

THE LINCOLN NEIGHBORHOOD PLAN

PREPARED BY:

DEPARTMENT OF CITY DEVELOPMENT

IN COOPERATION WITH NEIGHBORHOOD BUSINESSES, RESIDENTS

AND THE ALDERMAN FOR THE DISTRICT

CITY OF KENOSHA, WISCONSIN

AUGUST 1996

ADOPTION AND CERTIFICATION:

CITY PLAN COMMISSION – AUGUST 8, 1996

COMMON COUNCIL – AUGUST 19, 1996

COMPREHENSIVE PLAN CERTIFICATION

RESOLUTION NO. 5-96

BY: THE CITY PLAN COMMISSION

Adoption and Certification of *The Lincoln Neighborhood Plan*
Prepared by the Department of City Development
Dated August, 1996

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

WHEREAS, the *Lincoln Neighborhood Plan* encompasses the area located between 63rd Street and 75th Street and between 22nd Avenue and the Chicago and Northwestern Railroad tracks; and

WHEREAS, the area has experienced deteriorating housing conditions, residential conversions, declining commercial and industrial facilities, and aging public facilities which has contributed to a loss of neighborhood vibrancy and vitality; and

WHEREAS, it is in the best interest of the City to adopt a plan that provides a comprehensive approach for the future redevelopment and revitalization of the Lincoln Neighborhood with respect to land use, transportation, physical environment and neighborhood image; and

WHEREAS, the City Plan Commission held a public hearing on the *Lincoln Neighborhood Plan* on July 18, 1996.

NOW, THEREFORE, BE IT RESOLVED that the City Plan Commission adopts and certifies the *Lincoln Neighborhood Plan*.

Adopted this 8th day of August, 1996.

ATTEST:  Secretary
Ray Forgianni

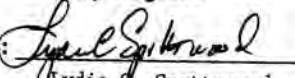
APPROVE:  Acting Mayor
Lydia C. Spottswood Date: Aug 19, 1996

TABLE OF CONTENTS

PART 1 – INVENTORY AND ANALYSIS.....7

 CHAPTER 1 – INTRODUCTION8

 CHAPTER 2 – SOCIOECONOMIC CHARACTERISTICS.....9

 Census Tract 16.....9

 Census Tract 17.....14

 CHAPTER 3 – EXISTING LAND USES.....20

 Residential Uses.....20

 Commercial/Business Uses.....23

 Institutional/Office Uses.....23

 Industrial Uses.....24

 Open Space/Parklands.....24

 Vacant Parcels.....25

 Vacant Buildings.....25

 Railroad Rights-of-Way.....25

 Public Street Rights-of-Way.....25

 CHAPTER 4 – EXISTING ZONING.....27

 Residential Districts.....27

 Commercial Districts.....30

 Institutional District.....30

 Industrial Districts.....31

 Environmental District.....32

 CHAPTER 5 – EXISTING TRANSPORTATION AND UTILITIES.....33

 CHAPTER 6 – BUILDING CONDITIONS.....37

 CHAPTER 7 – AREAS OF LAND USE CONCERN.....40

 CHAPTER 8 – URBAN DESIGN FEATURES.....43

 Significant Structures or Sites.....43

 Lincoln Park.....43

 Other Parks.....43

 Lincoln Schools.....45

 Schools and Churches.....45

 Other Public Institutional Uses.....45

 Neighborhood Commercial Uses.....45

 Major Manufacturing Facilities.....46

 Neighborhood Edges.....46

 Entryways.....46

 Housing Type and Age.....47

| | |
|---|----|
| PART 2 – RECOMMENDED NEIGHBORHOOD PLAN..... | 48 |
| CHAPTER 9 – GENERAL REVITALIZATION RECOMMENDATIONS..... | 49 |
| Land Use and Development..... | 49 |
| Transportation and Circulation..... | 54 |
| Neighborhood Image and Identity..... | 55 |
| CHAPTER 10 – STRATEGIC SUB-AREA RECOMMENDATIONS..... | 57 |
| Outokumpu Copper (American Brass)..... | 59 |
| Existing Conditions..... | 59 |
| Timing..... | 59 |
| Redevelopment & Revitalization Strategies..... | 59 |
| Design Guidelines..... | 63 |
| Residential Development..... | 63 |
| Implementation Process..... | 63 |
| 65 th Street South..... | 65 |
| Existing Conditions..... | 65 |
| Timing..... | 65 |
| Redevelopment & Revitalization Strategies..... | 65 |
| Design Guidelines..... | 69 |
| Implementation Process..... | 69 |
| General Implementation Recommendations..... | 70 |
| 14 th Avenue Corridor..... | 71 |
| Existing Conditions..... | 71 |
| Timing..... | 71 |
| Redevelopment & Revitalization Strategies..... | 71 |
| Design Guidelines..... | 75 |
| Implementation Process..... | 76 |
| General Implementation Recommendations..... | 77 |
| Lincoln Schools..... | 78 |
| Existing Conditions..... | 78 |
| Timing..... | 78 |
| Redevelopment & Revitalization Strategies..... | 78 |
| Design Guidelines..... | 82 |
| Implementation Process..... | 82 |
| General Implementation Recommendations..... | 83 |
| CHAPTER 10.5 – NEIGHBORHOOD REVITALIZATION AREA..... | 84 |
| Existing Conditions..... | 84 |
| Timing..... | 84 |
| Redevelopment & Revitalization Strategies..... | 84 |
| Design Guidelines..... | 86 |
| Implementation Process..... | 89 |
| General Implementation Recommendations..... | 90 |

| | |
|---|----|
| CHAPTER 11 – PRIORITY NEIGHBORHOOD RECOMMENDATIONS..... | 91 |
| Enhance Housing Opportunities..... | 91 |
| Eliminate Blight..... | 94 |
| Improve the Physical Environment..... | 96 |

LIST OF MAPS

| | | |
|-------|--|----|
| 1.1 | Neighborhood Boundary Map..... | 8 |
| 2.1 | Census Tract and Block Group Boundaries..... | 10 |
| 3.1 | Generalized Land Use..... | 21 |
| 3.2 | Vacant Parcels and Structures..... | 26 |
| 4.1 | Existing Zoning..... | 28 |
| 5.1 | Existing Transportation..... | 34 |
| 6.1 | Building Conditions..... | 39 |
| 7.1 | Areas of Land Use Concern..... | 41 |
| 8.1 | Urban Design Features..... | 44 |
| 10.1 | Sub-Area Boundaries..... | 58 |
| 10.2 | Outokumpu Copper (Existing Land Use)..... | 60 |
| 10.3 | Outokumpu Copper (Recommended Plan A)..... | 61 |
| 10.4 | Outokumpu Copper (Recommended Plan B)..... | 62 |
| 10.5 | 65 th Street South (Existing Land Use)..... | 66 |
| 10.6 | 65 th Street South (Recommended Plan A)..... | 67 |
| 10.7 | 65 th Street South (Recommended Plan B)..... | 68 |
| 10.8 | 14 th Avenue Corridor (Existing Land Use)..... | 72 |
| 10.9 | 14 th Avenue Corridor (Recommended Plan A)..... | 73 |
| 10.10 | 14 th Avenue Corridor (Recommended Plan B)..... | 74 |
| 10.11 | Lincoln Schools (Existing Land Use)..... | 79 |
| 10.12 | Lincoln Schools (Recommended Plan A)..... | 80 |
| 10.13 | Lincoln Schools (Recommended Plan B)..... | 81 |
| 10.14 | Neighborhood Revitalization Area (Existing Land Use)..... | 85 |
| 10.15 | Neighborhood Revitalization Area (Recommended Plan A)..... | 87 |
| 10.16 | Neighborhood Revitalization Area (Recommended Plan B)..... | 88 |
| 11.1 | Recommended Land Use Plan..... | 92 |

LIST OF TABLES

| | | |
|-----|--|----|
| 2.1 | Summary Profile of Block Groups in 1990..... | 11 |
| 3.1 | Existing Land Uses..... | 20 |
| 3.2 | Existing Residential Uses..... | 22 |
| 3.3 | Existing Residential Units..... | 22 |
| 4.1 | Existing Zoning..... | 29 |
| 4.2 | Existing Residential Zoning..... | 29 |
| 4.3 | Existing Residential Lots..... | 29 |

Preface

The Lincoln Neighborhood, a once declining, mature, central-city area of the City of Kenosha, has recently begun to turn around and is currently experiencing a resurgence as a desirable place to live. One of the key reasons for this neighborhood renewal has been a major commitment to provide affordable, decent, new, and rehabilitated single-family housing. Businesses that had adversely impacted the Lincoln Neighborhood were replaced by many new single-family homes. This further contributed to the strengthening of the residential character of the neighborhood, and when combined with the neighborhood's other assets – quality schools and abundant recreational facilities to name a few – this will further improve the quality of life for all who live and work in the neighborhood.

The purpose of this plan is to continue this resurgence by providing a viable, comprehensive, long-range approach for revitalizing and redeveloping the Lincoln Neighborhood. An adopted plan for the neighborhood will provide a framework for city departments and agencies when implementing the neighborhood revitalization strategies specified in the report. The focus of the report is to revitalize and redevelop the neighborhood in a manner that preserves and enhances its residential character. A major goal of the report's strategies is to create an environment conducive to new investment, development, and redevelopment that transforms the Lincoln Neighborhood into a more attractive and desirable place to live and work.

The plan consists of two parts. The first part is an inventory and analysis of existing conditions. The second part contains recommendations for future neighborhood revitalization and redevelopment. The strategies and guidelines to revitalize and redevelop the neighborhood are not strict requirements. They are highly desirable *recommendations*. These recommendations are intended to guide policy decisions and actions throughout city government and other agencies involved with revitalizing the Lincoln Neighborhood. The overall intent of these recommendations is to establish starting points for planning, programming, and evaluating the neighborhood revitalization strategies.

Part 1

Inventory and Analysis of Existing Conditions



Chapter 1 – Introduction

The Lincoln Neighborhood is located between 63rd and 75th Streets and 22nd Avenue and the Chicago and Northwestern Railroad.

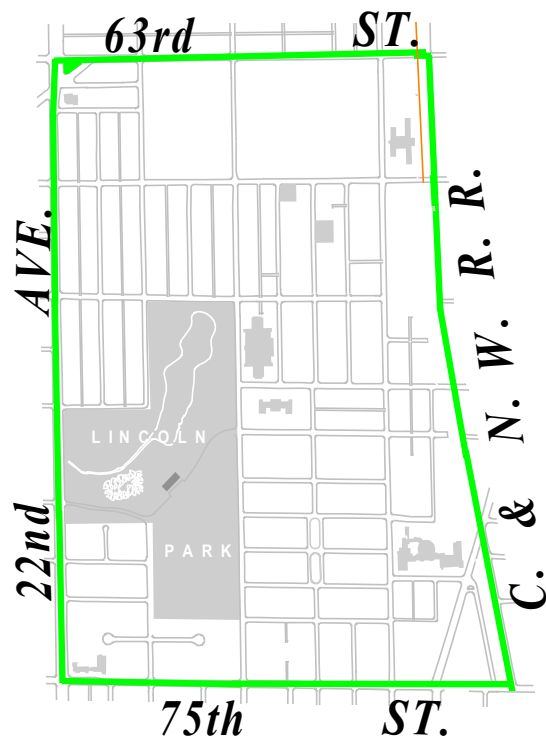
Within this mature neighborhood, residents can find affordable housing, churches with active, involved congregations, quality private and public schools, abundant recreational facilities, and dynamic neighborhood organizations.

The neighborhood's strength of maturity, however, has also been one of its greatest challenges during the last two decades. Deteriorating housing, residential conversions, outdated commercial and industrial facilities, and aging public facilities have contributed to the neighborhood's loss of vibrancy and vitality.

In response, the aldermen representing the neighborhood requested that the Department of City Development lead a cooperative effort to prepare a neighborhood plan. As a result, the Lincoln Neighborhood Vision Project was born, and over the course of one and one-half years, the Department of City Development held neighborhood meetings and worked with neighborhood residents, businesses and aldermen in creating the plan that you are now holding.

This plan provides a guide for where future growth, development, and other improvements should occur within the neighborhood. Its goals are to create an environment conducive to new investment and development and to assist in shaping the Lincoln Neighborhood into an even more attractive and desirable place to live and work.

The plan consists of two parts. The first part inventories and analyzes existing conditions and features. The second part presents revitalization and redevelopment strategies and guidelines for the recommended neighborhood plan.



Map 1.1 showing boundaries of the Lincoln Neighborhood



The historic Lincoln Park bridge was constructed in 1936. The Art Deco bridge was designed by Charles Whitney, an architect from Milwaukee, Wisconsin.

Chapter 2 – Socioeconomic Characteristics

Census data provides the most reliable and detailed information for describing local areas such as neighborhoods, cities, and counties. The census data provided in this chapter was obtained exclusively from the U.S. Bureau of the Census. The Lincoln Neighborhood consists largely of two census tracts. Refer to Map 2.1, page 10.

Each census tract is further subdivided into block groups and blocks. For the most part, the Census Bureau provides only general population characteristics such as the total number of persons at the block level due to concerns regarding anonymity. Therefore, the analysis of census data was conducted at the block group level, which is a further subdivision of a census tract combining contiguous groups of blocks together into specific geographic areas.

The strategy for this chapter is to integrate and compare different aspects of the census data at the block group level relative to the average for the Lincoln Neighborhood and the City of Kenosha. As depicted in Table 2.1, page 11, the analysis of local census data compares the composition of four general areas in 1990:

Housing - the physical dwellings people live in, and the cost of housing

Households – the person or persons who occupy a housing unit (this includes families as well as persons who are unrelated to one another)

Population - the number, age, sex, race of persons living in the area

Economic characteristics – income and poverty levels and unemployment behavior

Census Tract 16

Census tract 16 contains two block groups that cover primarily the north half of the Lincoln Neighborhood, as shown on Map 2.1, page 10.

Census tract 16 extends from 63rd Street to 68th Street east of Lincoln Park and to 69th Street west of Lincoln Park. The Chicago and Northwestern Railroad is located on the eastern boundary of census tract 16. The western boundary of census tract 16 extends beyond 22nd Avenue outside the Lincoln Neighborhood.

Block Group #1 (census tract 16)

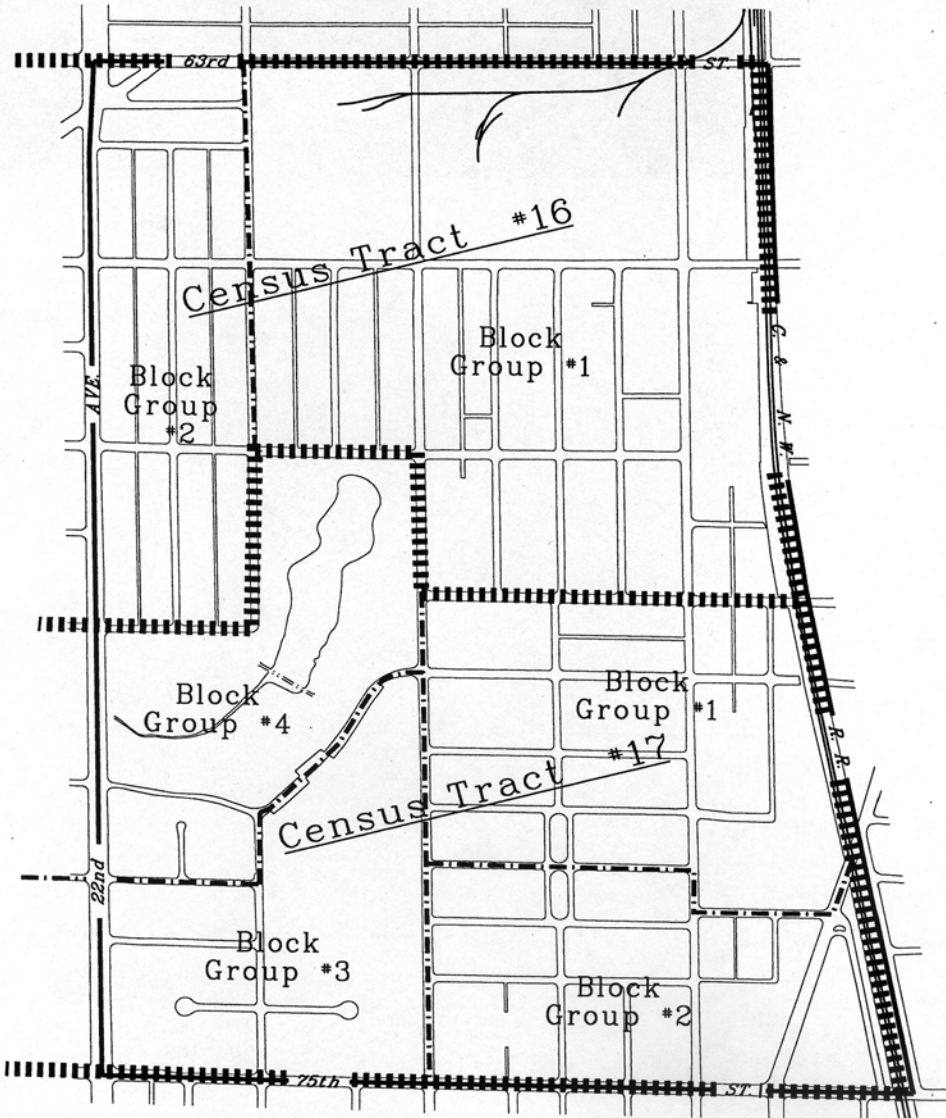
Block group #1 covers the eastern portion of census tract 16 and extends from the Chicago and Northwestern Railroad to 20th Avenue.

Housing – Block Group #1 (census tract 16)

Block group #1 contains a substantial number of older housing units built before 1940. It is presumed that areas with housing built before 1940 are likely to suffer from greater dilapidation or at least outdated housing facilities such as plumbing or heating.

As depicted in Table 2.1, page 11, block group #1 consists of approximately 79 percent of the housing built before 1940. The percentage of pre-1940 built housing units is adjusted to reflect the changes that have occurred since 1990.

LINCOLN NEIGHBORHOOD PLAN
Census Tract and Block Group Boundaries
Map 2.1



Source: U.S. Bureau of the Census, 1990

NORTH
▲
Scale: 1" = 600'

Table 2.1 - Summary Profile of Block Groups for 1990

| | Census Tract 16 | | Census Tract 17 | | | | Lincoln Neigh. | City of Kenosha |
|--|-----------------|----------------|-----------------|----------------|----------------|----------------|----------------|-----------------|
| | Block Group #1 | Block Group #2 | Block Group #1 | Block Group #2 | Block Group #3 | Block Group #4 | | |
| Housing | | | | | | | | |
| % owner-occupied | 34.5 | 43.6 | 69.8 | 78.8 | 82.3 | 74.4 | 60.5 | 59.5 |
| % renter-occupied | 56.0 | 50.9 | 30.2 | 18.0 | 15.1 | 22.8 | 35.1 | 36.5 |
| % vacant units | 9.5 | 5.5 | 0.0 | 3.2 | 2.6 | 2.8 | 4.4 | 4.1 |
| % new units (1980 or later) | 6.2 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.3 | 9.5 |
| % 1940 - 1979 | 14.6 | 22.7 | 17.4 | 22.3 | 27.7 | 26.6 | 22.2 | 56.7 |
| % pre-1940 | 79.2 | 77.3 | 82.6 | 77.7 | 72.3 | 73.4 | 77.5 | 33.9 |
| Median value | \$31,600 | \$40,800 | \$39,100 | \$44,600 | \$52,500 | \$50,400 | \$43,500 | \$58,700 |
| <i>ratio to neighborhood</i> | 73 | 94 | 90 | 103 | 121 | 116 | 100 | 135 |
| <i>ratio to city</i> | 54 | 70 | 67 | 76 | 89 | 86 | 74 | 100 |
| Median contract rent | \$296 | \$306 | \$320 | \$408 | \$309 | \$343 | \$321 | \$338 |
| <i>ratio to neighborhood</i> | 92 | 95 | 100 | 127 | 96 | 107 | 100 | 105 |
| <i>ratio to city</i> | 88 | 91 | 95 | 121 | 91 | 101 | 95 | 100 |
| Households | | | | | | | | |
| Median household size | 3.69 | 2.70 | 3.18 | 3.05 | 2.66 | 2.61 | 2.98 | 2.61 |
| % persons living alone | 11.2 | 26.7 | 15.8 | 13.7 | 24.7 | 27.5 | 21.3 | 25.7 |
| % married families w/children | 19.6 | 25.1 | 31.7 | 42.1 | 33.0 | 30.8 | 29.1 | 25.5 |
| % female head of household | 38.1 | 18.6 | 19.8 | 9.3 | 6.5 | 7.3 | 16.9 | 10.0 |
| % male head of household | 3.8 | 1.7 | 2.0 | 2.2 | 1.8 | 0.7 | 2.0 | 1.8 |
| % not in households | 27.3 | 27.9 | 30.7 | 32.7 | 34.0 | 33.7 | 30.7 | 37.0 |
| % occupants < 5 years | 77.0 | 62.0 | 38.3 | 53.4 | 31.5 | 59.1 | 54.0 | 48.7 |
| % occupants 5 to 9 years | 6.0 | 12.7 | 8.8 | 14.0 | 14.5 | 6.6 | 10.8 | 12.9 |
| % Long time occup. 10+ years | 17.1 | 25.4 | 52.9 | 23.0 | 53.9 | 34.4 | 35.2 | 38.4 |
| Population | | | | | | | | |
| % under 18 years | 44.5 | 33.6 | 38.2 | 34.1 | 30.1 | 29.2 | 35.3 | 27.0 |
| % 18 to 64 years | 50.6 | 59.4 | 53.4 | 56.6 | 55.9 | 56.2 | 55.5 | 59.5 |
| % 65 years and over | 4.8 | 7.0 | 8.4 | 9.3 | 14.1 | 14.6 | 9.2 | 13.5 |
| % African-American | 61.4 | 8.4 | 17.9 | 4.5 | 0.7 | 1.5 | 17.9 | 6.4 |
| % Asian-Pacific Islander | 0.6 | 0.2 | 0.2 | 0.0 | 0.2 | 0.1 | 0.3 | 0.6 |
| % Hispanic Origin | 11.6 | 10.8 | 12.9 | 10.6 | 1.2 | 2.2 | 8.4 | 5.9 |
| Economic | | | | | | | | |
| Median household income | \$18,472 | \$20,726 | \$26,071 | \$36,806 | \$32,883 | \$27,721 | \$25,443 | \$27,700 |
| <i>ratio to neighborhood</i> | 73 | 81 | 102 | 145 | 129 | 109 | 100 | 109 |
| <i>ratio to city</i> | 67 | 75 | 94 | 133 | 119 | 100 | 92 | 100 |
| % all persons in poverty | 40.7 | 29.4 | 26.3 | 0.0 | 6.1 | 12.1 | 21.8 | 12.3 |
| % persons unemployed | 19.8 | 9.7 | 6.4 | 7.6 | 2.2 | 11.6 | 9.6 | 7.8 |
| % persons prevented from working w/work disability | 14.0 | 15.4 | 4.5 | 1.8 | 3.4 | 3.1 | 7.7 | 5.5 |

Source: United States Bureau of the Census, 1990

Based upon a field analysis conducted in 1995, the percentage of housing units constructed before 1940 has actually dropped about four percent from a high of 83 percent in 1990. This can be attributed to the acquisition and demolition of the most severely dilapidated housing units. Many of these housing units were acquired and demolished as part of the 67th Street extension project.

Approximately six percent of all housing units in block group #1 were constructed after 1980. The new housing units that were constructed during the 1980s consist of two-family dwellings. Since 1990, over one-half of the acquired and demolished housing units were replaced with new single-family units accounting for about two-thirds of the new housing units in this block group.

In block group #1, over one-half of the occupied housing units (approximately 56 percent) are rental units. As can be seen from Table 2.1, page 11, this is considerably higher than the average percentages for both the Lincoln Neighborhood and the city. Only about 34 percent of the housing units are occupied by homeowners. The percentage of vacant housing units is more than twice the average for the neighborhood and for the city.

The median housing value of \$31,600 is about 73 percent of the average value for the housing units in the neighborhood and 54 percent of the average housing values for the city as a whole. The median contract rent of \$296, however, is about 88 percent of the average rental values for the city.

Households - Block Group #1 (census tract 16)

The median number of persons per household is 3.69. This is the highest median household size of all the block groups in the Lincoln Neighborhood.

Female heads of households constitute as much as 38 percent of all households in block group #1, and that is more than twice the average number of female heads of households in the neighborhood as depicted in Table 2.1, page 11.

Less than 20 percent of all households consist of married couples with children. As can be seen from Table 2.1, page 11, the percentage of households with persons who live alone without children is less than one-half of the percentage for the city.

As much as 77 percent of the homes are occupied by households who have lived less than five years in the block group. This is substantially higher than all of the block groups in the neighborhood. Only 17 percent of the homes are occupied by residents of 10 or more years.

Population - Block Group #1 (census tract 16)

Block group #1 comprises the largest percentage of persons under 18 years of age (about 44 percent) when compared with all of the block groups in the Lincoln Neighborhood. The elderly population (persons 65 years and over) is less than five percent of all persons in block group #1, which is slightly more than one-half of the neighborhood average.

Over 60 percent of the persons in block group #1 are African-American. This percentage is substantially higher compared with all of the block groups in the neighborhood.

About 12 percent of the persons in block group #1 are Hispanic, which is comparable to the adjacent block groups to the east and south. This is only slightly above the neighborhood average and almost twice the percentage of Hispanic persons for the city.

Economic - Block Group #1 (census tract 16)

The median family income of \$18,472 is only about 70 percent of the average median income for the neighborhood and the city. As much as 40 percent of all persons in the block group lived below the poverty level in 1990.

The percentage of persons who were unemployed in 1990 is just less than 20 percent, which is about twice the percentage of the unemployed persons in the adjacent block group #2.

Block Group #2 (census tract 16)

Block group #2 covers the western portion of census tract 16 and extends from 20th Avenue to 22nd Avenue. This consists of only the eastern half of block group #2. The western half extends beyond the neighborhood boundary to 24th Avenue.

Housing - Block Group #2 (census tract 16)

Block group #2 contains a substantial amount of older housing units built before 1940 (similar to block group #1). As shown in Table 2.1, page 11, block group #2 consists of approximately 77 percent of the housing built before 1940.

As much as 23 percent of the housing units were constructed between 1940 and 1970. This is comparable with the average for the neighborhood. No new residential construction has occurred since 1980.

Approximately one-half of the occupied housing units are rental units, and that is only slightly less than the percentage of renters in block group #1. However, this is considerably higher than the average percentages for both the Lincoln Neighborhood and the city.

Homeowners occupy about 44 percent of the housing units in block group #2. Vacant housing units consist of less than six percent of the housing units, which is slightly above the average for the neighborhood and the city.

The median housing value of \$40,800 equals about 94 percent of the average value for the housing units in the neighborhood and approximately 70 percent of the average housing values for the city as a whole. The median contract rent of \$306 is over 90 percent of the average rental values for the neighborhood and the city.

Households - Block Group #2 (census tract 16)

The median number of persons per household is 2.7. This is slightly below the average median household size of all the block groups in the neighborhood, as depicted in Table 2.1, page 11.

About 19 percent of all households in block group #2 consist of female heads of household. This is slightly above the average percentage of female heads of household in the Lincoln Neighborhood, and almost twice the percentage of female heads of households for the City of Kenosha.

Married families with children consist of about 25 percent of all households, and this is comparable to the percentage for the city. Persons who live alone without children comprise about 27 percent of all households in block group #2, which is slightly above the neighborhood average and comparable to the percentage of persons who live alone for the city.

About 62 percent of the homes are occupied by households who have lived less than five years in the block group. This is slightly higher than all of the block groups in the Lincoln Neighborhood, but much less than in block group #1 where the figure is 77 percent. As much as 25 percent of the homes are occupied by longtime residents of ten or more years, which is still below the average percentage of longtime residents for the neighborhood.

Population - Block Group #2 (census tract 16)

The percentage of persons under 18 years is approximately 34 percent, which is comparable to the average of all block groups in the neighborhood. The elderly population (65 years and over) is about seven percent of all persons in block group #2. This is about one-half the percentage of elderly for the city.

About eight percent of the persons in block group #2 are African-American. This is less than one-half the average percentage of all block groups in the Lincoln Neighborhood.

About 11 percent of the persons in block group #2 are Hispanic. This is comparable to the percentage of Hispanics in block group #1. This is only slightly above the neighborhood average and almost twice the percentage of Hispanics for the city.

