

# KENOSHA COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN- 1986 UPDATE

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KENOSHA COUNTY OVERALL ECONOMIC DEVELOPMENT  
PROGRAM (OEDP) PLAN - 1986 UPDATE

Prepared by the  
Southeastern Wisconsin Regional Planning Commission  
P. O. Box 769  
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Waukesha, Wisconsin 53187-1607

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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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Serving the Counties of:

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August 11, 1986

Mr. James L. Fonk, Chairman  
Kenosha County Board of Supervisors  
Kenosha County Courthouse  
912 56th Street  
Kenosha, Wisconsin 53140

Mr. John M. Collins  
County Executive  
Kenosha County Courthouse  
912 56th Street  
Kenosha, Wisconsin 53140

Gentlemen:

On January 9, 1986, Mr. Collins' predecessor requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an update to the County's 1981 overall economic development program (OEDP) plan. The County Executive's request was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County's continued designation as a "redevelopment area" under the federal Public Works and Economic Development Act of 1965 would require the preparation of such a program plan update. The Kenosha County Development Corporation prepared the initial county OEDP in 1967, with subsequent OEDP updates prepared by the Kenosha County Development Corporation in 1977, and the Kenosha County Council on Economic Development in 1981. Continued designation as a "redevelopment area" would maintain the eligibility of the County and the local units of government within the County for federal grants in support of public works and other facility development which would result in the creation of new permanent jobs. In addition, the continued designation would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

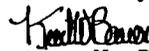
As you know, this report, as approved by the Kenosha County Board of Supervisors on July 1, 1986, was submitted to the U. S. Department of Commerce, Economic Development Administration on August 4, 1986. As a result of the completion of the program plan, the County will retain its status as a federally recognized redevelopment area and the eligibility to apply to the federal EDA for economic development grants and loans.

To meet federal guidelines, this report presents and analyzes pertinent data on the natural and man-made resource base in Kenosha County, including the physical characteristics, resident population, labor force, economy, and community facilities and services of the County. These analyses identify certain potentials for, and constraints on, economic development in the County. Recognizing those potentials and constraints, the report proposes a strategy that can help guide and coordinate the economic development efforts of local individuals and organizations concerned with the economic development of Kenosha County; help to facilitate the creation of employment opportunities; and foster a stable and diversified county economy.

The Commission and its staff were materially assisted in the preparation of this document by the Kenosha County Council on Economic Development, which included representatives from a wide variety of economic development interests in Kenosha County. The assistance of the Committee contributed substantially to the quality of the finished report and is very much appreciated.

The Regional Planning Commission is pleased to have been of assistance to the County in this important planning program. The Commission stands ready, upon request, to assist the County and the constituent local units of government within the County in the implementation of the recommendations contained in this report.

Sincerely,

  
Kurt W. Bauer  
Executive Director

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1986 UPDATE TO THE KENOSHA COUNTY OVERALL ECONOMIC  
DEVELOPMENT PROGRAM (OEDP) PLAN  
SUMMARY AND CONCLUSIONS

INTRODUCTION

On January 9, 1986, Mr. Gilbert J. Dosemagen, Kenosha County Executive, requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an update to the County's 1981 overall economic development program (OEDP) plan. The County Executive's request was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County's continued designation as a "redevelopment area" under the federal Public Works and Economic Development Act of 1965 would require the preparation of such a program plan update. The Kenosha County Development Corporation prepared the initial OEDP plan in 1967, with subsequent OEDP updates prepared by the Kenosha County Development Corporation in 1977 and the Kenosha County Council on Economic Development in 1981. Continued designation as a "redevelopment area" would maintain the eligibility of the County and local units of government within the County to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, the designation of the County as a redevelopment area enables private businesses to apply to the EDA through local financial institutions for business loan guarantees. This memorandum is intended to provide a brief summary of the contents of the OEDP document that has been approved by the Kenosha County Council on Economic Development (KCCED).

1986 UPDATE TO THE KENOSHA COUNTY OVERALL ECONOMIC  
DEVELOPMENT PROGRAM (OEDP) PLAN

The 1986 update to the Kenosha County OEDP plan is intended to meet the federal requirements for such a plan as a prerequisite to the continued designation of Kenosha County as a "redevelopment area." Accordingly, the plan document identifies historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies economic development potentials and constraints within the County; and identifies the elements of an economic development program designed to help improve economic conditions in the County. The OEDP document was prepared with the assistance of the County's designated EDA advisory committee, the KCCED, the membership of which is set forth the accompanying table.

The primary purpose of the plan, as identified by the KCCED, was to:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic program activities in Kenosha County;
2. Help to develop a consensus among public and private individuals and organizations in Kenosha County concerning both the potentials for, and the constraints on, economic development in the County;

**MEMBERSHIP COMPOSITION OF THE KENOSHA COUNTY  
COUNCIL ON ECONOMIC DEVELOPMENT**

Name and Address	Race	Sex	Representation
Mr. John Bechler, Acting Chairman 812 56th Street Kenosha, Wisconsin 53140	W	M	Executive Officer, Office of Kenosha Area Economic Development
Dr. John Birkholz Gateway Technical Institute 3520 30th Avenue Kenosha, Wisconsin 53142	W	M	District Director, Gateway Technical Institute
Mr. James L. Fonk 10710 88th Street Kenosha, Wisconsin 53142	W	M	Supervisor, Kenosha County
Mr. Bruce C. Fox 6618 32nd Avenue Kenosha, Wisconsin 53142	W	M	Commissioner, Kenosha Air- port Commission, and Former City of Kenosha Alderman
Mr. Robert E. Hansen 1648 Washington Avenue Racine, Wisconsin 53403	W	M	President, Southeastern Wisconsin Private Industry Council, Inc.
Ms. Olga Hoffman 24414 67th Street Paddock Lake, Wisconsin 53168	W	F	President, Village of Paddock Lake
Mr. Donald Holland 625 52nd Street Kenosha, Wisconsin 53140	W	M	Administrator, City of Kenosha
Mr. Earl W. Hollister 19705 81st Street Bristol, Wisconsin 53104	W	M	Supervisor, Kenosha County
Mr. William Hughes P. O. Box 2000 Kenosha, Wisconsin 53142	W	M	Director, University of Wisconsin-Parkside, Small Business Development Center
Ms. Cecilia Lucas 812 56th Street Kenosha, Wisconsin 53140	W	F	Greater Kenosha Development Corporation
Ms. Arturo Martinez 720 17th Street Racine, Wisconsin 53403	S	M	Director, Spanish Centers
Mr. William P. Nickolai 1001 Main Street Racine, Wisconsin 53403	W	M	Attorney, Gateway Technical Institute
Ms. Thelma Orr 1607 65th Street Kenosha, Wisconsin 53140	B	F	Urban League of Racine- Kenosha, Inc.
Mr. Michael R. Pollocoff 9915 39th Avenue Kenosha, Wisconsin 53142	W	M	Administrator, Town of Pleasant Prairie
Mr. Jack Rice 1619 21st Street Kenosha, Wisconsin 53140	W	M	Organized Labor
Mr. Alan Schaefer 5526 19th Avenue Kenosha, Wisconsin 53140	W	M	Small Business, Kenosha Liquor Company
Ms. Sheila Siegler 34310 51st Street Burlington, Wisconsin 53105	W	F	Clerk, Town of Wheatland
Mr. Earl L. Winkelman 2300 60th Street Kenosha, Wisconsin 53140	W	M	Large Business, Jockey International, Inc.

Source: Office of Kenosha Area Economic Development and SEWRPC.

3. Help to develop a consensus among public and private individuals and organizations in Kenosha County regarding the appropriate role of county government in the identification and implementation of specific economic development program activities that are designed to improve the economy of the County; and
4. Prepare an overall economic development program (OEDP) plan that meets the approval of the Kenosha County Board of Supervisors and the U. S. Department of Commerce, Economic Development Administration (EDA).

The 1986 update to the Kenosha County OEDP document is comprised of five chapters. The first chapter, "Introduction and Assessment of Historic Economic Development Efforts": 1) provides background information regarding the initiation of the county OEDP planning process; 2) references various resolutions, endorsements, and correspondence as required by the EDA; 3) sets forth the overall purposes of the county OEDP document; 4) provides information required by the EDA regarding the membership composition of the Kenosha County Board of Supervisors, and the KCCED; and 5) provides a review of historic countywide economic development efforts.

The inventory and analyses portions of the 1986 update to the Kenosha County OEDP document are presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Facilities and Services in Kenosha County," describes and analyzes the natural and cultural features of the County pertinent to sound economic development. The natural features considered include geologic and physiographic features, soils, water resources and associated shorelands and floodlands, wetlands, woodlands, and wildlife habitat. The cultural features considered include land use, transportation, utilities, and community facilities and services.

Chapter III, "A Description of the Population, Labor Force, and Economy of Kenosha County," describes the recent and historic demographic and economic characteristics of the County, including important information on the labor force and the economic base and structure of the county economy.

Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for, and constraints on, economic development in the County. The identification of the economic development potentials and constraints was based upon analyses of the information contained in Chapters I, II, and III of this report, as well as on the considered collective judgment of the KCCED. The economic development potentials and the attendant constraints identified in Chapter IV include:

Potential One: Retention and Expansion of the County's Manufacturing Industry Base.

#### Related Constraints

1. The potential for the relocation of the American Motors Corporation (AMC) and recent declines in AMC employment.
2. The potential for U. S. corporations to become companies that distribute rather than manufacture products (termed the "hollow corporation").

3. The relocation of county employers and recent employment declines by major county employers.
4. Existing sanitary sewer system extension moratoriums.
5. Recent high unemployment rates in the County.
6. The declining share of national employment in the Midwest.
7. Structural changes in the economy, including the declining percentage of manufacturing employment, and the growth of high technology employment.
8. The lack of awareness of job growth in small firms by economic developers.
9. Changing world product markets.
10. Negative attitudes of business persons regarding the State of Wisconsin's attitude toward business.
11. The lack of availability of financing for business expansions and new business start-ups.
12. Antiquated machinery and equipment of existing manufacturing firms.
13. The lack of federal expenditures in Wisconsin and Kenosha County.
14. Higher worker earnings in Kenosha County.
15. High female and minority unemployment rates.
16. The high cost associated with transportation system maintenance.

**Potential Two: Generation of Employment Opportunities Through the Attraction of New Business Establishments in the Communication, Equipment and Communication Services; Wholesale Trade; and Finance, Insurance, and Real Estate Industries.**

Related Constraints

1. The lack of development of the Interstate Highway 94 corridor in Kenosha County.
2. The delay in the provision of sanitary sewer service to the IH 94 and STH 50 area.
3. The decline of the central business district in the City of Kenosha.

**Potential Three: Generation of Employment Opportunities Through the Application of High Technology to Existing Industry, as Well as Other High Technology Industry Opportunities.**

Related Constraints

1. The high personal income tax and the antibusiness reputation of the State of Wisconsin.
2. The lack of promotion of the quality of life in Wisconsin.
3. The lack of technological innovations by the University system in Wisconsin.
4. The lack of availability of high risk venture capital in Wisconsin.
5. The inability of the State of Wisconsin to retain highly trained members of the labor force.

**Potential Four: Facilitating New Entrepreneurial Opportunities Directed Toward Small Business Expansion and Small Business Start-ups.**

### Related Constraints

1. The lack of available financing for small businesses.
2. The lack of utilization of local, state and federal financial resources by Kenosha County and local units of government.
3. The lack of small business incubator space in Kenosha County.
4. The lack of an up-to-date inventory of available office and manufacturing space in the County.
5. The lack of state assistance programs for nonmanufacturing industries and small industry establishments.
6. The need to refocus traditional local government economic development activities toward small firms.
7. The lack of business incorporations in the State of Wisconsin.

Potential Five: Expansion of the Retail Trade and Services Industries.

### Related Constraints

1. Scattered residential development patterns and a difficulty in establishing businesses in traditional central business districts.
2. Perceived negative attitudes by the civilian labor force of some retail trade and service industry jobs.
3. The absentee-ownership of major employers in the County and the resulting suppression of employment opportunities, such as management and support staff, as well as employment at local restaurant and retail trade establishments, that could normally be associated with large companies that are headquartered in an area.
4. The decline of the central business district in the City of Kenosha.
5. The lack of population growth in Kenosha County during the 1970 to 1985 time period.
6. The accessibility of retail trade establishments in the Chicago, Milwaukee, and Racine metropolitan areas.
7. Poor economic conditions in Kenosha County and the resulting uncertainty by developers planning retail trade projects.

Potential Six: Expansion of the Recreation and Tourism Industry.

### Related Constraints

1. Perception of the recreation and tourism industry as a low employment-generating industry.
2. The lack of a strategic development plan for the development of the recreation and tourism industry in the County.
3. The increase in interstate and intrastate competition in the tourism industry.
4. The lack of advertising of urban tourism opportunities in Wisconsin.
5. The lack of awareness of local recreational resources by the County's resident population and a poor self-image.
6. The lack of nongroup camping facilities at the Bong Recreation Area.
7. The lack of appropriate development of the parkland and related lands that are contiguous to the Lake Michigan shoreline and appropriate for tourism and recreation purposes.
8. The lack of a marketing and management plan for the Kenosha Harbor.
9. The adequacy of the existing Kenosha Harbor and the availability of transient boat slips at Kenosha Harbor.

### Economic Development Program Goals

Goal One: The KCCED should act as the primary organization for economic development in Kenosha County and coordinate the activities of all other agencies and organizations interested in pursuing the economic development of the County.

Goal Two: To assist in the retention of existing employment opportunities in the County, and to provide for the expansion of employment opportunities by helping to meet the needs of existing employers.

Goal Three: To create new employment opportunities by assisting local units of government and public and private development organizations in attracting new employers to the County.

Goal Four: To assist in creating new employment opportunities by helping to facilitate entrepreneurial opportunities, especially for small businesses, in Kenosha County.

Goal Five: To assist in continuing to provide the community facilities and services that are necessary for the expansion of employment opportunities in Kenosha County.

### Economic Development Objectives and Activities

The economic development objectives and activities indicated below are intended to provide for the continuation of the existing economic development program activities in the County. While the County is currently engaged in an economic development program, the KCCED perceived this program as fragmented and, therefore, lacking in the effectiveness that a more coordinated economic development program could provide. The economic development activities identified herein are intended to be implemented during a time period to be determined by the KCCED and the Office of Kenosha Area Economic Development on an annual basis. The identification of the specific time frame for the implementation of the activities will be dependent upon the available financial resources for economic development in the County, as well as the available staff and volunteer assistance.

Objective One: To establish the advisory committee structure necessary to carry out the KCCED economic development program; to identify the activities that will provide for a coordinated economic development program in the County; and to ensure the continued eligibility of the County and local units of government for EDA programs. This objective is directly related to Goal One. Activities designed to accomplish this objective are set forth below.

Activity One: The Office of Kenosha Area Economic Development should ensure the submittal of this 1986 OEDP Update and subsequent OEDP annual reports to the EDA. The next EDA required annual report must be submitted to the EDA by June 30, 1987.

Activity Two: Previous countywide economic development efforts documented in this report have shown that volunteer economic development activities in the County have not been successful and, therefore, professional economic development staff assistance is necessary. In addition, the Committee raised concerns about the low level of financial resources allocated to, and the degree of

overall coordination of, countywide economic development activities. Therefore, Kenosha County, the City of Kenosha, and the Kenosha Area Chamber of Commerce should continue their financial support of the program activities of the Office of Kenosha Area Economic Development as outlined in this report for the interim until an organizational structure and funding level for the KCCED and the Office of Kenosha Area Economic Development are determined and/or modified.

