Kenosha-Racine-Milwaukee Alternatives Analysis
Environmental Impact Statement & Project Development Phase

Transit-Oriented Development Portfolio
Kenosha, Wisconsin

Prepared for:
Southeastern Wisconsin Regional Planning Commission

in association with:
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Cambridge Engineering

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November 2006
Introduction
The City of Kenosha is currently served with commuter rail service provided by Metra. Kenosha is the northernmost stop on the Union Pacific North Line. The Kenosha Station is located at 54th Street and 13th Avenue, with platforms on the Union Pacific Railroad. Transit-oriented development (TOD) is typically focused within a ten minute walk or ½ mile of a transit facility, with higher density uses concentrated within a five minute walk or ¼ mile area. Kenosha’s ½ mile station area contains the City’s civic center, its historic “Main Street” business district, a portion of its harbor on Lake Michigan, and relatively dense residential neighborhoods. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the ½ mile area surrounding the Kenosha Station has an estimated 2005 population of 6,418. This is a higher population density than any within the existing Metra station areas in Lake County, Illinois. Based on the 2005 estimates, the Kenosha station area also contains 2,119 households and 6,285 jobs. The full market assessment report is located in the Appendix.

Community Issues and Opportunities
Key stakeholders within the community were interviewed to obtain opinions on “issues” and “opportunities” within the station area. In addition, a public workshop was held on April 26, 2006 at the Kenosha Municipal Building to solicit community input. The primary issues and opportunities identified in both the workshop and interviews are summarized below. The complete summaries of the interviews and workshop are located in the Appendix.

Key Issues:
- Improve the perception of neighborhood safety
- Expanded commuter parking at the station is needed
- The need for reinvestment in “Westside” neighborhoods
- Limited frequency of rail service
- Need stronger connections between east and west sides of the railroad embankment
- Need “quiet zone” for rail yard activity in the Columbus neighborhood
- City’s westward expansion toward I-94 is a challenge for reinvestment
- Downtown building vacancies
- Train station needs to provide weather protection, bathrooms, and a safe, clean environment
- Coordination of bus and train schedules

Key Opportunities:
- Substantial redevelopment opportunities exist in the station area
- Reinvestment is already occurring in the downtown and along the lakefront
- Neighborhoods east of the railroad are redeveloping and improving
- Increasing residential population
- Lakefront is more accessible due to Harbor Park development
- New streetcar connects harbor, downtown, and the station
- Existing train service
- Urban population center
- Walkable environment
- Kenosha’s connection with Lake County and Chicago

Existing Land Use
Existing Land Use is illustrated in Figure A.1 on page A3.

Downtown Kenosha is currently defined as the area between 50th and 60th Streets and the Union Pacific Railroad east to Lake Michigan. The downtown includes a collection of important public uses and destinations close to the station, including the Municipal Building, the Kenosha County Courthouse, a U.S. Post Office, and the Kenosha Area Convention and Visitors Bureau. One of Kenosha’s public libraries is also located in the southwest portion of the station area. In addition, there are three historic districts in the station area that encompass a number of these important civic uses. The downtown’s mixed-use business district is centered along 6th Avenue between 54th and 59th Streets.

With new residential developments, such as Harbor Park, Downtown Kenosha is also witnessing reinvestment with new restaurants and retail.

East of the Union Pacific Railroad, the 60th Street corridor functions as an auto-oriented commercial area. Mixed residential neighborhoods lie immediately north and south of this corridor. A number of light industrial uses are located north of the downtown near Sheridan Road, including the City’s waste transfer facility and a boat storage warehouse. There are also a few vacant parcels in this area. Harborside, near the 50th Street and 6th Avenue intersection, is a mixed-use commercial district that caters to users of the lakefront harbor and Simmons Island Park.

West of the railroad, the Columbus neighborhood area contains a mix of single-family and multi-family uses, as well as a number of isolated commercial, industrial, and public uses. The 52nd Street corridor provides a number of neighborhood and auto-oriented commercial uses. Housing stock in the older residential neighborhoods bordering this corridor is in good condition. Adjacent to the Union Pacific Railroad and north of 52nd Street, the City owns a large vacant site which provides a strong transit-supportive land use infill opportunity. Industrial uses border the Union Pacific Railroad, as well as the Chicago and Union Pacific Railroad that divides the western station area. South of these railroads, older residential neighborhoods are in fair condition.
**Existing Access and Circulation Patterns**

Existing Access and Circulation Patterns are illustrated in Figure A.II on page A4.