Economic - Block Group #2 (census tract 16)

The median family income of \$20,726 is slightly above the median income for block group #1. This is about 81 percent of the average income for the neighborhood and 75 percent of median income for the city. Almost 30 percent of all persons lived below the poverty level in 1990.

The percentage of persons who were unemployed in 1990 is just less than ten percent. As can be seen from Table 2.1, page 11, this figure is comparable to the average percentage of unemployed persons for the neighborhood, but less than one-half of the percentage of unemployed persons in the adjacent block group #1.

Census Tract 17

Census Tract 17 contains four block groups which cover primarily the south half of the Lincoln Neighborhood, as shown on Map 2.1, page 10.

Census Tract 17 extends from 68th Street east of Lincoln Park and 69th Street west of Lincoln Park to 75th Street. The Chicago and Northwestern Railroad tracks are located on the eastern boundary of Census Tract 17. The western boundary of Census Tract 17 extends beyond 22nd Avenue outside the Lincoln Neighborhood.

Block Group #1

Block group #1 covers the northeastern portion of Census Tract 17 and extends from the Chicago and Northwestern Railroad tracks to 18th Avenue.

Housing – Block Group #1 (census tract 17)

Block group #1 contains a substantial amount of older housing units that were built before 1940. As depicted in Table 2.1, page 11, block group #1 consists of approximately 83 percent of the housing built before 1940 which is the highest percentage of pre-1940 constructed housing within the neighborhood.

About 17 percent of the housing units were constructed between 1940 and 1970. This is below the average percentage for the neighborhood. No new residential construction has occurred since 1980.

Approximately 30 percent of the occupied housing units are rental units in block group #1. This is the most comparable with the neighborhood average and percentage of rental housing units in the city.

As much as 70 percent of the occupied housing units are occupied by homeowners. This is slightly above the average percentage of home ownership for the neighborhood and for the city. The percentage of vacant housing units are all but nonexistent within block group #1.

The median housing value of \$39,100 equals about 90 percent of the average value for the housing units in the neighborhood and more than two-thirds, or about 67 percent, of the average housing values for the city. The median contract rent of \$320 equals the average rental values for the neighborhood and is about 95 percent of the average rental values for the city.

Households – Block Group #1 (census tract 17)

The median number of persons per household is 3.18 persons. This is the highest median household size of all the block groups within Census Tract 17.

Female heads of household constitute as much as 20% of all households in block group #1. This is slightly above the average percentage of female heads of household in the neighborhood and about twice the percentage of female heads of household within Census Tract 17.

Married families with children consist of less than 32 percent of all households, which is slightly above the average percentage of married families in the neighborhood. Persons who live alone without children comprise about 16 percent of all households in block group #1.

About 38 percent of the homes are occupied by households who have lived less than five years in block group #1. As much as 53 percent of the homes were occupied by longtime residents of ten or more years. That is considerably higher than the average percentage of longtime residents for the neighborhood.

Population - Block Group #1 (census tract 17)

The percentage of persons under 18 years is about 38 percent, which is the highest percentage of all block groups within the Census Tract 17. The elderly population (persons 65 years and over) consists of more than eight percent of all persons in block group #1. This is slightly less than the average percentage of elderly persons in the neighborhood.

About 18 percent of the persons in block group #1 are African-American. This is comparable to the average percentage of African-Americans in the neighborhood.

Approximately 13 percent of the persons in block group #1 are Hispanic. This is considerably above the neighborhood average and more than twice the percentage of Hispanics for the city.

Economic - Block Group #1 (census tract 17)

The median family income of \$26,071 is slightly above the average income for the neighborhood and about 94 percent of the median income for the city. As much as 26% of all persons lived below the poverty level in 1990.

The percentage of persons who were unemployed in 1990 is about six percent, and that is about two-thirds of the average percentage of unemployed persons within the neighborhood.

Block Group #2 (census tract 17)

Block group #2 covers the southeastern portion of Census Tract 17 and extends from the Chicago and Northwestern Railroad tracks to 18th Avenue.

Housing - Block Group #2 (census tract 17)

Block group #2 contains a substantial amount of older housing units built before 1940. As shown in Table 2.1, page 11, block group #2 consists of about 78 percent of the housing built before 1940. This is comparable to the average percentage of pre-1940 constructed housing within the neighborhood.

As much as 22 percent of the housing units were constructed between 1940 and 1970. This is comparable with the average for the Lincoln Neighborhood. No new residential construction has occurred since 1980.

About 18 percent of the occupied housing units are rental units in Block Group #2. This is approximately one-half of the average percentage of the rental units in the neighborhood.

Homeowners occupy about 79 percent of the occupied housing units in block group #2. This is considerably higher than the average percentage of home ownership for the neighborhood and for the city. Vacant housing units consist of more than three percent of the housing units. This is slightly lower than the average for the neighborhood and for the city.

The median housing value of \$44,600 is slightly above the average value for the housing units in the neighborhood and about 76 percent of the average housing values for the city as a whole. The median contract rent of \$408 is about 127 percent of the average rental values for the neighborhood.

Households - Block Group #2 (census tract 17)

The median number of persons per household is 3.05 persons. This is slightly above the median household size of all the block groups in the neighborhood.

As much as nine percent of all households in block group #2 consist of female heads of household, which is slightly below the percentage of female heads of households for the city.

Married families with children consist of about 42 percent of all households, which is much higher than the neighborhood average and percentage of married families in the city. Persons who live alone without children comprise about 14 percent of all households in block group #2. This is the lowest percentage of all persons who live alone in Census Tract 17.

More than 53 percent of the homes are occupied by households who have lived less than five years in block group #2. This is comparable to the average percentage of households who have lived less than five years in the neighborhood. About 23 percent of the homes were occupied by longtime residents of ten or more years, which is considerably lower than the average percentage of longtime residents for the neighborhood.

Population - Block Group #2 (census tract 17)

The percentage of persons under 18 years is approximately 34 percent, which is slightly below the average of all block groups in the neighborhood. The elderly population (persons 65 and over) consists of about nine percent of all persons in block group #2. This is comparable to the average percentage of elderly persons in the neighborhood.

More than four percent of the persons in block group #2 are African-American. This is about one-quarter of the average percentage of African-Americans in the neighborhood.

Less than 11 percent of the persons in block group #2 are Hispanic. This is slightly above the neighborhood average and almost twice the percentage of Hispanics for the city.

Economic - Block Group #2 (census tract 17)

The median family income of \$36,806 is about 145 percent of the average median income for the neighborhood and about 133 percent of the median income for the city. This block group has the highest median income of all block groups in the neighborhood and the city as a whole.

In block group #2, the percentage of all persons living below the poverty level is zero percent in 1990. The percentage of persons who were unemployed in 1990 is less than eight percent, which is comparable to the percentage of unemployed persons within the neighborhood.

Block Group #3 (census tract 17)

Block group #3 covers the southwestern portion of Census Tract 17 and extends from 18th to 22nd Avenue. This consists of only the eastern portion of block group #3. The western portion extends beyond the neighborhood boundary to 30th Avenue.

Housing - Block Group #3 (census tract 17)

Block group #3 contains a considerable amount of older housing units built before 1940. As depicted in Table 2.1, page 11, block group #3 consists of approximately 72 percent of the housing built before 1940. This is the lowest percentage of pre-1940 constructed housing within the neighborhood.

As much as 28 percent of the housing units were constructed between 1940 and 1970. This is the highest percentage of all block groups in the neighborhood. No new residential construction has occurred since 1980.

Approximately 15 percent of the occupied housing units are rental units in block group #3. This is the lowest percentage of rental units of all block groups in the neighborhood.

As much as 83 percent of the occupied housing units are occupied by homeowners. This is the highest percentage of home ownership of all block groups in the neighborhood. Vacant housing units consist of less than three percent of the housing units, which is slightly lower than the average for the neighborhood and for the city.

The median housing value of \$52,500 equals about 121 percent of the average value of the housing units in the neighborhood, and about 89 percent of the average housing values for the city as a whole. The median contract rent of \$309 is more than 90 percent of the average rental values for the neighborhood and for the city.

Households - Block Group #3 (census tract 17)

The median number of persons per household is 2.66 persons. This is comparable with median household size of adjacent block group #4.

Female heads of household constitute more than six percent of all households in block group #3. This is the lowest percentage of female heads of household in all block groups in the neighborhood.

Married families with children consist of about 33 percent of all households, which is slightly more than the average percentage of married families in the neighborhood. Persons who live alone without children comprise almost 25 percent of all households in block group #3.

Approximately 32 percent of the homes are occupied by households who have lived less than five years in block group #3 which is the lowest percentage of all block groups in the neighborhood. As much as 54 percent of the homes were occupied by longtime residents of ten or more years. This is comparable to the percentage of longtime residents in block group #1.

Population - Block Group #3 (census tract 17)

The percentage of persons under 18 years is approximately 30 percent, which is slightly less than the average percentage of all block groups in the neighborhood. The elderly population (persons 65 and over) consists of about 14 percent of all persons in block group #3. This is the most comparable to the percentage of elderly persons in the city.

Almost one percent of the persons in block group #3 are African-American. This is significantly less than the average percentage of African-Americans in the neighborhood.

About one percent of the persons in block group #3 are Hispanic. This is considerably lower than the average percentage of Hispanics in the neighborhood.

Economic - Block Group #3 (census tract 17)

The median family income of \$32,883 is about 129 percent of the average median income for the neighborhood, and about 119 percent of the median income for the city. As much as six percent of all persons lived below the poverty level in 1990.

The percentage of persons who were unemployed in 1990 is approximately two percent, which is the lowest percentage of unemployed persons in all block groups within the neighborhood.

Block Group #4 (census tract 17)

Block group #4 covers the northwestern portion of Census Tract 17 and extends from 18th Avenue to 22nd Avenue. This consists of only the eastern portion of block group #4. The western portion extends beyond the neighborhood boundary to 30th Avenue.

Housing - Block Group #4 (census tract 17)

Block group #4 contains a considerable amount of older housing units which were built before 1940. As depicted in Table 2.1, page 11, block group #4 consists of approximately 73 percent of the housing built before 1904. This is slightly less than the average percentage of pre-1940 constructed housing within the neighborhood.

As much as 27 percent of the housing units were constructed between 1940 and 1970. This is slightly more than the average percentage for the neighborhood. No new residential construction has occurred since 1980.

As much as 23 percent of the occupied housing units are rental units in block group #4. This is much less than the average percentage of rental units in the neighborhood.

More than 74 percent of the occupied housing units are occupied by homeowners. This is considerably higher than the neighborhood average and percentage of home ownership in the city. Vacant housing units consists of less than three percent of the housing units. This is comparable to the percentage of vacant units in block group #3.

The median housing value of \$50,400 equals about 116 percent of the average value of the housing units in the neighborhood and about 86 percent of the average housing values for the city as a whole. The median contract rent of \$343 is about 107 percent of the average rental values for the neighborhood.

Households - Block Group #4 (census tract 17)

The median number of persons per household is 2.61 persons. This is the lowest median household size of all the block groups in the neighborhood and is the most comparable to the median household size for the city.

Female heads of household constitute about seven percent of all households in block group #4. This is less than one-half of the average percentage of female heads of household in the neighborhood.

Married families with children consist of more than 30 percent of all households, which is comparable to the average percentage of married families in the neighborhood.

Persons who live alone without children comprise more than 27 percent of all households in block group #4. This is the highest percentage of persons who live alone of all block groups in the neighborhood.

About 59 percent of the homes are occupied by households who have lived less than five years in block group #4. This is slightly higher than the average percentage of all block groups in the neighborhood. More than 34 percent of the homes were occupied by longtime residents of ten or more years. This is comparable to the average percentage of longtime residents in the neighborhood.

Population - Block Group #4 (census tract 17)

The percentage of persons under 18 years is approximately 29 percent, and this is the lowest percentage of all block groups in the neighborhood. The elderly (65 years and over) comprise less than 15 percent of all persons in block group #4. This is the highest percentage of elderly persons of all block groups in the neighborhood.

More than one percent of the persons in block group #4 are African-American. This is about one-quarter of the average percentage of African-Americans in the neighborhood.

About two percent of the persons in block group #4 are Hispanic. This is more than one-quarter of the average percentage of Hispanics in the neighborhood.

Economic - Block Group #4 (census tract 17)

The median family income of \$27,721 is about 109 percent of the average median income for the neighborhood and the most comparable to the median income for the city. As much as 12 percent of all persons lived below the poverty level in 1990. The percentage of persons who were unemployed in 1990 is less than 12 percent and is comparable to the percentage of unemployed persons within the city.

Chapter 3 – Existing Land Uses

A variety of methods were used to identify land uses in the neighborhood. These methods include field analysis, aerial photographs, subdivision plats or lot maps, and zoning maps.

Existing land use in the neighborhood includes residences, businesses, institutions, (for example, the State Correctional Center), industrial, vacant lots and buildings, and open space, parkland, and recreational activities.

Map 3.1, page 21, shows the existing land use and development that exist to date within the neighborhood.

Residential Uses

Residential development in the neighborhood consists of single-, two-, and multi-family uses as shown on Map 3.1, page 21.

Over one-third (36 percent) of the land in the neighborhood consists of residential uses. Refer to Table 3.1, below. Single- and two-family uses consist of 962 residential units on a total of about 103 acres of land.

Residential density, excluding multi-family units, equals about 9.3 units per acre. The average lot size for single- and two-family units is approximately 5,285 square feet for the neighborhood.

Single-family Residential

Single-family residential refers to detached houses on their own separate lot.

Single-family uses predominate in the area. Single-family detached homes account for about 90 acres, or approximately 86 percent of the total residential land. Refer to Table 3.2, page 22.

Table 3.3, page 22, shows that the neighborhood consists of 738 single-family detached homes. Single-family residential density equals about 8.2 units per acre. The average lot size is approximately 5,302 square feet for the neighborhood.

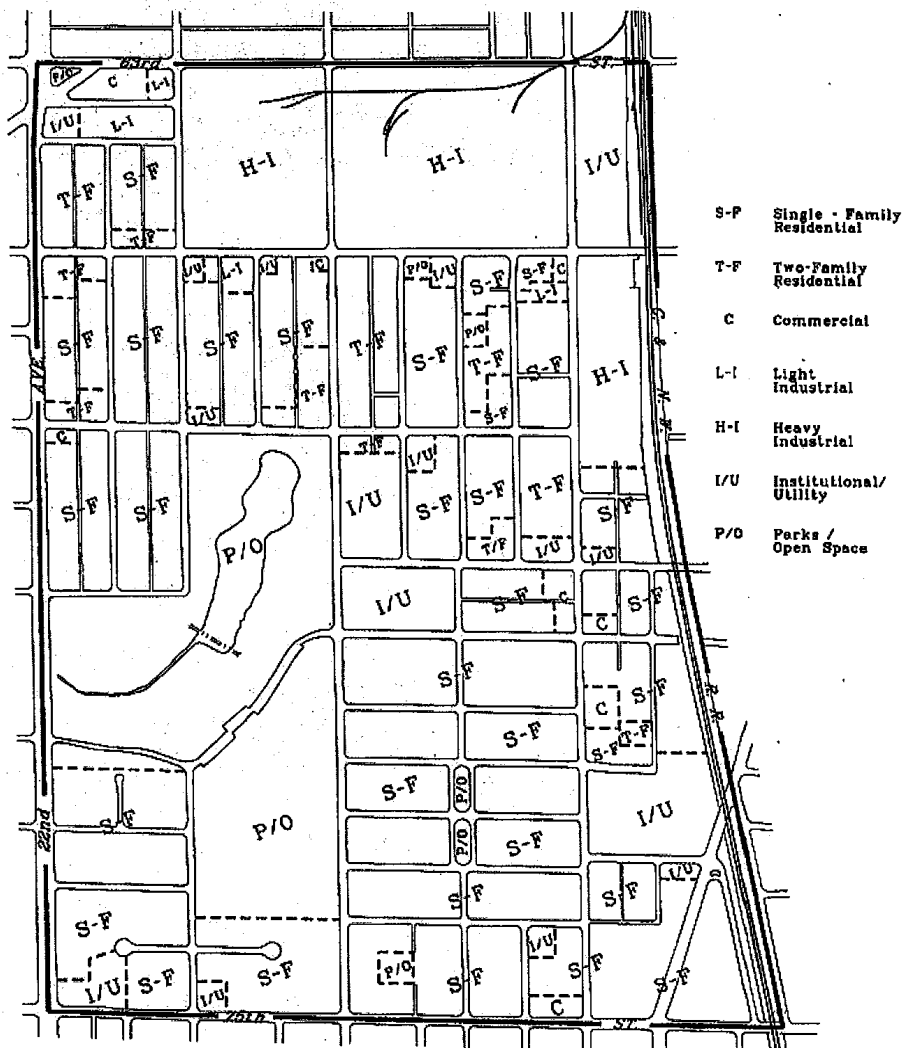
Table 3.1 - Existing Land Uses

| <i>Uses</i> | <i>Acres</i> | <i>Percent</i> |
|-----------------------------|--------------|----------------|
| Residential | 104 | 36 |
| Commercial | 2 | 1 |
| Institutional | 20 | 7 |
| Industrial | 36 | 12 |
| Open Space/Park-Lands | 43 | 15 |
| Undeveloped Land/Vacant | 4 | 1 |
| Vacant Buildings | 1 | 1 |
| Railroad Rights-of-Way | 8 | 3 |
| Public Street Rights-of-Way | 71 | 24 |
| TOTAL | 289 | 100 |

*Vacant buildings consist of less than one acre

LINCOLN NEIGHBORHOOD PLAN

Generalized Land Use Map 3.1



* This map has been generalized and represents only the most predominate land uses in the neighborhood due to the scale of the map. Specific locations of existing land uses are available from City Development.

Source: City of Kenosha, Department of City Development
Date: September, 1994

NORTH
▲
Scale: 1" = 600'

Table 3.2 - Existing Residential Uses

| <i>Uses</i> | <i>Acres</i> | <i>Percent</i> |
|---------------|--------------|----------------|
| Single-Family | 90 | 86 |
| Two-family | 13 | 13 |
| Multi-Family | 1 | 1 |
| Total | 104 | 100 |

*Multi-family uses consist of less than one percent

Table 3.3 - Existing Residential Units

| <i>Uses</i> | <i>Units</i> | <i>Percent</i> |
|---------------|--------------|----------------|
| Single-Family | 738 | 76 |
| Two-Family | 224 | 23 |
| Multi-family | 12 | 1 |
| Total | 974 | 100 |

Two-family Residential

Two-family uses consist of about 13 percent of the total residential land in the neighborhood.

Two-family residential refers to two housing units which are attached to each other in one building.

In the Lincoln Neighborhood, however, some older single-family units have been converted (legally or illegally) to two-family residences. A large majority of the existing two-family houses were originally constructed to accommodate two housing units in the past.

Residential units were identified through a field analysis by counting the number of front doors, electric and gas meters, and mail boxes. If three or more of these items were present, the housing would be considered multi-family residential. There may be additional two-family units that we were unable to account for due to the limit of our analysis.

Multi-family Residential

Multi-family uses comprise less than one percent of the total residential land in the neighborhood.

Multi-family residential refers to any structure that contains at least three housing units. Examples of this are a couple of new three-family infill housing projects located at 63rd Street and 13th Avenue, for example. (*Infill housing* refers to housing that has been recently constructed on vacant properties in established, older residential neighborhoods.)

In the Lincoln Neighborhood, the multi-family residential units are generally located above the first floors of the businesses or offices on 65th Street and 14th Avenue. Refer to Map 3.1, page 21.



A view of three of the recently constructed townhouses on 13th Avenue

The neighborhood also contains two licensed *community-based residential facilities* (CBRFs) on the northeast corner of 14th Avenue and 68th Street. A CBRF is defined as a community living arrangement which includes foster homes, foster treatment homes, or adult family homes. These are the type of places where three or more unrelated adults reside in which care, treatment, or other services are provided above the level of a typical rooming or boarding house.

Commercial/Business Uses

Commercial development accounts for about two acres of land, or about one percent of the total land area in the neighborhood. Refer to Table 3.1, page 20.

Commercial uses in the area consist of a number of small retail establishments which range from neighborhood-based convenience stores to dry cleaning facilities.

The largest proportion of storefront retail businesses are located in the vicinity of 14th Avenue and 68th and 69th Streets. The most prominent neighborhood business is the Lincoln Supermart located on the northwest corner of 14th Avenue and 69th Street. Refer to Map 3.1 on Page 21.

Two other neighborhood convenience stores are located on the southeast corner of 67th Street and 22nd Avenue and 65th Street east of 20th Avenue.

Many of the previously-mentioned neighborhood businesses have apartments located above the first floors of the buildings.

Additional businesses which serve more than the neighborhood are located in the Uptown Business Improvement District on 63rd Street and 22nd Avenue.

Commercial businesses which primarily serve the residents of the neighborhood are located along 14th Avenue and 65th Street.

A concentration of taverns and bars had historically been found in the neighborhood, particularly along 65th Street and 14th Avenue. Many of these types of establishments that sold or served alcoholic beverages have either closed or been removed in recent years.

Institutional/Office Uses

Institutional and office development currently accounts for about 20 acres of land or approximately seven percent of the total land in the neighborhood as depicted in Table 3.1, page 20.

Institutional uses in the area consist primarily of community facilities such as schools, churches, and other public and governmental facilities.

As shown on Map 3.1, page 21, major community facilities include Lincoln Elementary School and Lincoln Junior High School. Both schools are located in the vicinity of 18th Avenue from 67th to 69th Streets and occupy approximately six acres of land, or about 30 percent of the total institutional land in the neighborhood.

Two churches with elementary schools associated with them consist of St. Mark's Catholic Church on the northwest corner of 73rd Street and Sheridan Road and Bethany Lutheran Church on the northeast corner of 75th Street and 22nd Avenue. A number of other churches are interspersed throughout the neighborhood.

Lincoln Neighborhood Community Center is located on the southwest corner of 65th Street and 16th Avenue. The Urban League of Kenosha is located on the northeast corner of 68th Street and 15th Avenue.

Uptown Fire Station #3 occupies the southeast corner of 63rd Place and 22nd Avenue.

Wisconsin Correctional Center is located on several blocks of previously acquired and cleared land on 14th Avenue between 63rd and 65th Streets.

Office development consists of professional medical offices and a law office. The medical office building is located on 75th Street from 14th to 15th Avenues. The law office occupies a building that has been recently renovated on the southeast corner of 19th Avenue and 65th Street.

Industrial Uses

Industrial land uses represent the largest proportion of nonresidential developed land in the neighborhood.

Industrial development currently accounts for about 36 acres of land, or about 12 percent of the total land in the neighborhood. Refer to Table 3.1, page 20.

Heavy industrial or manufacturing uses consist of Outokumpu Copper, Frost Company, and Becker Industries, (Map 3.1, page 21) which occupy approximately 95 percent of the total industrial land in the neighborhood.

Outokumpu Copper occupies about 29 acres of land, or approximately 83 percent of all heavy industrial land in the neighborhood. Frost Company occupies about five acres and Becker Industries with almost one acre of land, or about 17 percent of the remaining heavy industrial land.

Light industrial or manufacturing uses include a number of small industrial businesses on 63rd and 64th Streets east of 20th Avenue. Additional light industrial facilities are located on the southwest corner of 65th Street and 19th Avenue and on 74th Street east of 14th Avenue.

The light industrial building on 74th Street is located in a predominantly single-family residential area.

One of Frost Company's parking lots is located west of 14th Avenue south of 65th Street adjacent to residential and commercial uses.

Open Space/Parklands

Open space and parkland areas currently account for about 43 acres of land, or approximately 15 percent of the total land in the neighborhood, as shown in Table 3.1 on page 20.

A total of five parks are located in the neighborhood which include Lincoln Park, Yolanda Cicchini Park, Streeter Park, Strawberry Park, and Wilson Triangle Park.

Lincoln Park occupies almost 41 acres, or approximately 96 percent of all open space and parkland area in the neighborhood.

Recreational activities within Lincoln Park consist of two baseball fields, two softball fields, a tennis court, a horseshoe pit, and a playground area. The playground area contains three basketball courts, a volleyball court, swings and a slide, and a separate area for children's play equipment.

Two of Lincoln Park's major assets are the historic bridge that spans the lagoon and the Warren Taylor Flower Gardens. A second, smaller bridge is located toward the north end of the lagoon near 18th Avenue and 67th Street.

Passive recreational areas include a heavily-wooded area on the northwest side of the lagoon. The lagoon is surrounded by a walking trail, except for the area south of 69th Street and east of 22nd Avenue.

Festivals are held in the park in the summer, and in the winter park users can ice skate at the north end of the lagoon and sled the hill north of Martin Luther King Drive.

Parking along Martin Luther King Drive accommodates about 75 cars.

Vacant Parcels

Undeveloped land or vacant lots currently account for about four acres, just more than one percent of the total land in the neighborhood. Refer to Table 3.1 on page 20.

Approximately 43 vacant lots are concentrated in the northeast part of the neighborhood, extending from 65th to 69th Streets east of 18th Avenue. (Many of the vacant lots are the remaining pieces of the 67th Street extension from 14th to 18th Avenues.) Refer to Map 3.2, page 26.

The smallest vacant lot in the neighborhood is 2,625 square feet and the largest is 7,000 square feet. The average lot size is about 4,063 square feet.

Vacant Buildings

Vacant buildings or structures occupy about one acre of land in the neighborhood. That is less than one percent of the total land in the neighborhood.

Only three vacant buildings were identified in the area, and they are concentrated east of 14th Avenue from 67th Place to 68th Street. Refer to Map 3.2, page 26.

Please note that portions of the Outokumpu Copper (American Brass) and the Frost facilities are currently unoccupied and vacant at this time.

Railroad Rights-of-Way

The Chicago and Northwestern Railroad is the only railroad located within the Lincoln Neighborhood. The rights-of-way are above grade and provide the eastern boundary of the neighborhood.

The railroad rights-of-way currently account for about eight acres of land, or about three percent of the total land in the neighborhood. Refer to Table 3.1 on page 20.

Public Street Rights-of-Way

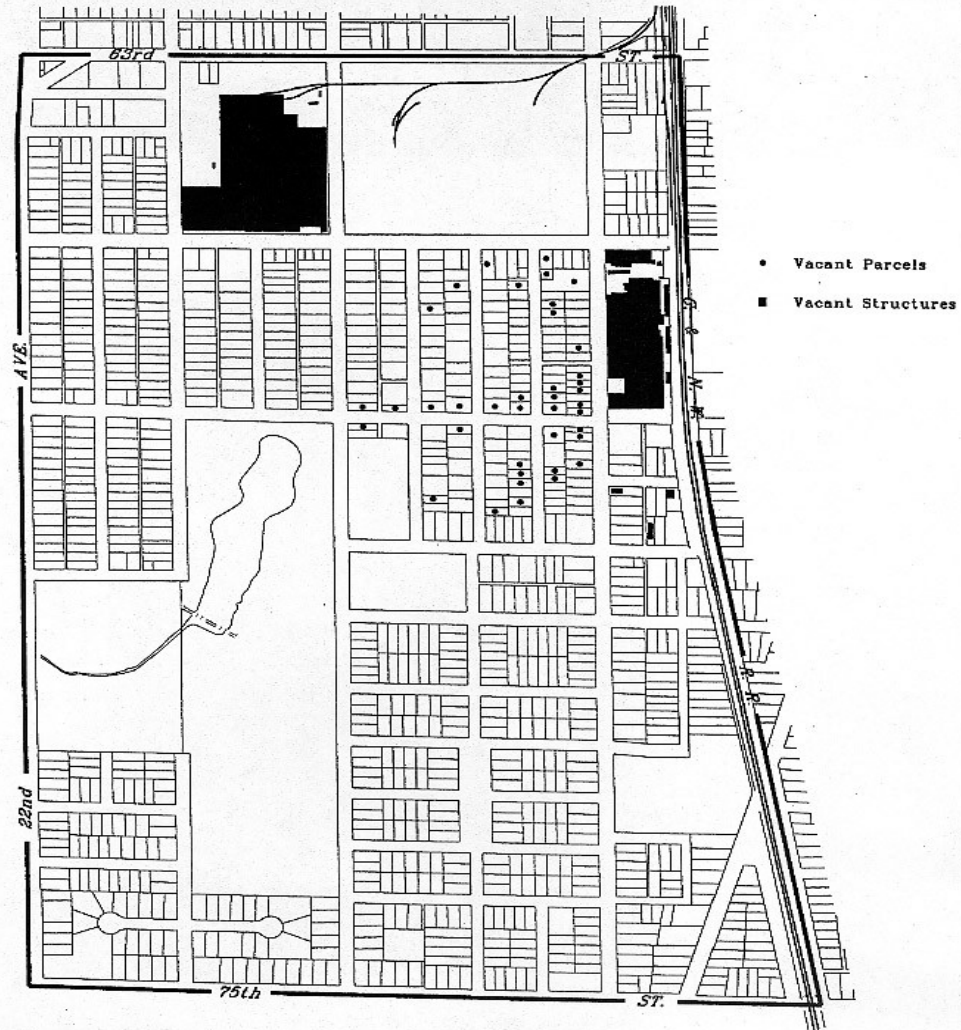
Public rights-of-way include the street pavement, the parkway between the street and the sidewalk, and the sidewalk. The public rights-of-way also accommodate public utilities such as sewer and water. They may be located either in the street or the parkway or both.