The function of the structure would be the objectives and activities set forth herein, including the coordination of activities of the economic development organizations identified in the accompanying table. In addition, the program should seek to broaden the development and financial support for countywide economic development by developing the ways and means for greater support from development organizations and local governments throughout the County. In particular, the countywide economic development program should seek financial support from the business community that is equal to the support base provided from the public sector. Private sector financial support, in addition to private sector assistance in the planning and implementation of economic development activities in the County, is necessary in order to provide a broad base of support for economic development in the County.

Notwithstanding the above, the County shall take the lead in ensuring the ongoing administration of an effective economic development program which has sufficient human and financial resources allocated to it.

Activity Three: The Kenosha County Board of Supervisors should maintain the KCCED as the County's official economic development advisory committee. However, the bylaws of the KCCED should be changed to include the following:

Article III--The members of the KCCED should be appointed by the Kenosha County Executive, and approved by the Kenosha County Board of Supervisors.

Article IV--The Board of Directors should include seven members, including: the Mayor of the City of Kenosha; the Kenosha County Executive; and the Executive Director of the Kenosha Area Chamber of Commerce. At least two members of the Board should be private sector representatives. At least one of the Board members should be a representative from the area of the County west of IH 94.

Article V--Meetings of the KCCED should take place every three months.

Article VI--A technical advisory committee made up of agencies and organizations providing economic development technical assistance in Kenosha County should be established. The technical advisory committee would meet on a monthly basis to coordinate economic development technical assistance in the County. The membership of the technical advisory committee should, at a minimum, include the organizations identified in the accompanying table.

**PROPOSED MEMBERSHIP OF THE KCCED  
TECHNICAL ADVISORY COMMITTEE**

**Organizations**

1. Office of Kenosha Area Economic Development
2. Kenosha Area Chamber of Commerce
3. Kenosha Manufacturers and Employers Association
4. Gateway Technical Institute
5. University of Wisconsin-Parkside, Small Business Development Center
6. University of Wisconsin-Extension
7. City of Kenosha, City Development Director
8. Greater Kenosha Development Corporation
9. Kenosha County Planning Office
10. Southeastern Wisconsin Regional Planning Commission
11. Wisconsin Department of Development
12. Forward Wisconsin, Inc.
13. Wisconsin Electric Power Company
14. Twin Lakes Chamber of Commerce
15. A minimum of two representatives of development organizations located west of IH 94.

Source: SEWRPC.

In addition, it is imperative that the KCCED continue the discussions that have been initiated during this planning process relative to the need for a change in the organizational structure of the KCCED, including discussions about the feasibility and advantage of incorporating the KCCED or a similar organization as a private nonprofit development corporation, and discussions about methods of funding the economic development activities identified herein.

Activity Four: The existing membership of the KCCED was appointed in December, 1985, for the sole purpose of assisting in the preparation of the 1986 update to the OEDP document. Therefore, it is recommended that the Kenosha County Executive appoint new members to the KCCED, including, at a minimum, include persons from the following areas of representation: finance; small business; government; industry; education; labor; agriculture; minority groups including women; the recreation and tourism industry; and the legal profession. The new membership of the KCCED should be appointed by the County Executive, and confirmed by the Kenosha County Board of Supervisors, following the approval of the OEDP update by the Kenosha County Board of Supervisors.

Activity Five: Following the approval of the Kenosha County OEDP update by the Kenosha County Board of Supervisors, the KCCED should transmit the update to local units of government for their review. The successful implementation of the economic development activities identified herein will be dependent upon a clear understanding of the overall county economic development program by local government representatives.

Activity Six: The KCCED, in the role as the central coordinating agency for economic development in the County, should develop a resource directory of economic development and employment training agencies and organizations that would include a summary of the resources these organizations provide. This directory should be provided to local governments, development organizations, and private business throughout the County. The resource directory will serve to familiarize persons throughout the County with the economic development resources available to assist in the economic development of the County. Specifically, the resource directory should include: the agency source and amount of funding; staff persons; specific services provided; and the agency contact person.

Activity Seven: The KCCED should contact the Secretary of the Wisconsin Department of Development to indicate the desire that the Wisconsin Department of Development:

- Identify a state policy with regard to providing industry establishments with inducements to expand or locate in the State;
- Provide local units of government with a more specific definition of the State's role in the retention of industry;
- Increase available funding for the advertisement of tourism opportunities, and, specifically, urban tourism opportunities in the State of Wisconsin;
- Encourage the Wisconsin Legislature to reconsider and approve a bill to allow local units of government to finance the construction of vacant industrial buildings that would help to attract industry prospects.

Objective Two: To retain existing business establishments located in Kenosha County. This study has previously identified the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Kenosha County to continue and expand existing industry retention efforts that will complement the efforts of other economic development organizations in preventing the relocation of existing county industry establishments to areas outside the County. This objective and the following activities are directly related to Goal Two.

Activity One: The KCCED Technical Advisory Committee should work with the Kenosha Area Chamber of Commerce and the Kenosha Manufacturers and Employers Association in expanding the industry retention activities in the County. The expanded system should include the following activities:

- A follow-up of industry participants in the Wisconsin Bell industry retention survey to determine existing problems, etc.
- A retention survey of nonmanufacturing industry establishments that were not included in the original industry retention survey.
- The development of an ongoing industry call program.
- The development of a system of working with appropriate local government representatives to solve business-related problems.

Activity Two: The KCCED Technical Advisory Committee should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers and Employers Association, the Wisconsin Department of Development, and local elected officials in increasing the amount of government contracts by firms in Kenosha County. This effort would include sponsoring workshops for, and providing technical assistance to, Kenosha area business persons relative to securing government contracts.

Activity Three: Recently, the Wisconsin Gas Company decided to expand the Company's Pipeline for Excellent Products (PEP) program outside the Company's service area to include Kenosha County. The purpose of PEP program is to expand the purchases of product inputs by manufacturing firms in the local area. The PEP program represents an opportunity for local manufacturers to expand their product markets without making a significant marketing or sales effort. However, the success of the PEP program in the County will require the cooperation and coordination of economic development organizations in the County. The KCCED should assist in the implementation of the PEP program in Kenosha County.

Activity Four: The KCCED should work with the Kenosha Manufacturers and Employers Association and the Wisconsin Department of Development in providing information to local business establishments regarding in the expansion of their product markets through the marketing and sale of products to foreign markets. The exporting of products represents a major market opportunity for both large and small firms.

Activity Five: The KCCED should provide technical assistance to local units of government in the utilization of tax incremental financing, innovative bonding techniques, and federal and state financial assistance programs in

order to utilize all existing resources to attract business establishments to and retain establishments in the County.

Activity Six: The KCCED should work with the Wisconsin Electric Power Company in the implementation of the Power Company's Commercial and Industrial Energy Conservation Review program. The program is designed to provide site-specific energy savings information to owners of commercial and industrial buildings.

Objective Three: To attract two new industry establishments to Kenosha County during each of the following two years, and to improve the existing industry attraction activities in the County. In most cases, the retention of existing industry establishments is the most important economic development activity of a local economic development program. However, because of the large number of unemployed persons in Kenosha County and the potential for an increasing number of unemployed persons in the County's transportation equipment industry, the economic development efforts in the County should include a substantial industry attraction activity in order to replace recent job losses. This objective and the activities identified below are directly related to Goal Three.

Activity One: To continue the industry attraction activities of the Office of Kenosha Area Economic Development, including:

- The regional and national advertising campaign.
- Participation in the "call trips" of the Forward Wisconsin, Inc., the State's lead agency for the attraction of new employers to the State of Wisconsin.
- Provision of demographic and land use information to industry prospects in the County.

Activity Two: The KCCED should act as the focal point for all industry attraction efforts in the County. Local units of government and development organizations should directly refer initial inquiries by business establishments interested in locating in Kenosha County to the Office of Kenosha Area Economic Development, the staff organization for the KCCED.

Activity Three: The KCCED should identify a formal industry attraction team that would consist of members of the KCCED and the KCCED Technical Advisory Committee. The purpose of the industry attraction team would be to meet with the representatives of industry establishments that are interested in locating in the Kenosha County area. The industry attraction team should consist of representatives of: the Kenosha Area Chamber of Commerce, the KCCED, and the Office of Kenosha Area Economic Development, and should also include a representative of educational institutions in the County; an attorney; and a representative of financial institutions in the County.

Activity Four: The Office of Kenosha Area Economic Development should prepare promotional brochures that advertise and provide information on the existing industrial parks in Kenosha County. At the present time, brochures of this kind are not available for all of the industrial parks in the County.

Activity Five: The KCCED should contact the Wisconsin Electric Power Company in order to establish a set of guidelines by which the County's economic

development program, and specifically the program's industry attraction activities, can be coordinated with the attraction activities that will be attendant to the development of the Power Company's industrial park development in the Town of Pleasant Prairie.

Activity Six: The KCCED should update the industrial site information sheets previously prepared by the Regional Planning Commission for the Office of Kenosha Area Economic Development. The information sheets provide detailed information regarding industrial sites in Kenosha County, as well as detailed site maps. In addition, the KCCED should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers and Employers Association, the Kenosha Board of Realtors, the Wisconsin Electric Power Company, and the Wisconsin Department of Development in the development of a computerized inventory of available industrial sites in the County that could be updated on an ongoing basis.

Activity Seven: The KCCED should seek to utilize the Wisconsin Department of Development, Small Cities Community Development Block Grant (CDBG) program and revolving loan funds available from the U. S. Economic Development Administration (EDA) in order to establish a low-interest revolving business loan fund in Kenosha County. While the Kenosha County Development Corporation provides low-interest loan funds through the U. S. Small Business Administration 503 Development Company program, the County needs to take advantage of all available secondary financing in order to make the location of an industry establishment in the County as advantageous as possible. The CDBG and EDA revolving loan fund programs enable local governments to establish more liberal loan terms than offered by the SBA 503 Development Company program, and, therefore, would be useful in the attraction of new employers to the County. The implementation of this activity will require a significant outreach effort throughout the County in order to make businesses aware of the availability of these programs.

Activity Eight: The KCCED should encourage, and help to establish, innovative development approaches by community development organizations such as the City of Kenosha Redevelopment Authority, the Kenosha County Housing Authority, and local units of governments in the County. To date, community development organizations and local governments have not utilized all of the statutory powers that are made available to them, and, therefore, are not utilizing their full development capacity. In addition, the KCCED should encourage local units of governments to pursue innovative financing programs for the purchase of industrial land that are similar to the program established by the City of Kenosha, whereby favorable loan terms are provided to an industry that is purchasing land in the City's industrial park.

Activity Nine: The KCCED should support an increase in the size of the business loan fund administered by the City of Kenosha and funded by the City's CDBG program. In addition, the KCCED should encourage the City to coordinate this loan fund, as well as the proceeds of future efforts in initiating loan funds, with the business loan programs of the Kenosha County Development Corporation. The KCCED identified the current size of the City's loan fund as inappropriate for economic development purposes.

Activity Ten: The KCCED, in cooperation with the Kenosha Area Chamber of Commerce and the Kenosha Manufacturers and Employers Association should initiate

industry "call trips" to the corporate offices of corporations that have branch locations or own subsidiary firms in Kenosha County. The purpose of the call trips would be to familiarize the owners of the businesses with the Kenosha County area and to encourage these individuals to continue to locate and expand in the County.

Activity Eleven: The KCCED Technical Advisory Committee should undertake the process of selecting, or targeting, industry sectors that are deemed most likely to locate in Kenosha County, and utilize these industries as a first priority in industry attraction efforts. The selection process should include the identification of growth industries that are in need of the locational characteristics of Kenosha County. In order to assist the KCCED in the identification of targeted industries, the accompanying table identifies a list of 55 industries that have been identified by the Regional Planning Commission staff as growth industries during the 1982 to 1986 time period based upon industry shipments and growth in employment.

Activity Twelve: The KCCED should work with the sales persons and purchasing agents of existing business establishments in the County in promoting the County as a good business location. Local sales representatives would be encouraged to be economic development ambassadors and to work with the KCCED in the development of an ongoing ambassadors program.

Objective Four: To continue the development and implementation of economic development activities in the County that are directed toward facilitating business expansions and new business start-ups, primarily for small business. This objective and the activities identified below are directly related to Goal Four.

Activity One: To continue the existing business development activities of the Office of Kenosha Area Economic Development including:

- Identification of building locations for new business start-ups.
- Referral of entrepreneurs to sources of venture capital.
- Coordination of technical assistance for new businesses.

Activity Two: To identify and access sources of federal and state funding for the City of Kenosha business incubator project. A large number of communities across the country have identified the need for small business incubator buildings and the business services they provide in order to provide small businesses with an initial low-cost location. Currently, the City of Kenosha is seeking funding for a business incubator in an existing building located at 67th Street and 36th Avenue.

Activity Three: To provide the inventory of economic development organizations identified as an activity in Objective One to minority- and female-orientated community-based organizations in Kenosha County. The KCCED identified a lack of information by these community-based organizations relative to available economic development resources.

Activity Four: To work with the State of Wisconsin and local development organizations to develop alternative sources of financing for the initial

**INDUSTRY CLASSIFICATIONS THAT HAVE EXHIBITED GROWTH  
BY INDUSTRY SHIPMENTS DURING THE 1982 THROUGH THE  
1986 TIME PERIOD, MEASURED IN 1982 DOLLARS<sup>a</sup>**

Industry	SIC Code	Percent Change 1982 to 1986
Semiconductors and Related Devices.....	3674	186.1
Truck Trailers.....	3715	85.0
Dolls .....	3942	84.1
Truck and Bus Bodies/Motor Homes.....	3713/3716	70.6
Optical Instruments and Lenses.....	3832	69.7
Particleboard.....	2492	53.6
Measuring and Controlling Devices, nec <sup>b</sup> .....	3829	49.2
Electronic Connectors.....	3678	49.1
Automotive Stampings.....	3465	46.2
Instruments to Measure Electricity.....	3825	43.5
Space Propulsion Units and Parts.....	3764	41.8
Space Vehicle Equipment, nec <sup>b</sup> .....	3769	40.4
Household Appliances, nec <sup>b</sup> .....	3639	38.3
Concrete Block and Brick.....	3271	37.5
Electronic Capacitors.....	3675	37.1
Ready-Mixed Concrete.....	3273	37.1
Guided Missiles and Space Vehicles.....	3761	37.0
Biological Products.....	2831	37.0
Adhesives and Sealants.....	2891	36.6
Gypsum Products.....	3275	35.8
Motor Vehicle Parts and Accessories.....	3714	35.1
Brick and Structural Clay Tile.....	3251	33.9
Structural Wood Members, nec <sup>b</sup> .....	2439	33.8
Prefabricated Metal Buildings.....	3448	33.6
Upholstered Household Furniture.....	2512	33.4
Current-Carrying Wiring Devices.....	3643	32.9
Millwork.....	2431	32.7
Paints and Allied Products.....	2851	32.2
Engineering and Scientific Instruments.....	3811	32.2
Aircraft Equipment, nec <sup>b</sup> .....	3728	32.1
Hardwood Veneer and Plywood.....	2435	30.4
Screw Machine Products.....	3451	29.3
Softwood Veneer and Plywood.....	2436	29.1
Electronic Coils and Transformers.....	3677	28.8
Motor Vehicles and Car Bodies.....	3711	28.3
Internal Combustion Engines, nec <sup>b</sup> .....	3519	28.1
Household Cooking Equipment.....	3631	28.0
Greeting Card Publishing.....	2771	26.8
Ball and Roller Bearings.....	3562	26.8
Set-up Paperboard Boxes.....	2652	26.6
Costume Jewelry.....	3961	26.1
Concrete Products, nec <sup>b</sup> .....	3272	26.1
Cereal Breakfast Foods.....	2043	24.8
Radio and TV Communication Equipment.....	3662	24.1
Miscellaneous Plastics Products.....	3079	22.9
Pulpmills.....	2611	22.9
Miscellaneous Publishing.....	2741	22.6
Household Laundry Equipment.....	3633	22.0
Cookies and Crackers.....	2052	21.6
Commercial Printing.....	275A <sup>c</sup>	21.3
Frozen Fruits and Vegetables/Frozen Specialties... ..	2037/2038	21.3
Corrugated and Solid Fiber Boxes.....	2653	21.1
Wood Household Furniture.....	2511	20.8
Wood Pallets and Skids.....	2448	20.8

<sup>a</sup> Industry shipments refers to the total value of all products shipped by establishments classified in an industry.