Laid out in compact blocks and a traditional urban street grid, the Kenosha Station is easily accessible by foot within the ½-mile station area. From the east, pedestrians may reach the station from 52nd, 54th, and 56th Streets using the existing sidewalk network. From the west, pedestrian access is limited to 54th Street, but otherwise is constrained between 14th Avenue and the station due to the presence of the Metra railyard.

Major streets providing access to the station include 52nd and 60th Streets and Sheridan Road. A surface commuter parking lot exists adjacent to the station at 55th Street and 11th Avenue. Commuter parking is also available along the east side of the railroad embankment, north of 54th Street, and at a surface commuter parking lot at 11th Avenue and 56th Street. Due to a shortage of commuter parking and the fact that Kenosha is presently a terminal station serving many commuters to the north, commuter parking on residential streets in the Columbus neighborhood has become an issue.

The Kenosha Station presently functions as a multi-modal facility, providing not only rail, but also bus and streetcar connections. The Kenosha Transit Center, which also provides bus and streetcar connections, was recently built at 54th Street and 8th Avenue, a five-minute walk to the commuter railroad station. A number of bus routes traverse the station area and provide connections throughout the City, including Routes 1, 2, 3, 4, 5, 6, and 30. The City’s new streetcar system connects the commuter station with the business district and the Harbor Park neighborhood along 54th and 56th Streets.

**Existing Urban Design Conditions**

Existing Urban Design Conditions are illustrated in Figure A.III on page A5.

As stated previously, the Kenosha station area lies within a traditional grid street framework well-served by bicycle and pedestrian facilities. The current pattern is strongly supportive of a pedestrian environment, with the exception that several features within the area disrupt the overall grid pattern. Particularly, the Union Pacific Railroad and its western spur north and parallel to 56th Street limit the number of east/west grade separated crossings for pedestrians. Further, the design and condition of most grade separated bridges and structures within the station area are not very hospitable to pedestrians. Poor lighting, narrow walkways, and the general overall poor condition of existing bridge structures is not the most conducive environment for pedestrian travel.
1. Existing Metra commuter service to Kenosha provides an opportunity for more transit-oriented developments.

2. High-density townhouses begin to introduce a more intensive land use pattern for future residential development near the station.

3. Kenosha’s Civic Center contains the county courthouse, police department, museum, visitor’s bureau and high school and post office.

4. Harbor Park is a master planned development which contains high-density townhouses and public spaces along Kenosha’s harbor.

5. Street-level retailing in downtown Kenosha is focused along 6th & 7th Avenues.

6. Harborside is a mixed-use district that provides goods and services for local residents and visitors.

7. Aging industrial district and vacant lands along Sheridan Road provide redevelopment opportunities near the station.

8. Stable residential neighborhoods west of the railroad offer affordable housing options.

### Existing Land Use

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Space</td>
<td>13</td>
</tr>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Single Family</td>
<td>74</td>
</tr>
<tr>
<td>Two Family</td>
<td>46</td>
</tr>
<tr>
<td>Multi-Family (1-3 stories)</td>
<td>27</td>
</tr>
<tr>
<td>Commercial</td>
<td>39</td>
</tr>
<tr>
<td>Office</td>
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<td>Mixed Use</td>
<td>6</td>
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<tr>
<td>Industrial</td>
<td>5</td>
</tr>
<tr>
<td>Wholesaling &amp; Storage</td>
<td>17</td>
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<tr>
<td>Institutional</td>
<td>37</td>
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<tr>
<td>Utilities &amp; Communications</td>
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</tr>
<tr>
<td>Railroad Right of Way</td>
<td>18</td>
</tr>
<tr>
<td>Parking</td>
<td>25</td>
</tr>
<tr>
<td>Vacant</td>
<td>37</td>
</tr>
<tr>
<td>Vacant Buildings</td>
<td></td>
</tr>
</tbody>
</table>
1. The Kenosha train station provides multi-modal access for automobiles, bicyclists, pedestrians, and streetcars.
2. Railroad right-of-way west of the station is a hindrance to pedestrian-friendly access to/from adjacent neighborhoods.
3. The elevated railroad corridor creates a physical and psychological divide between the east and west sides of the station area.
4. 52nd Street and Sheridan Road are the primary arterials providing east-west and north-south access, respectively.
5. Sheridan Road was recently improved as a four-lane boulevard with a landscaped median through downtown Kenosha.
6. The Kenosha Transit Center provides access and storage for buses and streetcars.
7. Downtown Kenosha contains a walkable street grid pattern that is easily accessible from the station on foot or by trolley.
8. 60th Street is a local collector that provides the primary link between the Uptown District and Downtown.
1. Given the presence of parking lots and vacant lots, 54th Street is not a welcoming streetscape for those arriving at Kenosha Station.
2. Downtown historic districts contain public uses in a park setting.
3. Downtown Kenosha sustains diverse multiple uses in a pedestrian-friendly environment particularly along 6th & 7th Avenues.
4. Harbor Park is a new residential neighborhood in a former industrial district that contains a scale and density appropriate to its location.
5. Aging industrial and vacant lands offer an opportunity for new residential neighborhoods to support the station, downtown and Simmons Island.
6. Harborside is a walkable, vibrant district and gateway to Simmons Island and Kenosha Harbor.
7. Residential neighborhoods west of the UP Railroad provide affordable housing.