The public street rights-of-way within the neighborhood currently account for about 71 acres of land, or approximately 24 percent of the total land. See Table 3.1, page 20. Only one-half, however, of the total width of the 63rd Street, 75th Street, and 22nd Avenue rights-of-way that border the study area were included as part of the total land area in the neighborhood.

LINCOLN NEIGHBORHOOD PLAN


Vacant Parcels and Vacant Structures

Map 3.2



* Please note that portions of the Outokumpu Copper (American Brass) and the Frost facilities are currently unoccupied and vacant at this time.

Source: City of Kenosha, Department of City Development
 Date: July, 1998

NORTH

 Scale: 1" = 600'

Chapter 4 – Existing Zoning

The primary purpose for zoning is to promote the health, safety, morals, prosperity, aesthetics, and the general welfare of the community.

Permitted uses and specific development regulations for each district are detailed in the City of Kenosha Zoning Ordinance. It should be noted, however, that there may be discrepancies between the existing land uses or development and the actual zoning classifications that were adopted for the neighborhood.

Refer to Map 4.1, page 28, to review current zoning classifications in the neighborhood.

Residential Districts

Residential zoning classifications in the area include single-family (Rs) and general residential (Rg) districts as shown on Map 4.1, page 28.

As depicted in Table 4.1, page 29, residential zoning consisting of Rs-3, Rg-1, and Rg-2 districts account for about 105 acres of land, or approximately 36 percent of the total land in the neighborhood.

When two or more vacant existing lots are abutting in the Rs-3, Rg-1, and Rg-2 Residential districts, all new construction shall be permitted only upon a lot having a minimum width of 50 feet and having a minimum lot area of 5,000 square feet.

Land may be rezoned to the Rs-3, Rg-1, and Rg-2 districts only if the property is contiguous to an Rs-3, Rg-1, or Rg-2 district and does not extend across streets or public rights-of-way.

Single-family Residential

Single-family zoning classifications in the area are represented as Rs-3 Single-family Residential District.

The Rs-3 district applies to only existing single-family neighborhoods which are characterized by smaller lots located generally in the central city area.

The Rs-3 district, represented as Rs on Map 4.1, page 28, is generally located south of 69th Street in the southern portion of the neighborhood.

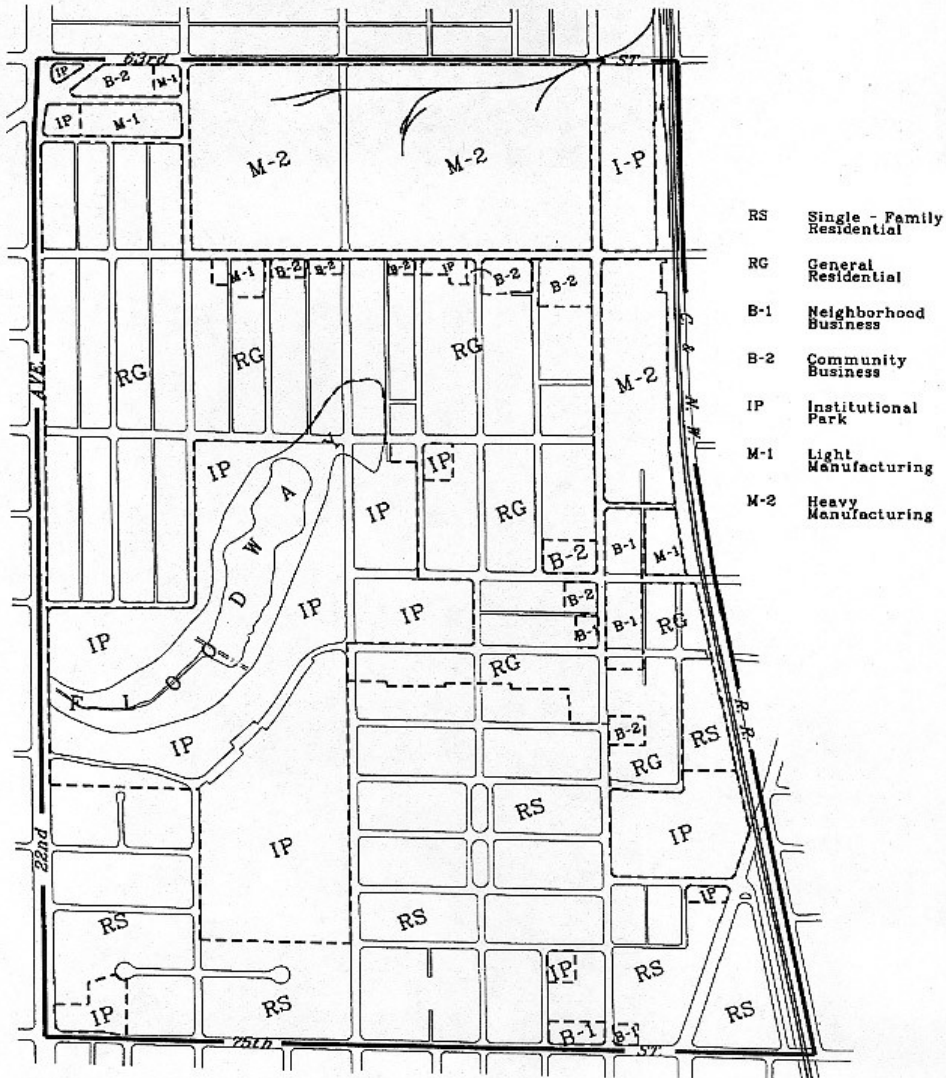
The Rs-3 district in the area currently consists of about 50 acres of land, or approximately 48 percent of the total residentially-zoned land as shown in Table 4.2, page 29.

Table 4.3, page 29, shows that the Rs-3 district consists of about 399 residential lots or about 46 percent of the total residentially-zoned lots in the neighborhood.

The Rs-3 district shall be a minimum lot area of 5,000 square feet and shall have a minimum width of 40 feet, except for lots used for a transitional two-family residence, which shall be a minimum lot area of 6,000 square feet, and shall have a minimum width of 50 feet.

LINCOLN NEIGHBORHOOD PLAN

Existing Zoning
Map 4.1



- RS Single - Family Residential
- RG General Residential
- B-1 Neighborhood Business
- B-2 Community Business
- IP Institutional Park
- M-1 Light Manufacturing
- M-2 Heavy Manufacturing

Source: City of Kenosha, Department of City Development
Date: September, 1994

NORTH
▲
Scale: 1" = 600'

Table 4.1 – Existing Zoning

| | <i>Acres</i> | <i>Percent</i> |
|--------------------------------|--------------|----------------|
| Residential (Rs-3, Rg-1, Rg-2) | 105 | 36 |
| Commercial (B-1 and B-2) | 7 | 2 |
| Institutional Park (IP) | 45 | 16 |
| Industrial (M-1 and M-2) | 37 | 13 |
| Environmental (FW) | 16 | 6 |
| Railroad Rights-of-Way | 8 | 3 |
| Public Street Rights-of-Way | 71 | 24 |
| Total | 289 | 100 |

Table 4.2 – Existing Residential Zoning

| | <i>Acres</i> | <i>Percent</i> |
|----------------------------------|--------------|----------------|
| Single-Family Residential (Rs-3) | 50 | 48 |
| General Residential (Rg-1) | 50 | 47 |
| General Residential (Rg-2) | 5 | 5 |
| Total Acreage/Percentage | 105 | 100 |

Table 4.3 – Existing Residential Lots

| | <i>Acres</i> | <i>Percent</i> |
|----------------------------------|--------------|----------------|
| Single-Family Residential (Rs-3) | 399 | 46 |
| General Residential (Rg-1) | 424 | 49 |
| General Residential (Rg-2) | 48 | 5 |
| Total Number of Lots | 871 | 100 |

General Residential

General Residential zoning classifications in the area are represented as Rg-1 and Rg-2 General Residential Districts.

The Rg-1 district applies to single- and two-family neighborhoods which are characterized by smaller lots located generally in the central area of the city.

The Rg-2 district applies to single- and two-family residences and multi-family residences not exceeding five dwelling units. These are generally characterized by smaller lots located generally in the central area of the city.

The Rg-1 and Rg-2 districts, represented as Rg on Map 4.1, page 28, are generally located north of 69th Street in the northern portion of the neighborhood.

The Rg-1 and Rg-2 districts currently consist of about 55 acres of land, or approximately 52 percent of the total residentially-zoned lots in the neighborhood.

Table 4.3, page 29, depicts that the Rg-1 district consists of about 424 residential lots, or approximately 49 percent of the total residentially-zoned lots in the neighborhood.

The Rg-1 district shall be a minimum lot area of 5,000 square feet and shall have a minimum width of 40 feet, except for lots used for a two-family residence, which shall be a minimum lot area of 6,000 square feet and shall have a minimum width of 50 feet.

The Rg-2 district consists of about 48 residential lots, or about five percent of the total residentially-zoned lots in the neighborhood.

The Rg-2 district shall be a minimum lot area of 5,000 square feet and shall have a minimum width of 40 feet, except for lots used for a two-family or a multi-family residence, which shall be a minimum lot area of 6,000 square feet and shall have a minimum width of 50 feet.

Commercial Districts

Commercial zoning classifications in the area include neighborhood and community business districts as shown on Map 4.1, page 28.

As depicted in Table 4.1, page 29, commercial zoning districts consist of about seven acres of land, or approximately two percent of the total land in the neighborhood.

Commercial zoning districts are represented as B-1 Neighborhood Business district and B-2 Community Business district.

Neighborhood Business

The B-1 district applies to limited commercial, retail, and service establishments in areas where the surrounding neighborhood is predominately residential and the character and operation is compatible with the surrounding neighborhood area.

The B-1 districts consist of about three acres of land, or 39 percent of the total commercially-zoned land in the neighborhood.

The B-1 districts are primarily concentrated along 14th Avenue from 67th Place to 69th Street. The most predominant neighborhood business is the Lincoln Supermart located on the northwest corner of 14th Avenue and 69th Street. Also, a professional medical office is located between 14th and 15th Avenue on 75th Street.

Community Business

The B-2 district applies to substantial commercial, retail, and service establishments to accommodate the needs of a larger consumer population, thereby permitting a wide range of uses and development sizes for both convenience and community shopping.

The B-2 districts consist of about four acres of land, or approximately 61 percent of the total commercially-zoned land in the neighborhood. The B-2 districts are primarily located in the areas of 63rd Street and Roosevelt Road, 65th Street from 14th to 19th Avenues, and 14th Avenue and 68th Street.

Institutional District

The institutional zoning classification in the area is represented as IP Institutional Park and is shown on Map 4.1, page 28.

The IP district applies to areas which are primarily devoted to public, institutional, and recreational uses. Office uses, which are related to the character and operation of permitted civic, governmental and institutional uses, are permitted as appropriate mixed uses. Public and institutional uses include community facilities such as schools, churches, and other governmental facilities.

As depicted in Table 4.1, page 29, the Institutional Park district consists of about 45 acres of land, or approximately 16 percent of the total land in the neighborhood.

The predominant recreational use in the IP district consists of Lincoln Park. Lincoln Park accounts for about 27 acres of land, or about 58 percent of the institutionally-zoned land in the neighborhood. An additional 14 acres of institutionally-zoned land is located within Floodway (FW) district of Lincoln Park. Other public recreational uses include Yolanda Cicchini Park and Wilson Triangle Park.

Lincoln Elementary and Lincoln Junior High Schools are the predominant public facilities which account for about five acres, or about 12 percent of the institutionally-zoned land in the neighborhood.

Private schools which are associated with churches include St. Mark's Catholic Church on the northwest corner of 73rd Street and Sheridan Road and Bethany Lutheran Church on the northeast corner of 75th Street and 22nd Avenue.

Other public facilities in the neighborhood include the Lincoln Neighborhood Community Center on the southwest corner of 65th and 16th Avenue and the Urban League of Kenosha on the northeast corner of 68th Street 15th Avenue.

Additional public institutional uses include the Uptown Fire Station #3 on the southeast corner of 63rd Place and 22nd Avenue. The Kenosha Correctional Center is located on 14th Avenue between 63rd and 65th Streets.

Industrial Districts

Industrial zoning classifications in the area include light and heavy manufacturing districts, and are shown on Map 4.1, page 28.

As depicted in Table 4.1, page 29, industrial zoning districts consist of about 37 acres of land, or approximately 13 percent of the total land in the neighborhood.

Industrial zoning districts are represented as M-1 Light Manufacturing and M-2 Heavy Manufacturing districts.

Light Industrial

The M-1 district applies to light manufacturing and industrial uses of a limited nature and size that do not create appreciable nuisances or hazards.

The M-1 districts account for about two acres of land, or about five percent of the total industrially-zoned land in the neighborhood.

The M-1 districts are primarily concentrated west of 20th Avenue from 63rd to 64th Streets, 65th Street and 19th Avenue, and east of 14th Avenue from 67th Place to 68th Street adjacent to the Chicago and Northwestern Railroad tracks. The light industrial or manufacturing consist primarily of plumbing and lumber supply companies and an automotive body repair shop.

Heavy Industrial

The M-2 district applies to heavy manufacturing and industrial uses.

The M-2 districts account for about 35 acres of land, or approximately 95 percent of the industrially-zoned land in the neighborhood.

The major heavy industrial facility in the M-2 district is Outokumpu Copper, which occupies 29 acres of land and is bounded by 63rd and 65th Streets from 14th to 20th Avenue. The Frost Company and Becker Industries occupy the remaining six acres of the heavy industrially-zoned land in the neighborhood.

Environmental District

The environmental zoning classifications in the area is represented as FW Floodway district, and is shown on Map 4.1, page 28.

The FW district is intended to protect people and property from flood damage by prohibiting the construction of structures that would impede the water flow during periodic flooding.

As depicted in Table 4.1, page 29, the Floodway district consists of about 16 acres of land, or approximately six percent of the total land in the neighborhood.

The FW district is predominantly located within Lincoln Park which accounts for about 14 acres of land, or approximately 90 percent of the FW zoned land in the neighborhood.

The remaining two acres of land within the FW district affects about eight to ten residential homes in the vicinity of 18th Avenue and 67th Street.

The FW district is commonly referred to as the area located within a 100-year floodplain boundary.

Chapter 5 – Existing Transportation and Utilities

The existing transportation system within the neighborhood consists primarily of public streets and transit service.

The overall purpose of analyzing the existing transportation or circulation system is to identify the movement or how people get around, into, through, and out of the neighborhood. This could be a number of ways, whether it be driving, taking the bus, walking or other forms of transportation.

Traffic Circulation

The existing street system for the Lincoln Neighborhood was analyzed on a functional basis of classifying streets as arterial, collector, and local streets.

Arterial streets are designed to carry large volumes of vehicles which are allowed to move more rapidly without much interruption with a limited number of traffic signals or stop signs.

Map 5.1, page 34, shows the arterial street in the neighborhood which consist of 63rd Street, 75th Street, 22nd Avenue, Roosevelt Road, and Sheridan Road.

Collector streets are designed to carry lesser volumes of vehicles with more traffic controls and are intended to connect or link arterials to local streets. The collector streets were further divided into major and minor collector streets. The only major collector street identified was 65th Street. Minor collector streets include 67th and 68th Streets and 14th and 18th Avenues.

Local streets are designed to carry even less traffic with lower posted speed limits and many more stop signs and other traffic controls. These are remaining streets which have not been identified above as arterial or collector streets.

The location of *major intersections* in the neighborhood were identified on the basis of the placement of traffic signals as shown on Map 5.1, page 34. Major intersections include the following:

- 22nd Avenue and 63rd Street
- 22nd Avenue and Roosevelt Road
- 22nd Avenue and 75th Street
- 75th Street and Sheridan Road

These are areas where traffic congestion may occur during peak travel hours of the day.

Two *one-way* streets exist in the northeast area of the neighborhood. The one-way streets are 15th and 16th Avenues, and they extend from 65th Street to 68th Street. The streets were converted to one-way streets to improve the traffic flow in the area prior to the construction of the 67th Street extension.

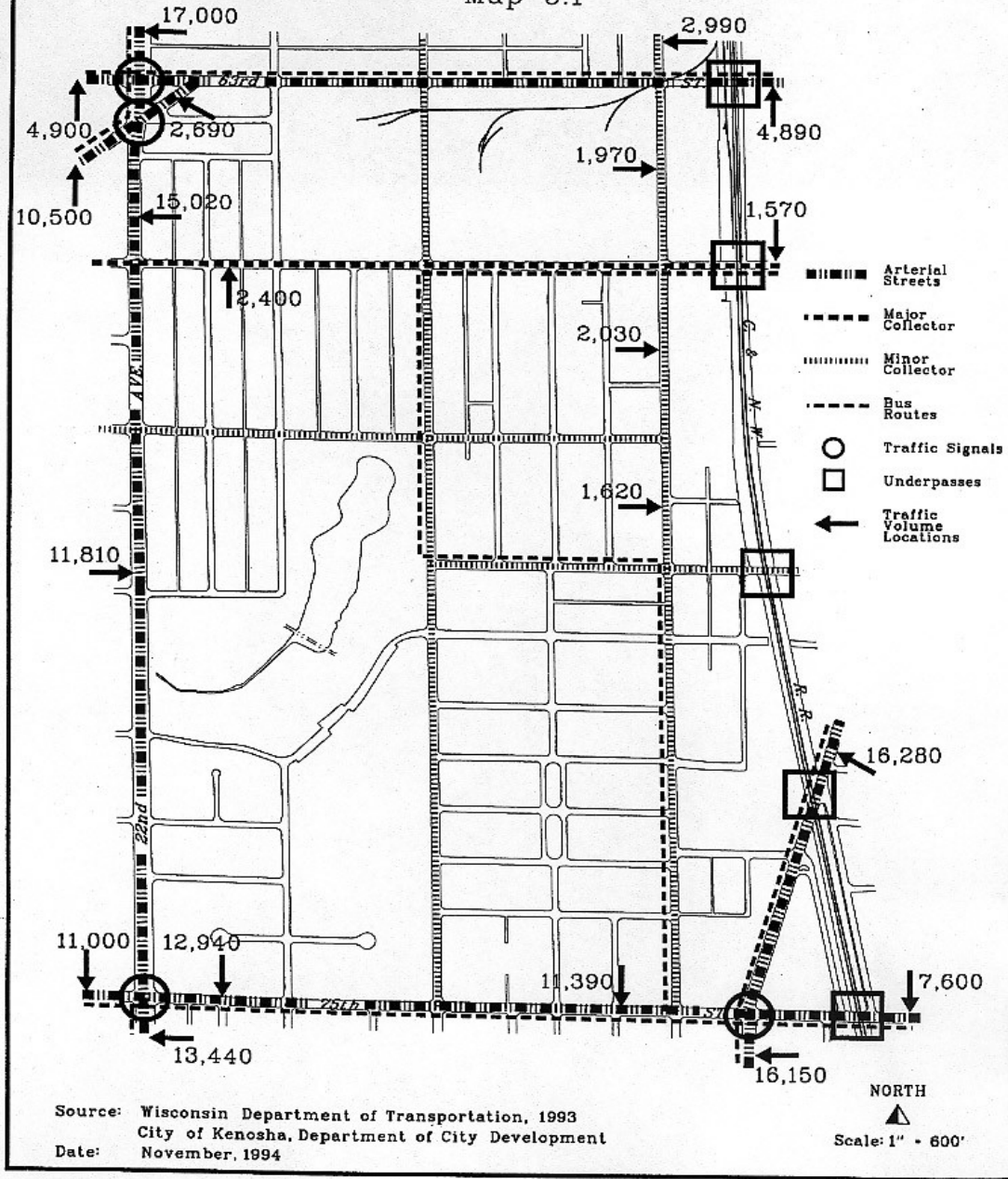
67th Street was extended from 14th to 18th Avenue in 1994. The primary reason 67th Street was extended was to improve the overall circulation and safety of the area. This is because 15th, 16th, and 17th Avenues extended three blocks from 65th to 68th Streets.

There are very few *dead end streets* in the neighborhood. The dead end streets consist of 67th Place east of 14th Avenue and 69th Avenue east of 13th Avenue and both streets end at the Chicago and Northwestern Railroad embankment. This also includes 21st Avenue north of 73rd Street which dead ends into Lincoln Park.

Alleys are located predominantly in the northern part of the neighborhood north of 69th Street. All of the alleys, except for one alley, extend the entire length of each block where an alley is present. One alley is located between 17th and 18th Avenue, which dead ends into Lincoln Junior High School south of 67th Street.

LINCOLN NEIGHBORHOOD PLAN

Existing Transportation Map 5.1



The Chicago and Northwestern Railroad corridor transverses the eastern border of the neighborhood. Circulation is, therefore, limited to and from the east by the railroad corridor. Map 5.1, page 34, shows locations of *underpasses* which include 63rd, 65th, 68th, and 75th Streets and Sheridan Road.

Public transportation is provided by Kenosha Transit which has five bus routes serving the neighborhood. All portions of the neighborhood are within three to four blocks of a scheduled bus route. Kenosha Transit provides bus service along 63rd and 75th Streets extending the entire length of the neighborhood boundaries, including Sheridan Road which transverses the southeast area of the neighborhood. Bus service within the neighborhood generally follows 14th and 18th Avenues to 65th and 68th Streets. Bus service along 22nd Avenue does not exist. Rather the route follows 26th Avenue (to the west four blocks) from Roosevelt Road to 75th Street.

Average Daily Traffic Volumes

Average daily traffic (ADT) volumes are compiled to determine the volume of traffic that a particular street or road carries at specific locations. In return, the ADT volumes are typically used to indicate whether the volume of traffic has exceeded the capacity of a street or road.

The Wisconsin Department of Transportation provides ADT counts every three years to the City of Kenosha. The most recent ADT volumes were taken in 1993.

There are 20 locations where traffic counts were taken in the neighborhood. Map 5.1, page 34, shows the approximate locations.

The arterial streets and collector streets are typically areas where significantly larger traffic counts occur. Of all the arterial streets in the neighborhood, the traffic counts are the highest along 22nd Avenue and Sheridan Road. However, traffic counts along 75th Street suggest that this street is also a highly traveled road with a great deal of through traffic.

Public Improvements

Public improvements include recently completed, as well as proposed projects, in the areas of parks and street improvements. A list of projects was obtained from the City's Five-Year Capital Improvement Plan 1996-2000 approved by the Common Council. The Capital Improvement Plan allocated funding to the Departments of Housing and Neighborhood Development and Public Service for the following projects in the neighborhood:

- *67th Street Extension.* The extension of 67th Street from 14th to 18th Avenues was completed in 1994. Total funding allocated in 1992, 1993, and 1994 for the project amounted to \$705,000. Of the total, \$480,000 was used for property acquisition.
- *Repaving 63rd Street.* Repaving of 63rd Street from 14th Avenue to Sheridan Road was completed in 1994 at a cost of \$56,000.
- *Lincoln Park Bridge.* Funds in the amount of \$15,000 have been allocated to Lincoln Park bridge abutment improvements in 1995.
- *Repaving 14th Avenue.* Funds in the amount of \$170,000 have been allocated for repaving of 14th Avenue from 60th to 75th Streets in 1995.

The remaining projects are scheduled to be completed over the next five years from 1996 to 2000:

- *Lincoln Park Pavilion Sidewalks.* Funds in the amount of \$25,000 have been allocated for replacing sidewalks in the pavilion area of Lincoln Park in 1999.
- *Railroad Track Removal.* Funding for removing the railroad spur across 20th Avenue between 63rd Street and 63rd Place has been allocated in the amount of \$30,000 in 1997.

Existing Utilities

The Kenosha Water Utility considers the existing public utility system serving the Lincoln Neighborhood to be in generally good condition. One major utility project was recently completed. The Kenosha Water Utility constructed a new tunneled sewer interceptor along 14th Avenue from 63rd Street to 75th Street. It is commonly referred to as the *deep tunnel project*.

The tunneled sewer interceptor was part of a \$31.5 million relief project and included a new pump station and a 30-million gallon wastewater storage facility. The sewer interceptor's purpose is to prevent excess flow of untreated wastewater from being bypassed into Lake Michigan, to eliminate sewer backups, and to improve the performance of the wastewater treatment plant.

Chapter 6 – Building Conditions

An analysis of building conditions was undertaken to assess and record the structural condition of all buildings within the Lincoln Neighborhood. Refer to Map 6.1, page 39.

The purpose of analyzing building conditions is to identify where deterioration is most prevalent. The building condition analysis is based on an exterior “windshield” survey of all buildings on an individual block-by-block basis in the neighborhood.

While a more detailed survey of the interior and exterior conditions of all buildings would produce a more accurate indication of the condition of certain buildings, exterior survey results are sufficiently accurate to determine overall improvement needs and to provide a method of determining specific areas of concentration within the neighborhood.

The condition of the buildings were classified into four categories as follows:

Sound – *Buildings containing relatively few or no defects, are efficiently maintained, and require no substantial structural maintenance.*

Minor Deficient – *Buildings containing one or more minor defects which can be corrected through normal preventative maintenance. Defects are related to the structural components visible from the exterior of the building. This typically consists of paint blistering or the lack of paint over limited areas on good weather-tight surfaces.*

Major Deficient – *Buildings containing one or more major defects over a widespread area and would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of exterior components by skilled building trades people. (Several minor defects alone do not produce a final building rating of major deficient.)*

Substandard – *Buildings containing two or more major defects which are so extensive that the cost of repairs would be excessive in terms of producing a sufficient return on the investment required.*

Blocks with Less Than 20 Percent of Buildings Minor Deficient

While housing conditions are generally good throughout the Lincoln Neighborhood, there are some incidences where residential properties may need only minor maintenance and repair. In most cases, these residential properties require only normal preventative maintenance such as exterior painting and weather sealing.

Blocks with More Than 20 Percent of Buildings Minor Deficient

There is a high incidence of residential and nonresidential buildings that need minor maintenance and repair, particularly in the area north of 67th Street and west of 18th Avenue. Additional blocks with minor building defects are located south of 69th Street to 71st Street from 18th Avenue to the Chicago and Northwestern Railroad tracks. A few houses are in need of minor repairs along 14th Avenue and Sheridan Road in the southeastern portion of the neighborhood. Property owners within these areas should be encouraged to undertake normal preventative maintenance activities before these conditions become problematical.

