediate funding needs for hiring full-time staff and opening a full-time office.
- Secure funding and hire a consultant to create a Downtown Kenosha "brand image," and marketing and branding strategy. Ideally, this process should be undertaken after the Lakeshore BID strategic planning process has been completed.
- Assess the feasibility of a new Tax-Increment Finance District to underwrite and finance the costs for new infrastructure and urban design improvements as well as new incentive programs for new development, building improvements and adaptive use projects.
- Secure funding and establish a building improvement and adaptive use program that facilitates façade and storefront improvements and the conversion and repurposing of vacant upper floors to new uses.



- Convene interested investors and participants in forming a cooperative, stock corporation or other funding and management structure for re-opening the Orpheum Theater as an operating movie house or in starting up other downtown businesses.
- Conduct a routing feasibility study for extending the streetcar system. Following the completion of the study, prepare detailed design and engineering documents.
- Establish a task force to identify partnership opportunities with local colleges and universities within the Downtown.
- Identify and secure funding sources for the feasibility analysis and development of a new indoor market facility, and initiate a capital campaign for its construction.
- Establish a downtown business entrepreneurship and retention program and/or equity or venture fund that provides technical assistance, support and financing for existing businesses and new start-ups.
- Implement the first phase of the community's wayfinding and signage master plan.

### GROWTH PHASE (3 TO 10 YEARS)

The following initiatives build on Phase 1 actions and serve to facilitate new development and various Downtown improvements from façade rehabilitations to public space enhancements.

- Update the Downtown Strategic Development Plan, zoning ordinance and other land use codes, and downtown design guidelines to account for changing conditions and opportunities. The Downtown Strategic Development Plan should be updated every five years.
- Update the City's Capital Improvement Program based on proposed construction phasing for City Center Park, streetscape and other urban design projects.
- Continue to identify and secure additional funding sources to finance the engineering, design and construction of other infrastructure, streetscape, and transportation and parking improvements.
- Facilitate façade and storefront rehabilitations through the building improvement program.
- Continue building the operating capacity of the Lakeshore BID by securing additional revenue sources, adding new staff and forming new volunteer working committees where appropriate.

*Continued on following page*

### GROWTH PHASE (3 TO 10 YEARS) CONTINUED

- Refine the downtown marketing, branding and promotion program by adding new festivals and retail events where appropriate, eliminating or reformatting existing ones, enhancing coordination and support of events and activities organized and conducted by others, and updating or revising event logos when needed.
- Continue to facilitate important adaptive use projects by forming development teams, providing technical assistance and developing special financing packages.
- Review and assess the use of Tax Increment Finance revenues in supporting and facilitating various Downtown revitalization projects and initiatives in accordance with a revised set of funding priorities.
- Continue working with property owners, developers and investors on the redevelopment of key opportunity sites. The redevelopment process for some sites may reach the point of project construction while other may be in earlier stages of redevelopment/investor recruitment, parcel assembly or financial packaging.
- Review the performance of the downtown business development program and venture fund in facilitating business start-ups and expansions and adjust the level of technical assistance and financial incentives to achieve downtown business development goals.
- Identify grants and funding sources for further phases of signage and wayfinding, and budget appropriately to allow for continued implementation of the wayfinding and signage master plan.
- Establish parking coordinator/manager position to oversee a coordinated parking system for the Downtown.
- Assess parking fees and regulations throughout the Downtown. Establish a fee-in-lieu of parking program as well as parking guidelines for developers. In addition, begin eliminating smaller, less efficient surface parking lots within the Downtown to free up sites for redevelopment.
- Construct a new centrally-located, shared parking structure within the Downtown.
- Complete construction of the new indoor market facility.
- Maintain and enhance the operations of an Orpheum Theater community cooperative or stock corporation, or any other cooperative that may have been formed for other downtown commercial enterprises.
- Complete construction of the new streetcar loop and assess the need for other downtown transportation and parking enhancements.
- Prepare a study for the railyard to assess whether additional land can be secured for expansion in an effort to encourage additional Metra service.

## MANAGEMENT PHASE (10+ YEARS)

Significant reinvestment in Downtown Kenosha's streetscape, public spaces, buildings and opportunity sites will have occurred during the previous phase in the downtown revitalization process. Sustained revitalization activity should continue to occur beyond the second phase if the framework for encouraging investment activities has been maintained over the years by the City and other implementation partners.

In the third phase, however, a shift from facilitating revitalization and development initiatives to monitoring and managing ongoing programs and activities will take place.