*In addition to sidewalks and curb ramps, streetscape areas have created special pedestrian oriented environments including such amenities as lighting, landscaping, street furniture, signage and public art.
**Introduction**

The City of Kenosha is experiencing a resurgence of its downtown and new lakeshore residential construction that will increase the demand for additional residential, retail, and office uses in the station area over the next 15 years. Although the City’s 1991 Comprehensive Plan is dated, it provides guidance on maintaining the urban fabric so new development is consistent with traditional design principles.

**Market Potential**

As part of the station area planning process, a detailed market assessment was conducted to determine the City of Kenosha’s future market demand and development potential between the years 2005 and 2020 for the ½-mile station area. Based on current development trends and long-term population and employment projections, Kenosha’s station area market demand has been determined for residential, retail, and office uses (see Table 1). The full market assessment report is located in the Appendix.

<table>
<thead>
<tr>
<th>Table 1: Kenosha Station Area Market Demand, 2005-2020</th>
</tr>
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<tbody>
<tr>
<td><strong>Year</strong></td>
</tr>
<tr>
<td>----------</td>
</tr>
<tr>
<td>2005-2010</td>
</tr>
<tr>
<td>2010-2015</td>
</tr>
<tr>
<td>2015-2020</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
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</table>


Influences on Kenosha’s residential market include the presence of commuter rail service and affordable housing options for commuters who work in Lake County, Illinois and for boaters who want second homes near the Kenosha Harbor. Most significantly, the City was extremely instrumental in the development of the Harbor Park neighborhood, which integrates 351 condominiums, lakeshore open space, and new public museums into the downtown fabric. Although Harbor Park lies just beyond the station area, it is well-connected to the train station via the new streetcar system along 54th and 56th Streets. Harbor Park’s success has attracted an additional five downtown projects that are under construction or planned within the station area and include 250 condominiums. Based on these positive market trends and future population projections, a total of 1,036 new residential units (69 per year on average) could be built in the ½-mile station area by 2020.

With residential growth, Kenosha’s station area will also benefit from increased demand for commercial retail and services and for professional offices. Downtown Kenosha will incorporate 62,500 square feet of new ground-level retail space as part of three planned condominium projects, including 15,000 square feet within the station area. Because of the increase in the number of downtown and harbor-area residents, the City’s traditional retail core will likely experience reinvestment and infill development. In addition, expanded rail service will increase the demand for limited retail and service uses adjacent to the station, particularly for food stores, convenience stores, and personal services. Based on these market trends and future population projections, the station area could attract up to 140,000 square feet of retail space as part of future mixed-use projects within the downtown, or within nearby neighborhood retail locations. Given extensive competing locations for general tenant office space, the downtown market is relatively weak and is likely to attract only 80,000 square feet of office space.

It is important to point out that the market assessment is but one element to be considered in developing preliminary land use concepts for the station area. Community policies and preferences for future development, and the long-term nature of the transit-supportive land use program are among these factors. While the market analysis looked 15 years into the future, regional planning projections for the study area consider a 30-year planning horizon. Therefore, these market demand numbers are used as a basis for the build out 2035 scenario presented in Table 3, in “Economic Effects.”