Blocks with More Than 20 Percent but Less than 50 Percent of Buildings Either Major Deficient or Substandard

Severe housing deterioration is most evident in the blocks east of 18th Avenue and north of 69th Street where more than 20 percent of the buildings have major structural deficiencies, as shown on Map 6.1, page 39. Aggressive actions should be undertaken to prevent further deterioration, reverse trends, and upgrade the residential environment in this area. These properties should be evaluated in more detail

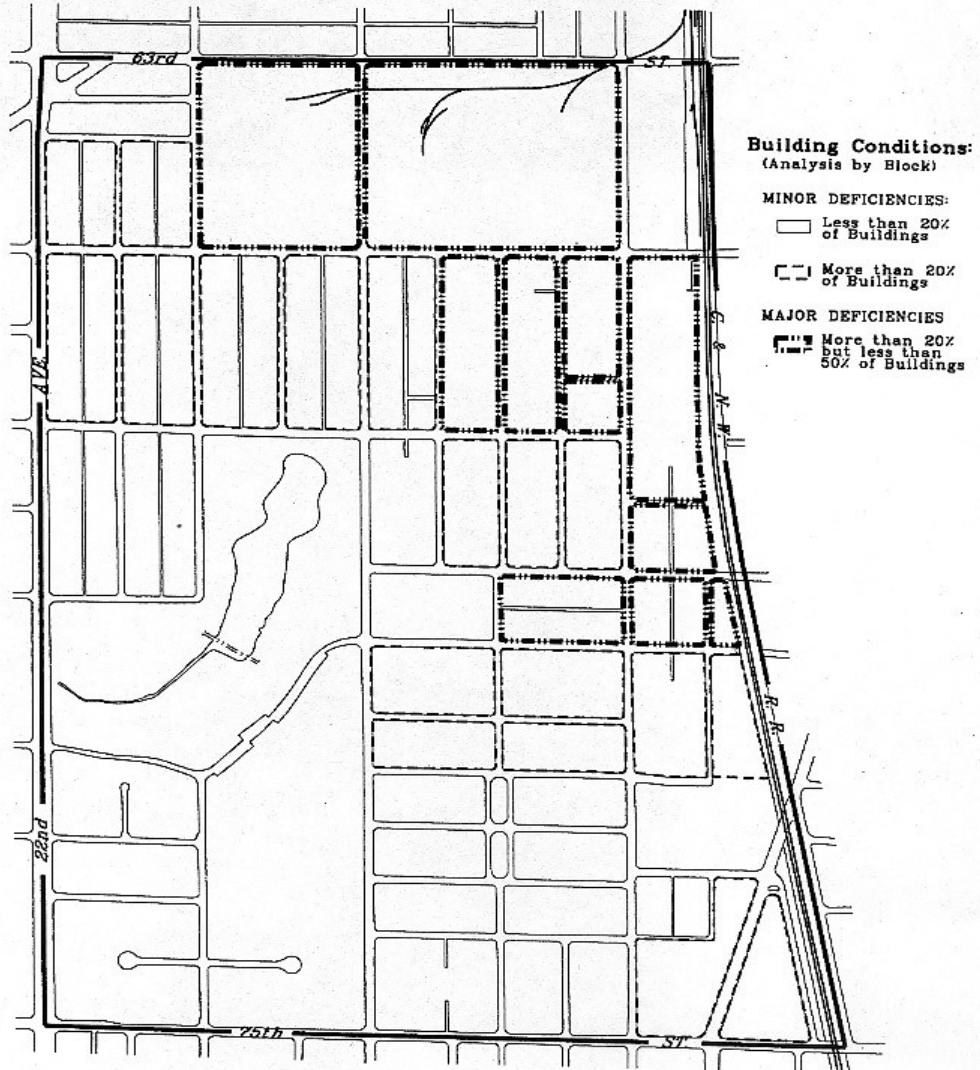
to determine where improvements and rehabilitation are still feasible. In areas where rehabilitation is not feasible, clearance and replacement should be considered for more viable new single-family residential infill development in the future.



An example of the most substandard or deteriorated house in the Lincoln Neighborhood.

LINCOLN NEIGHBORHOOD PLAN

Building Conditions Map 6.1



Source: City of Kenosha, Department of City Development
Date: October, 1994

NORTH
▲
Scale: 1" = 600'

Chapter 7 – Areas of Land Use Concern

Areas of the greatest land use concerns within the Lincoln Neighborhood have been identified to assist in determining where the focus should be while preparing the neighborhood plan. Areas of land use concern identify conflicts that occur between residential, commercial, and industrial development. Map 7.1, page 41, also delineates areas with sites that have potential for residential infill, areas impacted by the railroad tracks, and areas of industrial facilities in transition.

Land Use Conflicts between Residential and Non-Residential Development

A number of factors have contributed to land use conflicts in older, developed areas of central-city neighborhoods. Many of these factors include discrepancies between the existing land uses or development and the actual zoning classifications that were adopted for the neighborhood.

Historically, a mixture of land uses such as residential, commercial, institutional, and industrial development was found acceptable in creating a viable and sustainable neighborhood environment.

Times have changed, however, and what was once considered desirable in terms of the types of development have resulted in negative impacts to and conflicts between development in the Lincoln Neighborhood. Non-residential development refers to commercial and industrial properties.

Map 7.1, page 41, shows the two areas containing the most potential conflicts between land uses or development in this neighborhood. One area extends along the south side of 65th Street from 14th to 20th Avenues. The other extends along the west side of 20th Avenue from 64th to 65th Streets.

Both of these areas are identified due in a large part to the residential proximity of the Outokumpu Copper site bordering 65th Street and 20th Avenue. The scale and exterior appearance of the building facades on the industrial site detract from the overall neighborhood quality and adversely affect nearby residential properties.

The exterior appearance of Frost Company buildings contributes to the decline in the appearance of the residential properties along 14th Avenue. A light industrial facility on the southwest corner of 65th Street and 19th Avenue, also detracts from the overall residential appearance of the neighborhood.

Two businesses within this area which detract from the overall appearance of the neighborhood include a convenience store on 65th Street east of 20th Avenue and an unidentified commercial addition to a house on the southwest corner of 65th Street and 15th Avenue.

Potential Residential Development Sites

The potential for redeveloping the Lincoln Neighborhood depends upon how many of the smaller, vacant parcels or lots are ultimately developed.

All of the vacant lots are concentrated in the northeast area of the neighborhood east of 18th Avenue from 65th to 68th Streets as shown on Map 7.1, page 41. New development of the vacant lots would immediately impact this area by strengthening the overall residential appearance and quality of the neighborhood.

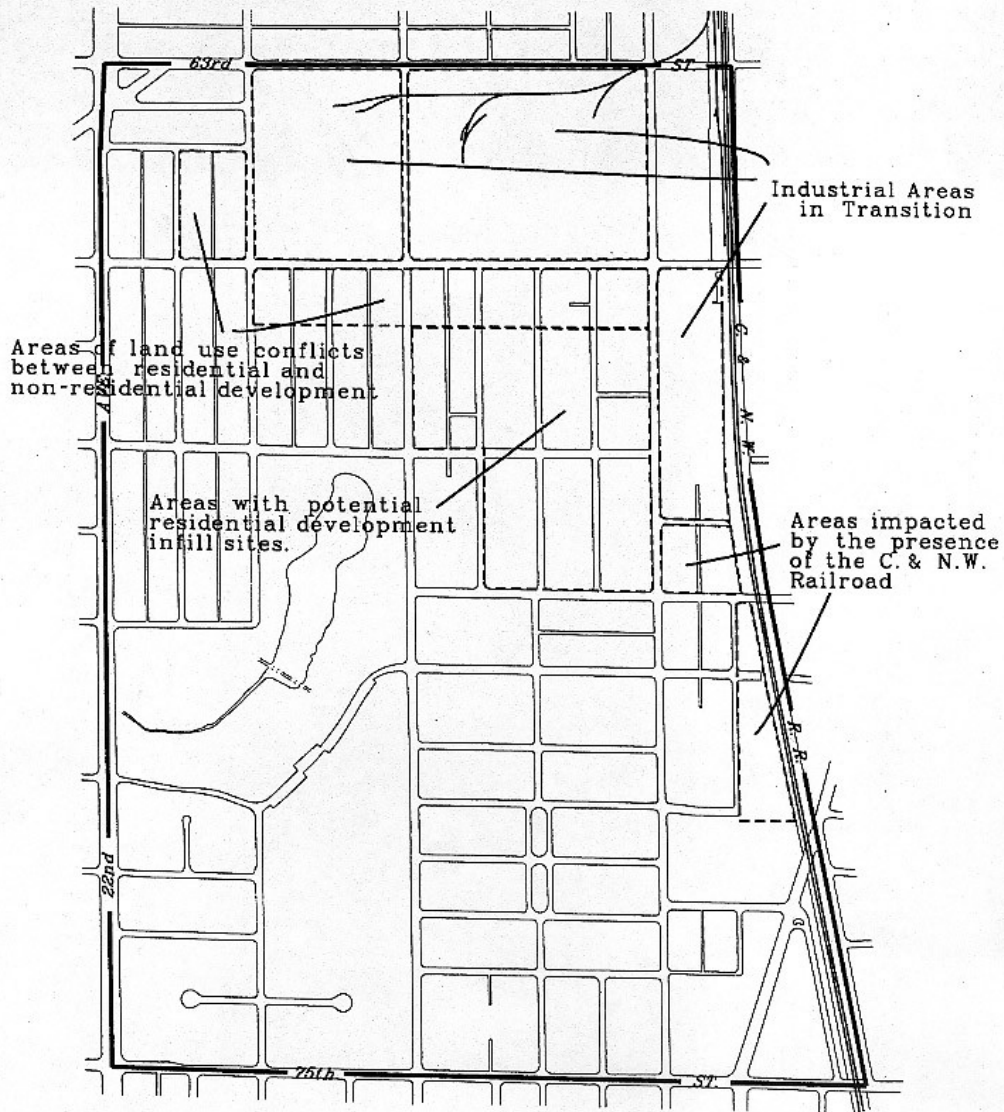
The removal of the most severely substantial or deficient buildings (primarily residences) produced many of these vacant lots.



Several vacant lots can be found north of 67th Street looking from 14th Avenue.

LINCOLN NEIGHBORHOOD PLAN

Areas of Land Use Concern
Map 7.1



Source: City of Kenosha, Department of City Development
Date: November, 1994

NORTH
▲
Scale: 1" = 600'

Nearly all of the vacant lots are adjacent to single- and two-family houses. Therefore, the most likely and compatible use for the vacant lots is new residential development. The neighborhood residents prefer that vacant lots be developed strictly for single-family housing.

Every effort should be made to ensure that the type of single-family housing constructed is compatible with the most predominant architectural style of single-family housing existing within the immediate area of the neighborhood. An example is a two-story, single-family house with a front porch and a garage in the rear yard.

Impact of the Chicago and Northwestern Railroad Tracks

The presence of the Chicago and Northwestern Railroad (C&NW) tracks along the eastern boundary of the Lincoln Neighborhood negatively impacts adjacent residential and commercial properties. Of particular concern are the areas in closest proximity to the railroad tracks that have a higher percentage of buildings in need of minor and major repairs.

Map 7.1, page 41, identifies two areas adjacent to the C&NW Railroad embankment. Both areas include blocks with more than 20 percent of the buildings containing minor and major structural deficiencies.

The poor appearance of the elevation along the C&NW Railroad embankment has also contributed to the decline of the overall building conditions.

The properties adjacent to the C&NW Railroad embankment should be further evaluated to determine whether rehabilitation is still feasible. If rehabilitation is not a feasible alternative, clearance and replacement should be considered for a more compatible type of development or open space.

Industrial Areas in Transition

Industrial areas in central-city locations have been in transition for more than 40 years. Historically, industrial and manufacturing facilities were located in the core of central-city neighborhoods to take advantage of the large labor supply and railroad transportation linkages.

A number of factors have contributed to the demise of many of these industrial facilities which include limited capabilities for further expansion, obsolete buildings, and alternative forms for transportation.

Map 7.1, page 41, identifies two heavy industrial facilities – the Outokumpu Copper Company and the Frost Company. Both industrial facilities are located in the northwest area of the neighborhood.

At present, the Outokumpu Copper building, located west of 18th Avenue, is not being used to its fullest potential. The company has requested assistance from the City of Kenosha to pursue alternative industrial uses for the unoccupied portions of the building. Approximately 300,000 square feet is available for reuse that may include assembly or warehousing operations for several small industrial-related incubator businesses.



A view of the above-mentioned Outokumpu Copper building from 20th Avenue south of 63rd Street.

Frost Company facilities, east of 14th Avenue, have recently become vacant and are potentially available for reuse or redevelopment in the future.

If the industrial facilities are to remain, in the future, even on an interim basis, large-scale site and building improvements should be considered to improve the overall image and exterior appearance of these industrial properties.

Chapter 8 – Urban Design Features

Significant Structures or Sites

Lincoln Park

Lincoln Park is the most significant urban design feature of the neighborhood. At 41 acres, the park is a strong focal point for the densely-urbanized area of the central-city in which it is located. Historically, the park has been recognized as a significant resource and gathering place for the entire Kenosha community. Refer to Map 8.1, page 44.

Originally, known as Bonds Woods, Lincoln Park was purchased in 1915 when the Park Board began planning for a park system that would include all sides of the city.

The park offers opportunities for a wide range of recreational activities from baseball, softball, football, soccer, basketball, tennis, and volleyball to a walking trail and a heavily-wooded area on the northwest side of the lagoon. A playground area is also provided for children consisting of swings and slides adjacent to 18th Avenue.



The Warren J. Taylor Garden is the site of Kenosha's annual Arts and Flowers Festival.

The most prominent attraction of Lincoln Park is the Warren J. Taylor Garden. In 1984, the sunken flower garden won the public/nonprofit division of Bedding Plants, Inc., an international organization of plant growers. The award brought the garden worldwide recognition to Kenosha.

One of the most unique features of Lincoln Park is the historic, art deco bridge that spans the park's lagoon. Designed by Charles Whitney, a Milwaukee architect who was well-known for bridge design, the bridge was constructed in 1936 for approximately \$73,000. Wing motifs, aluminum hand railings, and feathers casted into arches gave the bridge the effect of lightness.

In 1987, the Park Division and the Historic Preservation Commission (the former Landmarks Commission) expressed an interest in restoring the bridge. The restoration of the bridge was completed on June 15, 1989.

The Lincoln Park bridge has the potential for designation as a National Historic Landmark. Any restoration work must be performed correctly to restore the bridge to its original state.

The Lincoln Park Lagoon was used for a skating rink for the first time in the winter of 1920, and a temporary warming house was constructed for skaters' use. Council appropriated \$10,000 to permanently enclose the temporary warming house in 1923.

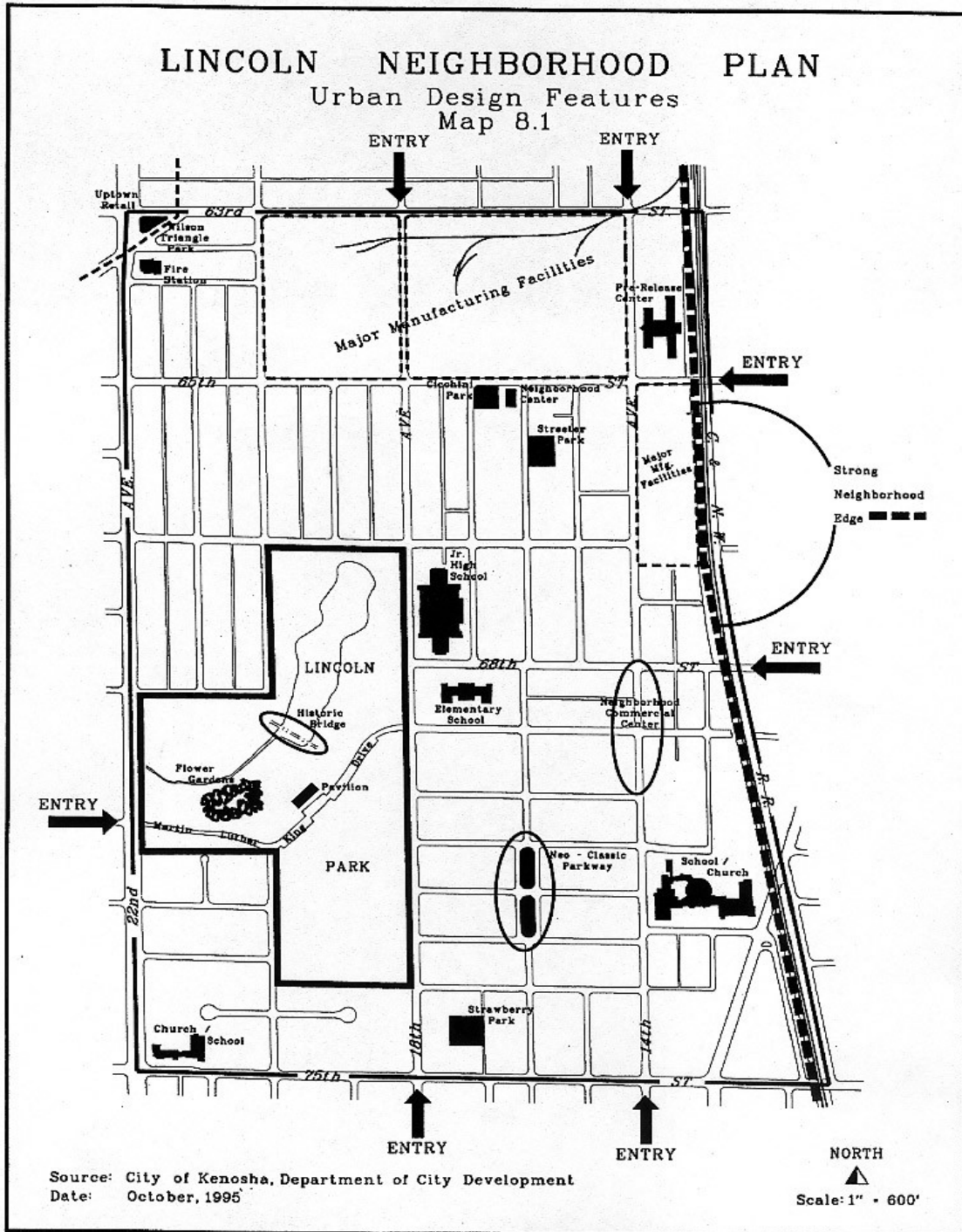
In 1991, a new concession building in the amount of \$80,000 was constructed closer to the baseball fields adjacent to 18th Avenue.

Other Parks

Four additional public parks are located in the Lincoln Neighborhood – Cicchini, Streeter, Strawberry, and Wilson Triangle.

LINCOLN NEIGHBORHOOD PLAN

Urban Design Features
Map 8.1



Cicchini Park, located on the southeast corner of 17th Avenue and 65th Street, is less than one-quarter acre. Streeter Park, located between houses in the middle of the block on the east side of 16th Avenue, is about one-third acre. Both parks were created as a result of removing most substandard or severely deteriorated structures on these lots. Recreational uses are limited to playground equipment for children due to the overall size of both parks.

Strawberry Park, located between 74th and 75th Streets and 16th and 18th Avenues, is a one-half acre park that is not highly visible from any street. Access is provided by two 10-foot wide strips of land at 74th and 75th Streets. It is not known how the park happened to be surrounded with houses at this location.

Wilson Triangle Park is located in the vicinity of 63rd Street and 22nd Avenue. The highly visible location at the southern end of the Uptown Business District was created as a result of building removal for road widening. A statue or similar structure designating such a prominent location does not exist.

Neo-classic parkways exist along 16th Avenue between 71st and 73rd Streets. The two parkways were most likely influenced by traditional neighborhood planning concepts developed at the turn of the century.

Lincoln Schools

Lincoln Elementary and Lincoln Junior High Schools are significant institutional structures within the neighborhood. Historically, both played an integral part in the development of the public education system for the neighborhood and the community as a whole.

In 1912, the Board of Education purchased a large tract of land in the southwest part of the city near Bonds Woods (now Lincoln Park) for a new school site. Due to a large enrollment increase, construction of Lincoln Elementary School was completed in 1917. Lincoln Junior High was completed after the junior high school system began in 1916.

Schools and Churches

The neighborhood contains two other elementary schools, one parochial and one private, associated with St. Mark's Catholic and Bethany Lutheran Churches.

St. Mark's Catholic Church and School is a prominent feature of the neighborhood due to its highly visible location from Sheridan Road north of 73rd Street.

Bethany Lutheran Church and School is also situated at a highly visible location on the northeast corner of 75th Street and 22nd Avenue.

Other Public Institutional Uses

Uptown Fire Station #3, located at 22nd Avenue between 63rd Place and 64th Street, was constructed in 1984. The new Uptown Fire Station replaced and relocated the aging and structurally-unsound fire station on Roosevelt Road at 24th Avenue. Construction of the fire station resulted in the elimination of several blighted buildings in this area.

Kenosha Community Correctional Center, located at 14th Avenue between 63rd and 65th Streets, was completed in 1990. The Correctional Center is a one-story, 22,750 square foot building situated on 3.9 acres. The project resulted in the relocation of four businesses and the demolition of 26 residential buildings.

Neighborhood Commercial Uses

Commercial development located along 14th Avenue consists essentially of older neighborhood-oriented retail and service uses. Some of the commercial properties are located within blocks which are primarily residential. Historically, these commercial uses were strong and clearly performed a supportive role in the development and life in the neighborhood. Most of the commercial uses in the area are now

characterized by deterioration, underutilization and vacancies which adversely affect adjacent residential properties.

Lincoln Supermart is centrally located in the neighborhood commercial center on the northwest corner of 14th Avenue and 69th Street. The presence of a neighborhood grocery store in a central-city is become increasingly rare today. A laundromat is attached to the north side of the grocery store with apartments located above it.

The Supermart is a two-story red brick building. The first floor building facade along 14th Avenue has been altered and covered completely with a beige color brick. The remaining areas of the original building facade have not been changed.



Lincoln Supermart and Lincoln Village Laundromat on 14th Avenue at 69th Street.

Major Manufacturing Facilities

Heavy-industrial areas consist of Outokumpu Copper (American Brass) and the Frost Company sites in the northern part of the neighborhood. These major manufacturing uses are generally characteristic of facilities in older, heavily urbanized areas. Such facilities vary in size and usually were developed in the pre-highway era and located adjacent to rail lines. These industrial areas are characterized by multi-levels of masonry construction and high levels of site coverage. Physical and structural obsolescence are continuing problems in these areas.

Neighborhood Edges

Edges are used to define the boundaries of a neighborhood or a district. Edges can be further described as strong or weak.

The Chicago and Northwestern Railroad is the strongest neighborhood edge. The railroad track embankment along the eastern boundary severely restricts movement within and through the Lincoln Neighborhood. Access along the railroad embankment is limited to 63rd, 65th, and 68th Streets. The heavy industrial buildings on the Outokumpu Copper site also create a very strong edge (or barrier) along the northern boundary of the neighborhood.

The weakest edges are 22nd Avenue and 75th Street which border the western and southern boundaries of the neighborhood. It is difficult to distinguish whether the boundaries of the Lincoln Neighborhood end at these streets. This is largely due to the fact that there are several streets along 22nd Avenue and 75th Street which provide sufficient access into the neighborhood.

Entryways

In addition to providing access to a neighborhood or district, entryways are an important urban design factor. Strong entryways promote a sense of having arrived at a particular place – weak ones do not.

The strongest entryway is the corner of Martin Luther King Drive and 22nd Avenue. This corner is highly visible and accessible to Lincoln Park.

The north and south entryways into the neighborhood consist primarily of 14th and 18th Avenues.

The weakest entryways are 65th and 68th Streets from Sheridan Road east of the Lincoln Neighborhood.

Housing Type and Age

The Lincoln Neighborhood consists primarily of single-family houses on individual lots with detached garages in the rear yard.

Many of the single-family houses were constructed prior to 1940. Based upon the growth of the City, it is anticipated that many of these houses were built sometime between 1900 and 1903.

A number of architectural styles were constructed during this period. Many of the houses in the neighborhood, however, do not fit neatly into one of the architectural categories.

If one had to select one architectural style during this building period, the Craftsman style is the closest identifiable style most characteristic of many of the houses throughout the neighborhood. These houses resemble, but are not totally distinctive, of the Craftsman style.

The Craftsman style is typically identified by a low to moderately pitched, gable roof. A front-gabled roof is most commonly used on one-and one-half and two-story houses with porches extending the full or partial width of the house. A side-gabled roof is usually found only on one-and one-half story houses with centered shed or gabled dormers.

Porches in the Craftsman style are either partially open or enclosed on all sides to create a room. One-story examples of the Craftsman style are often referred to as *bungalows*.

More contemporary housing styles can be found along 74th Street near 20th Avenue in the southwestern area of the neighborhood. Many of these houses consist of one-story ranches that were constructed between 1940 and 1960.

Two family houses were built as residential infill projects along 17th Avenue near Lincoln Junior High School after 1980. The exteriors were constructed of brick on the first floor and stained, horizontal wood siding on the second floor.

Since 1990, additional single-family houses were constructed as residential infill projects. Due to narrow residential lots along 67th Street, the one-car attached garages tend to dominate and consume as much as one-third of the front facades of the houses.



Porches are generally located under the main roof and extend the full width of the house.



The most recently constructed single-family infill houses resemble a typical two-story suburban ranch with a 2-car attached garage.

Part 2

Recommended Neighborhood Plan



Chapter 9 – General Revitalization Recommendations

The overall revitalization recommendation for the Lincoln Neighborhood is to maintain, strengthen, and enhance the neighborhood as an attractive and desirable medium-density residential environment consisting primarily of single-family homes.

The major goals of the revitalization efforts are to promote neighborhood stability, increase property values, lower residential density, improve the physical character, provide a safe environment, and enhance the locational advantages and affordability of the neighborhood.

Land Use and Development

The existing land use structure of the neighborhood should be refined, and nonresidential development should be substantially reduced. Residential areas should continue to occupy the central portion of the neighborhood with existing commercial and industrial development limited to areas toward the edges of the neighborhood. The existing housing should be improved throughout the neighborhood, and the most deficient or substandard buildings should be removed. Compatible new residential development should occur in selected locations. The northeastern corner of the neighborhood should be targeted for more aggressive residential revitalization and redevelopment action.

Existing neighborhood commercial development in designated areas should be improved, although it should remain small, compact, and well-defined, and should not expand beyond its current boundaries. The commercial uses should continue to serve the needs of the neighborhood residents.

Large-scale, viable heavy industrial uses that do not adversely affect adjacent residential properties should be allowed to continue existing operations. Meanwhile, measures should be undertaken to minimize the negative impact of existing industrial uses on nearby residential areas.

A range of projects and actions should be undertaken to improve traffic patterns, community facilities, public services, and environmental features to further strengthen and enhance the attractiveness and desirability of the neighborhood.

Recommended policies and actions for the neighborhood are presented below and in subsequent chapters, including those related to: (a) residential development; (b) commercial/office development; (c) industrial development; (d) institutional facilities; (e) recreation, parks, and open space; (f) transportation; and (g) neighborhood image and identity.

Residential Development

The following policies and actions are recommended to guide future improvement and development within the residential portions of the Lincoln Neighborhood.

- ***Preserve existing residential character.*** The Lincoln Neighborhood is essentially a medium-density residential neighborhood consisting primarily of single-family homes. New residential construction, particularly small-scale infill development, should be limited exclusively to single-family homes. While some new multi-family development could be appropriate in select locations, it should occur on easily accessible redevelopment areas on the edges of the neighborhood and should not fracture established areas of single-family homes. Major new non-residential development should not occur within this neighborhood.
- ***Maintain residential diversity.*** Even though the neighborhood is, for the most part, a single-family neighborhood, there is a rich diversity in housing stock and residential areas.

Existing residential development varies considerably throughout the neighborhood, ranging from two-story homes on narrow lots in the northern portion to smaller one- and one-half story homes in the southern portion of the neighborhood. This residential diversity is considered an important

asset and should be preserved and enhanced in the future. Zoning regulations and requirements should reflect these differences in density, lot sizes, setbacks, and yard requirements. It is essential that new infill development reflect and reinforce the character and identity of the sub-area within which it is located.

- **Upgrade housing conditions throughout the neighborhood.** While housing conditions are generally good throughout the neighborhood, there is a high incidence of residential properties in need of minor maintenance. Continued high level of maintenance of basically sound buildings is required to stabilize property values and to prevent the further creation or spread of deterioration. Residential buildings in basically sound condition or in need of only minor repair are generally located west of 18th Avenue and south of 69th Street. Before these conditions become more serious, financial and technical assistance should be made available to property owners for code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.
- **Target the northeastern portion of the neighborhood for more aggressive housing improvement action.** Severe housing deterioration is most evident in the blocks east of 18th and north of 69th Street, where more than 20 percent of the houses are either major deficient or substandard. Refer to Map 10.14, page 85, for the boundaries to the Neighborhood Revitalization Area. Aggressive actions should be undertaken to halt deterioration, reverse trends, and upgrade the residential environment in this area.

In addition to providing financial and technical assistance, this area will also require: systematic code enforcement; housing rehabilitation; acquisition and removal of dilapidated structures; promotion of new residential infill development; large-scale redevelopment in selected areas; and other related capital improvements such as streets, sewers, and sidewalks.

- **Construct compatible new residential infill development on remaining vacant lots.** Vacant parcels of varying sizes are concentrated in the northeastern portion of the neighborhood where new single-family residential infill development could be promoted. It is essential that new housing enhance and reinforce the existing residential fabric of the area in which it is located. New infill housing should be similar in quality, size, bulk, and architectural style to existing homes in the surrounding area.
- **Promote larger-scale new residential development in selected locations.** In addition to the scattered vacant lots, there are several larger land areas that could be suitable for new housing development in the future.

Opportunities for larger-scale residential development include redevelopment of the Outokumpu Copper site and reuse of the industrial properties along the Chicago and Northwestern Railroad tracks. Refer to Map 11.1, page 92, for the Redevelopment Target Areas.