<sup>b</sup> nec - not elsewhere classified.

<sup>c</sup> SIC Codes: 2751, 2752, 2754.

Source: U. S. Department of Commerce, International Trade Administration; and SEWRPC.

start-up and expansion of nonmanufacturing industry establishments. While the State of Wisconsin has recently developed a number of innovative business financing programs, the KCCED identified the lack of financing programs for nonmanufacturing establishments as an economic development constraint in the County. This problem is especially significant in light of the potential job generation by nonmanufacturing establishments identified in Chapter IV of this report.

Activity Five: The KCCED should work with the Kenosha Area Chamber of Commerce to establish a formal network of small business persons that would meet on a regular basis to exchange information regarding business development activities. Organizations of this kind have been developed in a number of communities in order to facilitate the exchange of problem-solving techniques, as well as the identification of product inputs that can be purchased locally.

Activity Six: The KCCED staff should meet with existing educational institutions in the County to identify the availability of assistance and areas of specialty for inventors who are interested in manufacturing their products. The KCCED identified a lack of practical assistance by local educational institutions in assisting in the manufacture of new products.

Activity Seven: The KCCED should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers Association, and Kenosha County real estate brokers to develop a local computerized inventory of available industrial buildings in Kenosha County. Following the establishment of the inventory, the KCCED should provide information on available industrial buildings to the Wisconsin Electric Power Company. The Power Company maintains a regional computerized inventory of industrial sites and is dependent upon the provision of the information by the local unit of government concerned.

Activity Eight: To work with the KCDC and financial institutions in the County to establish a lenders task force to examine and discuss problems associated with business financing in the County, and to work toward the development of a pool of loan funds for financial assistance to businesses in the County.

Activity Nine: The KCCED should review the results of the proposed feasibility study of the need for an industrial research facility at the City of Kenosha industrial park. Should the feasibility study indicate the potential for such a facility, the KCCED should assist the City of Kenosha in the implementation of this activity.

Objective Five: To assist in improving community facilities and services, including the existing housing stock, that are identified as being deficient, and to develop new community facilities and services to meet existing but unmet needs. While the previously mentioned economic development coordination, retention, attraction and business development activities are important to the economic development of Kenosha County, this study has indicated that the provision of high-quality community facilities and services is important to the economic development of the County. The activities designed to implement this objective are directly related to Goal Five.

Activity One: The KCCED should assist in the implementation of a number of activities that are directly related to the further development of the tourism and recreation industry in Kenosha County. These activities include:

- Assisting the City of Kenosha in the identification of appropriate funding sources for the implementation of the City's Gateway Harbor project.
- Requesting that the City of Kenosha Harbor Commission assess the adequacy of the existing harbor and marina facilities, specifically the availability of transient boat slips.
- Help to facilitate the development of a countywide convention and travelers bureau. Two initial concerns of this organization would be the development of a countywide travel and convention attraction effort and the development of a major effort to make the citizens of Kenosha County aware of the tourism and recreation resources that are available in the County. The countywide organization would be funded by the available hotel room tax.
- Encouraging appropriate development of the Lake Michigan shoreline and the existing parklands in proximity to Lake Michigan in order to better utilize this unique natural resource for existing residents and tourists.
- Encouraging nongroup camping at the Bong Recreation Area.

Activity Two: The KCCED should encourage the development of a marketing and management plan for the Kenosha harbor and the adoption of the marketing and management plan for the City of Kenosha municipal airport by the City of Kenosha.

Activity Three: The KCCED should support and assist in the existing central business district redevelopment efforts in the City of Kenosha. Specifically, the development of a comprehensive plan for the CBD should be encouraged.

Activity Four: The KCCED should support and assist, where possible, in establishing appropriate zoning ordinances throughout Kenosha County in order to facilitate the orderly development of the County, and thereby facilitate economic development. In addition, the KCCED should support the completion of the Kenosha County development plan that is currently being prepared by the Regional Planning Commission for the County. The KCCED has discussed the need to identify lands in the County that are appropriate for future industrial and commercial development in order to properly facilitate economic development in the County and to avoid unnecessary conflicts with inappropriate land development.

Activity Five: The KCCED should support and encourage existing and future employment training programs designed to address the structural unemployment problems attendant to the recent decline in economic conditions in Kenosha County. In addition, the KCCED should encourage employment training organizations to support the attraction of new industry to Kenosha County that can provide employment opportunities for displaced workers in the County.

Activity Six: The KCCED should immediately seek funding for a study that would identify the highest and best use of the existing AMC facilities in the City of Kenosha that are expected to be vacated as a result of the construction of a new AMC manufacturing facility. The studies should take into account the condition of the buildings, the marketability of the land and buildings, potential alternative uses, and related development efforts that are expected to take place in proximity to the facilities.

Activity Seven: The KCCED should encourage local units of government to cooperate in the provision of sanitary sewer service to areas of the County where this service is currently unavailable.

Activity Eight: The KCCED, in conjunction with the economic development organizations identified in Table 1, should develop and implement a program that promotes the positive quality of life in the County to existing residents, as well as visitors and tourists.

#### Implementation and Evaluation of the Kenosha County Economic Development Program Plan

This report has indicated the need to continue and improve the existing countywide economic development program in Kenosha County. In addition, this report has indicated the need to undertake various activities designed to retain the County's designation as an EDA redevelopment area in order to retain the County's ability to apply for funding for projects that will assist in improving the deteriorating economic conditions in the County. During the recent past, there has been a lack of a coordinated economic development effort in the County, as well as a lack of effort in taking advantage of the limited state and federal resources for economic development. The activities identified herein should result in a more coordinated approach to economic development in the County, as well as efforts to access available state and federal economic development resources.

This chapter has set forth the goals, objectives, and activities necessary for improving the coordination of the countywide economic development program in the County. The economic development program identified herein is intended to be implemented over a two-year time period. However, the specific time frame for the implementation of the economic development activities should be determined by the staff of the Office of Kenosha Area Economic Development following the approval of the OEDP update by the Kenosha County Board of Supervisors. It should be realized that the time frame for the implementation of the program activities will be strongly influenced by the forthcoming decision by the AMC on the location of the Company's new manufacturing facility, should this facility be built.

In order to monitor and evaluate the progress of the implementation of the economic development program activities, the KCCED will convene quarterly meetings to discuss the success of the program, as well as to agree on the priority of program activities for the forthcoming three-month period. In addition, the KCCED should initiate the preparation of the EDA-required OEDP annual report on April 1, 1987, as well as on April 1st of each subsequent year. The preparation of the annual report will constitute the annual evaluation of the KCCED economic development program. As such, the evaluation will include:

- A determination of any changes relative to economic conditions in the County.
- A determination of the appropriateness of the identified economic development potentials and constraints.
- A review of the success in implementing the suggested economic development program activities.

- A determination of the program activities that are expected to be implemented over the forthcoming two-year period.

## Chapter I

### INTRODUCTION AND ASSESSMENT OF HISTORIC ECONOMIC DEVELOPMENT EFFORTS

#### BACKGROUND

On January 9, 1986, Mr. Gilbert J. Dosemagen, Kenosha County Executive, requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an update to the County's 1981 overall economic development program (OEDP) plan. The County Executive's request was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County's continued designation as a "redevelopment area" under the federal Public Works and Economic Development Act of 1965 would require the preparation of such a program plan update. The Kenosha County Development Corporation prepared the initial county OEDP in 1967, with subsequent OEDP updates prepared by the Kenosha County Development Corporation in 1977, and the Kenosha County Council on Economic Development in 1981. Continued designation as a "redevelopment area" would maintain the eligibility of the County and the local units of government within the County for federal grants in support of public works and other facility development which would result in the creation of new permanent jobs. In addition, the continued designation would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

The Kenosha County OEDP plan update, as set forth herein, assesses historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies economic development potentials and constraints within the County; and identifies the elements of an economic development program designed to help improve economic conditions in the County.

The primary purpose of the planning process, as identified by the Kenosha County Council on Economic Development (KCCED), the citizens advisory committee that assisted the Commission staff in the preparation of the plan update was to prepare a document that would:

1. Collect and analyze appropriate current economic development-related data and information in order to identify the need for various economic development program activities in Kenosha County;
2. Help develop and maintain a consensus among public and private individuals and organizations in Kenosha County concerning both the potentials for, and the constraints on, economic development in the County;
3. Help develop and maintain a consensus among public and private individuals and organizations in Kenosha County regarding the appropriate role of county government in the identification and implementation of specific economic development program activities that are designed to improve the economy of the County; and

4. Provide an OEDP plan update that meets the approval of the Kenosha County Board of Supervisors and the U.S. Department of Commerce, Economic Development Administration (EDA).

During the period of time from January 1986 to May 1986, the KCCED and the Regional Planning Commission staff conducted the research and analyses necessary to complete the updated OEDP document. Subsequently, the Committee recommended the approval of the updated OEDP document to the Kenosha County Board of Supervisors on April 28, 1986 (see Exhibit 1). On July 1, 1986, the Kenosha County Board of Supervisors, acting on the request of the KCCED, approved the updated OEDP document (see Exhibit 2). Copies of the updated OEDP document were submitted to the EDA (see Exhibit 3) for approval and to the Wisconsin Department of Development (see Exhibit 4), as well as to the Regional Planning Commission for review and comment (see Exhibit 5).

The updated Kenosha County OEDP document is composed of five chapters. This first introductory chapter: 1) provides background information regarding the initiation of the county OEDP planning process; 2) references various resolutions, endorsements, and correspondence as required by the EDA; 3) sets forth the overall purposes of the county OEDP document; 4) provides information required by the EDA regarding the membership composition of the Kenosha County Board of Supervisors and the KCCED; and 5) provides a brief review of historic economic development activities in the County.

The inventory and analyses portions of the updated Kenosha County OEDP document are presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Facilities and Services of Kenosha County," describes the natural and cultural features of the County pertinent to sound economic development. The natural features considered include geologic and physiographic features, soils, water resources and associated shorelands and floodlands, wetlands, woodlands, and wildlife habitat. The cultural features considered include land use, transportation, utilities, and community facilities and services. Chapter III, "A Description of the Population, Labor Force, and Economy of Kenosha County," describes the recent and historic demographic and economic characteristics of the County, including important information on the labor force and economic base and structure of the County. Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for, and constraints on, economic development in the County. Identification of the economic development potentials and constraints described in Chapter IV was based upon analyses of the information contained in Chapters I, II, and III of this report, as well as on the considered collective judgment of the KCCED. Chapter V, "Economic Development Strategy," based upon the data and analyses presented in Chapters I through IV, sets forth recommended goals and objectives, a set of economic development activities designed to help improve the County's economy, and program evaluation criteria for a county economic development program.

#### KENOSHA COUNTY COUNCIL ON ECONOMIC DEVELOPMENT (KCCED)

The Kenosha County Board of Supervisors created the Kenosha County Council on Economic Development (KCCED) to direct and assist the Regional Planning Commission staff in the preparation of the 1981 update to the Kenosha County Overall Economic Development Program (OEDP) document. The membership composition of the KCCED was determined utilizing the guidelines promulgated by the

Exhibit 1

KENOSHA COUNTY COUNCIL ON ECONOMIC DEVELOPMENT RESOLUTION  
RECOMMENDING ACCEPTANCE OF THE 1986 UPDATE TO THE  
KENOSHA COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN (OEDP)

WHEREAS, Kenosha County was notified by the U.S. Department of Commerce, Economic Development Administration (EDA) that an update to the County's 1977 Overall Economic Development Program (OEDP) Plan was necessary in order for the County to continue to be designated as an EDA redevelopment area, and for local units of government in the County to continue their eligibility for financial assistance programs administered by the EDA; and

WHEREAS, the Kenosha County Council on Economic Development (KCCED) serves as the advisory committee for the participation of Kenosha County in EDA programs; and

WHEREAS, the County Executive retained the services of the Southeastern Wisconsin Regional Planning Commission to assist the KCCED in the preparation of the OEDP; and

WHEREAS, the KCCED, with the assistance of the Southeastern Wisconsin Regional Planning Commission, has conducted and completed the planning process necessary to update the Kenosha County OEDP in order to continue the County's designation as an EDA redevelopment area; now, therefore,

BE IT RESOLVED, that the attached document entitled Kenosha County OEDP Plan Update is accepted by the KCCED and hereby respectfully submitted to the Kenosha County Executive, and, subsequently, for review and approval of the Kenosha County Board of Supervisors as required by the EDA.

KCRES

Date: April 28, 1986

EXHIBIT 2

RESOLUTION OF THE KENOSHA COUNTY BOARD  
OF SUPERVISORS APPROVING THE OEDP DOCUMENT

Kenosha



County

BOARD OF SUPERVISORS

RESOLUTION NO. 71

Subject: OVERALL ECONOMIC DEVELOPMENT PROGRAM UPDATE			
Original <input checked="" type="checkbox"/>	Corrected <input type="checkbox"/>	2nd Correction <input type="checkbox"/>	Resubmitted <input type="checkbox"/>
Date Submitted: July 1, 1986	Date Resubmitted:		
Submitted By: Finance Committee			
Fiscal Note Attached <input type="checkbox"/>	Legal Note Attached <input type="checkbox"/>		
Prepared By: John Bechler, Director of	Signature: <i>John Bechler</i> Economic Development		

WHEREAS, the initial OEDP Plan was completed in response to a determination by the EDA in 1967 that Kenosha County had met minimal statistical criteria for designation as an EDA Redevelopment Area, and

WHEREAS, EDA has requested that the County prepare and submit a 1986 update of the County's OEDP Plan, and

WHEREAS, the EDA Regional Office has requested that Kenosha County submit the completed OEDP Update.