**Future Land Use**

**Preliminary Future Land Use** is illustrated in Figure A IV on page A8.

The proposed land uses within the station area are meant to support and build upon Kenosha’s key assets—Harbor Park, multi-modal transportation including the streetcar and bus systems, strong civic functions, traditional “Main Street” retail core, public lakeshore access, affordable neighborhoods, and existing commuter rail service.

Downtown Kenosha to the east of the railroad has several strong residential, commercial, and civic districts, as well as opportunities for infill, redevelopment, and revitalization. The area immediately adjacent the station area has strong mixed-use development potential. The intersection area of 52nd Street and Sheridan Road is proposed for high-density mixed-use. The City’s waste transfer site and the boat storage facility north of 52nd Street are proposed for high-density residential uses. Nearby vacant lots along 54th Street have potential as high-density mixed-use. High-density mixed-use is proposed for vacant or underutilized lots or blocks in the retail core area. No land use changes are proposed for the downtown civic areas; however, high-density mixed-use is proposed for the Municipal Building site if the City’s facilities are relocated in the future. Low-density residential uses are proposed for the 60th Street corridor to capture residential commuter demand and help create a downtown gateway.

Older industrial uses just west of the station are proposed for future mixed-use residential to capture commuter-based residential and retail demand. Land north of 52nd Street along 14th Avenue is proposed for multi-family residential uses that are integrated with the adjacent neighborhood. The 52nd Street corridor is proposed for multi-family residential uses to place emphasis on commercial use potential within the downtown, and create a consistent and stable land use pattern. Residential use patterns in the Columbus neighborhood will remain largely unchanged, with appropriate infill housing on a lot-by-lot basis. A comparison of existing and future land uses within the ½ mile station area is presented in Table 2.

<table>
<thead>
<tr>
<th>Table 2: Comparison of Existing and Future Land Uses, 2005-2035</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Existing Land Use</strong></td>
</tr>
<tr>
<td>(Acres)</td>
</tr>
<tr>
<td>Single Family/ Low Density Residential</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
</tr>
<tr>
<td>Commercial</td>
</tr>
<tr>
<td>Mixed Use</td>
</tr>
<tr>
<td>Office</td>
</tr>
<tr>
<td>Institutional</td>
</tr>
<tr>
<td>Industrial/ Warehousing and Storage</td>
</tr>
<tr>
<td>Open Space</td>
</tr>
<tr>
<td>Vacant</td>
</tr>
</tbody>
</table>

* Footnote: Most commercial and office uses in the future are proposed within a mixed use format. Source: HNTB Corporation (June 2006)
Future Access and Circulation Patterns

Kenosha is currently the only City in the KRM corridor with commuter rail service. The City, in cooperation with Metra, has recently completed reconstructing the commuter station and platform access facilities. To create safe and convenient pedestrian access to the station, improvements are recommended for nearby crosswalk areas, all railroad underpass areas, and the rail yard west of the station. Wayfinding signage, clearly-marked crosswalks, and pedestrian lighting would improve the current pedestrian environment. Bicycle access to the station could be improved through designated on-street routes and improved bike parking facilities at the station.

East of the station, a 300-space parking garage is under construction at 54th Street and Sheridan Road to serve Metra commuters and Kenosha County employees. According to initial plans, at least 200 spaces will be made available to Metra commuters and 100 spaces to County employees and others. Surface parking lots in the downtown should be consolidated into shared use facilities and eventually into mixed-use buildings over the long-term.

A structured parking garage should be evaluated as part of a mixed-use development just west of the station at 52nd Street and 14th Avenue, which could address future parking demand. A garage west of the railroad would reduce commuter parking on nearby residential streets. The proposed location of the mixed-used parking structure for the Kenosha Station is graphically depicted in the station layout plans contained within the Appendix.

The recommendations to improve station access via mass transit include: more bus drop-off locations at the station for existing bus routes; and, additional street-car routes to connect a broader area to the station, particularly the downtown retail core and the Uptown district.