- Update the Downtown Strategic Development Plan, zoning ordinance and other land use codes, and downtown design guidelines to account for changing conditions as needed.
- Monitor various financing programs secured for various downtown planning and revitalization initiatives and assess the need to acquire and secure additional funding sources as needed.
- Complete installation and construction of Downtown streetscape, infrastructure and public space enhancements and revise the City's Capital Improvement Program based on any new urban design initiatives proposed during the update of the Downtown Strategic Development Plan.
- Facilitate additional building improvement and adaptive use projects by maintaining or enhancing existing incentive programs and participating in project financing and marketing activities.
- Continue to expand the Lakeshore BID's organizational capacity by securing additional BID revenues and other sources of operational funding, and adding additional staff and expanding programs and services as necessary to address important downtown management needs.
- Monitor the effectiveness of the Venture Fund and determine funding and resource needs for future downtown business development activities.
- Reevaluate the use of Tax Increment Financing revenues and establish new project priorities.

## SECTION 7: IMPLEMENTATION

### IMPLEMENTATION STRATEGY MATRIX

The Implementation Strategy Matrix shown on the following pages provides a breakdown of the major redevelopment concepts/initiatives prepared as part of the Downtown Strategic Development Plan. Included in the Matrix are the essential details related to each concept/initiative.

CONCEPT / INITIATIVE	PRIORITY	RESPONSIBLE PARTIES (PROJECT LEAD IN RED)	TOOLS / FUNDING SOURCES
STREET CAR EXPANSION	HIGH	<ul style="list-style-type: none"> <li>• City Transportation and Engineering Staff</li> <li>• Engineering/Design Consultant</li> <li>• City Community Development Staff</li> </ul>	<ul style="list-style-type: none"> <li>• Existing CMAQ Grant</li> <li>• City Funds</li> </ul>
SIGNAGE + WAYFINDING	HIGH	<ul style="list-style-type: none"> <li>• City Transportation And Engineering Staff</li> <li>• Kenosha Area Convention &amp; Visitors Bureau</li> <li>• City Community Development Staff</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> <li>• TEA</li> <li>• TIF</li> <li>• BID</li> </ul>
REHABILITATION OF HISTORIC BUILDINGS	HIGH	<ul style="list-style-type: none"> <li>• City Community Development Staff</li> <li>• Lakeshore BID</li> <li>• KABA</li> </ul>	<ul style="list-style-type: none"> <li>• BID</li> <li>• TIF</li> <li>• Private Funds</li> <li>• HPTC</li> </ul>
ZONING MODIFICATIONS	HIGH	<ul style="list-style-type: none"> <li>• City Community Development Staff</li> <li>• Zoning/Planning Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> </ul>
ESTABLISH DOWNTOWN MANAGEMENT ORGANIZATION	HIGH	<ul style="list-style-type: none"> <li>• Lakeshore BID</li> <li>• City</li> <li>• KABA</li> <li>• Kenosha Chamber of Commerce</li> <li>• Kenosha Area Convention &amp; Visitors Bureau</li> </ul>	<ul style="list-style-type: none"> <li>• BID</li> </ul>
INDOOR MARKET	HIGH	<ul style="list-style-type: none"> <li>• Harbor Market</li> <li>• City</li> <li>• Lakeshore BID</li> </ul>	<ul style="list-style-type: none"> <li>• Private Funds</li> <li>• City Funds</li> </ul>
BRANDING + MARKETING	HIGH	<ul style="list-style-type: none"> <li>• Lakeshore BID</li> <li>• Kenosha Area Convention &amp; Visitors Bureau</li> <li>• City</li> <li>• Chamber of Commerce</li> <li>• KABA</li> </ul>	<ul style="list-style-type: none"> <li>• Private Funds</li> <li>• City Funds</li> <li>• BID</li> </ul>
INTEGRATE COLLEGES INTO THE DOWNTOWN	HIGH	<ul style="list-style-type: none"> <li>• City</li> <li>• City Elected Officials</li> <li>• Carthage College</li> <li>• UW - Parkside</li> <li>• Gateway Technical College</li> </ul>	<ul style="list-style-type: none"> <li>• TIF</li> <li>• Private Funds</li> <li>• City Funds</li> </ul>

**Legend**

- BID: Business Improvement District
- HPTC: Historic Preservation Tax Credits
- NMTC: New Market Tax Credits
- OSLAD: Open Space & Land Acquisition Development
- TEA: Transit Economic Assistance
- TIF: Tax Increment Financing