Each of these sites is adequate in size and location to allow for a mix of affordable single-family, two-family, townhouse, and similar housing types to be developed in an overall, coordinated and planned residential environment. However, as with infill housing, it is essential that these new residential developments enhance and reinforce the overall neighborhood quality and character and be compatible with the existing homes.

- **Increase the neighborhood's strong tradition of home ownership.** Home ownership is slightly below the level of owner-occupied homes in the city, and it has declined marginally in recent years. A strong base of home owners is essential to long-term neighborhood revitalization. Actions should be undertaken, therefore, to retain existing home owners and encourage new ones to move into the neighborhood. The major portion of new housing development should be owner-occupied units in areas which are predominantly single-family. Strong emphasis should be placed on converting many of the existing houses to the original number of units for which they were first constructed. Loan programs, subsidies, and write-downs should be provided to encourage residential

conversions. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with a conversion.

- **Undertake related improvements and programs to enhance the overall neighborhood quality.** If the neighborhood is to become a desirable place to live, housing improvements alone will not be sufficient. A range of other projects and actions, including the improvement of commercial areas, the elimination of nuisance uses, the removal of obsolete buildings, improvement of public services and facilities, and improvement of the neighborhood image and identity will be required to reinforce and enhance the area as a quality living environment. Public improvements to the neighborhood's streets, sewers, and sidewalks should be closely coordinated with related housing rehabilitation programs as stated above.
- **Provide housing resources and capital development.** The City needs to provide financial incentives that will make the new housing construction and revitalization efforts in large-scale redevelopment areas as attractive as possible to developers and investors. Some incentives that the City might consider include land assembly, write-downs, and acquisition for site development. Such large redevelopment projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act.
- **Establish housing rehabilitation policies and guidelines.** Public financial and technical assistance will only be provided to housing redevelopment and revitalization activities that are consistent and comply with the establishment policies and guidelines as adopted in the neighborhood plan. Agencies involved in housing revitalization must develop an agreed upon program that brings the public and private sections together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood. The housing rehabilitation policies and guidelines as specified in the plan should have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the neighborhood. The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or a misuse of valuable resources.
- **Community and other living arrangements.** A shift from institutional to community-based care has evolved into a movement towards developing numerous residential alternatives such as group homes, foster homes, halfway houses, and other forms of community living arrangements in or near residential neighborhoods. As defined in the Wisconsin State Statutes, these are the types of places where three or more unrelated adults reside in which care, treatment, or services are provided above the level of a typical rooming or boarding house.

The Wisconsin Statutes have established a dispersal requirement for approving community living arrangements (CLAs) after March 28, 1978. As required by the State Statutes, the City Plan Commission adopted a local ordinance which specifies distance and density standards governing CLAs. The Plan Commission has also adopted standards for reviewing requests for exceptions to the distance and/or density standards. The density standards are used to determine the total permitted capacity of CLAs for aldermanic districts. The Lincoln Neighborhood consists largely of two aldermanic districts with a total of 49 licensed beds permitted within each district.

Aldermanic district #8 encompasses the northern portion of the neighborhood which contains almost twice the number of beds that is currently permitted for this district. To prevent a potential clustering of CLAs into a limited geographical area which may recreate an institutional environment, it is recommended that the City Plan Commission and Common Council strictly adhere to the adopted City standards and that exceptions only be granted if all City standards and requirements are met. Aldermanic district #12, however, contains only slightly more than one-third of its total permitted licensed bed capacity. Additional CLAs may be permitted to locate in district #12 provided that the density and/or distance standards and all other City and State requirements are met.

Commercial Development

The following policies and actions are recommended to guide future improvement and development within the commercial portions of the Lincoln Neighborhood.

- **Limit commercial development to areas that are already used for commercial purposes.** In general, commercial development in the neighborhood should be limited to selected areas along 65th Street and 14th Avenue. While existing neighborhood commercial development should be improved and upgraded, it should remain small, compact, and well-defined, and should not expand beyond its current boundaries.
- **Consider alternative uses within commercial areas of the neighborhood.** If a commercial use is a viable business and not detrimental to the adjacent residential area, it should be allowed to continue to operate as a commercial establishment. When commercial property becomes vacant or abandoned outside the designated neighborhood commercial area on the west side of 14th Avenue between 68th and 69th Streets, the city should acquire the property. As nearby improvement and redevelopment occurs, single-family residential uses should be considered to replace marginal uses in order to improve and enhance the residential character and image of the neighborhood. This includes homes located in commercial districts which should continue to be used for residential purposes. Future rezoning requests should be restricted to residential uses. New commercial uses should be located in the Uptown Business Improvement District immediately to the northwest of the Lincoln Neighborhood. A long-term, comprehensive plan should be adopted for the Uptown area.
- **Undertake commercial site and building improvements.** If certain existing commercial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the commercial properties. These include building repairs and more extensive landscaping, particularly where they are visible from major roadways or adjacent residential blocks. The overall image and appearance of the designated neighborhood commercial area on the west side of 14th Avenue between 68th and 69th Streets should be improved through additional landscaping, facade improvements, special signage, grounds maintenance, paving and repair of parking areas, lighting, and new pedestrian facilities.

Industrial Development

The following policies and actions are recommended to guide future improvement and development within the industrial portions of the Lincoln Neighborhood.

- **Consider alternative uses within the industrial areas of the neighborhood.** If an industrial use is a viable business and does not adversely affect the adjacent residential neighborhood, it should be allowed to continue to operate as an industrial facility. In addition, new light industrial uses would be permitted provided that they are not detrimental to the adjacent residential areas.
- **Develop long-term reuse programs for industrial properties.** If there is no other industrial demand and the industrial site has been abandoned, it should be redeveloped for new uses that are more compatible with the residential character of the neighborhood. Where possible, the conversion of industrial property to residential use would be preferable. However, the nature of many existing industrial uses in the area may have resulted in soil contamination that will complicate future redevelopment. If so, additional park land, community facilities, institutions, and public uses *might* be considered.
- **Undertake industrial site and building improvements.** If certain existing industrial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of industrial properties. These include building repairs, improvement of parking lots and outdoor storage areas, and more extensive landscaping, screening, and buffering around the perimeter of the industrial properties, particularly where they are visible from major roadways or residential blocks. The city should work with and closely monitor existing

industrial uses which do remain to minimize traffic, noise, odor, and other adverse impacts on the surrounding residential areas. All pertinent codes, ordinances, and regulations should be enforced relative to these impacts.

Institutional Development

The following policies and actions are recommended to guide future improvement and development within the institutional portions of the Lincoln Neighborhood.

- ***Develop a park plan for Lincoln Park.*** Lincoln Park has been recognized as a significant resource and gathering place for the entire Kenosha community. The park offers opportunities for a wide range of recreational activities from baseball, softball, football, soccer, basketball, and volleyball to a walking trail and a heavily-wooded area on the northwest side of the lagoon. A playground area is also provided for children consisting of swings and slides adjacent to 18th Avenue. In recent years, however, the more active uses of the park have heavily utilized certain areas within Lincoln Park, while other less intense resources go underutilized.

Therefore, it is recommended that a master plan be adopted for Lincoln Park. At a minimum, the preparation of a plan should address the following activities: playground area, equipment and tennis courts, parking along 18th Avenue and Martin Luther King Drive in the park, preservation of assets such as the pavilion and the historic bridge, connecting the organized walking path around the lagoon, improvements to the underdeveloped botanical gardens, and a recreational path.

- ***Continue to upgrade the existing public schools.*** The school district should acquire the two houses north of Lincoln Junior High School to complete the educational setting on the entire block. The block was created, for the most part, by extending 67th Street further east of 18th Avenue. This would provide additional open space for an outdoor courtyard or a circular drive as a drop-off area for the students. The school district should consider acquiring additional residential properties to expand the Lincoln Junior High School campus to the east of 17th Avenue. The single-family homes on the eastern one-half of the block would be retained. This would allow 17th Avenue to be vacated, while still leaving 68th Street open to traffic.

In the long term, however, the school district should give serious consideration to developing a larger campus that would include both Lincoln Elementary and Junior High Schools. This would create an educational campus that is equivalent in quality, size, and site characteristics to the newer educational facilities constructed in the outlying areas of the city. Such amenities include open space, playground areas and outdoor activities. Both recommended campus expansions would provide for additional off-street parking and other facilities. Where recreational uses are limited due to the overall configuration of either campus setting, courtyards and green spaces could be considered more acceptable alternatives to active recreational uses.

- ***Consider new replacement facilities within the neighborhood.*** New community facilities should be provided which would further emphasize the city's commitment to neighborhood revitalization. A more suitable building and location should be found for the Lincoln Neighborhood Community Center. The neighborhood center is currently located in a former residential hotel which is considered obsolete and inadequate. The types of activities that are typically associated with newer community centers are not conducive to this building.
- ***Coordinate public utility system improvements in conjunction with neighborhood redevelopment and revitalization efforts.*** The periodic upgrading of older utility facilities should be carefully coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites. For example, if the northeastern area of the neighborhood is targeted for aggressive housing rehabilitation efforts, this area should also become the focus for related street and infrastructure improvements. A demonstration project providing new street lights is proposed for one block in the neighborhood. The purpose of the project is to improve visibility at the pedestrian level on a block with heavily tree-lined streets. The street lighting project should

also be coordinated with other activities such as public improvements and neighborhood revitalization.

Transportation and Circulation

The major street system serving the Lincoln Neighborhood is well-established and little significant change is anticipated. The neighborhood is also well-served by public transportation, including City bus service. No significant traffic congestion or operational problems have been identified within the neighborhood, except for some congestion along 22nd Avenue, particularly at the intersections of 63rd Street and Roosevelt Road. In addition, as neighborhood improvement and revitalization continue in the future, traffic conditions along the roadways, particularly along 14th Avenue and 65th Street, should be monitored to determine if additional widening or street modifications are warranted.

The following policies and actions are recommended related to transportation within the Lincoln Neighborhood:

- **Consider converting one-way streets back to two-way streets.** A number of streets have full or partial continuity either east-west or north-south through the neighborhood. Consideration was given to converting a pair of one-way streets, consisting of 15th and 16th Avenues between 65th and 68th Streets back to two-way streets. These are the only one-way streets in the neighborhood. However, the residents indicated that they want to retain 15th and 16th Avenues as one-way streets for perceived safety and security reasons. The City recommends that a further analysis may still be needed to determine if converting these streets to two-way traffic would have a significant impact on improving traffic circulation and safety in the area. If the Outokumpu Copper (former American Brass) site is to be redeveloped in the future, 18th Avenue, which extends north-south across the property, should remain from 63rd to 65th Street.
- **Eliminate dead-end streets.** The neighborhood contains only three dead-end streets that create traffic circulation difficulties, inhibit emergency vehicle access and snow removal, and isolate residential properties. Where possible, cul-de-sacs should be provided when areas are redeveloped or revitalized to allow for sufficient access and upgraded in conformance with City standards and requirements. The dead end streets are 67th Place east of 14th Avenue and 69th Street east of 13th Avenue. Both streets end at the Chicago and Northwestern Railroad embankment. Another street, 21st Avenue north of 73rd Street, dead ends into Lincoln Park. The most serious problem is 67th Place which is located in an area designated for redevelopment and neighborhood revitalization. As redevelopment occurs in the area, 67th Place should be considered to determine if there is a need for a cul-de-sac at the end of the street.
- **Maintain street and sidewalk surfaces.** Street and sidewalk conditions within the neighborhood range from adequate to good. While the City's ongoing program of street repair and resurfacing work is adequate, it should be coordinated with housing rehabilitation and new residential construction on redevelopment sites. For example, if the northeastern area of the neighborhood is targeted for more aggressive housing improvement efforts, this should also become the focus for related street and infrastructure improvements. Refer to Map 10.14, page 85, for boundaries to the Neighborhood Revitalization Area.
- **Improve the appearance of key roadways.** A consistent system of street trees, in addition to landscaping, street lighting and signage, could improve and help visually unify the overall appearance of the major streets within the neighborhood. Special improvements should be considered along 14th Avenue and 68th Street which pass through the heart of the neighborhood. The types of trees, lighting fixtures, and signage could all be unique to the neighborhood and could help create a new visual identity for the neighborhood area. A demonstration project providing new street lights is proposed for one block in the Lincoln Neighborhood. The purpose of the project is to improve the visibility at the pedestrian level on a block with heavily tree-lined streets. The street

lighting project should be coordinated with other public improvements and neighborhood revitalization.

Neighborhood Image and Identity

Many of the policies and actions outlined above will help improve and enhance the overall image and identity of the Lincoln Neighborhood and help to strengthen the area as a desirable place to live. In addition, several other policies and actions which would demonstrate a strong public and private commitment to improving the neighborhood image and character area are presented below.

- **Improve the appearance of the Chicago and Northwestern Railroad corridor.** The City recently entered into an agreement with the Chicago and Northwestern Railroad whereby interested parties working with the City may clean up and maintain the railroad corridor which borders the eastern edge of the neighborhood. More extensive landscaping, including trees, shrubs and ground cover, might also be considered along the railroad berm in highly visible locations. The City should continue to structurally maintain and paint the railroad overpasses on a periodic basis.
- **Utilize or maintain lots.** The neighborhood has numerous vacant lots of various sizes which are concentrated in the northeastern portion of the neighborhood. New housing is needed to restore the continuity of the residential frontages and to strengthen the appearance and quality of the area as a complete neighborhood. However, several vacant lots are located between older homes which may not be suitable for new single-family infill housing. These vacant parcels should be transferred to the adjacent property owners for clean-up and reuse as private yards. At a minimum, the vacant lots should continue to be maintained periodically to improve the overall neighborhood image and character.
- **Maintain and enhance the neighborhood streetscape.** The mature tree-lined streets are an important neighborhood asset. The City should continually maintain and replace trees and landscaping within the public rights-of-way, and property owners should be encouraged to do the same. Under the City's forestry program, neighborhood residents can request additional street trees within the parkway located between the sidewalk and the street. The City might also consider extending this program to encourage neighborhood businesses and industries to landscape their properties where they are located next to residential areas. Special signage and graphics, depicting the neighborhood entryways, in addition to pedestrian lighting which reinforces the residential character and identity of the neighborhood, might also be considered in certain areas. These activities could take place in conjunction with other public improvements to the neighborhood's infrastructure such as streets and sidewalks and should be closely coordinated with related neighborhood revitalization efforts.
- **Schedule new neighborhood activities and events.** Special neighborhood activities, events, and celebrations can do much to strengthen overall unity and identity. These might include block parties, arts and crafts shows, food fests, holiday fairs, commemorative celebrations, etc. Special events could be sponsored by the City, neighborhood organizations, schools, churches, or local businesses or industries.
- **Improve the perception of safety and security within the neighborhood.** Issues regarding crime, including theft, gangs, drugs, and vandalism are concerns frequently mentioned by the residents in the neighborhood. If long-term neighborhood revitalization is to be successful, these concerns must be alleviated. The removal of the most severely deteriorated and underutilized buildings will help. In addition, relations should be continued and maintained between the neighborhood and the police department. Foot patrols might be increased and new crime prevention programs implemented. Additional street lighting might be considered in certain areas. Neighborhood organizations, schools, and churches should become more involved to increase public awareness and stimulate new pride and interest in the neighborhood. If neighborhood revitalization is to become a reality, the media's overall perception of the Lincoln Neighborhood also needs to be

changed. The media should promote more of the positive aspects of the neighborhood as an attractive and desirable place to live.

- **Promote the Lincoln Neighborhood as an attractive and desirable place to live.** It is essential that an overall, coordinated program be implemented to promote the strengths and advantages of the neighborhood. This includes publicizing the cooperative public and private efforts underway with a continued effort to improve and enhance the desirability of the neighborhood in the future. Some of the assets to be emphasized include the neighborhood's excellent location, proximity to shopping and services, strong residential areas, character and quality of the housing stock, diversity of architecture, proximity to public transportation, the large amount of park land, neighborhood schools and churches, tree-lined streets, etc.
- **Promote neighborhood image and identity through marketing and public relations.** Special marketing and public relations program should be undertaken to promote the neighborhood. The purpose of this program is to promote a positive image and identity, and it should primarily address the centrally-located neighborhoods within the greater Kenosha community. The program should be comprised of: (a) development of a promotional brochure describing housing opportunities; (b) distribution of the brochure to relocation centers, Realtors, Chamber of Commerce, and other groups that promote investment in Kenosha; (c) regular communication with other promotional groups; and (d) press releases and follow-up for special events and activities in the neighborhood.
- **Establish or expand Neighborhood Watch Program.** A neighborhood watch program is one of the most effective and least costly responses to crime and should be actively promoted and supported in the Lincoln Neighborhood. Block watches are successful based on the assumption that the residents in the area are more immediately aware of suspicious activity than the police. A criminal activity reported by more than one resident is more likely to ensure prompt police action. A distinctive neighborhood watch program sign that is displayed in highly visible locations alerts criminals that the neighborhood is serious about reporting all crimes and suspicious activities.
- **Promote Landlord Training Program.** Maintaining housing standards is important to the public welfare and as a protection against the deterioration of the overall neighborhood image and property values. The Kenosha Housing Authority conducts a Landlord Training Program to make sure the aesthetic and physical nature of rental properties in the community are properly maintained and comply with all applicable City and State housing and health codes. A manual addressing various aspects of rental property management is available from the Housing Authority.

Chapter 10 – Strategic Sub-Area Recommendations

While many areas of the neighborhood are considered relatively stable and relatively minor changes are anticipated, other areas need a much more detailed analysis of the existing land use and development conditions. Therefore, five sub-areas are identified within the neighborhood that have the most potential for revitalization and redevelopment in the future. The five sub-areas are Outokumpu Copper (American Brass); 65th Street South; 14th Avenue Corridor; Lincoln Schools; and the Neighborhood Revitalization Area. Map 10.1, page 58, identifies the boundaries of each sub-area.

The focus of this chapter is the recommended redevelopment and revitalization strategies which should be used as requirements for making long- and short-term decisions, including specific proposals that are part of the routine planning and budgeting process.

It is unrealistic that a single recommended land use plan could be developed that addresses all of the possible neighborhood revitalization and redevelopment strategies for each sub-area in the neighborhood plan. In order to be flexible but still create an overall unified development concept, the plan provides two recommended land use plans for all four sub-areas. Recommended Plan A and B represent different approaches to design and/or development opportunities. The redevelopment and revitalization strategies for both Recommended Plan A and B should be evaluated on an equal basis when considering specific design and development proposals.

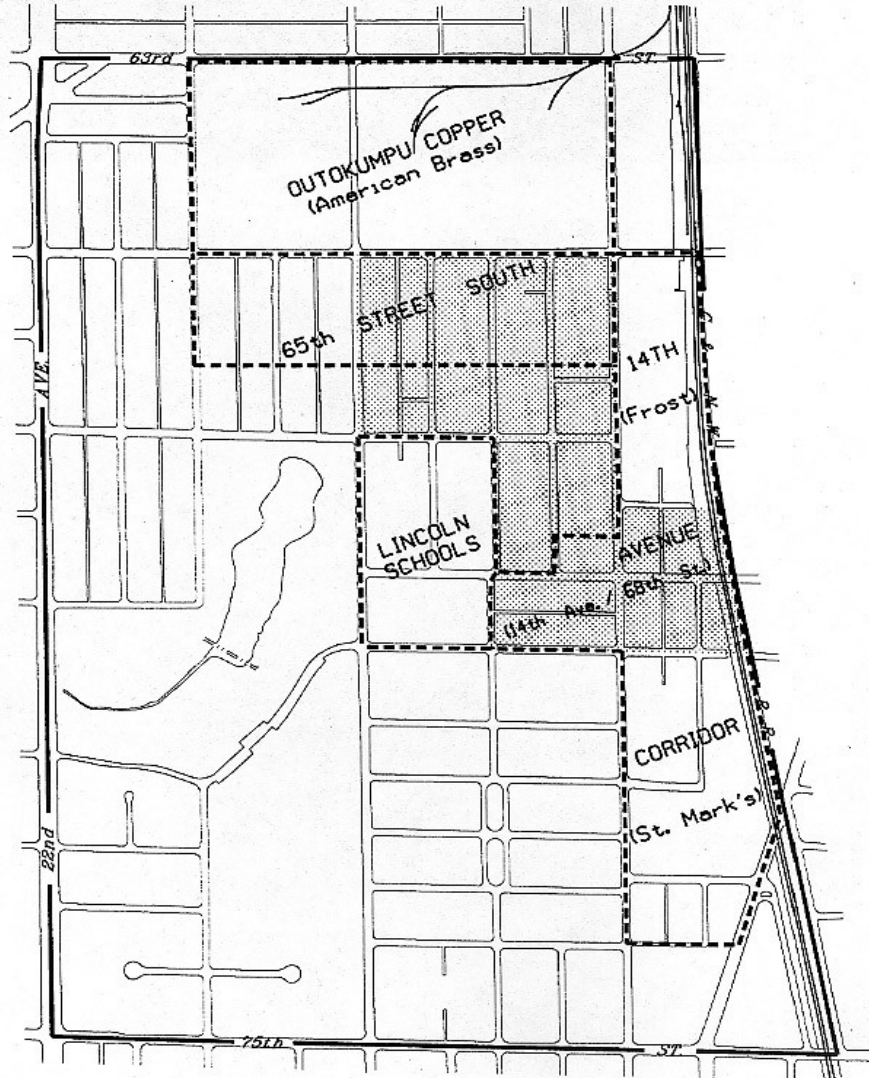
The redevelopment and revitalization strategies are not strict *requirements*. They are highly desirable *recommendations*. They are the starting point for making new proposals for a site. If a proposal does not meet a specific redevelopment or revitalization strategy, then the proposal should be carefully scrutinized. It may be possible to modify the proposal to meet the strategy or use the alternative recommended plan that comes closer to the intent of the strategies.


The recommendations for implementing the strategies are intended to assist in setting agendas for public policies and agency actions. They can be used to initiate zoning changes, capital improvements, traffic engineering, and a variety of planning efforts. These recommendations are intended to influence policy decisions and actions throughout city government and other agencies involved with neighborhood revitalization.

It is not the intent of the recommendations to establish specific project proposals or work programs. Rather, these recommendations are starting points for planning, programming, and evaluating neighborhood revitalization strategies.


LINCOLN NEIGHBORHOOD PLAN

Sub-Area Boundaries
Map 10.1



 NEIGHBORHOOD REVITALIZATION AREA

Source: City of Kenosha, Department of City Development
Date: August, 1995

NORTH

Scale: 1" = 600'

Outokumpu Copper (American Brass)

Existing Conditions

The Outokumpu Copper (American Brass) site consists of manufacturing facilities occupying about 29 acres of land, or approximately 83 percent of all heavy industrial land in the neighborhood. Two homes, a single-family and a two-family, still remain the northwest corner of the industrial property. Refer to Map 10.2, page 60.

Timing

Long-term priority – implementation is contingent upon if the industrial site becomes abandoned and there is no other industrial demand for the site.

Redevelopment and Revitalization Strategies

Recommended Plan A

If the existing Outokumpu Copper site is still viable as an industrial use and does not adversely affect the adjacent residential neighborhood, it will be allowed to continue to operate as an industrial facility until which time the site becomes vacant or abandoned in the future. Refer to Map 10.3, page 61.



Outokumpu Copper facilities looking east on 63rd Street toward 18th Avenue.

If there is sufficient demand for new industrial use of the site, an option would be provided to allow the site to continue to be used for manufacturing purposes. However, it is essential that the new industrial uses are not detrimental to the adjacent residential areas.

If there is no other industrial demand, and the industrial site has become abandoned, it should be redeveloped for new uses that are more compatible with the residential character of the neighborhood.

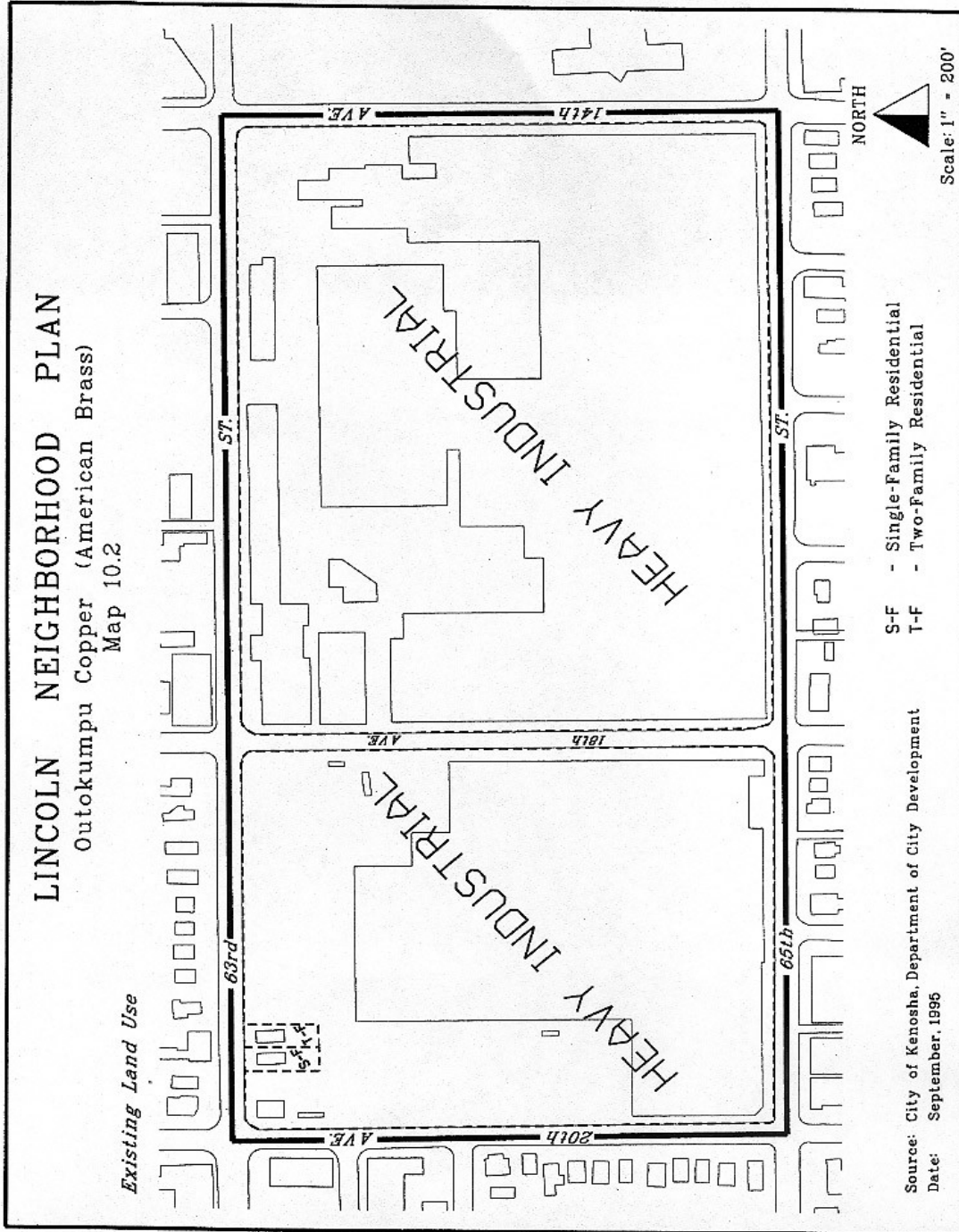
Recommended Plan B

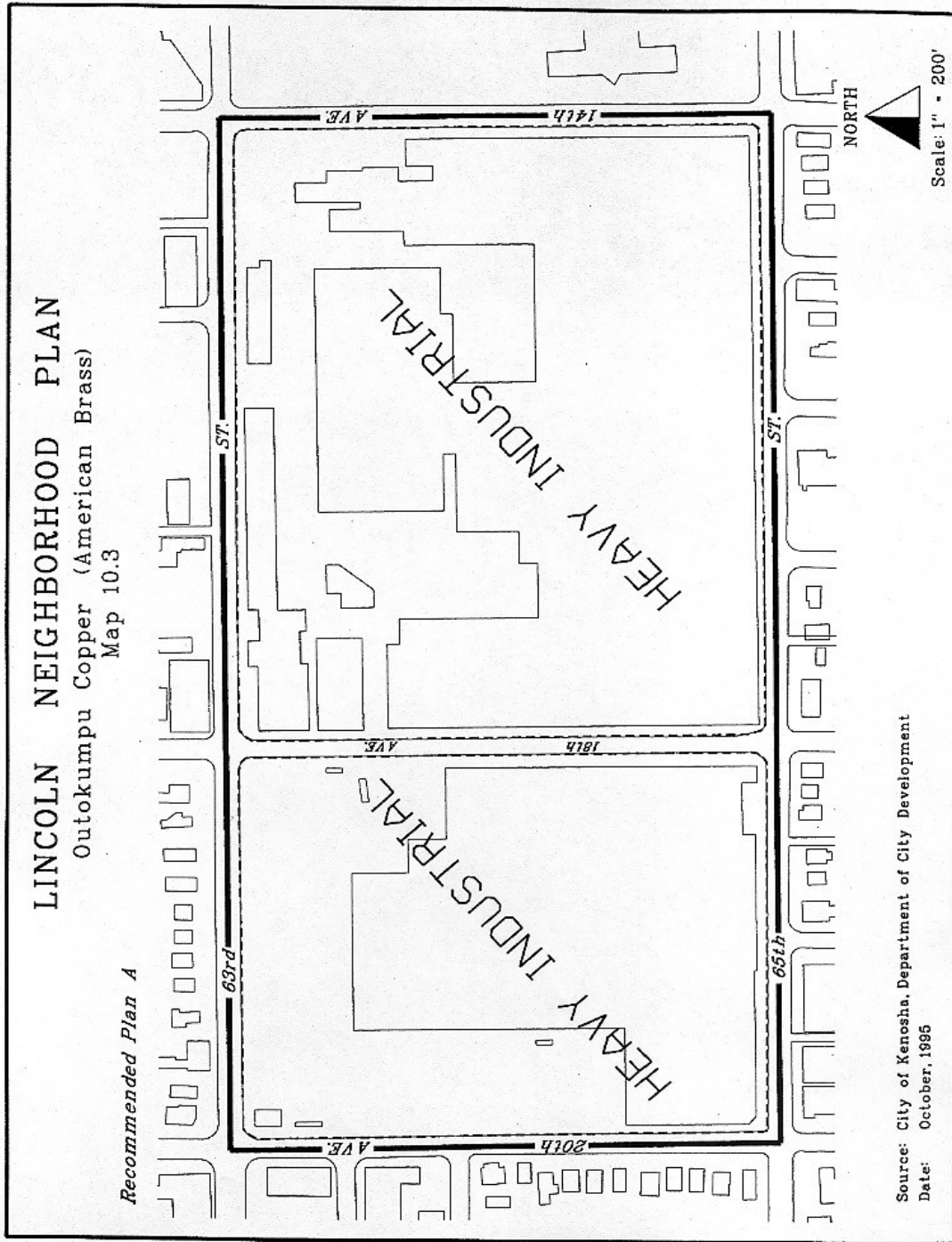
Where possible, the conversion of the industrial site to residential use would be preferable. The Outokumpu Copper site provides an opportunity to construct a large-scale planned residential development. Refer to Map 10.4, page 62.