Future Urban Design Framework

The urban environment within the station area varies among traditional residential neighborhoods west of the railroad and the mixed-use downtown east of the railroad, all of which are contained within an urban street grid with sidewalks. The overall urban environment could be improved through pedestrian streetscape enhancements — such as new decorative lighting, sidewalks, and street trees — and a consistent “street wall” for new development (i.e. building facades placed at the sidewalk). The existing railroad bridges could be used as gateway features into downtown Kenosha, and be supplemented with new lighting features, surface treatments, public art, and welcome signs. See Figure A.VII Illustrative Perspectives for examples of these design features.

Economic Effects

The future economic effects are based on the key areas “subject to change”. A map inset in Figure A.IV identifies key areas “subject to change” within the station study area. Areas subject to change include key vacant sites and underutilized properties, and buildings and uses which are becoming obsolete, and thus have high potential for reuse and redevelopment in the future. When land use recommendations for the station area are applied to these locations, a general “order of magnitude” of station area development potential can be identified. Using this methodology, the Kenosha station area could accommodate an additional 3,330 residential units and 986,500 square feet of commercial space by the year 2035 (see Table 3). This computes to a total projected 2035 population in the half mile area of 12,268, an increase of almost 92% from the 2005 population estimate of 6,418. Employment (number of jobs) is expected to increase to 7,730, up from the 2005 estimate of 6,285. This future development would reflect an increase in assessed value (in 2006 dollars) amounting to $956.5 million.

Table 3: Year 2035 Development Potential

<table>
<thead>
<tr>
<th></th>
<th>2020*</th>
<th>2035</th>
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</thead>
<tbody>
<tr>
<td>Total Residential (units)</td>
<td>1,036</td>
<td>3,330</td>
</tr>
<tr>
<td>Total Retail (square feet)</td>
<td>140,000</td>
<td>986,500</td>
</tr>
<tr>
<td>Total Office (square feet)</td>
<td>80,000</td>
<td>-</td>
</tr>
<tr>
<td>Total Industrial (square feet)</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

1. Low-density mixed-uses are proposed at 52nd Street and 14th Avenue to encourage more transit-supportive land uses, such as groundfloor retail with residential dwelling units above.
2. Multi-family residential is proposed north of 52nd Street to increase housing options, potential ridership, downtown customers and Simmons Island visitors.
3. Multi-family residential (high density) is proposed to diversify the housing market and take advantage of potential lake views.
4. High-density mixed uses are proposed to increase housing and retail options close to the station along the 52nd and 54th street corridors.
5. Traditional mixed-use districts are proposed for adaptive re-use, as well as selective infill and redevelopment for high-density mixed uses.
6. Institutional districts are to remain intact and serve as employment and civic centers within downtown Kenosha.
7. Major gateway corridors - 52nd and 60th Streets - to downtown are proposed for multi-family uses to create larger ridership base and customer base.
8. Traditional residential neighborhoods west of the railroad are to remain intact with some potential for infill development on a lot-by-lot basis.

### Kenosha Station Area

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Proposed Densities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Single and Two Family</td>
<td>10-15 dus/acre</td>
</tr>
<tr>
<td>Multi-Family (Low Density)</td>
<td>&lt; 24 dus/acre</td>
</tr>
<tr>
<td>Multi-Family (High Density)</td>
<td>25 or more dus/acre</td>
</tr>
<tr>
<td>Commercial</td>
<td>FAR: 0.7 min</td>
</tr>
<tr>
<td>Mixed Use (Low Density)</td>
<td>FAR: 2.0 min</td>
</tr>
<tr>
<td>Mixed Use (High Density)</td>
<td>FAR: 4.0 min</td>
</tr>
</tbody>
</table>

#### Future Land Use
- Park/Open Space
- Residential
  - Single and Two Family
  - Multi-Family (Low Density)
  - Multi-Family (High Density)
- Commercial
- Mixed Use (Low Density)
- Mixed Use (High Density)
- Institutional
- Railroad Right of Way

#### Key Areas Subject to Change

- General Station Location
- Study Area Boundary (1/2 mile radius)
- Wetlands
- # Comments

#### Change

- Subject to
  - High Density Residential
  - Low Density Residential
  - High Density Mixed Use

#### Change

- KRM: A PLAN FOR
  - THE KENOSHA - RACINE - MILWAUKEE
  - COMMUTER LINK

#### Figure A.IV

- Preliminary Future Land Use
  - Kenosha Station Area

#### Figure A.IV

- High Density Mixed Use
- High Density Residential
- Low Density Residential
- Park/Open Space