**Cost Level Overview**

- \$: <\$100,000
- \$\$: \$100,000 – \$500,000
- \$\$\$: >\$500,000

COST LEVEL	GENERAL TIMELINE	ACTIONS / KEY TASKS	ACTION / TASK DURATION
\$\$\$	0-3 YEARS	<ul style="list-style-type: none"> <li>• Feasibility/routing study</li> <li>• Design and Engineering</li> <li>• Construction/Implementation</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months (2012)</li> <li>• 12 months (2013)</li> <li>• 2 years (2014-2015)</li> </ul>
\$\$	0-2 YEARS	<ul style="list-style-type: none"> <li>• Complete Master Plan</li> <li>• Implementation Phase 1</li> <li>• Budget future phases</li> </ul>	<ul style="list-style-type: none"> <li>• <i>completed</i></li> <li>• 12 months</li> <li>• 6 months</li> </ul>
\$\$	0-2 YEARS ON-GOING	<ul style="list-style-type: none"> <li>• Create facade program</li> <li>• Create upper floor adaptive use program</li> <li>• Establish pool of funds</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 6 months</li> <li>• 6 months</li> </ul>
\$	0-2 YEARS	<ul style="list-style-type: none"> <li>• Create zoning tool set</li> <li>• Mapping of proposed zoning</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 12 months</li> </ul>
\$\$	0-2 YEARS ON-GOING	<ul style="list-style-type: none"> <li>• Conduct strategic planning process</li> <li>• Increase Funding</li> <li>• Hire full time Executive Director</li> <li>• Review and update BID vision and mission</li> <li>• Establish committees</li> </ul>	<ul style="list-style-type: none"> <li>• 3 months</li> <li>• 6 months</li> <li>• 12 months</li> <li>• 3 months</li> <li>• 12 months</li> </ul>
\$\$\$	0-2 YEARS	<ul style="list-style-type: none"> <li>• Conduct site feasibility study</li> <li>• Create market business plan</li> <li>• Secure site control</li> <li>• Begin grant and capital campaign</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 6 months</li> <li>• 12 months</li> <li>• 12 months</li> </ul>
\$	0-3 YEARS	<ul style="list-style-type: none"> <li>• Prepare branding study</li> <li>• Implement branding program</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 6 months</li> </ul>
\$	0-2 YEARS ON-GOING	<ul style="list-style-type: none"> <li>• Create Task Force</li> <li>• Identify partnership opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 6 months</li> </ul>

## SECTION 7: IMPLEMENTATION

CONCEPT / INITIATIVE	PRIORITY	RESPONSIBLE PARTIES (PROJECT LEAD IN RED)	TOOLS / FUNDING SOURCES
ATTRACT CORPORATE HEADQUARTERS OR OFFICE USE	HIGH	<ul style="list-style-type: none"> <li>• KABA</li> <li>• City</li> <li>• Private Developers</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> <li>• Private Funds</li> <li>• TIF</li> <li>• NMTC</li> </ul>
CREATE DESIGN GUIDELINES	MEDIUM	<ul style="list-style-type: none"> <li>• City Community Development Staff</li> <li>• Historic Preservation Commission</li> <li>• Lakeshore BID</li> <li>• Planning Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> <li>• BID</li> </ul>
PRESERVATION PLANNING	MEDIUM	<ul style="list-style-type: none"> <li>• City Historic Preservation Commission</li> <li>• City Community Development Staff</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> </ul>
CORE DOWNTOWN STREETScape	MEDIUM	<ul style="list-style-type: none"> <li>• City Transportation And Engineering Staff</li> <li>• City Community Development Staff</li> <li>• Lakeshore BID</li> <li>• Engineering/Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> <li>• TIF</li> <li>• TEA</li> </ul>
DOWNTOWN GATEWAY ENHANCEMENTS	MEDIUM	<ul style="list-style-type: none"> <li>• City Transportation and Engineering Staff</li> <li>• City Community Development Staff</li> <li>• Lakeshore BID</li> <li>• Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• City Funds</li> <li>• TEA</li> <li>• TIF</li> <li>• BID</li> </ul>
SIMMONS ISLAND ENHANCEMENTS	MEDIUM	<ul style="list-style-type: none"> <li>• City Park and Engineering Staff</li> <li>• City Community Development Staff</li> <li>• Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• OSLAD</li> <li>• City Funds</li> </ul>
INFILL/VACANT OPPORTUNITY SITES	MEDIUM	<ul style="list-style-type: none"> <li>• Private Developers</li> <li>• City Community Development Staff</li> <li>• KABA</li> </ul>	<ul style="list-style-type: none"> <li>• Private Funds</li> <li>• TIF</li> <li>• NMTC</li> </ul>
HEART OF THE CITY OPEN SPACE	MEDIUM	<ul style="list-style-type: none"> <li>• City Community Development Staff</li> <li>• City Park and Engineering Staff</li> <li>• Public Organizations/Community Foundation</li> <li>• Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>• OSLAD</li> <li>• Private Funds</li> <li>• City Funds</li> <li>• TIF</li> </ul>