NOW, THEREFORE, BE IT RESOLVED, That Kenosha County hereby submit its request for continued designation as an EDA Redevelopment Area by the EDA, and

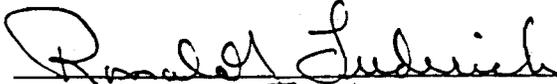
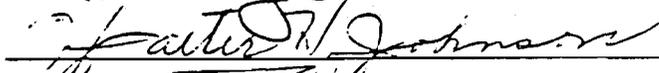
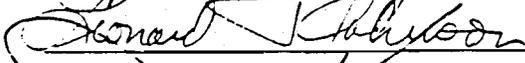
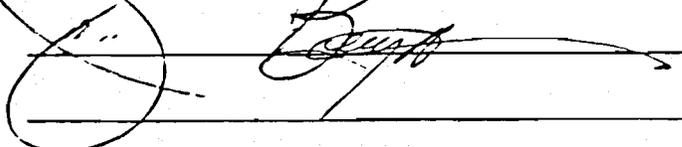
Be It Further Resolved, That the final Kenosha County OEDP, developed specifically to comply with EDA rules and regulations is hereby accepted and approved, and

Exhibit 2 (continued)

- Be It Further Resolved, That the attached Amendment #1 regarding Summary and Conclusion Section, Page 7, and Chapter V Economic Development Strategy be adopted and incorporated as part of the Kenosha County's OEDP Plan. Such amendment to leave open the question of structure and funding of a countywide economic development effort.
- Be It Further Resolved, That the Director of the Kenosha County Office of Economic Development be hereby authorized and directed to submit the OEDP Update to the EDA for approval, and
- Be It Further Resolved, That the Director of the Office of Kenosha Area Economic Development is hereby authorized and directed to provide certified copies of the final OEDP and enabling resolution to each Kenosha County Government unit for their information, and
- Be It Further Resolved, That the Kenosha County Clerk is hereby authorized and directed to provide the Director of the Office of Kenosha Area Economic Development with certified copies of this enabling resolution.

Respectfully submitted,

FINANCE COMMITTEE

  
\_\_\_\_\_  
  
\_\_\_\_\_  
  
\_\_\_\_\_  
  
\_\_\_\_\_

Attachment

## Exhibit 2 (continued)

### AMENDMENT #1

The following sections would be amended as follows:

Summary and Conclusion Section, Page 7, and Chapter V Economic Development Strategy, Page 23.

#### Economic Development Objectives and Activities

Activity Two: Previous countywide economic development efforts documented in this report have shown that volunteer economic development activities in the County have not been successful. In addition, the Committee raised concerns about the low level of financial resources allocated to, and the degree of overall coordination of, countywide economic development activities. Therefore, Kenosha County, the City of Kenosha, and the Kenosha Area Chamber of Commerce should continue their financial support of the program activities of the Office of Kenosha Area Economic Development as outlined in this report for the interim until an organizational structure and funding level for the KCCED and the Office of Kenosha Area Economic Development are determined and/or modified.

The function of the structure would be the objectives and activities set forth herein, including the coordination of activities of the economic development organizations identified in Table 2. In addition, the program should seek to broaden the development and financial support for countywide economic development by developing the ways and means for greater support from development organizations and local governments throughout the County. In particular, the countywide economic development program should seek financial support from the business community that is equal to the support base provided from the public sector. Private sector financial support, in addition to private sector assistance in the planning and implementation of economic development activities in the County, is necessary in order to provide a broad base of support for economic development in the County.

Notwithstanding the above, the County shall take the lead role in insuring the ongoing administration of an effective economic development program which has sufficient human and financial resources allocated to it.

6/26/86

Exhibit 3

LETTER TRANSMITTING THE KENOSHA COUNTY OEDP DOCUMENT  
TO MR. EDWARD G. JEEP, MIDWEST REGIONAL DIRECTOR,  
U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION

Office of

KENOSHA AREA ECONOMIC DEVELOPMENT

---

*Development • Retention • Tourism*

P.O. Box 518 812 - 56th Street Kenosha, WI 53141 (414) 654-2165

Mr. Edward Jeep, Regional Director  
U. S. Department of Commerce  
Economic Development Administration  
175 West Jackson Boulevard  
Suite A-1630  
Chicago, Illinois 60604

July 23, 1986

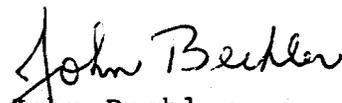
Dear Mr. Jeep:

Mr. Jack D. Price, Economic Development Representative, U. S. Department of Commerce, Economic Development Administration (EDA), indicated that Kenosha County, in order to remain eligible as an EDA designated redevelopment area, would need to prepare an update of the County's overall economic development program (OEDP) plan.

Pursuant to the EDA determination, the Kenosha County Council on Economic Development (KCCED), with the assistance of the South-eastern Wisconsin Regional Planning Commission (SEWRPC), has prepared a 1986 update to the OEDP document for Kenosha County. On behalf of the Kenosha County Board of Supervisors and the KCCED, I am formally submitting to you herewith six copies of the OEDP document. Also, the OEDP update is being formally submitted to the State of Wisconsin, Department of Development, the EDA Economic Development Representative for Wisconsin, and the SEWRPC for review and comment.

The Kenosha County Board of Supervisors and the Office of Kenosha Area Economic Development look forward to working with the EDA in improving economic conditions in Kenosha County. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 654-2167, or Mr. Gordon M. Kacala, Chief Planner, SEWRPC, at (414) 547-6721 ext. 212.

Sincerely,

  
John Bechler  
Director

cc: County Executive John R. Collins, 912 56 Street, Kenosha, WI 53140

JB:kk  
Enclosures

Exhibit 4

LETTER TRANSMITTING THE KENOSHA COUNTY OEDP DOCUMENT TO  
MR. ROLF W. WEGENKE, DIRECTOR, BUREAU OF POLICY ANALYSIS AND  
INTERGOVERNMENTAL RELATIONS, WISCONSIN DEPARTMENT OF DEVELOPMENT

Office of

KENOSHA AREA ECONOMIC DEVELOPMENT

*Development • Retention • Tourism*

P.O. Box 518 812 - 56th Street Kenosha, WI 53141 (414) 654-2165

Mr. Rolf W. Wegenke, Director  
Bureau of Policy Analysis and  
Intergovernmental Relations  
Wisconsin Department of Development  
123 W. Washington Avenue, Room 850  
P.O. Box 7970  
Madison, Wisconsin 53707

July 23, 1986

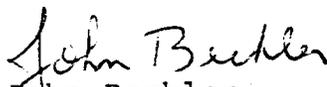
Dear Mr. Wegenke:

Mr. Jack D. Price, Economic Development Representative, U. S. Department of Commerce, Economic Development Administration (EDA), indicated that Kenosha County, in order to remain eligible as an EDA designated redevelopment area, would need to prepare an update of the County's overall economic development program (OEDP) plan.

Pursuant to the EDA determination, the Kenosha County Council on Economic Development (KCCED), with the assistance of the South-eastern Wisconsin Regional Planning Commission (SEWRPC), has prepared a 1986 update to the OEDP document for Kenosha County. On behalf of the Kenosha County Board of Supervisors and the KCCED, I am formally submitting to you herewith one copy of the OEDP document.

The Kenosha County Board of Supervisors and the Office of Kenosha Area Economic Development look forward to your review of the update to the OEDP document. Please forward your comments to my attention. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 654-2167.

Sincerely,

  
John Bechler  
Director

cc: ✓ Mr. Thomas M. Krauskopf, Wisconsin Dept. of Administration,  
P.O. Box 7864, Madison, Wisconsin 53707  
County Executive John R. Collins, 912 56 Street, Kenosha, WI 53140

JB:kk  
Enclosures

Exhibit 5

LETTER TRANSMITTING THE KENOSHA COUNTY OEDP DOCUMENT  
TO MR ANTHONY F. BALESTRIERI, CHAIRMAN, SOUTHEASTERN  
WISCONSIN REGIONAL PLANNING COMMISSION

Office of

KENOSHA AREA ECONOMIC DEVELOPMENT

Development • Retention • Tourism

P.O. Box 518 812 - 56th Street Kenosha, WI 53141 (414) 654-2165

RECEIVED

JUL 24 1986

July 23, 1986

SEWRPC

Mr. Anthony F. Balestrieri, Chairman  
Southeastern Wisconsin Regional  
Planning Commission  
P.O. Box 769  
Waukesha, Wisconsin 53187

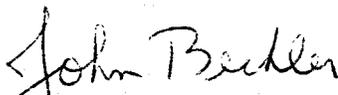
Dear Mr. Balestrieri:

Mr. Jack D. Price, Economic Development Representative, U. S. Department of Commerce, Economic Development Administration (EDA), indicated that Kenosha County, in order to remain eligible as an EDA designated redevelopment area, would need to prepare an update of the County's overall economic development program (OEDP) plan.

Pursuant to the EDA determination, the Kenosha County Council on Economic Development (KCCED), with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), has prepared a 1986 update to the OEDP document for Kenosha County. On behalf of the Kenosha County Board of Supervisors and the KCCED, I am formally submitting to you herewith one copy of the OEDP document.

The Kenosha County Board of Supervisors and the Office of Kenosha Area Economic Development look forward to your review of the update to the OEDP document. Please forward your comments to my attention. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 654-2167.

Sincerely,

  
John Bechler  
Director

cc: County Executive John R. Collins, 912 56 Street, Kenosha, WI 53140

JB:kk  
Enclosures

EDA, and the Committee consists of 17 persons representing a variety of economic development-related interests and geographic subareas of the County. The composition of the committee membership is set forth in Table 1.

#### KENOSHA COUNTY BOARD OF SUPERVISORS

The EDA guidelines require that the update to the OEDP update document include a table showing the composition of the governing body of the unit of government concerned, in this case the Kenosha County Board of Supervisors. Accordingly, Table 2 sets forth the names and areas of representation of the members of the Kenosha County Board of Supervisors.

#### RECENT HISTORICAL ECONOMIC DEVELOPMENT EFFORTS IN KENOSHA COUNTY

The purpose of this section of the chapter is to provide an historical perspective for countywide economic development organizational efforts in Kenosha County. The chapter describes prior economic development efforts in the County as those efforts related to county participation in programs supported by federal grants administered by the U. S. Department of Commerce, Economic Development Administration (EDA).

#### Establishment of the Kenosha County Development Corporation

In 1965, the EDA determined that Kenosha County was eligible to participate as a "redevelopment area" in federally supported economic development activities under the Public Works and Economic Development Act (PWEDA) of 1965. Accordingly, upon completion of an overall economic development program (OEDP) document, the County would be eligible for the economic development grants, loans, and loan guarantees available under the PWEDA for economic development projects which would reduce local unemployment, increase family incomes, improve the quality of life, and expand employment opportunities for residents of Kenosha County. Subsequent to this determination, the Kenosha County Board of Supervisors adopted a resolution on July 18, 1967, to establish the Kenosha County Development Corporation (KCDC).

The KCDC, consisting of a seven-member board of directors and a 30-member advisory committee, was established for the purpose of coordinating and directing the activities of Kenosha County as an EDA designated redevelopment area. Specific responsibilities of the KCDC were:

1. To inventory all human, as well as the physical and natural resources of Kenosha County.
2. To evaluate these resources, their present use, and potential utilization.
3. To determine the problems that have caused the economic stagnation and unemployment in the County.
4. To find reasonable and attainable solutions for the County's economic development problems.
5. To coordinate the county studies with regional studies and plan prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as they pertain to Kenosha County, and to advise the County Board and the

Table 1

**MEMBERSHIP COMPOSITION OF THE KENOSHA COUNTY  
COUNCIL ON ECONOMIC DEVELOPMENT**

Name and Address	Race	Sex	Representation
Mr. John Bechler, Acting Chairman 812 56th Street Kenosha, Wisconsin 53140	W	M	Executive Officer, Office of Kenosha Area Economic Development
Dr. John Birkholz Gateway Technical Institute 3520 30th Avenue Kenosha, Wisconsin 53142	W	M	District Director, Gateway Technical Institute
Mr. James L. Fonk 10710 88th Street Kenosha, Wisconsin 53142	W	M	Supervisor, Kenosha County
Mr. Bruce C. Fox 6618 32nd Avenue Kenosha, Wisconsin 53142	W	M	Commissioner, Kenosha Air- port Commission, and Former City of Kenosha Alderman
Mr. Robert E. Hansen 1648 Washington Avenue Racine, Wisconsin 53403	W	M	President, Southeastern Wisconsin Private Industry Council, Inc.
Ms. Olga Hoffman 24414 67th Street Paddock Lake, Wisconsin 53168	W	F	President, Village of Paddock Lake
Mr. Donald Holland 625 52nd Street Kenosha, Wisconsin 53140	W	M	Administrator, City of Kenosha
Mr. Earl W. Hollister 19705 81st Street Bristol, Wisconsin 53104	W	M	Supervisor, Kenosha County
Mr. William Hughes P. O. Box 2000 Kenosha, Wisconsin 53142	W	M	Director, University of Wisconsin-Parkside, Small Business Development Center
Ms. Cecilia Lucas 812 56th Street Kenosha, Wisconsin 53140	W	F	Greater Kenosha Development Corporation
Ms. Arturo Martinez 720 17th Street Racine, Wisconsin 53403	S	M	Director, Spanish Centers
Mr. William P. Nickolai 1001 Main Street Racine, Wisconsin 53403	W	M	Attorney, Gateway Technical Institute
Ms. Thelma Orr 1607 65th Street Kenosha, Wisconsin 53140	B	F	Urban League of Racine- Kenosha, Inc.
Mr. Michael R. Pollocoff 9915 39th Avenue Kenosha, Wisconsin 53142	W	M	Administrator, Town of Pleasant Prairie
Mr. Jack Rice 1619 21st Street Kenosha, Wisconsin 53140	W	M	Organized Labor
Mr. Alan Schaefer 5526 19th Avenue Kenosha, Wisconsin 53140	W	M	Small Business, Kenosha Liquor Company
Ms. Sheila Siegler 34310 51st Street Burlington, Wisconsin 53105	W	F	Clerk, Town of Wheatland
Mr. Earl L. Winkelman 2300 60th Street Kenosha, Wisconsin 53140	W	M	Large Business, Jockey International, Inc.

Source: Office of Kenosha Area Economic Development and SEWRPC.

Table 2

KENOSHA COUNTY BOARD OF SUPERVISORS

District	Name	District	Name
1	Donald M. Metten	15	Richard H. Lindgren
2	Eunice F. Boyer	16	Walter H. Johnson
3	Terry W. Rose	17	Leonard R. Johnson
4	Richard A. Kessler	18	Charles W. Huck
5	Edwin M. Andersen	19	Mark Wisnefski
6	Angelo P. Capriotti	20	Robert Wirch
7	James Amendola	21	Jo Ann M. Tyson
8	William H. Birkholz	22	James L. Fonk
9	Ronald J. Frederick	23	Earl W. Hollister
10	Eugene M. Bilotti	24	Fred C. Schmalfeldt
11	Lawrence V. Negri	25	Frances L. LaMeer
12	Ronald L. Johnson	26	Stanley Kerkman
13	Robert W. Pitts	27	James O. Keegan
14	Charles Labanowski		

Source: Kenosha County Directory and SEWRPC.

municipalities within the County regarding the use of such studies and the implementation of such plans.

#### Economic Development Problems Identified by the KCDC

In November 1967, the KCDC completed the initial Kenosha County OEDP document. Subsequently, the EDA determined that the County was eligible for the programs established under the PWEDA of 1965. The summary section of the initial county OEDP document identified a number of economic development-related problems in the County at that time, as indicated by the following excerpt from the initial Kenosha County OEDP.