#### Figure A.IV

- Kenosha Station Area

#### Figure A.IV

- Clockwise from right:
  - Milwaukee Station Area
  - Racine Station Area
  - Kenosha Station Area

#### Figure A.IV

- Caledonia Station Area

#### Figure A.IV

- Racine Station Area

#### Figure A.IV

- Milwaukee Station Area

#### Figure A.IV

- Kenosha Station Area

#### Figure A.IV

- Caledonia Station Area

#### Figure A.IV

- Racine Station Area

#### Figure A.IV

- Milwaukee Station Area

#### Figure A.IV

- Kenosha Station Area

#### Figure A.IV

- Caledonia Station Area

#### Figure A.IV

- Racine Station Area

#### Figure A.IV

- Milwaukee Station Area

#### Figure A.IV

- Kenosha Station Area

#### Figure A.IV

- Caledonia Station Area

#### Figure A.IV

- Racine Station Area

#### Figure A.IV

- Milwaukee Station Area

#### Figure A.IV

- Kenosha Station Area

#### Figure A.IV

- Caledonia Station Area

#### Figure A.IV

- Racine Station Area

#### Figure A.IV

- Milwaukee Station Area
1. Additional bike routes should be created from the station to existing bike routes and major destinations.

2. Surface parking lots could be consolidated into mixed-use parking structures to provide more development opportunities.

3. Crosswalk improvements, such as bump-outs and decorative paving at key Downtown intersections, could be used to clearly define pedestrian access and calm traffic.

4. Special lighting, public art and decorative paving would improve pedestrian access and safety under railroad bridges.
1. Railroad bridges could be improved as welcoming gateway features announcing arrival to downtown Kenosha.
2. Secondary gateway features on Sheridan Road could further define the boundaries of the downtown.
3. Additional streetscape amenities - lighting, street trees, banners, public art and special paving - would enhance downtown and its entry corridors.
4. Streetwall locations provide for buildings with windows and building entrances at the sidewalk which is a strong influence in creating a pedestrian orientated environment.
5. Existing open spaces could be enhanced with additional landscaping, updated furniture, decorative paving and public art.
Figure A.VII
Illustrative Perspectives
Kenosha Station Area

A - Existing conditions for 52nd Street

A - 52nd Street Gateway

B - 56th Street Streetscape and Infill Development

B - Existing conditions for 56th Street

KRM: A PLAN FOR
THE KENOSHA - RACINE - MILWAUKEE
COMMUTER LINK
Introduction
The City of Kenosha is engaging the private and public sectors in new development and public infrastructure projects and creating a sense of optimism for downtown Kenosha and adjacent neighborhoods. The most significant public/private partnership over the last decade has involved the redevelopment of the former Chrysler Lakefront Plant into the Harbor Park waterfront community. The Harbor Park project provided the impetus for creating a positive investment environment and diversity for the Downtown area. In addition, the City set in place a new street car system that connects Harbor Park to the Kenosha Metra station. Since the Metra station provides convenient access to jobs in Lake County, Illinois and Chicago, new residential developments are being marketed to employees seeking quality, yet more affordable housing choices. After this level of development activity and public re-investment, Kenosha is witnessing a downtown renaissance that will improve as it considers new policy and implementation strategies to utilize the Kenosha station as a building block for additional transit-oriented development.

Current Transit Supportive Policies

Transportation Infrastructure

- The City of Kenosha benefits from Metra commuter rail service to Chicago, and plans to create better access and multi-modal connections to the station. In 2006, the Kenosha station was re-constructed to comply with ADA requirements, install safety features, and improve the overall station house amenities and aesthetics. Construction is underway for a commuter parking garage adjacent to the station at 54th Street and Sheridan Road, which is being funded through federal and state sources. In addition, the City of Kenosha plans to apply for federal and state funds to expand its street car route to provide station access from surrounding neighborhoods and business districts. The City is committed to its station facility improvement program.

- In 2005, the City of Kenosha Bicycle and Pedestrian Facilities Plan was adopted to provide a “blueprint” for improving the pedestrian and bicycle routes throughout the City. Existing on-street bicycle routes exist through the station area, and additional routes are planned pending available funding.

- Pedestrian-oriented streetscape improvements have been made in the City’s historic business district, including street lights, street trees, crosswalks and ramps, and special paving. Streetscape improvements were also included in the redevelopment program for the Harbor Park and Harborside neighborhoods, which were funded through a tax increment finance (TIF) district. The City plans to use TIF funds for additional streetscape improvements as future development projects are proposed and approved.