**Legend**

- BID: Business Improvement District
- HPTC: Historic Preservation Tax Credits
- NMTC: New Market Tax Credits
- OSLAD: Open Space & Land Acquisition Development
- TEA: Transit Economic Assistance
- TIF: Tax Increment Financing

**Cost Level Overview**

- \$: <\$100,000
- \$\$: \$100,000 – \$500,000
- \$\$\$: >\$500,000

COST LEVEL	GENERAL TIMELINE	ACTIONS / KEY TASKS	ACTION / TASK DURATION
\$\$\$	0-4 YEARS	<ul style="list-style-type: none"> <li>• Identify funding/incentives possibilities</li> <li>• Create marketing materials</li> <li>• Target appropriate companies/sectors</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 12 months</li> <li>• 2 years</li> </ul>
\$	3-5 YEARS	<ul style="list-style-type: none"> <li>• Identify goals and objectives</li> <li>• Develop draft guidelines</li> <li>• Review, refine and adopt guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• 3 months</li> <li>• 6 months</li> <li>• 12 months</li> </ul>
\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Update survey and historic building documentation</li> <li>• Develop design guidelines for historic buildings</li> <li>• Assess building codes and other provisions</li> <li>• Implement demolition by neglect into ordinance</li> <li>• Implement mothballing certificates into ordinance</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 12 months</li> <li>• 12 months</li> <li>• 6 months</li> <li>• 6 months</li> </ul>
\$\$\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Complete Downtown Streetscape Master Plan</li> <li>• Identify timing/overlap with infrastructure projects</li> <li>• Budget for Phase 1 projects</li> <li>• Design and Engineering</li> <li>• Implement Phase 1</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 3 months</li> <li>• 3 months</li> <li>• 12 months</li> <li>• 9 months</li> </ul>
\$\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Complete Signage Master Plan</li> <li>• Complete Downtown Streetscape Master Plan</li> <li>• Budget for projects</li> </ul>	<ul style="list-style-type: none"> <li>• <i>completed</i></li> <li>• 12 months</li> <li>• 3 months</li> </ul>
\$\$\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Kenosha</li> <li>• Design and Engineering</li> <li>• Construction/Implementation Phase 1</li> <li>• Budget for future phases</li> </ul>	<ul style="list-style-type: none"> <li>• 3 months</li> <li>• 12 months</li> <li>• 18 months</li> <li>• 3 months</li> </ul>
\$	3-5 YEARS ON-GOING	<ul style="list-style-type: none"> <li>• Complete zoning modifications</li> <li>• Market sites</li> </ul>	<ul style="list-style-type: none"> <li>• 18 months</li> <li>• 12 months</li> </ul>
\$\$	3-5 YEARS	<ul style="list-style-type: none"> <li>• Conduct site evaluation study</li> <li>• Design and Engineering</li> <li>• Begin grant and capital campaign</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 6 months</li> <li>• 12 months</li> </ul>