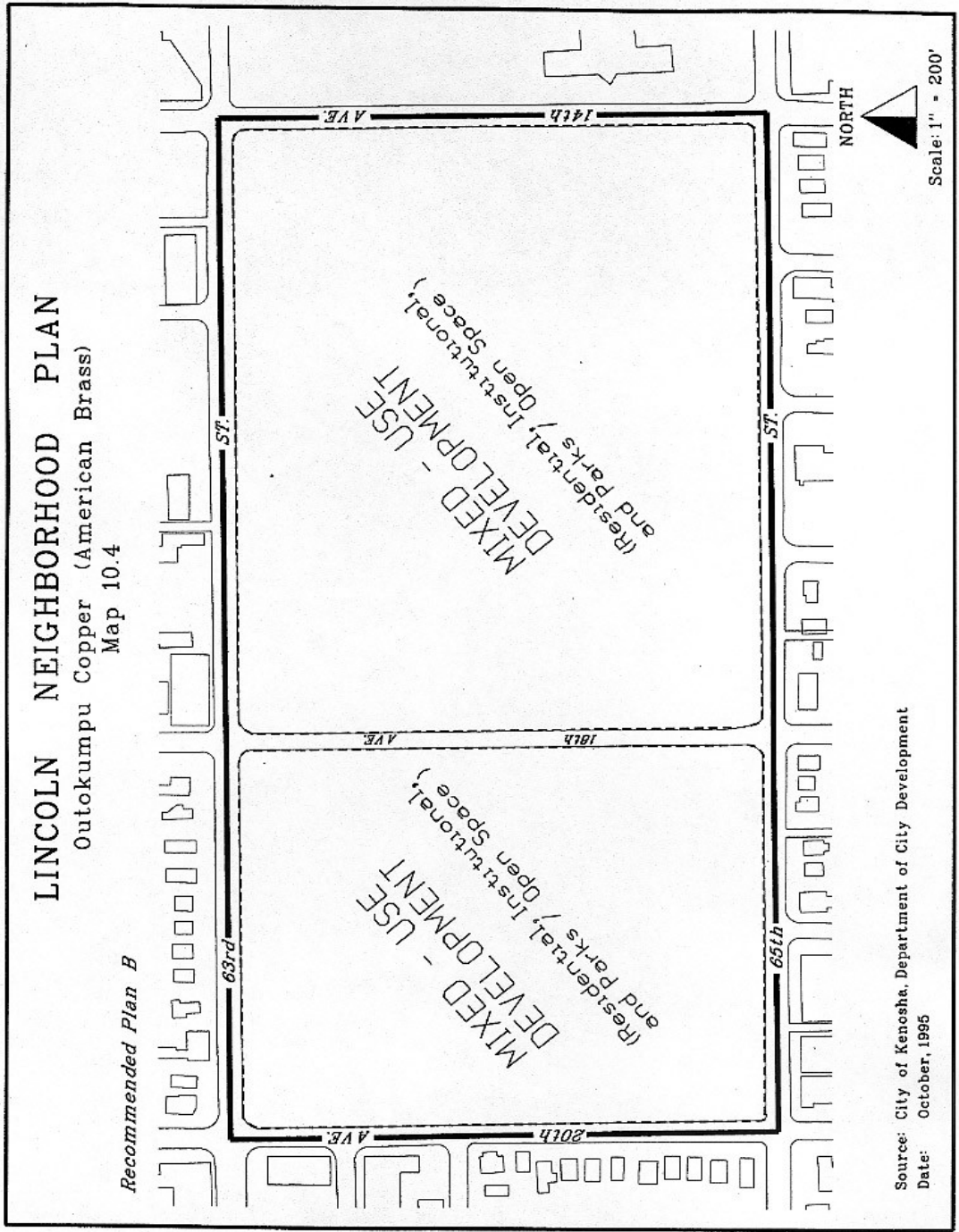
The site is of adequate size to allow for a mix of affordable single-family, two-family and townhouse, and similar housing types to be developed in an overall, coordinated and planned residential environment.

The site is also capable of accommodating a higher density than single-family housing, however, it is essential that new residential developments enhance and re-enforce the overall neighborhood quality and character and be compatible with the existing homes in the surrounding area.

However, the nature of the industrial use of the site may have resulted in soil contamination that will complicate future redevelopment. If so, additional parkland, community facilities, institutions and public uses might be considered as alternatives in areas that are not suitable for residential uses.







Design Guidelines

Residential Development

Housing types should be compatible with surrounding residential and non-residential uses. Setbacks, building heights, scale, massing, and use of architectural materials and details such as windows, doors, chimneys, porches, and siding should be considered to create a unified image and fit the residential context of the neighborhood.

New single-family detached residential development on larger, separate sites should not stand out as unrelated to the surrounding residential structures. The single-family development should also create linear edges that are parallel to, or continue, the alignment of existing streets.

Lot sizes for new single-family development should be restricted to a minimum of 7,000 square feet.

Garages for single-family homes, if attached, should be recessed from the main building or setback line, or kept flush with the front of the house if the roof lines are varied and overhangs are provided to cast shadows over the doors.

New multi-family residential development should create linear edges that are parallel to, or continue, the alignment of the existing streets.

Multi-family residential density should not exceed 12 units per acre.

The shape and location of parking areas for multi-family development should be similar to, and an integral part of, the geometry of the site plan. Parking, which includes both surface and indoor, should be accessed from the rear.

Attractive fencing such as low masonry walls or ironwork with decorative top and corner elements should be encouraged to distinguish the separation of private space from parks, parking, public walkways, and other areas that are publicly accessible.

Circulation for residential streets should be planned to discourage through-traffic by using narrower, tighter street widths. The street pattern should be compatible with the existing street network bordering the site.

Implementation Process

Recommendation Plan A

If the Outokumpu Copper site is to remain an industrial use in the future, or new compatible light-industrial uses are located on the site, even on an interim basis, exterior physical building and site improvements should be undertaken to improve the overall image and appearance along the perimeter of the industrial property.

Physical improvements to the industrial site should be made such as building repairs, improving the parking lots and outdoor storage areas, providing more extensive landscaping, screening, and buffering around the perimeter of the industrial site, particularly in areas where they are visible from major roadways or residential blocks.

The City should work closely with Outokumpu Copper to reduce any traffic, noise, odor, and other industrial-related operations that may adversely impact the surrounding residential areas. All pertinent codes, ordinances, and regulations should be taken into account when attempting to minimize off-site impacts.

Recommendation Plan B

If the City hopes to attract developers and investors to the large-scale redevelopment areas in the neighborhood, it will need to offer incentives that will make redevelopment for new housing construction attractive.

The housing redevelopment and revitalization policies and guidelines as specified in the plan must have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the neighborhood.

Public financial and technical assistance will only be provided to housing redevelopment and revitalization activities that are consistent and comply with the established policies, guidelines, and recommendations as adopted in the neighborhood plan.

Agencies involved in new housing construction and housing revitalization must develop an agreed upon program that brings the public and private sectors together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood.

Several blocks, or portions of blocks, could be included in a redevelopment district. The Redevelopment and/or Housing Authority could be a partner in the new residential development.

Potential financial incentives that can be used as resources to promote residential redevelopment on this site include the following programs: Community Development Block Grant, Affordable Housing Fund, Home Investment Partnership, Housing Cost Reduction Initiative, and the Local Housing Organization Grant.

A number of other public sector programs exist that can potentially be used to finance neighborhood revitalization for redevelopment. These include but are not limited to general obligation bonds; tax increment financing; grants and loans through the Wisconsin Housing and Economic Development Authority; and other local, state, and federal programs.

Such large redevelopment projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act.

The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

65th Street South

Existing Conditions

The 65th Street South area consists primarily of single- and two-family homes with a mixture of commercial, institutional, and industrial uses along the south side of 65th Street. The area also contains two public parks, including a few vacant parcels of land. Refer to Map 10.5, page 66.

Timing

Ongoing priority – implementation should be concurrent with residential rehabilitation efforts in the area south of 65th Street.

Redevelopment and Revitalization Strategies

Recommended Plan A

Neighborhood rehabilitation of the existing single-family homes and construction of new single-family homes on vacant lots provided that a major portion of these homes are restricted to home ownership. Refer to Map 10.6, page 67.

Part of the 65th Street South area is located within the northeastern portion of the neighborhood which is targeted for more aggressive residential revitalization and redevelopment action. Refer to Map 10.14, page 85, for the boundaries of the Neighborhood Revitalization Area.

Commercial, institutional, and light industrial uses should eventually be replaced with single-family homes on these sites. However, commercial and institutional uses with apartments located above the first floor could be retained.

A more suitable location and building should be found for the Lincoln Neighborhood Community Center. The neighborhood center is currently located in a former residential hotel which is considered obsolete and inadequate. The types of activities that are typically associated with newer community centers are not conducive to this building.

If the Lincoln Neighborhood Community Center is relocated to a more suitable location, single-family residential infill development would be permitted on the former neighborhood community center site.

Two small public parks would continue to remain at their present locations. Cicchini Park on the southeast corner of 17th Avenue and 65th Street. Streeter Park is situated between residential homes on the east side of 16th Avenue.

Recommendation Plan B

Retain the Lincoln Neighborhood Community Center with no further building expansion permitted on its property. Public financial assistance will be provided only for minor maintenance and improvements to the interior of the building. Refer to Map 10.7, page 68.

A more adequate, larger site should be found for Streeter Park. The new Streeter Park should be located in a separate, highly identifiable location within the 65th Street area of the neighborhood. If Streeter Park is relocated, single-family residential infill development would be permitted on the former park site.

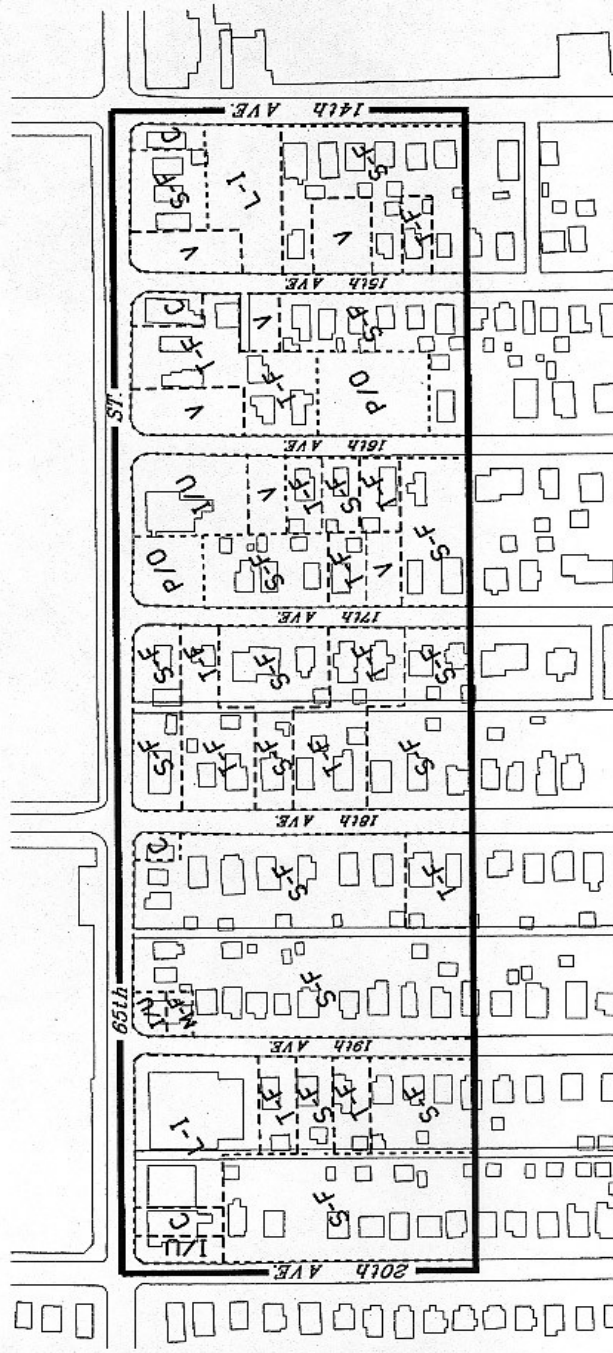


Lincoln Neighborhood Community Center on 65th Street at 19th Avenue.

LINCOLN NEIGHBORHOOD PLAN

65th Street South
Map 10.5

Existing Land Use



- S-F - Single-Family Residential
- T-F - Two-Family Residential
- M-F - Multi-Family Residential
- C - Commercial
- I/U - Institutional / Utility
- L-I - Light Industrial
- P/O - Parks / Open Space
- V - Vacant Parcel

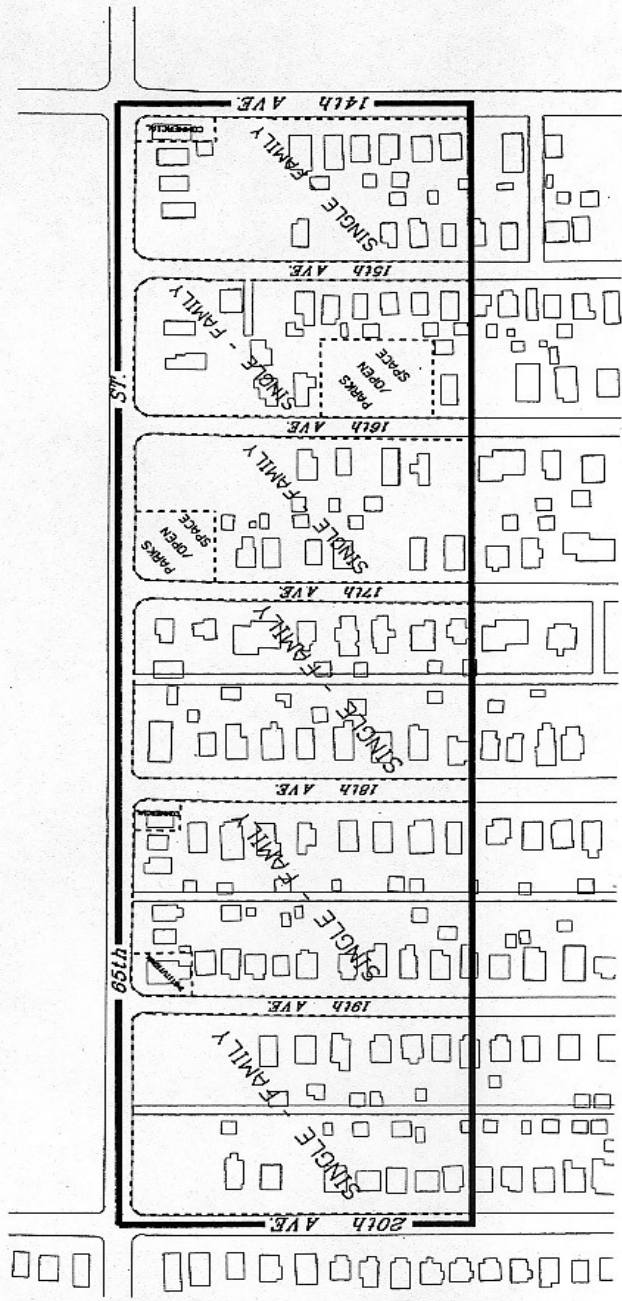


Scale: 1" = 200'

Source: City of Kenosha, Department of City Development
Date: September, 1995

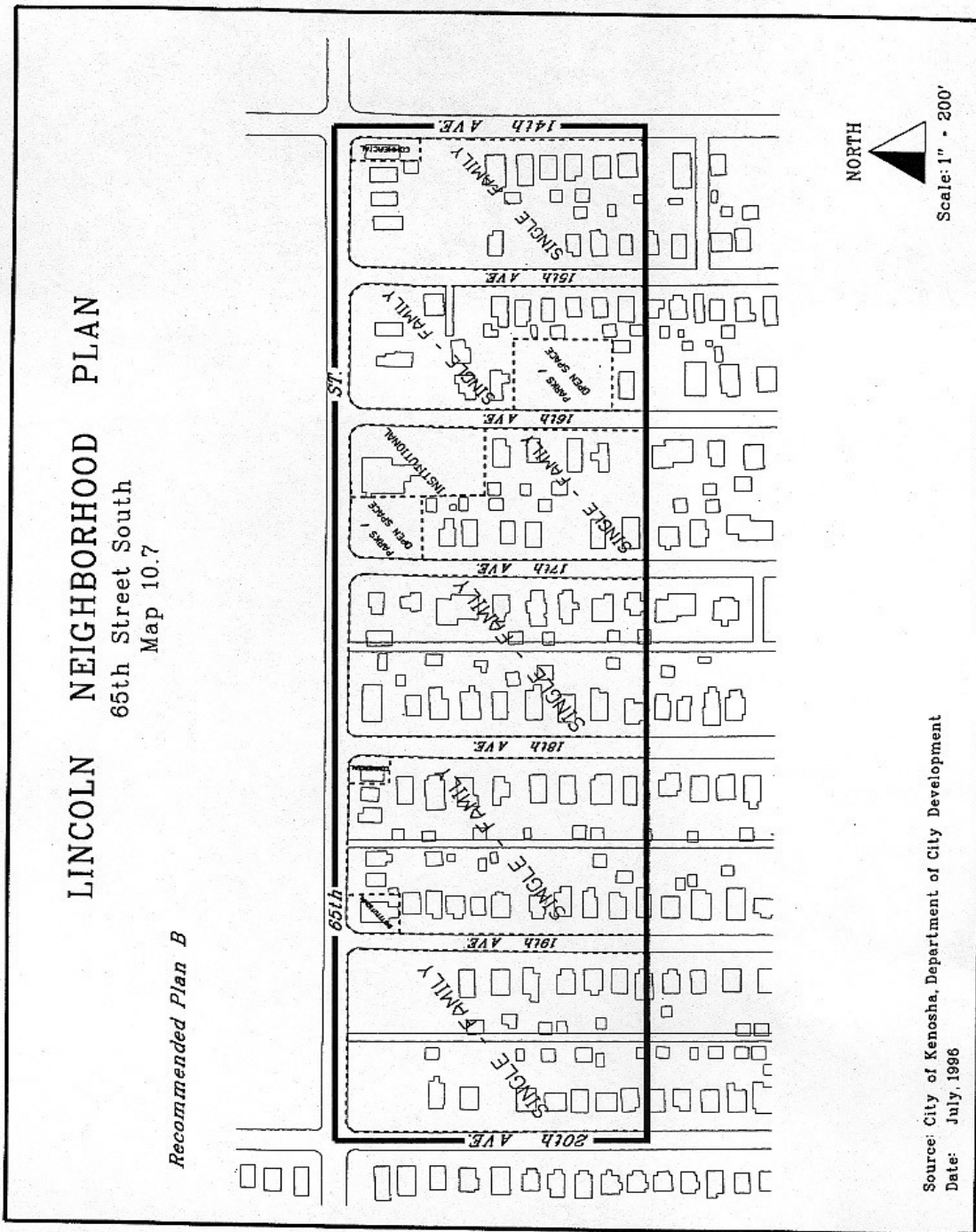
LINCOLN NEIGHBORHOOD PLAN
 65th Street South
 Map 10.6

Recommended Plan A



Scale: 1" = 200'

Source: City of Kenosha, Department of City Development
 Date: July, 1996



LINCOLN NEIGHBORHOOD PLAN
65th Street South
Map 10.7

Recommended Plan B

NORTH
Scale: 1" = 200'

Source: City of Kenosha, Department of City Development
Date: July, 1996

Design Guidelines

Residential Development

Housing types should be compatible with surrounding residential and nonresidential uses. Setbacks, building heights, scale, massing, and the use of architectural materials and details such as windows, doors, chimneys, porches, and siding should be considered to create a unified image for single-family infill development within existing residential areas.

New single-family detached residential development on larger, separate sites should not stand out as unrelated to the surrounding residential structures. The single-family development should also create linear edges that are parallel to, or continue, the alignment of existing streets.

A minimum lot size of 7,000 square feet is desired for new single-family infill development. The minimum lot size requirement is strongly preferred whenever there are opportunities for re-subdividing multiple adjacent vacant parcels of land.

Garages for single-family homes, if attached, should be recessed from the main building or setback line, or kept flush with the front of the house if the roof lines are varied and overhangs are provided to cast shadows over the doors.

Commercial and Institutional Development

Landscaping should be provided to screen the existing and proposed parking areas.

Planting trees and other vegetation to create a more attractive streetscape environment along the front of the existing commercial and institutional/office buildings.

Implementation Process

Recommended Plan A

If existing commercial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the commercial properties. These should include building repairs and more extensive landscaping, particularly where they are visible from major roadways or adjacent residential blocks.

If the Kenosha Lumber site, located on the southwest corner of 65th Street and 19th Avenue, is to remain an industrial use in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the industrial property.

Physical improvements to the industrial site should be made in regards to building repairs, improving the parking lots and outdoor storage areas, providing more extensive landscaping, screening, and buffering around the perimeter of the industrial site, particularly in areas where they are visible from major roadways or residential blocks.

The City should work with Kenosha Lumber to closely monitor the existing industrial site to minimize traffic, noise, odor, and other adverse impacts on the surrounding residential areas. All pertinent codes, ordinances, and regulations should be enforced relative to these impacts.

Recommended Plan B

The housing redevelopment and revitalization policies and guidelines as specified in the plan must have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the Lincoln Neighborhood.

Public financial and technical assistance will only be provided to housing rehabilitation and revitalization activities that are consistent and comply with the established policies, guidelines, and recommendations as adopted in the neighborhood plan.

Agencies involved in housing rehabilitation and new housing construction must develop an agreed upon program that brings the public and private sectors together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood.

Several blocks, or portions of blocks, could be included in a redevelopment district. The Redevelopment and/or Housing Authority could be a partner in the new residential development.

Potential financial incentives that can be used as resources to promote housing rehabilitation and new residential construction include the following programs: Community Development Block Grant, Affordable Housing Fund, Home Investment Partnership, Housing Cost Reduction Initiative, and the Local Housing Organization Grant.

A number of other public sector programs exist that can potentially be used to finance neighborhood revitalization for redevelopment. These include, but are not limited to, local general obligation bonds; tax increment financing; grants and loans through the Wisconsin Housing and Economic Development Authority; and other local, state, and federal programs.

Large housing rehabilitation and revitalization projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act.

The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

General Implementation Recommendations

For residential properties in need of minor maintenance or repair, financial and technical assistance should be made available to property owners for code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.

A strong emphasis should be placed on converting many of the existing houses to the initial number of units for which they were originally constructed. Loan programs, subsidies, and write-downs should be provided to encourage residential conversions. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with a conversion.

Public improvements to the neighborhood streets, sewers, and sidewalks should be closely coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites.

A street lighting demonstration project providing new street lights that is proposed for one block in the neighborhood should also be coordinated with other activities such as public improvements and neighborhood revitalization.

14th Avenue Corridor

Existing Conditions

The 14th Avenue Corridor consists of Frost, 14th Avenue/68th Street, and St. Mark's. The Frost area includes the Frost Company and Becker Industries which occupy about six acres of land or approximately 17 percent of the heavy industrial land in the neighborhood.

The area encompassing 14th Avenue/68th Street and St. Mark's consists primarily of single- and two-family homes with a mixture of commercial and institutional uses. Refer to Map 10.8, page 72.

Timing

Ongoing priority – implementation should be concurrent with residential redevelopment and revitalization along 14th Avenue.

Redevelopment and Revitalization Strategies

Recommended Plan A: Frost

If the existing Frost and Becker sites are still viable as industrial uses and do not adversely affect the adjacent residential neighborhood, they will be allowed to continue to operate as an industrial facility until which time the site becomes vacant or abandoned in the future. Refer to Map 10.9, page 73.

If there is a sufficient demand for new industrial use of the sites, an option would be provided to allow the site to continue to be used for manufacturing purposes. However, it is essential that the new industrial uses are not detrimental to the adjacent residential areas.

If there is no other industrial demand and the industrial sites have become abandoned, they should be redeveloped for new uses that are more compatible with the residential character of the neighborhood.

Recommended Plan B: Frost

Where possible, the conversion of the industrial site to residential use would be preferable. The Frost and Becker sites provide an opportunity to construct a large-scale planned residential development. Refer to Map 10.10, page 74.

The sites are of adequate size to allow for a mix of affordable single-family, two-family and townhouse, and similar housing types to be developed in an overall, coordinated and planned residential environment.

The site is also capable of accommodating a higher density than single-family housing, however, it is essential that new residential developments enhance and reinforce the overall neighborhood quality and character and be compatible with the existing homes in the surrounding area.

However, the nature of the industrial use of the sites may have resulted in soil contamination that will complicate future redevelopment. If so, additional parkland, community facilities, institutions, and public uses might be considered as alternatives in areas that are not suitable for residential use.

A minimum of 40 feet should be provided for open space or parkland along the entire length of the Chicago and Northwestern Railroad embankment from 63rd to 68th Street. The open space would be used



A view of the Frost Company facilities on 14th Avenue north of 67th Street.