Planning Initiatives

- Kenosha’s Department of City Development issues Request-for-Proposals (RFPs) for city-owned property to facilitate new mixed-use development within the downtown. The City is currently soliciting responses to an RFP for the redevelopment of a surface parking lot at 5th Avenue and 58th Street within the station area. The RFP specifies retail uses and a zero-lot line along 58th Street in order to expand the historic retail district with new commercial uses. In addition, the City plans to issue an RFP for the Harbor Park parcel at 55th Street and 6th Avenue, and two other Harbor Park parcels outside the station area.

- The City of Kenosha has solicited proposals for a Downtown Parking Study that will determine the necessity of, and if so, the most appropriate location for a parking structure. The City desires to accommodate new shared parking among current and future land uses and provide opportunities to consolidate surface parking lots. The parking study will commence in late 2006.

- In 1997, the City adopted the Harbor Park Master Plan which had provided a major catalyst for investment in the downtown. The Harbor Park neighborhood was developed with multi-family housing and public uses. The Master Plan continues to provide guidance for site development of new housing, retail, and a public museum.

- In 1996, a Urban Land Institute (ULI) study — Downtown Lakefront Site, Kenosha, Wisconsin — was published to provide a market perspective analysis, conceptual planning framework, and implementation agenda for the redevelopment of the former Chrysler plant. The 1996 ULI study continues to remain relevant in regards to the City’s waterfront and downtown revitalization efforts.

- The 1991 Kenosha Downtown Plan provides a comprehensive urban design and development analysis for the City’s downtown and adjacent waterfront areas. The Plan provides urban design guidance on new block structures, streets, parking, and building types. The Plan also provides guidance on development alternatives and implementation steps. The Plan remains relevant for its general goals and urban design guidance.

- The City’s Columbus Neighborhood Plan was prepared for the residential neighborhood west of the Union Pacific Railroad, south of 52nd Street, north of 63rd Street, and east of 30th Avenue. Almost half of the Columbus Neighborhood lies within the station area. The Plan provides a land use framework and revitalization recommendations for use by City departments, non-profit agencies, and private developers.

Zoning

- The eastern portion of the station area includes the City’s Central Business District, which allows a full range of commercial uses, mixed-use buildings, and buildings up to 100 feet in height. The City Plan Commission determines density levels on a case by case basis; however, density levels typically fall within the range of 30 to 80 dwelling units per acre.

- The City’s zoning ordinance contains design guidelines for commercial and institutional buildings, including: building material requirements; minimum 20% building facade recession and/or projection; minimum 60% of street facing facade requirement for architectural elements; and, main entrance ornamentation and articulation. The ordinance also contains exterior building variation guidelines for multi-family buildings.

- The City’s zoning ordinance contains design guidelines for the General Residential zones (single- and two-family; limited multi-family), which are west of the commuter rail line and within the station area. The design guidelines are meant to ensure compatibility of new homes within older neighborhoods.
The guidelines include: recessed/detached garages; primary entrances/windows on street facing facades; porches/front stoops; and, front build-to lines for 50% of the front facade.

- To encourage new development and redevelopment, the City provides for reduced parking requirements in the Central Business District. There is a 50% reduction in parking requirements for new construction and conversions of buildings taller than three stories. There are no additional parking requirements for one- and two-story building conversions.

**Development Review Process**
- Kenosha has a 30-day review and comment period for all completed site plan submissions.

**Financing Tools**
- A tax increment finance (TIF) district was established in 1989 to encourage redevelopment of the former American Motors plant. TIF funds were used for all public improvements needed for the Harbor Park development, including new utilities, streets, pedestrian amenities, parks, and the planned Civil War Museum. In 2005, a new state law allows the expenditure of TIF funds for the ½-mile area adjacent to the TIF district; therefore, the entire station area can now enjoy the financial benefits of a TIF district. TIF funds are planned to be used for a downtown parking garage and to establish a $2 million rehabilitation loan program for homeowners.
- The Lakeshore Business Improvement District (BID) was established in 1986, and encompasses the downtown area between Sheridan Road and 5th Avenue and between 49th and 60th Streets. BID proceeds are allocated to landscaping, street cleaning, promotional materials, and annual bookkeeping. The BID is governed by a volunteer board and does not have any paid staff members.
- The Kenosha Area Business Alliance (KABA) administers a revolving loan fund for the Lakeshore BID using Community Development Block Grant (CDBG) funds. The goal of the program is to improve properties and encourage business development. The Lakeshore BID has also used CDBG funds to purchase, re-habilitate, and sell three properties as a result of this program.
- The City’s Redevelopment Authority was created in 1981 to clear blighted properties and encourage redevelopment. The Redevelopment Authority acquired the six parcels necessary to widen 56th Street and accommodate the extended boulevard and street car route through the Harbor Park neighborhood.