## SECTION 7: IMPLEMENTATION

CONCEPT / INITIATIVE	PRIORITY	RESPONSIBLE PARTIES (PROJECT LEAD IN RED)	TOOLS / FUNDING SOURCES
RELOCATED CITY HALL	MEDIUM	<ul style="list-style-type: none"> <li>City Community Development Staff</li> <li>KABA</li> </ul>	<ul style="list-style-type: none"> <li>TIF</li> <li>NMTC</li> <li>City Funds</li> </ul>
BICYCLE/PEDESTRIAN PLAN	MEDIUM	<ul style="list-style-type: none"> <li>City Transportation and Engineering Staff</li> <li>City Community Development Staff</li> </ul>	<ul style="list-style-type: none"> <li>City Funds</li> <li>CMAQ</li> <li>TEA</li> </ul>
SHARED PARKING DECK	MEDIUM	<ul style="list-style-type: none"> <li>City Transportation and Engineering Staff</li> <li>City Community Development Staff</li> <li>Engineering/Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>City Funds</li> <li>TIF</li> <li>Fee-in-lieu of Funds</li> </ul>
CITY HALL SITE DEVELOPMENT	MEDIUM	<ul style="list-style-type: none"> <li>City Community Development Staff</li> <li>Private Developers</li> <li>KABA</li> </ul>	<ul style="list-style-type: none"> <li>TIF</li> <li>NMTC</li> <li>Private Funds</li> </ul>
KENOSHA THEATER	MEDIUM	<ul style="list-style-type: none"> <li>Kenosha Theater Restoration Project</li> </ul>	<ul style="list-style-type: none"> <li>Private Funds</li> <li>NMTC</li> <li>HPTC</li> </ul>
ORPHEUM THEATER	MEDIUM	<ul style="list-style-type: none"> <li>Private Developers</li> <li>KABA</li> </ul>	<ul style="list-style-type: none"> <li>Private Funds</li> <li>HPTC</li> </ul>
METRA STATION ENHANCEMENTS	LOW TO MEDIUM	<ul style="list-style-type: none"> <li>City Transportation and Engineering Staff</li> <li>Metra</li> <li>Lakeshore BID</li> <li>Engineering/Design Consultant</li> </ul>	<ul style="list-style-type: none"> <li>City Funds</li> <li>CMAQ</li> <li>Metra Funds</li> <li>TEA</li> <li>TIF</li> </ul>
PARKING ENHANCEMENTS	LOW	<ul style="list-style-type: none"> <li>City Transportation and Engineering Staff</li> <li>Lakeshore BID</li> <li>Engineering/Design Consultant</li> <li>City Community Development Staff</li> </ul>	<ul style="list-style-type: none"> <li>City Funds</li> <li>TIF</li> <li>Fee-in-lieu of Funds</li> </ul>