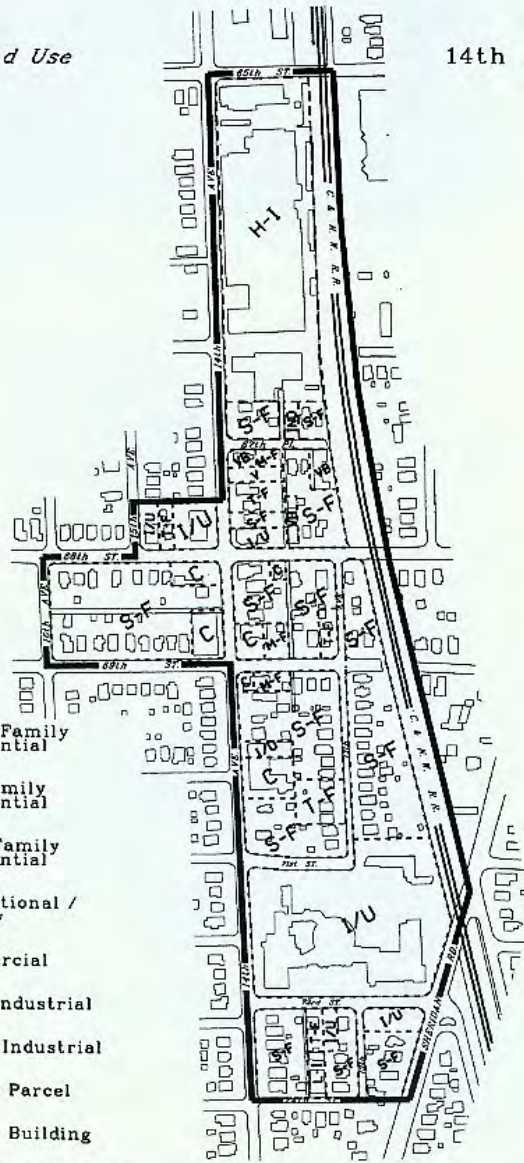
LINCOLN NEIGHBORHOOD PLAN

Map 10.8

Existing Land Use

14th Avenue Corridor

- S-F - Single-Family Residential
- T-F - Two-Family Residential
- M-F - Multi-Family Residential
- I/U - Institutional / Utility
- C - Commercial
- L-I - Light Industrial
- H-I - Heavy Industrial
- V - Vacant Parcel
- VB - Vacant Building
- P/O - Parks / Open Space



NORTH



Scale: 1" = 400'

Source: City of Kenosha, Department of City Development
Date: September, 1995

LINCOLN NEIGHBORHOOD PLAN

Map 10.9


Recommended Plan A

14th Avenue Corridor

- S-F - Single-Family Residential
- C - Commercial
- L-I - Light Industrial
- H-I - Heavy Industrial
- I/U - Institutional / Utility
- P/O - Parks / Open Space



Source: City of Kenosha, Department of City Development
 Date: June, 1996

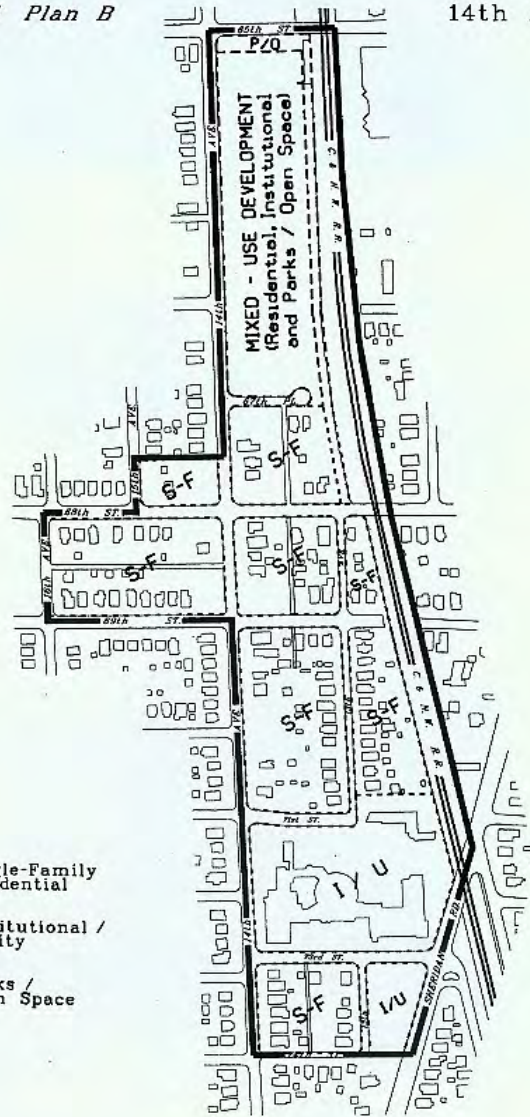
NORTH

 Scale: 1" = 400'

LINCOLN NEIGHBORHOOD PLAN

Map 10.10

Recommended Plan B

14th Avenue Corridor



- S-F - Single-Family Residential
- I/U - Institutional / Utility
- P/O - Parks / Open Space

NORTH



Scale: 1" = 400'

Source: City of Kenosha, Department of City Development
Date: September, 1995

as a privately-maintained setback to buffer any planned residential or mixed-use development from the railroad tracks. Garages, or other similar types of accessory uses, could be allowed to occupy a portion of the open space provided that they are incorporated into an overall redevelopment plan for the area.

Recommended Plan A: 14th Avenue/68th Street and St. Mark's

Neighborhood rehabilitation of the existing single-family homes and construction of new single-family homes on vacant lots provided that a major portion of these homes are restricted to home ownership. Refer to Map 10.9, page 73.

Part of the area encompassing 14th Avenue and 68th Street is located within the northeastern portion of the neighborhood which is targeted for more aggressive residential revitalization and redevelopment action. Refer to Map 10.14, page 85, for the boundaries to the Neighborhood Revitalization Area.

If a commercial use is a viable business and not detrimental to the adjacent residential area, it will be allowed to continue to operate as a commercial establishment. New commercial uses should be located in the Uptown Business Improvement District immediately to the northwest of the Lincoln Neighborhood. A long-term, comprehensive plan should be adopted for the Uptown area.

If the light industrial facility on 74th Street is a viable operation and does not adversely affect the adjacent residential area, it will be allowed to continue to operate as a light industrial use. When the industrial site becomes vacant or abandoned, it should be converted back to residential use.

The overall objective is to eventually replace marginal commercial, institutional, and industrial uses with single-family homes on these sites. However, commercial and institutional buildings, with apartments located above the first floor could be retained.

When the commercial or institutional property becomes vacant or abandoned outside the designated neighborhood commercial area on the west side of 14th Avenue between 68th and 69th Streets, the City should acquire the property.

In regards to St. Mark's Catholic Church and School, no further expansion should be allowed to its existing parking lot located in a predominately residential area between two houses on the south side of 73rd Street west of 13th Avenue.

Recommended Plan B: 14th Avenue/68th Street and St. Mark's

As nearby improvement and redevelopment occurs, single-family homes should be considered to replace marginal commercial, institutional, and industrial uses in order to improve and enhance the overall residential character and image of the neighborhood. (This includes redeveloping the designated neighborhood commercial area on 14th Avenue for single-family residential homes as well.)

Additional parking lot expansion for St. Mark's should be restricted specifically to an area consisting of four houses south of its existing parking lot on 73rd Street adjacent to Sheridan Road. If parking is expanded within this area, the existing parking lot west of 13th Avenue should be converted back to residential use. Refer to Map 10.10, page 74.

Design Guidelines

Residential Development

Housing types should be compatible with the buildings in the surrounding area. Setbacks, building heights, scale, massing, and use of architectural materials and details such as windows, doors, chimneys, porches, and siding should be considered to create a unified image and fit the residential context of the neighborhood.

New single-family detached residential development on larger, separate sites should not stand out as unrelated to the surrounding residential structures. The single-family development should create linear edges that are parallel to, or continue, the alignment of existing streets.

A minimum lot size of 7,000 square feet is desired for new single-family infill development. The minimum lot size requirement is strongly preferred whenever there are opportunities for re-subdividing multiple adjacent vacant parcels of land.

Garages for single-family homes, if attached, should be recessed from the main building or setback line, or kept flush with the front of the house if the rooflines are varied and overhangs are provided to cast shadows over the doors.

New multi-family residential development should create linear edges that are parallel to, or continue, the alignment of the existing streets.

Multi-family residential density should not exceed 12 units per acre.

The shape and location of parking areas for multi-family development should be similar to, and an integral part of, the geometry of the site plan. Parking, which includes both surface and indoor, should be accessed from the rear.

Attractive fencing, such as low masonry wall or ironwork with decorative top and corner elements, should be encouraged to distinguish the separation of private space from parks, parking, public walkways, and other publicly accessible areas.

Circulation for residential streets should be planned to discourage through traffic by using narrower, tighter street widths. The street pattern should be compatible with the existing street network bordering the site.

Commercial and Institutional Development

Landscaping should be provided to screen the existing and proposed parking area.

Planting trees and other vegetation to create a more attractive streetscape environment along the front of the existing commercial and institutional/office buildings.

Implementation Process

Recommended Plan A

If existing commercial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the commercial properties. These should include building repairs and more extensive landscaping, particularly where they are visible from major roadways or adjacent residential blocks.

If the Frost Company and Becker Industries sites are to remain industrial uses in the future, or new compatible light industrial uses are located on either one or both sites, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the industrial properties.

Physical improvements to the industrial sites should be made in regards to building repairs, improving the parking lots and outdoor storage areas, providing more extensive landscaping, screening, and buffering around the perimeter of the industrial sites, particularly in areas where they are visible from major roadways or residential blocks.

The City should work with the Frost Company and Becker Industries to closely monitor the existing industrial sites to minimize traffic, noise, odor, and other adverse impacts on the surrounding residential areas. All pertinent codes, ordinances, and regulations should be enforced relative to these impacts.

Recommended Plan B

If the City hopes to attract developers and investors to the large-scale redevelopment areas in the neighborhood, it will need to offer incentives that will make redevelopment for new housing construction as attractive as possible.

The housing redevelopment and revitalization policies and guidelines as specified in the plan must have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the neighborhood.

Public financial and technical assistance will only be provided to housing redevelopment and revitalization activities that are consistent and comply with the established policies, guidelines, and recommendations as adopted in the neighborhood plan.

Agencies involved in housing rehabilitation and new housing construction must develop an agreed upon program that brings the public and private sectors together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood.

Several blocks, or portions of blocks, could be included in a redevelopment district. The Redevelopment and/or Housing Authority could be a partner in the new residential development.

Potential financial incentives that can be used as resources to promote housing rehabilitation and new residential construction on the existing industrial sites include the following programs: Community Development Block Grant, Affordable Housing Fund, Home Investment Partnership, Housing Cost Reduction Initiative, and the Local Housing Organization Grant.

A number of other public sector programs exist that can potentially be used to finance neighborhood revitalization for redevelopment. These include but are not limited to general obligation bonds; tax incremental financing; grants and loans through the Wisconsin Housing and Economic Development Authority; and other local, state, and federal programs.

Such large redevelopment projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act.

The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

General Implementation Recommendations

For residential properties in need of minor maintenance or repair, financial and technical assistance should be made available to property owners for code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.

A strong emphasis should be placed on converting many of the existing houses to initial number of units for which they were originally constructed. Loan programs, subsidies, and write-downs should be provided to encourage residential conversions. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with a conversion.

Public improvements to the neighborhood streets, sewers, and sidewalks should be closely coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites.

A street lighting demonstration project providing new street lights that is proposed for one block in the neighborhood should also be coordinated with other activities such as public improvements and neighborhood revitalization.

Lincoln Schools

Existing Conditions

The Lincoln Schools area consists primarily of Lincoln Elementary and Lincoln Junior High Schools. Both schools occupy about six acres of land, or approximately 30 percent of the total institutional land in the neighborhood. Single- and two-family homes occupy the remaining area east of Lincoln Junior High School. Refer to Map 10.11, page 79.

Timing

Short-term priority – implementation is contingent upon the school district's ability to acquire the residential properties north of Lincoln Junior High School.

Redevelopment and Revitalization Strategies

Recommended Plan A

Neighborhood rehabilitation of the existing single-family homes and construction of new compatible single-family homes on vacant lots provided a major portion of these homes are restricted to home ownership.

The school district should acquire the two houses north of Lincoln Junior High School to complete the educational setting on the entire block. The block was created, for the most part, by extending 67th Street further east of 18th Avenue.

The school district should consider acquiring additional residential properties to expand the Lincoln Junior High School campus to the east of 17th Avenue. The single-family homes on the eastern one-half of the block would be retained. This would allow 17th Avenue to be vacated, while still leaving 68th Street open to traffic. Refer to Map 10.12, page 80.

Expanding the campus to the east would provide additional off-street parking and other facilities for Lincoln Junior High School. Recreational uses are limited due to constraints pertaining to the overall size and dimensions of the site. Courtyards and green spaces could be considered more acceptable alternatives to more active recreational uses.



The acquisition of these two houses would provide additional open space for an outdoor courtyard or a circular drive as a drop off area for students.

Recommended Plan B

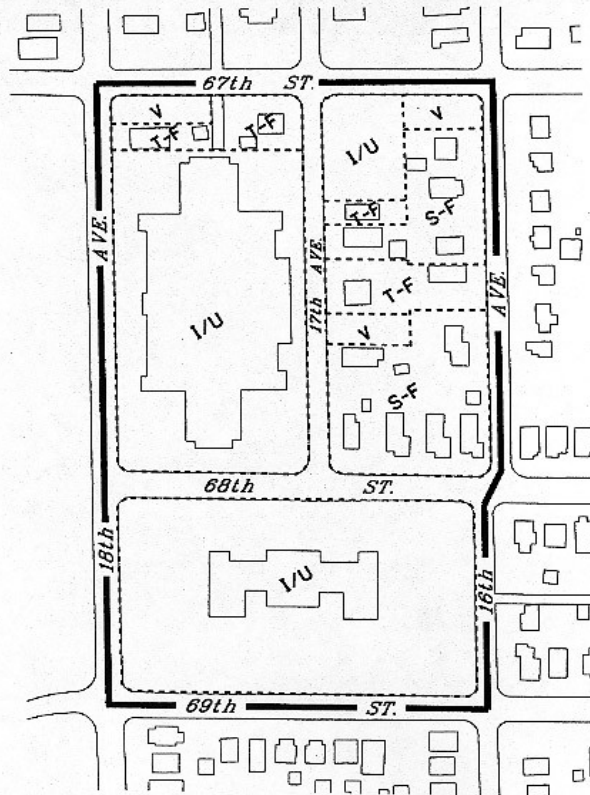
In the long-term, however, the school district should give serious consideration to developing a larger educational campus that would include both Lincoln Elementary and Junior High Schools. This would remove the existing residential buildings in the area and vacate 17th Avenue and 68th Street. Refer to Map 10.13, page 81.

The larger campus setting would create an educational campus that is equivalent in quality, size, and site characteristics to the newer educational facilities constructed in the outlying areas of the city. Such amenities include open space, playground areas, and outdoor activities.

LINCOLN NEIGHBORHOOD PLAN

Lincoln Schools
Map 10.11

Existing Land Use



- S-F - Single-Family Residential
- T-F - Two-Family Residential
- V - Vacant Parcel
- I/U - Institutional / Utility

NORTH



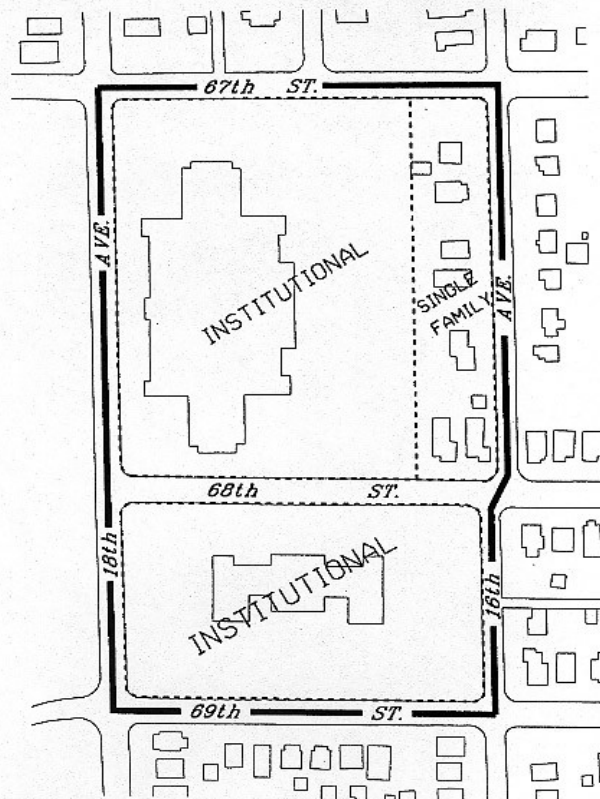
Source: City of Kenosha, Department of City Development
Date: September, 1995

Scale: 1" = 200'

LINCOLN NEIGHBORHOOD PLAN

Lincoln Schools
Map 10.12

Recommended Plan A



NORTH



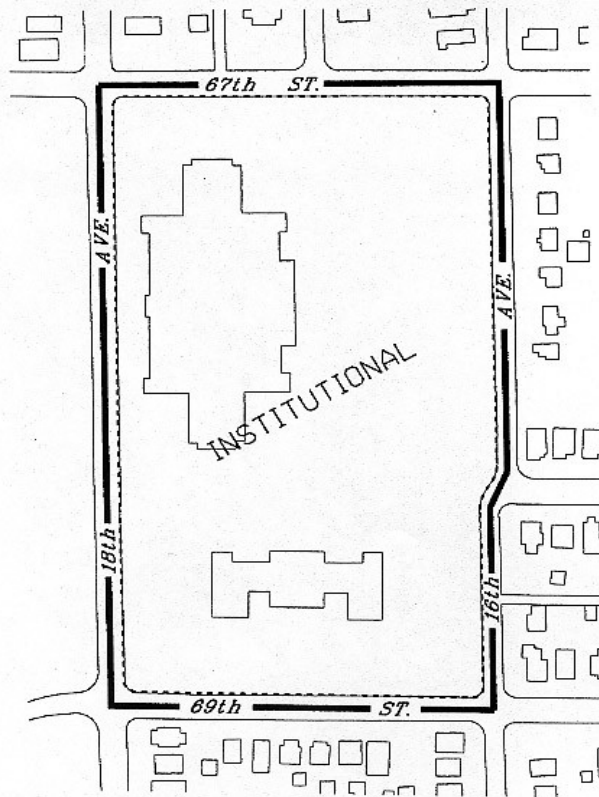
Scale: 1" = 200'

Source: City of Kenosha, Department of City Development
Date: June, 1996

LINCOLN NEIGHBORHOOD PLAN

Lincoln Schools
Map 10.13

Recommended Plan B



NORTH



Scale: 1" = 200'

Source: City of Kenosha, Department of City Development
Date: October, 1995

Possible uses include providing additional open space for recreational activities. The types of recreational uses are limited due to constraints pertaining to the overall size and dimensions of the site, i.e., basketball, tennis, and volleyball courts.

Design Guidelines

Residential Development

Housing types should be compatible with the buildings in the surrounding area. Setbacks, building heights, scale, massing, and use of architectural materials and details such as windows, doors, chimneys, porches, and siding should be considered to create a unified image for single-family infill development within existing residential areas.

New single-family detached residential development on larger, separate sites should not stand out as unrelated to the surrounding residential structures. The single-family development should also create linear edges that are parallel to, or continue, the alignment of existing streets.

A minimum lot size of 7,000 square feet is desired for new single-family infill development. The minimum lot size requirement is strongly preferred whenever there are opportunities for re-subdividing multiple adjacent vacant parcels of land.

Garages for single-family homes, if attached, should be recessed from the main building or setback line, or kept flush with the front of the house if the rooflines are varied and overhangs are provided to cast shadows over the doors.

Institutional Development

Retain the original architectural character of the exterior appearance of the Lincoln Junior High School building. Rehabilitate and restore the original architectural character of the exterior appearance of the Lincoln Elementary School building.

Landscaping should be provided to screen the existing and proposed addition to the junior high school parking lot located south of 67th Street between 16th and 17th Avenues.

Trees and other vegetation should be planted to develop a more attractive environment for the main entrance to the elementary school building on the south side of 68th Street. Additional landscaping should be provided around the building to develop a more conducive environment for school children to play, in particular, more green space and less asphalt.

Implementation Process

Recommended Plan A

The school district should acquire the two houses north of Lincoln Junior High School adjacent to 67th Street to provide additional open space for an outdoor courtyard or a circular drive as a drop off area for the students. Two additional houses on 16th Avenue need to be acquired to expand the parking lot on the east side of 17th Avenue.

Physical improvements to the school sites should be made in regards to building repairs, improving the parking lots and outdoor storage areas, providing more extensive landscaping, screening, and buffering around the perimeter of their properties, particularly in areas where they are visible from major roadways or residential blocks.

Several blocks, or portions of blocks, could be included in a redevelopment district. The Redevelopment and/or Housing Authority could be a partner in the new residential development.

The housing redevelopment and revitalization policies and guidelines as specified in the plan must have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the neighborhood.

Public financial and technical assistance will only be provided to housing rehabilitation and revitalization activities that are consistent and comply with the established policies, guidelines, and recommendations as adopted in the neighborhood plan.

Potential financial incentives that can be used as resources to promote housing rehabilitation and new residential construction include the following programs: Community Development Block Grant Program, Affordable Housing Fund, Home Investment Partnership, Housing Cost Reduction Initiative, and the Local Housing Organization Grant.

The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

Recommended Plan B

The school district should take into consideration long-term plans for developing a larger educational campus by acquiring and removing the remaining residential buildings on the block located directly east of Lincoln Junior High School. This would include the recently completed single-family infill houses on the north side of 68th Street.

This would require that 68th Street from 16th to 18th Avenues and 16th Avenue from 67th to 68th Streets be vacated to create an educational campus-like setting that is comparable to the newer educational facilities in the outlying areas of the city.

General Implementation Recommendations

For residential properties in need of minor maintenance or repair, financial and technical assistance should be made available to property owners for code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.

A strong emphasis should be placed on converting many of the existing houses to the initial number of units for which they were originally constructed.

Loan programs, subsidies, and write-downs should be provided to encourage residential conversions. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with a conversion.

Chapter 10.5 – Neighborhood Revitalization Area

Existing Conditions

The Neighborhood Revitalization Area consists primarily of single- and two-family homes in need of major rehabilitation which are generally located east of 18th Avenue and north of 69th Street where more than 20 percent of the buildings are either major deficient or substandard. This area is targeted for more aggressive housing improvement efforts. Refer to Map 10.14, page 85, for the boundaries to the Neighborhood Revitalization Area.

This area of the neighborhood consists of the substandard and deteriorating residential buildings in the most need of major rehabilitation efforts. If the City hopes to attract developers and investors to this area, it will need to offer additional financial incentives that will make housing rehabilitation and new housing infill construction as attractive as possible. Therefore, the City should consider this area a priority when providing financial and technical assistance for housing revitalization and neighborhood improvements. The City should provide additional support to coordinate housing rehabilitation and redevelopment programs so that there is no duplication or misuse of valuable resources.

Timing

Short-term priority – implementation should be concurrent with residential rehabilitation efforts within the area designated specifically for neighborhood revitalization activities.

Redevelopment and Revitalization Strategies

General Recommendations

Existing housing rehabilitation efforts should be continued and intensified to upgrade existing buildings to long-term sound condition and to improve the living conditions of the residents throughout the neighborhood except in designated redevelopment areas.

Aggressive actions should be undertaken to halt deterioration, reverse trends, and upgrade the residential environment in this area. In addition to providing financial and technical assistance, the area will also require (a) systematic code enforcement, (b) housing rehabilitation, (c) the acquisition and removal of dilapidated structures, (d) the promotion of new residential infill development, (e) large-scale redevelopment in selected areas, and (f) other related capital improvements such as streets, sewers, and sidewalks.

Vacant lots of varying sizes are concentrated within this neighborhood revitalization area where new residential development could be promoted. New single-family housing on vacant parcels is needed to restore the continuity of residential frontages and to strengthen the appearance and quality of the area as a complete neighborhood.

Consideration was given to converting a pair of one-way streets, consisting of 15th and 16th Avenues between 65th and 68th Streets, back to two-way streets. These are the only one-way streets in the neighborhood. However, the residents indicated that they want to retain 15th and 16th Avenues as one-way streets for perceived safety and security reasons. The City recommends that a further analysis may still be needed to determine if converting these streets to two-way traffic would have a significant impact on improving traffic circulation and safety in the area.

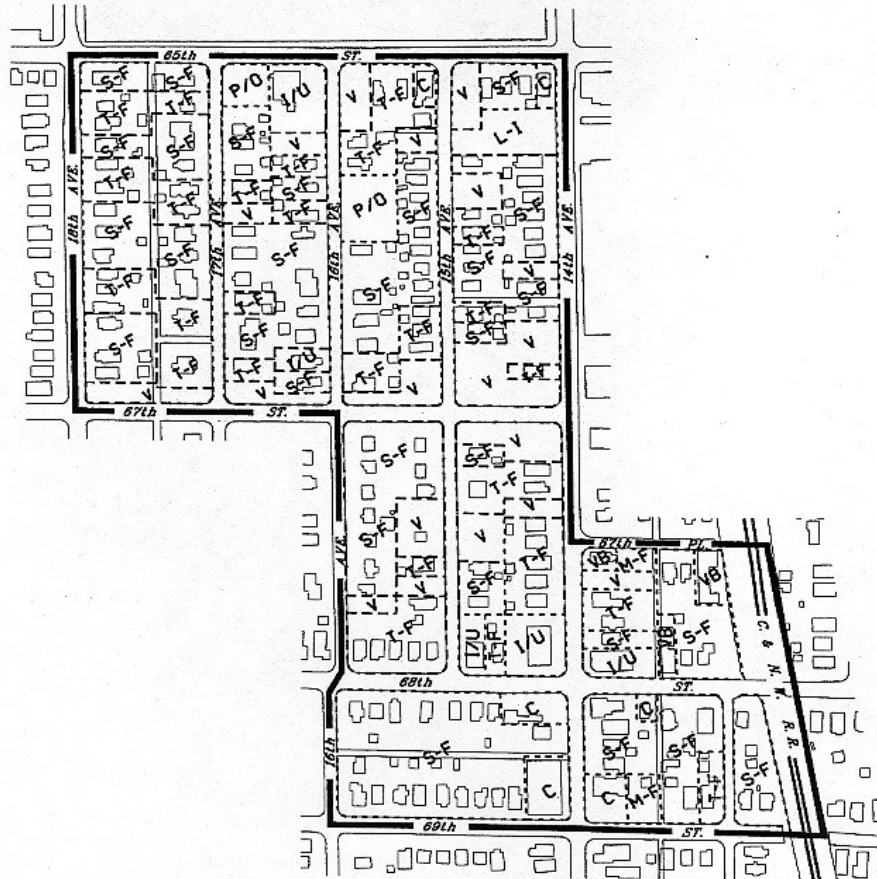
Recommended Plan A

Neighborhood rehabilitation of the existing single-family homes and construction of new compatible single-family homes on vacant lots provided that a major portion of these homes are restricted to home ownership.

LINCOLN NEIGHBORHOOD PLAN

Neighborhood Revitalization Area
Map 10.14

Existing Land Use



- | | |
|-----------------------------------|-------------------------------|
| S-F - Single - Family Residential | I/U - Institutional / Utility |
| T-F - Two-Family Residential | L-I - Light Industrial |
| M-F - Multi-Family Residential | P/O - Parks / Open Space |
| C - Commercial | V - Vacant Parcel |
| | VB - Vacant Building |

NORTH



Scale: 1" = 300'

Source: City of Kenosha, Department of City Development
Date: October, 1995

Part of the 65th Street South area, including the area surrounding 14th Avenue and 68th Street, is located within the northeastern portion of the neighborhood which is targeted for more aggressive residential revitalization and redevelopment action.

A more suitable location and building should be found for the Lincoln Neighborhood Community Center. The neighborhood center is currently located in a former residential hotel which is considered obsolete and inadequate. The types of activities that are typically associated with newer community centers are not conducive to this building.

If the Lincoln Neighborhood Community Center is relocated to a more suitable location, single-family residential infill development would be permitted on the former neighborhood community center site. Refer to Map 10.15, page 87. Two small public parks would continue to remain at their present locations. Cicchini Park on the southeast corner of 17th Avenue and 65th Street. Streeter Park is situated between residential homes on the east side of 16th Avenue.

If a commercial use is a viable business and not detrimental to the adjacent residential area, it will be allowed to continue to operate as a commercial establishment. New commercial uses should be limited to the Uptown Business Improvement District. A long-term comprehensive plan should be adopted for the Uptown area.

The overall objective is to eventually replace marginal commercial, institutional, and industrial uses with single-family homes on these sites. However, commercial and institutional uses with apartments located above the first floor could be retained.

When the commercial or institutional property becomes vacant or abandoned outside the designated neighborhood commercial area on the west side of 14th Avenue between 68th and 69th Streets, the City should acquire the property.

Recommended Plan B

As nearby improvement and redevelopment occurs, single-family residential homes should be considered to replace marginal commercial, institutional, and industrial uses in order to improve and enhance the overall residential character and image of the neighborhood. (This includes redeveloping the designated neighborhood commercial area on 14th Avenue for single-family residential homes as well.) Refer to Map 10.16, page 88.