**Transit Supportive Policy Recommendations**

Based on preliminary station area improvement concepts, the City of Kenosha should consider several recommendations to help facilitate the implementation of transit-supportive land use and development within the station area. It is fully recognized that physical land use, transportation and design plans such as these will evolve over time, especially as plans for KRM service are refined. As a result, securing basic acceptance and support of land use and development policies for the station area is perhaps as important, if not more important, than the physical aspects of the transit-supportive land use program at this time. The following policy recommendations have been made to create a more transit-supportive development framework.

**Transportation Infrastructure**
- The City should work with Metra to continue to increase the peak-hour return trips from Illinois to Kenosha to be more consistent with other northern Illinois station service levels, and to facilitate more transit ridership.
- The City of Kenosha could work with Kenosha County and the Wisconsin Department of Transportation (WISDOT) to implement multi-modal connections to the Kenosha station. Specifically, the City desires to extend its street car route to other nearby business districts, such as Harborside and Uptown, and adjacent neighborhoods. The City could also work with these agencies to implement new bicycle and pedestrian routes in the station area, per the 2005 Bicycle and Pedestrian Facilities Plan.
- The City should consider extending the pedestrian-oriented streetscape amenities of the historic downtown to the entire Central Business District to create a unified environment. The City could require the streetscape amenities as part of new development projects or consider a public/private partnership approach that requires 50% of the streetscape costs.

**Planning Initiatives**
- The City would benefit from a new Downtown Plan that incorporates recent and proposed developments and provides new implementation strategies that account for demographic and economic changes over the last 15 years. The Downtown Plan could also provide new direction and guidance to revitalize the historic business district, which suffers from storefront vacancies, obsolete commercial space, and a general lack of re-investment.
- The City could utilize the State of Wisconsin’s Main Street Program that offers technical assistance and partial funding for a Main Street Manager to promote and coordinate historic downtown revitalization efforts as a paid staff position. The Main Street Manager could proactively engage the real estate and development industries and promote the conversion of older retail, office, and mixed-use buildings using historic property tax credits.

**Zoning**
- Due to the number of sites subject to change within the station area, the City could consider the use of a transit overlay district to encourage appropriate residential and mixed-use redevelopment. The overall district could encompass the one-half mile area surrounding the Kenosha Station. To encourage higher densities east of the station within downtown Kenosha, the City could allow higher densities within buildings over the current 100’ height limitation. The City could allow shared parking among non-competing land uses in order to reduce parking requirements for high density development projects. Residential parking standards could also be reduced to 1.5 spaces per dwelling unit. To create a more pedestrian-friendly environment, signage standards should be revised so they appeal to pedestrians, not cars.
- Auto-oriented commercial uses, such as auto repair shops and drive-thru businesses, are permitted as conditional uses within the City’s Central Business District (CBD). To create a more pedestrian-friendly downtown that is connected with the train station, Kenosha should consider zoning amendments to remove auto-oriented commercial uses from the CBD.
Financing Tools

- One potential funding source for recommended multi-modal connections is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which is the federal act that allocates highway and transit program funds to WISDOT. The program funds applicable to the Kenosha station area include the Transportation Enhancement and CMAQ programs, which fund new parking, transit, bicycle, and pedestrian improvements to help reduce automobile commuting.

- The Lakeshore BID could more fully utilize its property acquisition and rehabilitation program by hiring a manager to oversee and facilitate the program. Specifically, this program could be used to target problem properties within the historic downtown area and create catalyst projects to spur additional redevelopment and conversion projects.

- The Lakeshore BID should consider re-establishing a commercial building facade grant program to encourage rehabilitation of older commercial properties.