"Our economy is basically manufacturing and primarily in the durable goods category. Employment in manufacturing is more than 50 percent of the working population. Our per capita income is above average but subject to severe fluctuations. One of the reasons for the fluctuations is the fact that our industry is large firm-oriented with one firm alone employing over 70 percent of all employees, and seven firms employing 90 percent of all workers. Only one of the County's largest firms is in the nondurable goods manufacturing industry. Therefore, less than 10 percent of the manufacturing firms in the County employ 90 percent of the County's manufacturing employees. The fact that one of the durable goods manufacturing firms employs 70 percent of all county employees has a number of disadvantages as a result of the fluctuations in production. Anything whatsoever that adversely affects this industry affects similarly a large percentage of the total population of this County.

Kenosha County has the potential for relatively good growth and development and, with the help of the Southeastern Wisconsin Regional Planning Commission and a local planning department, we can proceed into the future with reasonable assurance that our economy can and will support our present and future generations efficiently and well."<sup>1</sup>

The initial Kenosha County OEDP provided a good initial assessment of the natural resource, population, labor force, and community facility and service characteristics of the County. However, the initial OEDP did not set forth an economic development strategy, which would have included economic goals and objectives, and specific activities designed to meet the economic development goals and objectives, and to improve the county economy. In addition, the KCDC lacked the financial resources that would have enabled the KCDC to retain the necessary personnel to undertake economic development activities. Consequently, while the KCDC continued to be formally recognized as the County's economic development committee, the KCDC did not convene formal meetings and the Committee did not undertake any activities to improve the county economy.

#### Establishment of the Kenosha Area Economic Development Council

In 1975, community leaders in Kenosha County again recognized the need for a countywide economic development committee. As a result, community leaders

<sup>1</sup> Kenosha County Development Corporation, Kenosha County Overall Economic Development Plan, November 1967.

established the Kenosha Area Economic Development Council (KAEDC) as a county-wide economic development committee to study the County's economy. However, the inactive KCDC remained as the official Kenosha County economic development committee for activities selected to the County's designation as an EDA redevelopment area. The KAEDC held to the concept that the expansion of existing industry and the attraction of new industry to Kenosha County must be the responsibility of both public and private sectors of the community. The initial work effort carried out by members of the KAEDC was directed at promoting discussion of the problem of economic stagnation in the County among various public elected officials, public development agency staff, and private industry representatives. The KAEDC established a number of subcommittees to study the economic development assets and liabilities in Kenosha County, with a summary of the subcommittee reports being presented to the KAEDC on June 21, 1976.

The KAEDC, after discussing the findings of the subcommittee reports, decided to undertake a more comprehensive study of the Kenosha County economy and to formally incorporate as a local development corporation. Furthermore, the KAEDC requested that the Kenosha County Board of Supervisors recognize the inactive status of the KCDC and designate the KAEDC as the organization responsible for the coordination of all county activities relative to its designation as an EDA redevelopment area. On March 1, 1977, the Kenosha County Board of Supervisors adopted a resolution recognizing the KAEDC as the organization responsible for carrying out the economic development activities previously undertaken by the KCDC. At this time, the membership of the KAEDC was expanded to include a broad spectrum of community representatives. However, the committee did not incorporate as a local development corporation as originally intended.

The principal responsibility of the KAEDC was to prepare a realistic economic development program for Kenosha County that would include a multi-year development strategy. The development strategy would identify the appropriate economic development goals, objectives, and activities that would improve the economy of the County. The specific activities of the Committee included the following:

1. To be the principal coordinator of local economic development planning.
2. To develop an effective strategy and process for carrying out economic development projects in both urban and rural areas, including the establishment of objectives and priorities.
3. To seek the expertise and guidance of other individuals and groups to assist with the economic development planning, with the Committee functioning as a "facilitator" of economic development based upon a partnership approach with other organizations in the County.
4. To review existing reports concerning planning, transportation, economic development, community facilities, agricultural, and human service needs for the County.
5. To obtain public input and specialized data through surveys, the use of news media, and other public information techniques.

6. To be available to work with and assist local industries and businesses with industrial site selection, business expansion, and general economic development promotion.

In response to revised regulations issued by the EDA concerning the contents of the OEDP document that was originally completed by the KCDC, the KAEDC completed a 1977 update to the original Kenosha County OEDP. The research and analysis necessary to complete the 1977 update to the OEDP was carried out by the staff of the City of Kenosha Department of Community Development; the University of Wisconsin-Parkside; the Kenosha County Zoning Administrator; University of Wisconsin-Extension; and the State of Wisconsin, Kenosha Job Service. On December 8, 1977, the KAEDC completed and submitted to the EDA the OEDP Update that, together with Kenosha County annual reports to the EDA, would continue to qualify the County for EDA economic development financial and technical assistance.<sup>2</sup>

#### 1977 OEDP Update Goals and Projects

In addition to the EDA required analysis of the County's economy, the 1977 update to the OEDP set forth, as an overall purpose, the stabilization and diversification of the county economy, with specific goals for a countywide economic development program and specific projects to be accomplished during the first and later years of the County's development program. The economic development goals and projects identified in the 1977 update to the OEDP included the following:

#### FIRST YEAR PROGRAM

##### GOAL I: Diversification of the County Economy

- Project 1. Establishment of an economic development staff and office facilities to detail and implement the OEDP. This project includes providing personnel, office space, and an operating budget for detailing and implementing the OEDP.
- Project 2. Acquisition and development of a community industrial park including: a site location study, the acquisition of property, development of the park, and site improvements and utility extensions.
- Project 3. Development of an economic development promotional program that would be directed to existing and new manufacturing and service industries. This project includes: the compilation of basic community information, preparation of promotional information, analysis of those industries most likely to expand in Kenosha County, and contacting selected industries.

##### GOAL II: Improvement of the Quality of Life in Kenosha County

- Project 1. Separation of existing sanitary and storm sewers in the City of Kenosha to provide for the extension of existing sewers. The

<sup>2</sup>On an annual basis, the EDA requires designated redevelopment areas to submit an annual report to the EDA. The annual report is a summary of current local economic conditions and the progress in the implementation of the activities identified in the OEDP.

project includes locating financial assistance for the City to be used for separating the existing combined sanitary and storm sewers to prevent further pollution of Lake Michigan, and to allow for the extension of sewer utilities to anticipated residential and industrial users.

- Project 2. Solving existing and future Kenosha County waste management problems. This project includes the analysis of existing county solid waste problems, developing solutions to the problem, and determining a method of financing a county solid waste disposal site.
- Project 3. Development and implementation of a program to upgrade existing housing to meet health and building codes.

#### SECOND AND LATER YEAR PROGRAMS

##### GOAL I: Diversification of the Local Economy

- Project 1. Expansion of the Kenosha County Airport.
- Project 2. Development and implementation of recreation and tourism projects.
- Project 3. Development of a plan for the revitalization of neighborhood shopping areas and the City of Kenosha downtown area.

##### GOAL II: Improvement of the Quality of Life in Kenosha County

- Project 1. Upgrade the job skills of the County's labor force.
- Project 2. Establishment of an additional comprehensive high school in Kenosha.
- Project 3. Redevelopment of the Chicago & North Western (C&NW) Transportation Company railway station; rehabilitation of housing in the surrounding neighborhood; and establishment of Amtrak railway service to the City of Kenosha.

##### Implementation of the 1977 Update to the Kenosha County OEDP

In 1978 and 1979 the City of Kenosha, Department of City Development, staff prepared the OEDP annual reports and provided the annual reports to the EDA in order to assure the continued eligibility of Kenosha County for EDA financial assistance. A lack of member interest in the KAEDC, which was established as a voluntary organization without an operating budget, resulted in infrequent meetings of the Committee. However, Kenosha County and City of Kenosha staff, as well as certain private organizations in the County, did pursue the goals and projects identified by the KAEDC. The following discussion is an assessment of these efforts.

##### Establishment of Kenosha-Racine Economic Development Committee

In September 1979, Kenosha County officials, with the technical assistance of the Ernst & Whinny consulting firm and funding provided by the EDA, completed an economic adjustment strategy for the Kenosha-Racine, Wisconsin area. The purpose of the study was to identify the necessary program areas that should

be addressed by local economic development practitioners in the Kenosha-Racine County area as a result of potential reductions in operations at the American Motors Corporation (AMC) plant in Kenosha. The recommended development strategy included six specific areas that should be pursued by Kenosha County. These development areas include:

1. Industrial retention and attraction.
2. New commercial development.
3. Tourism and recreation.
4. Infrastructure support.
5. Employment training.
6. Business and community promotion.

Following the completion of the economic development strategy, the EDA provided additional funding for a second, more detailed economic adjustment strategy study, the purpose of which was to identify specific economic development strategy opportunities in the Kenosha-Racine County area. This study, completed by the consulting firm of Hammer, Siler & George Associates on September 29, 1981, included the following specific projects that were recommended in order to improve the Kenosha County economy.

#### Establishment of the Kenosha County Council on Economic Development

In 1981, Mr. Thomas Mihajlov, the EDA Wisconsin representative, requested that Kenosha County prepare a new update to the County's OEDP. The EDA request was in response to the availability of the preliminary results of the 1980 census conducted by the U. S. Bureau of the Census. The following section of this chapter discusses the 1981 OEDP update.

Pursuant to the EDA request for an OEDP update, the Kenosha County Board of Supervisors, in April 1981, adopted a resolution creating the Kenosha County Council on Economic Development (KCCED) as the successor committee to the KAEDC. The objectives of the KCCED included the following:

1. To act as the primary coordinator of the various economic development activities undertaken to stimulate new private and public investments in Kenosha County.
2. To provide for economic growth opportunities in Kenosha County.
3. To serve as the designated local advisory committee of the Kenosha County Board of Supervisors with regard to Kenosha County's participation as a redevelopment area under the U. S. Department of Commerce, EDA.

The KCEED consisted of 37 members, representing a wide range of public and private economic development practitioners in Kenosha County. In order to complete the EDA-required OEDP update, the Kenosha County Board of Supervisors requested, and received, technical assistance from the Regional Planning Commission. The KCCED examined the purpose and activities of previous county-wide economic development organizations in Kenosha County and, as a result,

intended to provide the Kenosha County Board of Supervisors with an ongoing action-oriented program to improve the Kenosha County economy. On September 8, 1981, the Chairman of the KCCED submitted the 1981 update to the Kenosha OEDP to the EDA. Subsequently, on December 10, 1981, the 1981 update was approved by the Regional Director of the U. S. EDA.

1981 OEDP Update Long-Term Economic Development Goals: The KCCED determined that a countywide economic development program should be established to address the economic development problems of Kenosha County. The long-term economic development goals established by the KCCED to guide the economic development program were as follows:

1. To provide a mechanism for guiding and coordinating the countywide efforts of local individuals and organizations concerned with the economic development of Kenosha County.
2. To help retain existing employment opportunities and to provide for the expansion of existing employment opportunities in Kenosha County by helping to meet the needs of existing employers.
3. To help create new employment opportunities through the attraction of new employers to Kenosha County.
4. To assist in creating new employment opportunities by facilitating entrepreneurial opportunities in Kenosha County.
5. To assist communities in Kenosha County in the identification and provision of the community facilities and services necessary to provide for the expansion of employment opportunities.

1981 OEDP Update Short-Term Economic Development Goals: The short-term economic development goals of the KCCED economic development program are those goals that the KCCED intended to accomplish during the first two years of the economic development program. The short-term KCCED economic development goals included the following:

1. To ensure the improvement and coordination of countywide economic development strategies of public and private economic development organizations in Kenosha County.
2. To ensure the development and implementation of a strategy that will retain existing employment opportunities in Kenosha County.
3. To ensure the development and implementation of a strategy that will attract new employment opportunities to Kenosha County.
4. To ensure an improvement in the cooperation of government, business, and development organizations in order to facilitate economic development activities in Kenosha County.
5. To ensure the improvement of the image of Kenosha County as a location for business and industry.

6. To ensure the maintenance of the eligibility of Kenosha County for Economic Development Administration (EDA) financial assistance.
7. To ensure the improvement of the ability of local units of government to provide for the expansion of employment opportunities.
8. To ensure the initiation and implementation of specific economic development projects that will provide for the expansion of employment opportunities in Kenosha County.
9. To ensure the redevelopment of the established urban areas of Kenosha County.

1981 OEDP Update Economic Development Activities: The economic development program activities identified in the update to the 1977 OEDP included the following:

Activity One: Coordination of Existing Countywide Public and Private Economic Development Activities. This activity proposed that the KCCED secure the agreement of local economic development organizations that the KCCED would be the agency responsible for coordinating all countywide economic development activities. In addition, this activity proposed that a system be developed to facilitate the ongoing communication of the County's economic development organizations.

Activity Two: Coordination of a Countywide Industry Retention Program. This activity proposed that the KCCED:

1. Determine the existing extent of industry retention activities in the County.
2. Identify the industry groups in the County with the greatest potential for expansion.
3. Identify an ongoing industry retention program that would include an ongoing industry contact program and anticipating local industry problems resulting from the actions of the local, state, and federal governments.

Activity Three: Coordination of a Countywide Industry Attraction Program. This activity proposed that the KCCED:

1. Determine the effectiveness of any existing industry attraction activities in the County.
2. Identify "growth industries" suitable for location in Kenosha County.
3. Coordinate a countywide industry attraction program.
4. Determine the potential for "linkage industry growth" by working with local employers in the County.

5. Establish a working relationship with the AMC to provide for the opportunity to attract existing and potential source component suppliers to the County.

Activity Four: Establishment of a Small Business Incubator Facility in the County. This activity was designed to determine the market feasibility of a business incubator, and to identify methods for the operation of the facility.

Activity Five: Development of an Intra-County Information Program. This activity was designed to make local citizens aware of, and familiar with, the economic development problems of the County, and to enlist their support in solving these problems.

Activity Six: To Provide the EDA with an Annual Report of the OEDP Document. The purpose of this activity was to ensure the continued eligibility of the County for EDA financial assistance.

Activity Seven: Technical Assistance to Local Units of Government and Economic Development Organizations in Kenosha County. This activity was designed to:

1. Provide economic data and information as requested.
2. Provide assistance and advice in the development and implementation of economic development projects.
3. Sponsor training sessions designed to improve local economic development activities.

Activity Eight: To Administer the KCCED Economic Development Program. This activity was designed to:

1. Determine an annual KCCED economic development work program.
2. Determine the KCCED members responsible for implementing the activities of the KCCED.
3. Evaluate the effectiveness of the KCCED work program.
4. Identify and secure the financial resources necessary to implement the economic development program.

#### Implementation of the 1981 Update to the Kenosha County OEDP

While the 1981 update to the Kenosha County OEDP identified specific activities designed to improve the county economy, the implementation of the activities was hindered by a lack of county economic development staff and financial assistance for economic development activities. As a result, the KCCED discontinued formal economic development activities soon after the submittal of the OEDP update to the EDA.

#### Establishment of the Office of Kenosha Area Economic Development

In 1983, public officials and private economic development organizations in Kenosha County reviewed the historical status of countywide economic development activities, and noted the inability to sustain economic development

efforts. As a result, the City of Kenosha, Kenosha County, and the Kenosha Area Chamber of Commerce, Inc., established the Office of Kenosha Area Economic Development. This Office represents the first commitment to provide professional economic development assistance throughout the County. During the first year of operation of this Office, the City of Kenosha and Kenosha County contributed a total of \$30,000 each, with the Chamber of Commerce providing a total of \$18,000 of in-kind services. Recently, the City of Kenosha and Kenosha County each provided \$45,000 for the operation of the Office, with the Chamber of Commerce providing a total of \$21,000 of in-kind services.