Retain the Lincoln Neighborhood Community Center with no further building expansion permitted on its property. Public financial assistance will be provided only for minor maintenance and improvements to the interior of the building.

A more adequate, larger site should be found for Streeter Park. The new Streeter Park should be located in a separate, highly identifiable location within the 65th Street area of the neighborhood. If Streeter Park is relocated, single-family residential infill development would be permitted on the former park site.

Design Guidelines

Residential Development

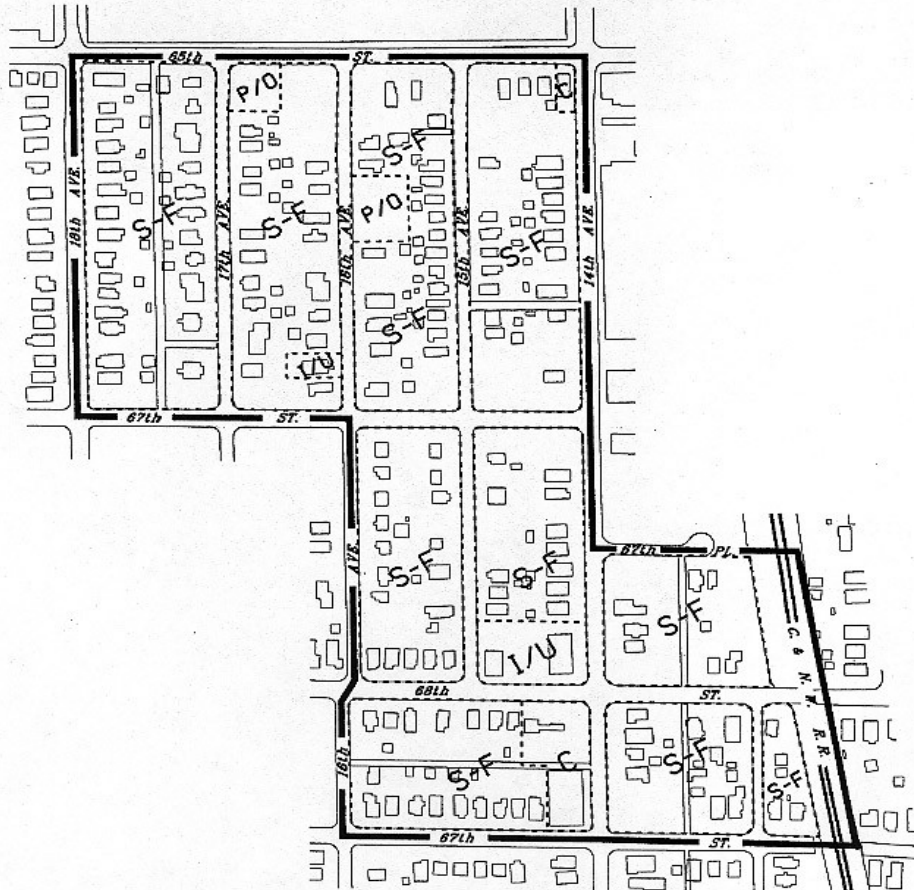
Housing types should be compatible with the buildings in the surrounding area. Setbacks, building heights, scale, massing, and the use of architectural materials and details such as windows, doors, chimneys, porches, and siding should be considered to create a unified image for single-family infill development and fit the residential context of the neighborhood.

New single-family detached residential development on larger, separate sites should not stand out as unrelated to the surrounding residential structures. The single-family development should also create linear edges that are parallel to, or continue, the alignment of existing streets.

LINCOLN NEIGHBORHOOD PLAN

Neighborhood Revitalization Area
Map 10.15

Recommended Plan A



- S-F - Single - Family Residential
- C - Commercial
- I/U - Institutional / Utility
- P/O - Parks / Open Space

NORTH



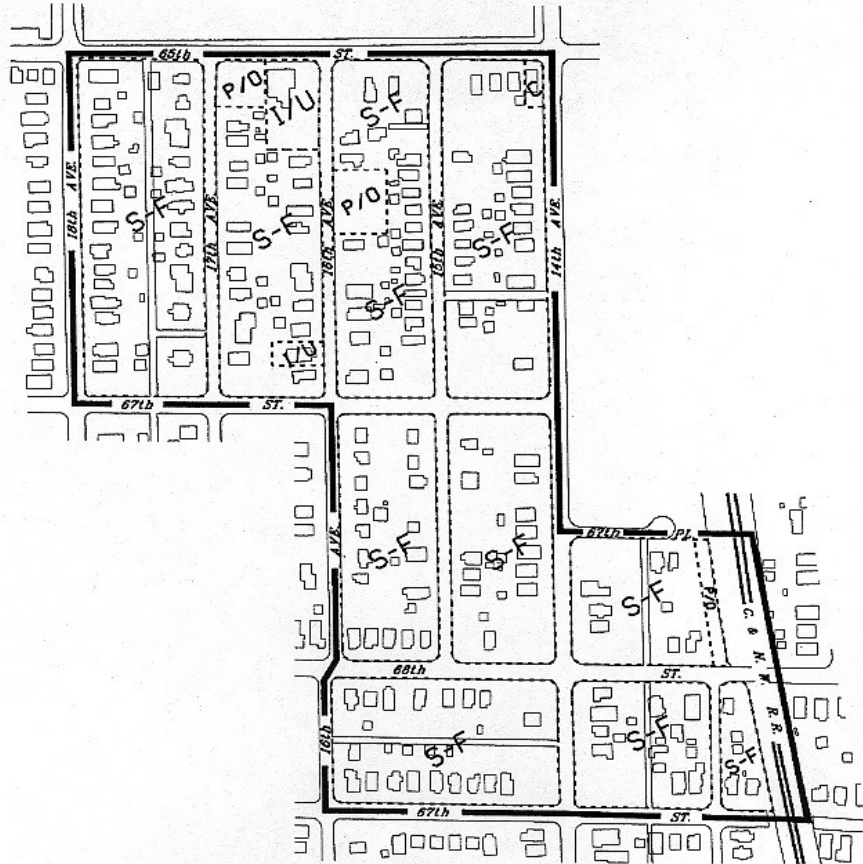
Scale: 1" = 300'

Source: City of Kenosha, Department of City Development
Date: July, 1996

LINCOLN NEIGHBORHOOD PLAN

Neighborhood Revitalization Area
Map 10.16

Recommended Plan B



- S-F - Single - Family Residential
- C - Commercial
- I/U - Institutional / Utility
- P/O - Parks / Open Space

NORTH



Scale: 1" = 300'

Source: City of Kenosha, Department of City Development
Date: July, 1996

A minimum lot size of 7,000 square feet is desired for new single-family infill development. The minimum lot size requirement is strongly preferred whenever there are opportunities for re-subdividing multiple adjacent vacant parcels of land.

Garages for single-family homes, if attached, should be recessed from the main building or setback line, or kept flush with the front of the house if the rooflines are varied and overhangs are provided to cast shadows over the doors.

Commercial and Institutional Development

Landscaping should be provided to screen the existing and proposed parking areas.

Planting trees and other vegetation to create a more attractive streetscape environment along the front of the existing commercial and institutional/office buildings.

Implementation Process

Recommended Plan A

If existing commercial, institutional, and industrial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of their properties.

Physical improvements to the commercial, institutional, and industrial sites should be made in regards to building repairs, improving the parking lots and outdoor storage areas, providing more extensive landscaping, screening, and buffering around the perimeter of their properties, particularly in areas where they are visible from major roadways or residential blocks.

The City should work to closely monitor the existing industrial sites to minimize traffic, noise, odor, and other adverse impacts on the surrounding residential areas. All pertinent codes, ordinances, and regulations should be enforced relative to these impacts.

Recommended Plan B

The housing redevelopment and revitalization policies and guidelines as specified in the plan must have the support of all who contribute to, benefit from, and have a stake in the successful revitalization of the Lincoln Neighborhood.

Public financial and technical assistance will only be provided to housing rehabilitation and revitalization activities that are consistent and comply with the established policies, guidelines, and recommendations as adopted in the neighborhood plan.

Agencies involved in housing rehabilitation and new housing construction must develop an agreed upon program that brings the public and private sectors together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood.

Several blocks, or portions of blocks, could be included in a redevelopment district. The Redevelopment and/or Housing Authority could be a partner in the new residential development.

Potential financial incentives that can be used as resources to promote housing rehabilitation and new residential construction include the following programs: Community Development Block Grant, Affordable Housing Fund, Home Investment Partnership, Housing Cost Reduction Initiative, and the Local Housing Organization Grant.

A number of other public sector programs exist that can potentially be used to finance neighborhood revitalization or redevelopment. These include, but are not limited to, general obligation

bonds; tax incremental financing; grants and loans through the Wisconsin Housing and Economic Development Authority; and other local, state, and federal programs.

Large housing rehabilitation and revitalization projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act.

The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

General Implementation Recommendations

For residential properties in need of minor maintenance or repair, financial and technical assistance should be made available to property owners for code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.

A strong emphasis should be placed on converting many of the existing houses to the initial number of units for which they were originally constructed. Loan programs, subsidies, and write-downs should be provided to encourage residential conversions. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with a conversion.

Public improvements to the neighborhood streets, sewers, and sidewalks should be closely coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites.

A street lighting demonstration project providing new street lights that is proposed for one block in the neighborhood should also be coordinated with other activities such as public improvements and neighborhood revitalization.

Chapter 11 – Priority Neighborhood Recommendations

The plans and projects described for the five sub-areas that were previously identified in the plan represent a comprehensive, long-range program for revitalization of the Lincoln Neighborhood. For existing commercial, institutional, and other nonresidential uses that were not covered under the sub-area recommendations, no further expansion including additional parking should be allowed into adjacent residential areas. Where possible, single-family residential homes should be considered to replace marginal uses in order to improve and enhance the overall residential character and image of the neighborhood. Refer to Map 11.1, page 92, for the Recommended Land Use Plan.

Even though the neighborhood will continue to contain at least some commercial, industrial and other nonresidential development, the focus of the revitalization program should be on preserving and protecting the essential residential character of the Lincoln Neighborhood. It must be recognized, however, that the financial resources available to the City and the neighborhood will not be sufficient to immediately carry out all of the recommendations in the plan. Consequently, neighborhood revitalization must be staged over a period of time. It is recommended that City staff work closely with representatives from the neighborhood to establish priorities for improvement projects and actions.

The initial emphasis of neighborhood revitalization should be on improving the existing housing and bringing existing homes up to sound condition. Housing prices and property values should be stabilized so that residents can safely invest their resources and efforts in improving and upgrading their own properties. Home ownership should be actively promoted.

Compatible and affordable new single-family detached infill housing should be constructed on scattered vacant lots and parcels. Large scale, planned residential developments which provide a mix of affordable housing types should be promoted in selected locations. City codes and ordinances should be reviewed and modified, if necessary, to ensure that new housing, including small-scale, residential infill development, will enhance the overall neighborhood quality and character. Of particular concern are housing types, lot sizes, driveways, and landscaping.

Public improvements to the neighborhood's infrastructure (streets, sidewalks, etc.) should be closely coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites. Community facilities and neighborhood services should be improved and expanded, including parks and recreation, schools and educational services, and special facilities and programs, which would further emphasize the city's long-term commitment to neighborhood revitalization.

As a basis for continuing discussions between the neighborhood and the City, a complete list of priority program actions are highlighted below. Priority actions are designed to stabilize existing conditions and property values, provide a safe environment for existing and future residents, and enhance the locational advantages and affordability of the neighborhood. The recommended implementation program places priority emphasis on housing and housing-related conditions. It anticipates the use of programs and resources available through the City of Kenosha, State of Wisconsin, and public and private organizations and corporations involved in providing technical and financial assistance to the City and neighborhood-based organizations that are committed to improving quality of life and livability of neighborhoods.

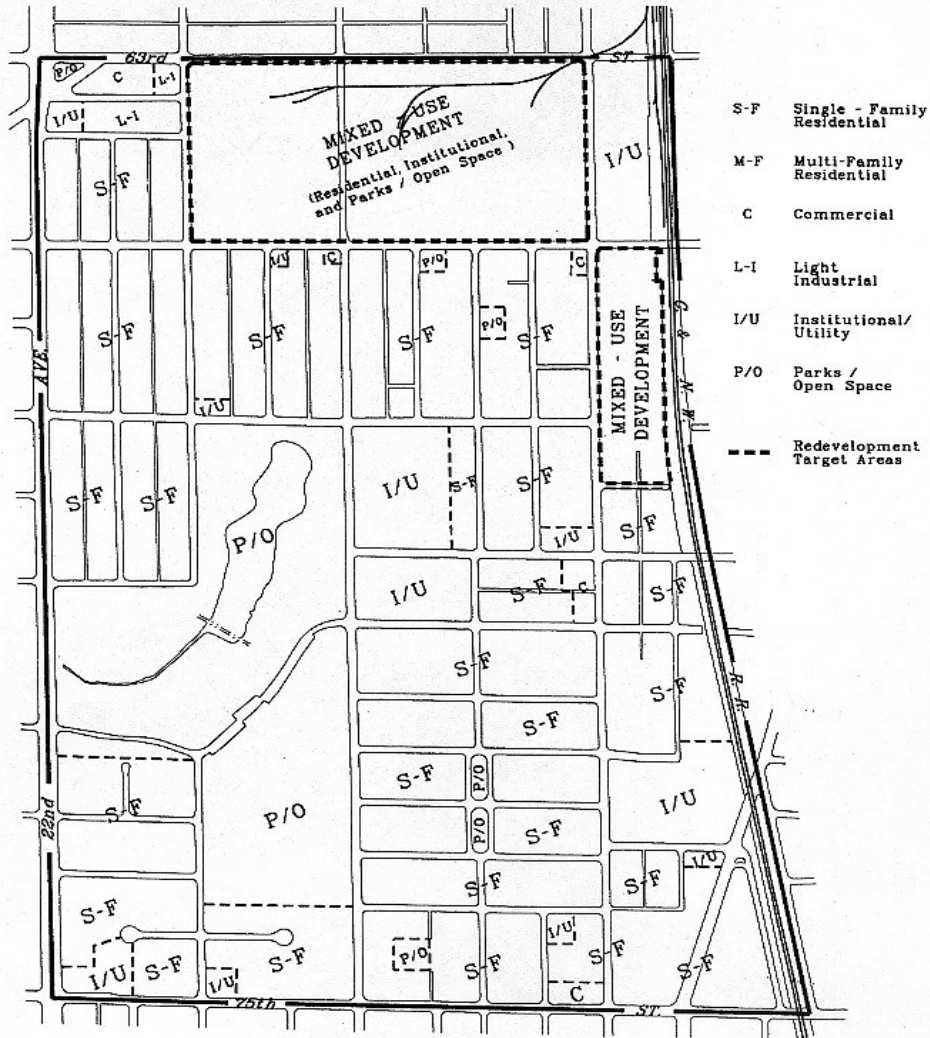
Specific program recommendations are summarized below.

1. Enhance Housing Opportunities

Promote home ownership. The major portion of new housing development should be owner-occupied units in areas which are predominately single-family in nature. Actions should be undertaken to retain existing home owners and encourage new ones to move into the neighborhood in the future. Existing programs such as the Homebuyers Club should be continued and expanded to encourage an increase in home ownership within the neighborhood. As part of this program, comprehensive home ownership incentives should be provided in the form of technical and financial assistance to prospective new

LINCOLN NEIGHBORHOOD PLAN

Recommended Land Use Plan
Map 11.1



Source: City of Kenosha, Department of City Development
Date: July, 1996

NORTH
▲
Scale: 1" = 600'

homeowners. The NeighborWorks organization has created a system of "full-cycle lending" to make it possible for lenders, government agencies and participating nonprofit organizations to provide home ownership opportunities to low-income families who might not qualify for, or know how to get, conventional mortgages. The "full-cycle lending" system is intended to teach these customers about home ownership and prepare them to be homeowners. This helps to reduce the risk of delinquency and foreclosures.

Rehabilitate Deteriorating Residential Buildings. Existing housing rehabilitation efforts should be continued and intensified to upgrade existing buildings to long-term sound conditions and to improve the living conditions of the residents throughout the neighborhood (except in designated redevelopment areas). Residential buildings in need of major rehabilitation are generally located east of 18th Avenue and north of 69th Street where more than 20 percent of the houses are either major deficient or substandard. Refer to Map 10.14, page 85, for the boundaries to the Neighborhood Revitalization Area. Aggressive actions should be undertaken to halt deterioration, reverse trends, and upgrade the residential environment in this area. In addition to providing financial and technical assistance, this area will also require (a) systematic code enforcement, (b) housing rehabilitation, (c) acquisition and removal of dilapidated structures, (d) promotion of new residential infill development, (e) large scale redevelopment in selected areas, and (f) other related capital improvements such as streets, sewers, and sidewalks.

Develop Vacant Sites for New Owner-Occupied Housing (Infill). New single-family housing on vacant parcels is needed to restore the continuity of residential frontages and to strengthen the appearance and quality of the area as a complete neighborhood. Vacant lots of various sizes are concentrated in the northeastern portion of the neighborhood where new single-family residential development could be promoted. It is essential, however, that the design of the new residential units be similar in quality, size, bulk, and architectural style to existing homes in the surrounding area.

New Construction on Large Redevelopment Sites. In addition to the scattered vacant lots, there are several larger land areas that could be suitable for new housing development in the future. Opportunities for larger-scale residential development include: (a) redevelopment of the Outokumpu Copper site (former American Brass), and (b) the Frost and Becker properties along the Chicago and Northwestern Railroad tracks provided that there is no other industrial demand and these sites have become vacant or abandoned. Refer to Map 11.1, page 92, for the Redevelopment Target Areas. Each of these sites is adequate in size and location to allow for a mix of affordable single-family, two-family, townhouse, and similar housing types to be developed in an overall, coordinated and planned residential environment. These sites are capable of accommodating a higher density than single-family housing, however, it is essential that these new residential developments enhance and reinforce the overall neighborhood quality and character and be compatible with the existing homes in the surrounding area.

Housing Resources and Organizations. The housing rehabilitation policies and guidelines as specified in the plan must have the support of all who will contribute to, benefit from, and have a stake in the successful revitalization of the Lincoln Neighborhood. Public financial and technical assistance will only be provided to housing redevelopment and revitalization activities that are consistent and comply with the established policies and guidelines as adopted in the neighborhood plan. Agencies involved in housing revitalization must develop an agreed upon program that brings the public and private sectors together into a partnership venture. The program should provide the basis for a coordinated management of complementary public and private actions to revitalize the housing stock in the neighborhood.

Housing Capital Development. If the City hopes to attract developers and investors to the large-scale redevelopment areas in the Lincoln Neighborhood, it will need to offer incentives that will make the new housing construction and revitalization efforts as attractive as possible. Potential financial incentives that can be used as resources to promote residential redevelopment in these areas include the following programs: Community Development Block Grant, Home Investment Partnership, Affordable Housing Fund, Housing Cost Reduction Initiative, and the Local Housing Organization Grant. A number of other public sector programs exist that can potentially be used to finance neighborhood revitalization for residential redevelopment. These include, but are not limited to, general obligation bonds; tax incremental financing; grants and loans through the Wisconsin Housing and Economic Development Authority, and other local,

state and federal programs. Such large redevelopment projects would require leveraging public and private investment in cooperation with lending institutions as required under the federal Community Reinvestment Act. The City's role and responsibility should be to continue to support and coordinate housing rehabilitation and redevelopment programs and neighborhood-based housing agencies so that there is no duplication or misuse of valuable resources.

Community and Other Living Arrangements. A shift from institutional to community-based care has evolved into a movement towards developing numerous residential alternatives such as group homes, foster homes, halfway houses, and other forms of community living arrangements in or near residential neighborhoods. As defined in the Wisconsin State Statutes, these are the types of places where three or more unrelated adults reside in which care, treatment, or services are provided above the level of a typical rooming or boarding house.

The Wisconsin State Statutes have established a dispersal requirement for approving community living arrangements (CLAs) after March 28, 1978. As required by the State Statutes, the City Plan Commission adopted a local ordinance which specifies distance and density standards governing CLAs. The Plan Commission has also adopted standards for reviewing requests for exceptions to the distance and/or density standards. The density standards are used to determine the total permitted capacity of CLAs for aldermanic districts. The Lincoln Neighborhood consists largely of two aldermanic districts with a total of 49 licensed beds permitted within each district. Aldermanic district #8 encompasses the northern portion of the neighborhood which contains almost twice the number of beds that is currently permitted for this district. To prevent a potential clustering of CLAs into a limited geographical area which may recreate an institutional environment, it is recommended that the City Plan Commission and Common Council strictly adhere to the adopted City standards and that exceptions only be granted if all City standards and requirements are met. Aldermanic district #12, however, contains only slightly more than one-third of its total permitted licensed bed capacity. Additional CLAs may be permitted to locate in district #12 provided that the density and/or distance standards and all other City and State requirements are met.

2. Eliminate Blight

Maintain Sound Housing. Continued high level of maintenance of basically sound buildings is required to stabilize property values and to prevent the further creation or spread of deterioration. Residential buildings in basically sound condition or in need of only minor repair are generally located west of 18th Avenue and south of 69th Street. Before these conditions become more serious, financial and technical assistance should be made available to property owners in the areas of code enforcement and housing rehabilitation. The Systematic Housing Inspection Program should be expanded to operate within this area of the neighborhood.

Transfer Unbuildable Vacant Parcels to Adjacent Property Owners. Several vacant parcels are located between older homes which may not be suitable for new single-family infill housing. Lack of maintenance of these sites contributes to the poor image and appearance of the neighborhood. These vacant parcels should be transferred to the adjacent property owners for clean-up and reuse as private yard areas.

Restrict Existing Commercial Development and Promote Uptown Area for New Commercial Uses. The City should consider alternative uses within the commercial areas of the neighborhood. If a commercial use is a viable business and not detrimental to the adjacent residential area, it will be allowed to continue to operate as a commercial establishment. When commercial property becomes vacant or abandoned outside the designated neighborhood commercial area on the west side of 14th Avenue between 68th and 69th Streets, the City should acquire the property. If certain existing commercial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the commercial properties. As nearby improvement or redevelopment occurs, single-family residential uses should be considered to replace marginal uses in order to improve and enhance the residential character and image of the neighborhood. In addition, homes that are located in commercial districts should continue to be used for residential purposes. Future rezoning requests should be restricted

to residential uses. New commercial uses should be located in the Uptown Business Improvement District immediately to the northwest of the Lincoln Neighborhood. A long-term, comprehensive plan should be adopted for the Uptown area.

Redevelop Industrial Areas for More Compatible Residential, Institutional, and Open Space Uses. The City should consider alternative uses within the industrial areas of the neighborhood. All viable industrial uses that do not adversely affect the adjacent residential properties will be allowed to continue their operations. If certain existing industrial uses are to remain in the future, even on an interim basis, code enforcement should be undertaken to improve the overall image and appearance of the industrial properties. New light industrial uses would be permitted on existing heavy industrial sites provided that they are not detrimental to the adjacent residential areas. If there is no other industrial demand and the industrial site has become vacant or abandoned, it should be redeveloped for new uses that are more compatible with the residential character of the neighborhood. Where possible, the conversion of industrial land to residential use would be preferable. However, the nature of many existing industrial uses in the area may have resulted in soil contamination that will complicate future redevelopment. If so, additional park land, community facilities, institutions, and public uses might be considered.

Promote Lincoln Junior High School Campus Concept. The school district should acquire the two houses north of Lincoln Junior High School to complete the educational setting on the entire block. The block was created, for the most part, by extending 67th Street further east of 18th Avenue. This would provide additional open space for an outdoor courtyard or a circular drive as a drop-off area for the students. The school district should consider acquiring additional residential properties to expand the Lincoln Junior High School campus to the east of 17th Avenue. The single-family homes on the eastern one-half of the block would be retained. This would allow 17th Avenue to be vacated, while still leaving 68th Street open to traffic.

In the long term, however, the school district should give serious consideration to developing a larger campus that would include both Lincoln Elementary and Junior High Schools. The overall purpose would be to create an educational campus that is equivalent in quality, size, and site characteristics to the newer educational facilities constructed in outlying areas of the city. Such amenities include open space, playground areas and outdoor activities. Both recommended campus expansions would provide for additional off-street parking and other facilities. Where recreational uses are limited due to the overall configuration of either campus setting, courtyards and green spaces could be considered more acceptable alternatives to active recreational uses.

Restore Original Single-Family Homes Back to Single-Family Use. A number of older, single-family homes within the Lincoln Neighborhood have been converted for use by two or more families. A strong emphasis should be placed on converting many of the existing houses back to their initial number of units for which they were constructed to accommodate in the past. Financial incentives such as loan programs, subsidies, and write-downs should be provided to encourage these residential conversions. As part of housing rehabilitation to stabilize the neighborhood, these homes should be converted back to single-family usage. Deed restrictions should specify home ownership as a requirement for any rehabilitation involved with residential conversion.

Removal of Obsolete Buildings. The city should consider removing obsolete buildings that have outlived their usefulness and currently conflict with adjacent land uses. Many obsolete buildings were constructed for only one purpose – either commercial, institutional, or industrial – when they were built, but have since been converted to other uses which do not function well and utilize these buildings to their full potential.

Promote Landlord Training Program. Maintaining housing standards is important to the public welfare and as a protection against overall neighborhood deterioration and decline in property values. The Kenosha Housing Authority conducts a Landlord Training Program to make sure the aesthetic and physical nature of rental properties in the community are properly maintained and comply with all applicable City and State housing and health codes. A manual addressing various aspects of rental property management is available from the Housing Authority.

Restrict Adult Beverage Licenses to Larger Commercial Districts Such as the Uptown and Downtown Areas. The plan recommends that the Common Council scrutinize any additional requests for commercial establishments to sell or serve alcoholic beverages within the Lincoln Neighborhood. Historically, the neighborhood has had a concentration of taverns which adversely affected portions of the neighborhood, particularly along 65th Street and 14th Avenue. The City of Kenosha has committed its financial resources and made substantial efforts in removing many of these types of establishments to restore the residential character and improve property values along the south side of 65th Street. For these reasons, it is recommended that any new establishments that are involved in the selling or serving of alcoholic beverages be restricted to larger commercial districts such as the Uptown or Downtown areas which are more appropriate locations for these types of facilities.

3. Improve the Physical Environment

Maintain Public Facilities. The City should ensure a continued high level of maintenance of existing parks, schools, and other public facilities (governmental) in order to stabilize property values and to prevent the creation or spread of blighting conditions.

Coordination of Public Infrastructure Improvements. Public improvements to the neighborhood's infrastructure (streets, sidewalks, etc.) should be closely coordinated with other neighborhood revitalization efforts such as housing rehabilitation and new residential construction on redevelopment sites. For example, if the northeastern area of the neighborhood is targeted for aggressive housing rehabilitation efforts, this area should also become the focus for related street and infrastructure improvements. A demonstration project providing new street lights is proposed for one block in the Lincoln Neighborhood. The purpose of the project is to improve the visibility at the pedestrian level on a block with heavily tree-lined streets. The street lighting project should also be coordinated with other activities such as public improvements and neighborhood revitalization.

Develop a Master Plan for Lincoln Park. Lincoln Park has been recognized as a significant resource and gathering place for the entire Kenosha community. The park offers opportunities for a wide range of recreational activities from baseball, softball, football, soccer, basketball and volleyball to a walking trail and a heavily-wooded area on the northwest side of the lagoon. In recent years, however, the more active uses of the park have heavily utilized certain areas within the park, while other less intense resources go under-utilized.

Therefore, it is recommended that a master plan be adopted for the park. At a minimum, the master plan for Lincoln Park should address the following activities: (1) the playground area, equipment and tennis courts; (2) parking along 18th Avenue and Martin Luther King Drive in the park; (3) preservation of assets such as the pavilion and the historic bridge; (4) connecting the organized walking path around the lagoon; (5) improvements to the underdeveloped botanical gardens; and (6) a recreational path.

Consider Converting One-Way Streets to Two-Way Streets. Consideration was given to converting a pair of one-way streets, consisting of 15th and 16th Avenues between 65th and 68th Streets, back to two-way streets. These are the only streets which do not allow two-way traffic when compared to the rest of the neighborhood. However, the residents indicated that they want to retain 15th and 16th Avenues as one-way streets for perceived safety and security reasons. The City recommends that a further analysis may still be needed to determine if converting these streets to two-way traffic would have a significant impact on improving traffic circulation and safety in the area.