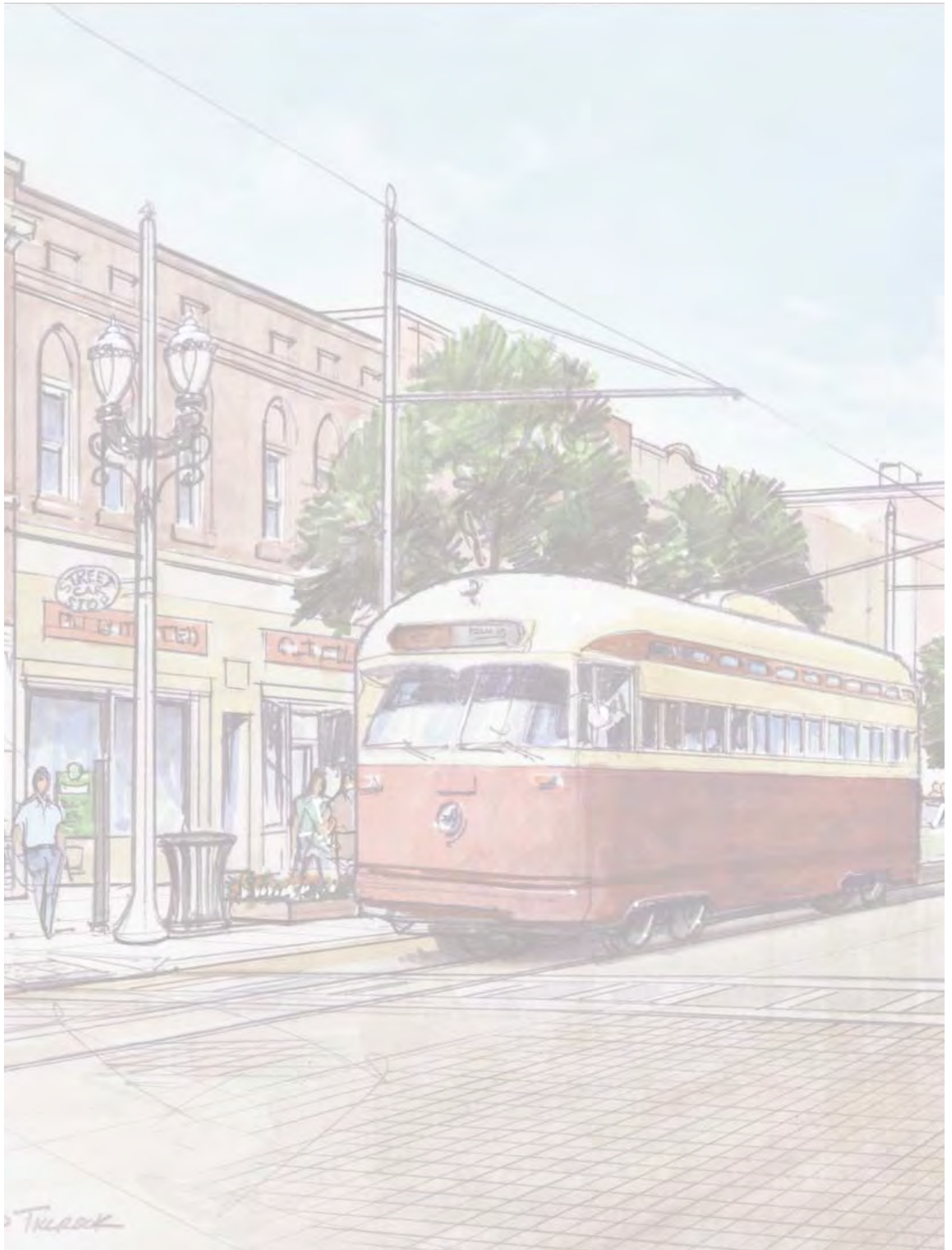
**Legend**

- BID: Business Improvement District
- HPTC: Historic Preservation Tax Credits
- NMTC: New Market Tax Credits
- OSLAD: Open Space & Land Acquisition Development
- TEA: Transit Economic Assistance
- TIF: Tax Increment Financing

**Cost Level Overview**

- \$: <\$100,000
- \$\$: \$100,000 – \$500,000
- \$\$\$: >\$500,000

COST LEVEL	GENERAL TIMELINE	ACTIONS / KEY TASKS	ACTION / TASK DURATION
\$\$\$	3-5 YEARS	<ul style="list-style-type: none"> <li>• Conduct site evaluation study</li> <li>• Identify partnership opportunities</li> <li>• Budget for implementation</li> <li>• Design and Engineering</li> <li>• Market current site for redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 3 months</li> <li>• 3 months</li> <li>• 2 years</li> <li>• 6 months</li> </ul>
\$\$	3-5 YEARS	<ul style="list-style-type: none"> <li>• Update bike plan</li> <li>• Prepare pedestrian and ADA transition plan</li> <li>• Implement bicycle and pedestrian plans</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 12 months</li> <li>• 2 years</li> </ul>
\$\$\$	3-5 YEARS	<ul style="list-style-type: none"> <li>• Establish fee-in-lieu of parking program</li> <li>• Conduct site evaluation study</li> <li>• Design and Engineering</li> <li>• Budget for implementation</li> <li>• Construction and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 6 months</li> <li>• 12 months</li> <li>• 3 months</li> <li>• 12 months</li> </ul>
\$\$	5-10 YEARS	<ul style="list-style-type: none"> <li>• Establish potential timeline</li> <li>• Relocate City Hall</li> <li>• Identify funding/incentive possibilities</li> <li>• Issue RFP for site</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 5 years</li> <li>• 6 months</li> <li>• 6 months</li> </ul>
\$\$\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Develop capital stack</li> <li>• Develop and undertake fund-raising campaign</li> <li>• Establish LLC</li> <li>• Secure Tax Credits</li> </ul>	<ul style="list-style-type: none"> <li>• 12 months</li> <li>• 18 months</li> <li>• 12 months</li> <li>• 12 months</li> </ul>
\$\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Establish cooperative or stock corporation</li> <li>• Raise capital/sell stocks</li> <li>• Rehab theater/purchase equipment</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 12 months</li> <li>• 18 months</li> </ul>
\$	0-5 YEARS	<ul style="list-style-type: none"> <li>• Evaluate parking fees</li> <li>• Review station amenities and make improvements</li> <li>• Establish long term tenant</li> <li>• Conduct rail yard expansion study</li> <li>• Improve Metra/streetercar connection</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 12 months</li> <li>• 3 months</li> <li>• 12 months</li> <li>• 2 years</li> </ul>
\$	3-10 YEARS	<ul style="list-style-type: none"> <li>• Establish fee-in-lieu of parking program</li> <li>• Eliminate surface parking lots</li> <li>• Assess parking fees, restrictions</li> <li>• Establish parking coordinator/manager</li> <li>• Create parking guidelines for developers</li> </ul>	<ul style="list-style-type: none"> <li>• 6 months</li> <li>• 2 years</li> <li>• 6 months</li> <li>• 12 months</li> <li>• 6 months</li> </ul>



THURSK