The Office is directly responsible to a joint review board consisting of the Mayor of the City of Kenosha, the County Executive, and the Secretary of the Kenosha Area Chamber of Commerce, Inc. At the current time, the Office of Kenosha Area Economic Development includes one professional economic development staff person and appropriate clerical support. The current economic development activities of the Office consist of the following:

Industry Attraction Activities:

1. A regional and national advertising/marketing campaign that identifies the benefits of the County as an industry location.
2. Participation in the industry attraction "call trips" of Forward Wisconsin, Inc., the statewide agency with the responsibility for attracting new industry to the State.
3. Coordination of development opportunities with the Wisconsin Department of Development.
4. Provision of industrial land use information and demographic data for Kenosha County to industry prospects.

Industry Retention Activities:

1. Periodic contact with local industry representatives to determine problems and needs.
2. Coordination of the economic development activities with the Kenosha Area Chamber of Commerce, Inc., and the Kenosha Manufacturers' Association.
3. Working with local units of government and development organizations as an ombudsman for economic development activities.
4. Working with existing business and industry prospects in identifying available building locations.
5. Assisting in the identification of public and private financial assistance for business expansion projects.

Business Start-up Assistance:

1. Identification of building locations for new business start-ups.

2. Referral of entrepreneurs to sources of venture capital.
3. Coordination of technical assistance for new business start-ups.

Business Financial Assistance:

1. Coordination of business financial assistance with local lending institutions.
2. Technical assistance to businesses and development organizations regarding local, state, and federal business grant loan programs.

RECENT ECONOMIC DEVELOPMENT ACTIVITIES IN KENOSHA COUNTY

In response to the declining economic conditions in Kenosha County, and the growing interest in economic development by public and private organizations, a variety of significant initiatives to improve local economic conditions have been made. Information on such activities will be helpful in the identification of recommended economic development efforts in Chapter V of this report. The most recent of these activities are described below.

Gateway Harbor Project

In May 1985, the City of Kenosha announced plans for a number of major improvements to the City's existing Lake Michigan harbor and marina. The \$40 million project, entitled the Gateway Harbor project, is expected to include six new boat launch ramps, 600 new boat slips, a public pedestrian and park area, 35,000 square feet of retail space, and a harbor building and restaurant. The project would also include the construction of a \$2 million breakwater to provide the necessary protection for the marina development.

Kenosha County Industrial Business Retention and Expansion Study

In 1983, the Office of Kenosha Area Economic Development, through the assistance of Wisconsin Bell, An Ameritech Corporation, conducted an industry retention survey of 77 manufacturing firms located in Kenosha County. The objectives of the survey were to:

1. Develop a data base and profile of businesses in the community.
2. Determine the business community's opinion of the Kenosha County economy.
3. Determine the survey respondents' plans for the future.
4. Inform the survey respondents of various local and state business assistance programs.
5. Improve the communication between local government and the business community.
6. Identify the specific concerns of Kenosha County businesses relative to doing business in the area.

The findings of the industry retention survey are comprehensive and beyond the scope of this report. The survey findings are documented in the study

entitled, Wisconsin Industrial Business and Expansion Study, Kenosha County, published in May 1984 by Wisconsin Bell, An Ameritech Company.

#### Industrial Research Facility

Recently State Representative John M. Antaramian proposed that an industrial research facility be established in Kenosha County at the site of the City's existing industrial park at 69th Avenue and 52nd Street. One aspect of the proposed research park, as currently envisioned, would be a center to conduct research in the area of foundry and engine technology. The center would be owned by the University of Wisconsin-Parkside and the University of Wisconsin-Milwaukee. Overall, the establishment of the research facility, specifically the research center, could help facilitate the application of high technology to existing industrial businesses throughout the Southeastern Wisconsin Region, as well as the State, and to attract new businesses to the County that are seeking new locations that are in need of the services this type of research facility could provide.

#### Wisconsin Electric Power Company Pleasant Prairie Industrial Park

In 1985, the Wisconsin Legislature authorized the Wisconsin Electric Power Company to form a number of subsidiary corporations that would actively pursue economic development activities. The legislation will enable the Power Company to develop a 1,300-acre industrial park in the Town of Pleasant Prairie in Kenosha County. Initial research conducted by the Power Company indicates that the successful development of this industrial park could create an estimated 20,000 new jobs in the County. The industrial park would be located contiguous to the Power Company's coal-fueled electric power plant, thereby providing a good source of inexpensive electrical power to future industrial users.

#### Wisconsin IH 94, The Business Connection

In 1984, the Wisconsin Electric Power Company (WEPCo) announced a major industrial development program that involves promotion of the IH 94 corridor in southeastern Wisconsin from the Wisconsin-Illinois border to the City of Milwaukee, and from the City of Milwaukee to Madison, Wisconsin. The purpose of the program is to: 1) encourage the growth and diversification of existing industries in southeastern Wisconsin by promotion of the unique resources of the Region; 2) attract new industries and stimulate the creation of new industries, especially in the areas of automated manufacturing, biomedical technology, and agribusiness/genetics; 3) increase technology transfer among educational institutions, research organizations, and industry; 4) promote job opportunities in emerging industries; 5) work with communities to encourage development of sites suitable for industry location; and 6) increase the competitive advantage of new and existing industries through improved energy utilization. The WEPCo promotional program is important to Kenosha County because of the strategic location of the County and the County's industrial parks relative to the interstate highway corridor.

#### Small Business Incubator Facility

The need for incubator space for new industry development in Kenosha County was identified in a Ernst and Whinney planning consulting firm 1979 report for the Kenosha-Racine Economic Development Committee (KREDC). Subsequent to this

finding, a study by the Hammer, Siler & George, Associates, indicated the potential for a small business incubator in Kenosha County. Currently, the City of Kenosha is considering a 30,000-square-foot building located at 67th Street and 36th Avenue for use as an incubator facility. Currently, the City is attempting to identify funding for a market feasibility analysis of the incubator facility.

#### Kenosha County Zoning Ordinance

A zoning ordinance is a public law which regulates the use of private property in the public interest. Zoning seeks to confine certain land uses to those areas of the community which are peculiarly suited to, and set aside for, these particular uses, thereby encouraging the most appropriate use of land throughout the community; it seeks to assure adequate light, air, and open space for each building and reduce fire hazards; and it seeks to prevent the overcrowding of land and congestion of the street and utility systems. A proper zoning ordinance is important to economic development in that it sets aside various areas for commercial and industrial land use which ensure the proper movement of goods and services, and an environment that is conducive to business development.

In 1978, the Kenosha County Planning and Zoning Office, with the assistance of the Southeastern Wisconsin Regional Planning Commission, initiated the development of the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. An extensive citizen participation process ensured that the general public had an opportunity to review and comment on the proposed zoning ordinance text and corresponding zoning map. On May 3, 1983, the Kenosha County Board of Supervisors unanimously approved the zoning ordinance, with subsequent approval by the County Executive on May 4, 1983.

To date, the Towns of Randall, Somers, Wheatland, and Pleasant Prairie have adopted the ordinance and, therefore, the provisions of the ordinance are in effect in these areas. However, the remaining local rural areas of the County continue to maintain independent zoning jurisdiction. Adoption of the county zoning ordinance in all applicable areas of the County would help ensure sound commercial and industrial development throughout the County.

#### Task Force Report of the Greater Kenosha Development Corporation

On November 20, 1984, the Greater Kenosha Development Corporation (GKDC), Kenosha County's Small Business Administration, 503-Development Company, organized a Task Force to organize and present information to the public regarding economic conditions in Kenosha County. The Task Force "Report" was published in 1985, and, in addition to providing important information regarding the future of the County's economy, recommended a variety of steps that should be taken to alleviate future economic problems in the County. The Task Force continues to meet to discuss economic problems in the County and efforts to address these problems.

#### Study of Industrial Lands in Southeastern Wisconsin

In 1982, as already noted, the Wisconsin Electric Power Company (WEPCo) initiated a program to attract and encourage industrial development in the Region. In undertaking the program, the WEPCo found that there was a lack of

information regarding industrial land use in the Region, information important to the WEPCo development program. Specifically, the WEPCo found that a comprehensive areawide inventory of existing industrial and additional land suitable for industrial development did not exist. Recognizing that such information would be essential to an effective industrial development program, and recognizing that such information would be useful in areawide and local public planning efforts, the WEPCo requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the conduct of a study of industrial land use in southeastern Wisconsin. The overall purpose of the study was to document the historic trends in industrial land absorption in the Region, to analyze historic and probable future economic activity levels in the Region, and to assess the probable future industrial land needs.

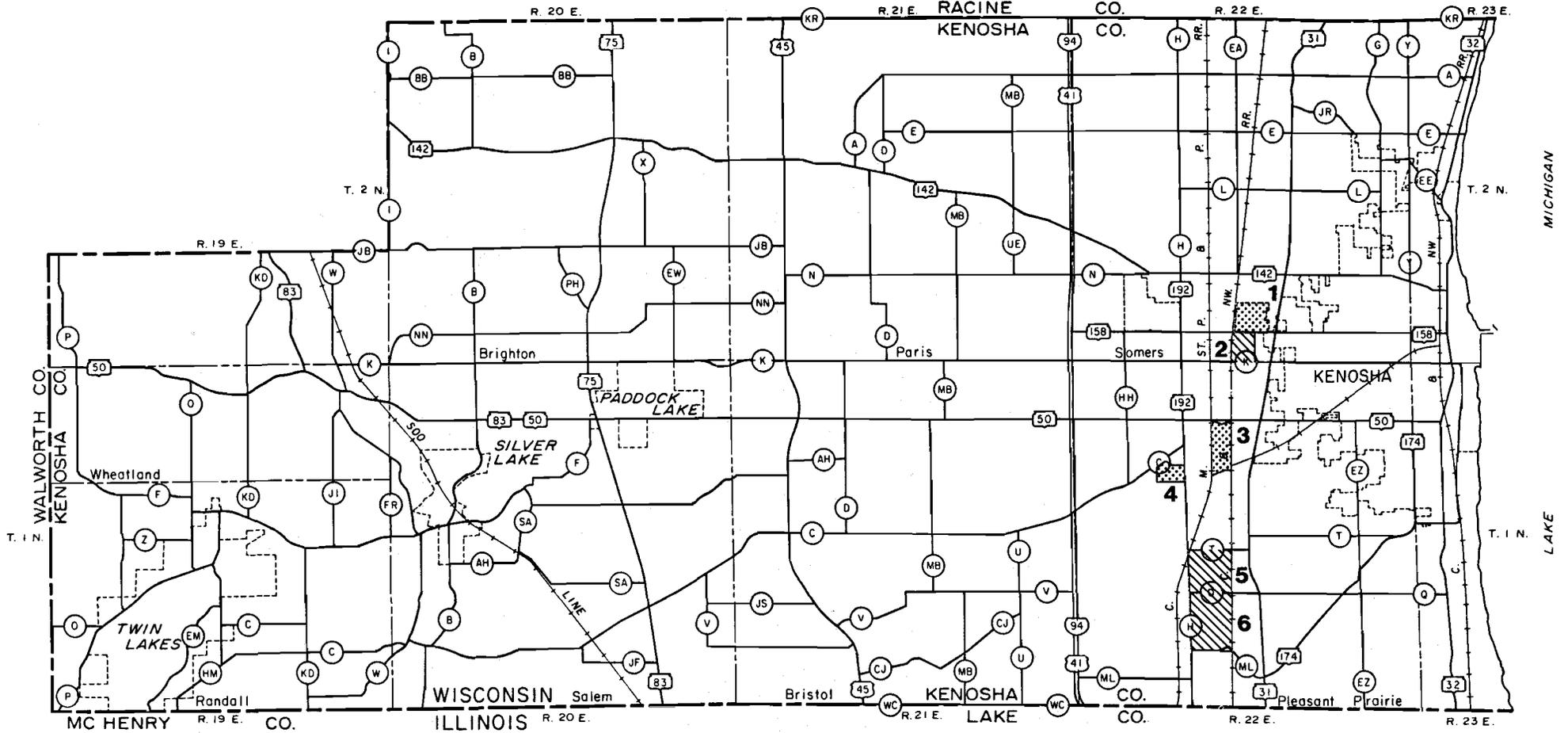
The study indicates that one of the strengths of the Southeastern Wisconsin Region is the broad choice in industrial facilities and sites which this Region offers a potential industrial client seeking to locate a new, or to expand an existing, operation. The range of potential industrial facilities and sites includes vacant but sound industrial facilities which are ready for immediate use and which possess not only the necessary infrastructure improvements such as public sanitary sewer, water supply, mass transit service, and power and communication facilities, but other site amenities such as associated office space and materials-handling equipment such as heavy lift cranes and conveyors. Vacant, properly zoned sites are also readily available within the Region, and able to accommodate a full spectrum of industrial types, from small developing industries to large industrial complexes. Some of these sites are located within industrial parks which not only possess all the necessary infrastructure improvements, but have industrial park deed restrictions and special covenants to protect the substantial investment made by industrial entrepreneurs in site acquisition, development, and expansion within the industrial park. The study also identifies other large vacant industrially zoned areas, as well as nonindustrially zoned areas, which are considered to have industrial development potential by local units of government.

While future economic conditions within the Southeastern Wisconsin Region will be determined in part by external factors over which public and private decision-makers within the Region have little or no influence, such conditions will also be influenced, in part, by the effectiveness of state, regional, and local economic development programs undertaken to maintain and enhance the economic vitality of subareas of the State. The effectiveness of such economic development programs should be enhanced by the fact that the area has an adequate supply of sites which are suitable for and can readily be made available to industrial development.

During the preparation of the study the Regional Planning Commission staff gathered current information on existing industrial land in southeastern Wisconsin and, more specifically, on sites within the Region which may be suitable for, or could be made available to, industrial development. As shown on Map 1 and in Table 3, the study identified a total of six sites in Kenosha County, or 3 percent of the sites in the Region, as being suitable for major industrial development.

Map 1

LOCATION OF SUITABLE INDUSTRIAL SITES IN KENOSHA COUNTY



LEGEND

-  ZONED FOR INDUSTRIAL USE
-  PROPOSED FOR INDUSTRIAL USE

Source: SEWRPC.

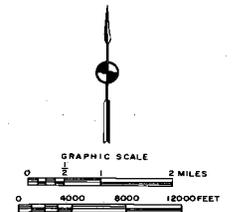


Table 3

## POTENTIAL INDUSTRIAL SITES: KENOSHA COUNTY

Number on Map	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreege
1	North of STH 158 East of C&NW Railway City of Kenosha T2N R22 E, Sections 33/34	175	135 <sup>a</sup>	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: 3 miles - IH 94 Adjacent - STH 158 Rail: Adjacent - C&NW 0.25 mile - CMS tP&P	Airport: 1 mile - Kenosha 24 miles - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	75% Agricultural 25% Residential	4 - 6	100-year floodplain Wetlands	30
2	South of STH 158 East of C&NW Railway Town of Somers T2N R22E, Sections 33/34	125	125	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 3 miles - IH 94 Adjacent - STH 158 Rail: Adjacent - C&NW 0.25 mile - CMS tP&P	Airport: 1 mile - Kenosha 24 miles - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	75% Agricultural 25% Residential	1 - 3	--	--
3	South of STH 50 West of C&NW Railway Town of Pleasant Prairie T1N R22E, Section 9	190	160	III	Industrial	Sewer - 0.5 mile Water - 0.5 mile	Existing Freeway/Highway: 2.5 miles - IH 94 Adjacent - STH 50 Rail: Adjacent - C&NW/ CMS tP&P	Airport: 2.5 miles - Kenosha 25 miles - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	40% Agricultural 25% Utility 15% Industrial 10% Residential 10% Open Land	1 - 3	100-year floodplain	30
4	West of CTH H South of CTH C Town of Pleasant Prairie T1N R22 E, Sections 8/17	95	90	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1.5 miles - IH 94 1 mile - STH 50 Rail: 1 mile - C&NW/ CMS tP&P	Airport: 2.5 miles - Kenosha 25 miles - Mitchell Field Proposed Freeway/Highway: 1.5 miles - Lake Arterial	50% Agricultural 40% Residential 10% Industrial	1 - 3	Wetlands	5
5	East of CTH H North of CTH Q Town of Pleasant Prairie T1N R22E, Section 21	360	360	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 3 miles - IH 94 0.5 mile - STH 31 Rail: Adjacent - C&NW/ CMS tP&P	Airport: 4 miles - Kenosha 28 miles - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	75% Agricultural 25% Utility	4 - 6	--	--
6	East of CTH H South of CTH Q Town of Pleasant Prairie T1N R22E, Section 28	480	470	III	Nonindustrial	Sewer - Adjacent Water - 0.5 mile	Existing Freeway/Highway: 3 miles - IH 94 0.5 mile - STH 31 Rail: Adjacent - C&NW 0.25 mile - CMS tP&P	Airport: 5 miles - Kenosha 29 miles - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	100% Agricultural	7 +	Wetlands Very severe soils	10

<sup>a</sup> Excludes 10 acres of development as of 1984.

Source: Wisconsin Electric Power Company and SEWRPC.

In addition to information on industrial land use sites, the study gathered information on vacant industrial installations. Existing, vacant industrial installations can serve as suitable locations for new or relocating businesses seeking industrial sites within southeastern Wisconsin. Accordingly, information is presented herein on the known vacant industrial installations within Kenosha County. The WEPCo and Office of Kenosha Area Economic Development currently maintains an inventory of such installations which may be expected to be typically available for lease or purchase within Kenosha County.

A total of 15 vacant industrial installations, with a floor area of 503,654 square feet, were identified in Kenosha County. Of this total: 1) six buildings had a floor area of less than 10,000 square feet; 2) seven buildings had a floor area of between 10,000 and 49,999 square feet; and 3) two buildings had a floor area of greater than 100,000 square feet. Detailed information on the very large industrial buildings in Kenosha County is provided in Table 4.

Table 4

EXISTING LARGE VACANT INDUSTRIAL INSTALLATIONS

Location	Square Feet	Date of Construction	Type of Construction	Number of Stories	Transportation Access	Use
2809 60th Street City of Kenosha	143,000	1900's	Brick	2	Highway: IH 94 - 6 miles STH 50 - 1 mile Rail: C&NW - Adjacent Airport: Kenosha - 4 miles Mitchell Field - 26 miles	Industrial
2809 60th Street City of Kenosha	127,000	1900's	Masonry	2	Highway IH 94 - 6 miles STH 50 - 1 mile Rail: C&NW - Adjacent Airport: Kenosha - 4 miles Mitchell Field - 26 miles	Industrial

Source: Wisconsin Electric Power Company, Wisconsin Department of Development, and SEWRPC.

## Chapter II

### A DESCRIPTION OF THE NATURAL RESOURCES, PHYSICAL CHARACTERISTICS, AND COMMUNITY FACILITIES AND SERVICES OF KENOSHA COUNTY

#### INTRODUCTION

Inventories of the physical and socioeconomic characteristics of Kenosha County, and of the community utilities, facilities, and services provided within the County, are essential to the preparation of a sound economic development program. The purpose of this chapter is to describe the natural resource base, physical characteristics, and community facilities and services of Kenosha County. Chapter III will describe the characteristics of Kenosha County's resident population, labor force, and economy.

#### LOCATION

Kenosha County is located in southeastern Wisconsin and is part of the seven-county Southeastern Wisconsin Planning Region (see Map 2). Kenosha County encompasses a total area of 278.4 square miles. Geographically, the County is in a good position for continued economic growth and development. It is bounded on the east by Lake Michigan, which provides an ample supply of fresh water for both domestic and industrial use, as well as being an integral part of a major international transportation network and a valuable recreational resource. The County is bounded on the south by the rapidly developing northeastern Illinois metropolitan region and on the north and west by the fertile agricultural lands and desirable recreational areas of Racine and Walworth Counties. Racine County also has a significant manufacturing employment base. In addition, as shown on Map 3, many of the most important industrial areas and heaviest population concentrations in the Midwest are located within 350 miles of Kenosha County.

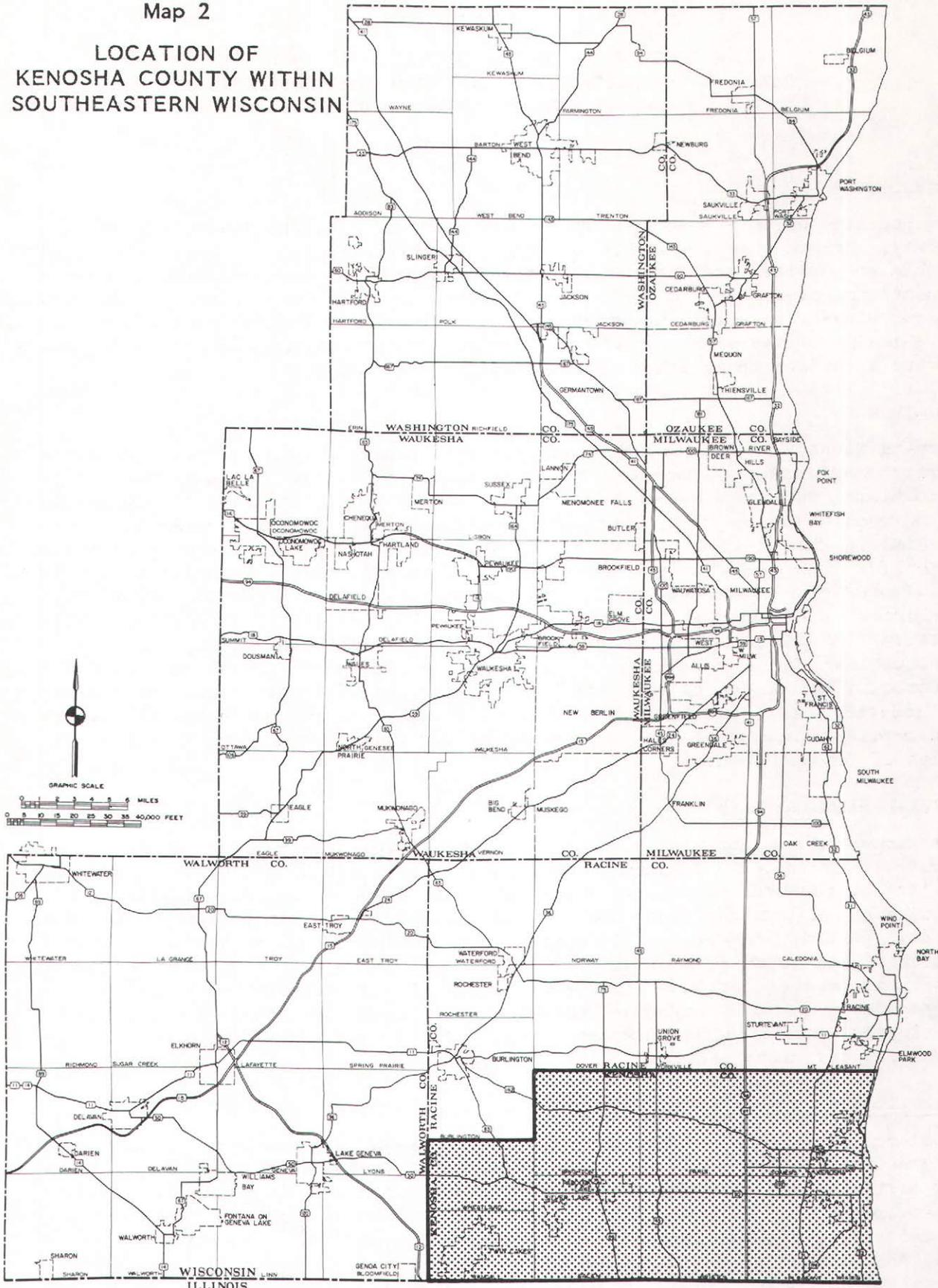
#### NATURAL RESOURCE BASE

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area, and to the continued ability of the area to provide a pleasant, habitable environment for life. Any meaningful effort directed toward improving economic conditions in Kenosha County should, therefore, recognize the existence of a limited natural resource base to which economic development must be properly adjusted if serious environmental problems are to be avoided. The identification of those elements of the natural resource base which affect, or are affected by, economic development can help to guide new development into a more healthful, attractive, and efficient pattern.

#### Geologic and Physiographic Features

Knowledge of bedrock and the surficial deposits overlying bedrock is important in the formulation of an economic development program, because such bedrock and surficial deposits directly affect the construction costs related to urban improvements such as street and highway facilities, drainage and flood control facilities, and public utilities, as well as the costs of housing and commercial and industrial development. In addition, the placement of the improvements in relation to the bedrock and surficial deposits may directly or

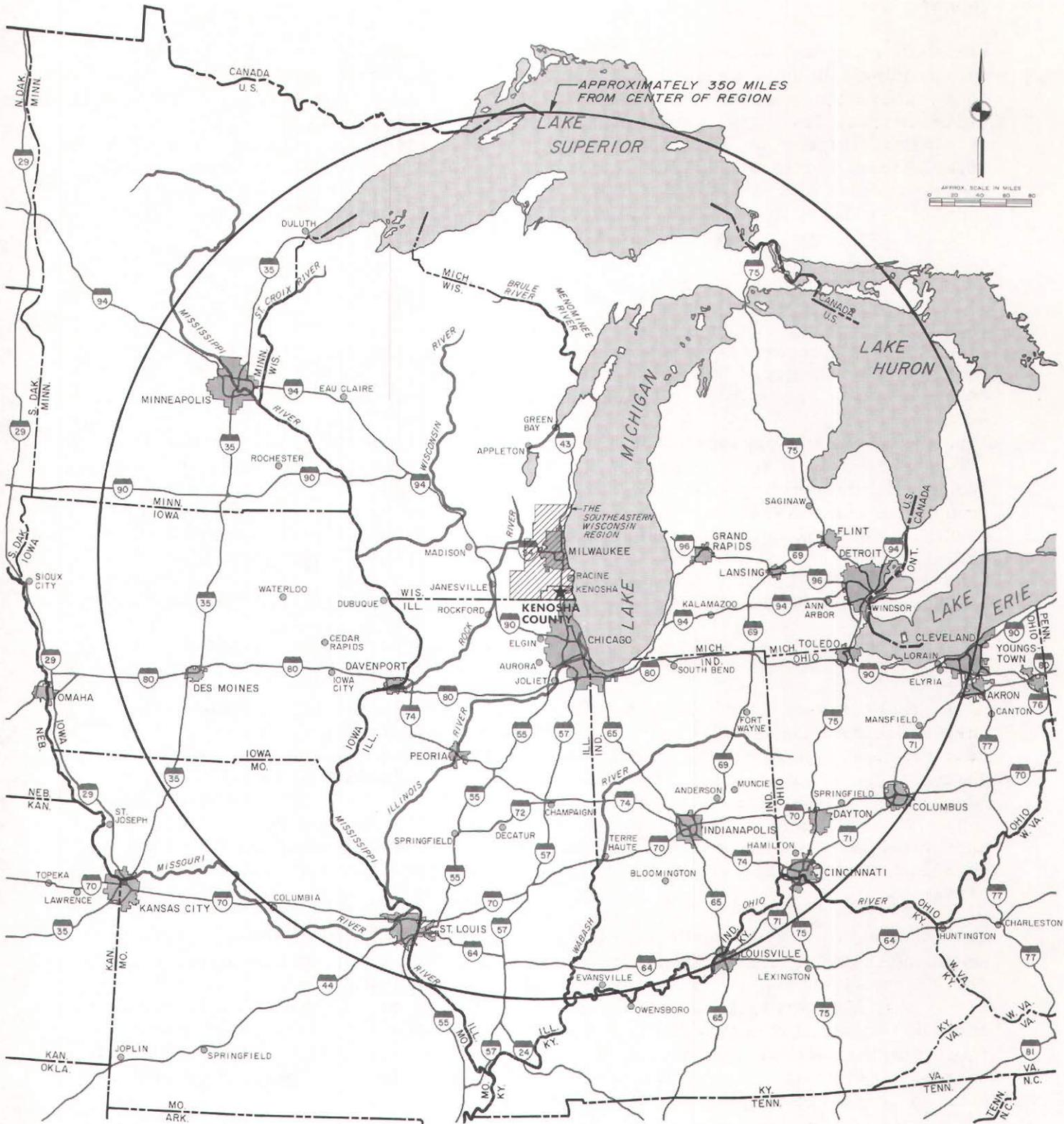
Map 2  
 LOCATION OF  
 KENOSHA COUNTY WITHIN  
 SOUTHEASTERN WISCONSIN



Source: SEWRPC.

Map 3

REGIONAL SETTING OF KENOSHA COUNTY IN THE MIDWEST



Source: SEWRPC.

indirectly affect the quality and quantity of the groundwater resources of the County.

Kenosha County is underlain by Niagara dolomite or lannon stone, which is, in turn, underlain by a relatively impervious layer of Maquoketa shale. A bedrock outcropping covers the southeast portion of the County in the Town of Pleasant Prairie. The physiographic features of Kenosha County have been determined largely by the configuration of the bedrock geology in combination with glacial action. The bedrock formation in Kenosha County dips gently toward the east at an average slope of about 10 feet per mile. Consequently, the bedrock lying immediately underneath unconsolidated, surficial deposits at the western edge of Kenosha County includes older rocks of the Ordovician Period, whereas in the east along Lake Michigan, it includes younger rocks of the Silurian and Devonian Periods.

The bedrock of the County is, for the most part, covered by deep, unconsolidated glacial deposits attaining a thickness of 100 to 200 feet throughout most of the County. However, the central, and southwest portions of the County contain areas where glacial deposits are from 200 to 300 feet.

The most dominant physiographic feature in Kenosha County is the gently sloping ground moraine in the eastern portions of the County. The remainder of the County is covered by a variety of glacial land forms and features, including ground and recessional moraines, abandoned lake basins, outwash plains, kames, eskers, and drumlins. The glacial land forms in Kenosha County are of economic significance not only because they provide sources for sand, gravel, and rock used in local building and highway construction, but also because they provide a very attractive setting for residential development and a rich recreational base.

### Soils

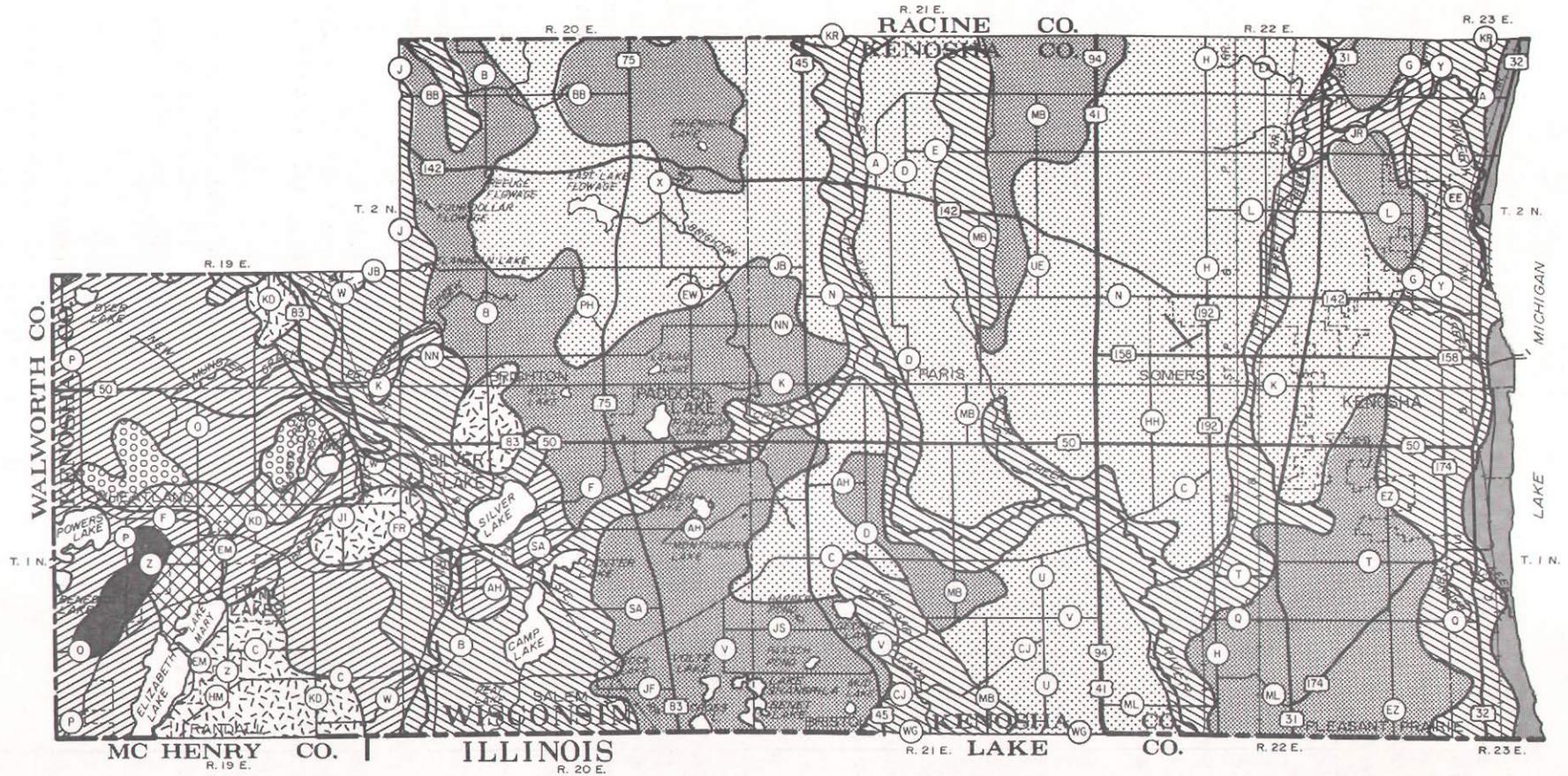
Soil properties exert a strong influence on how land may be used. Knowledge of the character and suitability of the soils in Kenosha County is an invaluable aid in analyzing existing development patterns and, more specifically, in identifying suitable sites for urban development of various types. Also, any sound economic development program should discourage the development of urban land uses in areas having soils unsuitable for such uses, thereby minimizing the potential for the creation of costly environmental problems. Information on soils is accordingly essential to any sound determination of urban growth patterns.

Map 4 shows the major soil relationships in Kenosha County, based upon seven broad suitability associations. As indicated on Map 4, the major soil group in the County is Group D, or soils that are generally well suited for agricultural use, but generally unsuited for urban development without, at a minimum, the use of onsite septic tank sewage disposal systems. Urban development on these soils generally requires a high level of municipal improvements and careful attention to stormwater drainage, and, therefore, may act as a constraint on certain types of urban development

Map 4 also shows that the other general soil types in the Region include Group F and Group G. The soils designated as Group F are generally poorly drained, have a high water table, and are interspersed with areas of peat, muck, and

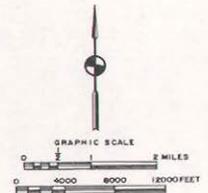
Map 4

GENERAL SOIL ASSOCIATIONS IN KENOSHA COUNTY



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|---|---|
| <p> VARNA ELLIOTT-ASHKUM ASSOCIATION: WELL-DRAINED TO POORLY DRAINED SOILS THAT HAVE A SILTY CLAY LOAM TO CLAY SUBSOIL; FORMED IN THIN LOESS AND THE UNDERLYING CLAY LOAM OR SILTY CLAY LOAM GLACIAL TILL ON RIDGES AND KNOBS</p> <p> MORLEY-BEECHER-ASHKUM ASSOCIATION: WELL-DRAINED TO POORLY DRAINED SOILS THAT HAVE A SILTY CLAY OR SILTY CLAY LOAM SUBSOIL; FORMED IN THIN LOESS AND THE UNDERLYING CLAY LOAM OR SILTY CLAY LOAM GLACIAL TILL ON RIDGES AND KNOBS</p> <p> HEBRON-MONTGOMERY-AZTALAN ASSOCIATION: WELL-DRAINED TO POORLY DRAINED SOILS THAT HAVE A LOAM TO SILTY CLAY SUBSOIL; UNDERLAIN BY CLAYEY TO LOAMY LACUSTRINE AND OUTWASH MATERIAL ON HILLS, KNOBS, AND LAKE PLAINS</p> <p> FOX-CASCO ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A CLAY LOAM AND SILTY CLAY LOAM SUBSOIL; MODERATELY DEEP TO SHALLOW OVER SAND AND GRAVEL, ON STREAM TERRACES</p> | <p> HOUGHTON-PALMS ASSOCIATION: VERY POORLY DRAINED ORGANIC SOILS; IN BASINS AND DEPRESSIONS</p> <p> MIAMI ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A SILTY CLAY LOAM AND CLAY LOAM SUBSOIL; FORMED IN THIN LOESS AND THE UNDERLYING LOAMY GLACIAL TILL ON RIDGES AND KNOBS</p> <p> CASCO-RODMAN ASSOCIATION: WELL-DRAINED AND EXCESSIVELY DRAINED SOILS THAT HAVE A CLAY LOAM OR GRAVELLY LOAM SUBSOIL; SHALLOW OVER SAND AND GRAVEL, ON STREAM TERRACES AND MORAINIC RIDGES</p> <p> BOYER-GRANBY ASSOCIATION: WELL-DRAINED TO VERY POORLY DRAINED SOILS THAT HAVE A LOAM TO SAND SUBSOIL; UNDERLAIN BY SANDY GLACIAL OUTWASH ON RIDGES AND KNOBS AND IN DRAINAGeways AND DEPRESSIONS</p> <p> WARSAW-PLANO ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A LOAM TO SILTY CLAY LOAM SUBSOIL; MODERATELY DEEP TO DEEP OVER SAND AND GRAVEL, ON STREAM TERRACES</p> |
|---|---|



other organic soils. This soil group generally occurs along streams and watercourses in the County, and for this reason, the soils in this group are commonly subject to flooding. These characteristics generally preclude their use for nearly all forms of development except limited agricultural, wetland, forest, wildlife conservation, and recreational uses. The soils designated as Group G are peat and muck and generally unsuited for urban development of any kind. These areas, when left in a natural state, are ideally suited for wildlife habitat, and, if properly drained, are suitable for certain types of agricultural use.

Finally, Map 4 shows isolated areas in the southwest portion of the County consisting of Groups A and B. These soils are well suited for both agricultural use and urban development with septic tank sewage disposal systems for soils designated as Group B.

Soil suitability interpretations for specified types of urban development, especially residential development, are important to regional land use planning. These specified types of urban development include: residential development with public sanitary sewer service, residential development without public sanitary sewer service on lots smaller than one acre in size, and residential development without public sanitary sewer service on lots one acre or larger in size. Some of the more important considerations in determining soil suitability for urban development include depth to bedrock, depth of water table, likelihood of flooding, soil permeability, and slope.

Light industry and commercial development generally require well-drained soils that are not subject to flooding. The soils should also have good bearing capacity, low shrink-swell potential, high shear strength, low frost hazard, and low compressibility. Structures for these enterprises are generally three stories or less in height and have at least 2,500 square feet of floor space on any given level. Industrial structures can best be built on level to gently sloping sites, but can be built on slopes of up to 12 percent if such slopes do not exceed 200 to 300 feet in length. Soil ratings for this use are based on the characteristics and properties of the substratum because foundations for structures rest on this part of the soil.

Soils were not rated for heavy industrial uses since they require larger structures that need base materials with greater bearing capacity and are severely limited by slopes exceeding 6 percent. Onsite foundation investigations are generally required for the design of these types of buildings.

Detailed soil suitability information is available for industrial and commercial development; however, since these land uses make up less than 1 percent of the total land uses in Kenosha County, detailed, extensive soil suitability mapping had not been done.

The suitability of soils for development can act as a constraint on certain types of economic development. Interpretive maps showing the suitability of certain soil types for residential, agricultural, recreational, and other land

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<sup>1</sup> Soil suitability data for industrial and commercial development are, however, available through the Southeastern Wisconsin Regional Planning Commission.

use purposes have been prepared by the Commission. Of particular importance in the development of an economic development program is the suitability of soil types for residential and other urban land use purposes. Soils not suitable for residential or other urban development--because of limitations relating to slow permeability, high groundwater and shallow bedrock, flooding potential, or steep slopes, especially when such residential development is not served by a public sanitary sewerage system--should be maintained in agricultural or other open uses. Map 5 shows areas of the County covered by soils which are poorly suited for residential development without public sanitary sewer service on lots smaller than one acre in size. Approximately 233 square miles, or 84 percent of the area of the County, are covered by such soils. Map 6 shows the areas in the County which are covered by soils poorly suited for residential development without public sanitary sewer service on lots one acre or larger in size. Approximately 149 square miles, or 54 percent of the total area of the County, are covered by soils of this type. Map 7 shows the areas of the County which are covered by soils poorly suited for residential development with public sanitary sewer service. Approximately 94 square miles, or 34 percent of the total area of the County, are covered by soils of this type. The preparation of an economic development program which seeks to achieve a stable and growing economy would, therefore, discourage the development of urban land uses--including industrial and commercial uses--in areas having unsuitable soils, thereby minimizing the potential economic and environmental problems which could occur as a result of such development.

#### Surface Water, Floodlands, and Related Water Resource Features

Surface water resources, consisting of lakes and streams and their associated floodlands, are particularly important elements of the natural resource base of Kenosha County. These lakes and streams have immeasurable value to the economic and social well-being of the County, providing areas for passive and active recreation, and enhancing the aesthetic quality of the County.

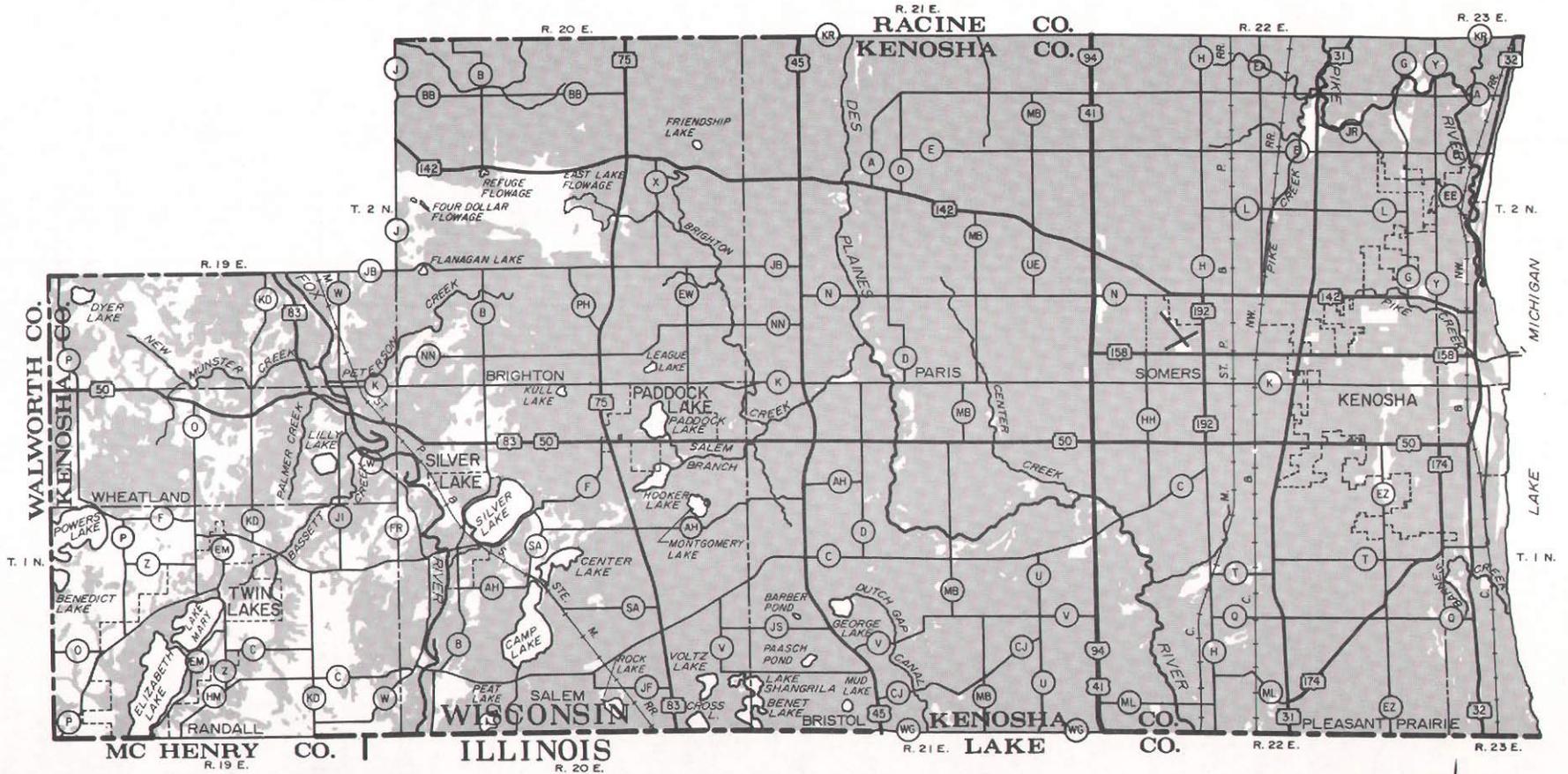
Watershed Characteristics: A major subcontinental divide traverses the Towns of Somers and Pleasant Prairie. The area east of this subcontinental divide is a part of the Great Lakes-St. Lawrence drainage basin, while the area west is a part of the Mississippi River drainage basin, a fact important to any consideration of water supply as well as drainage and flood control. The surface water drainage pattern of the County may be further divided so as to identify four major watersheds--the Pike River, Des Plaines River, Root River, and Fox River watersheds. In addition, there are numerous small catchment areas contiguous to Lake Michigan that drain directly to the lake by local natural watercourses and artificial drainageways. These areas together may be considered a fifth watershed. The watersheds within Kenosha County are shown on Map 8.

Lakes: Lakes in Kenosha County are almost exclusively of glacial origin, having been formed by depressions in outwash deposits, terminal and interlobate moraines, ground moraines, and kettles.

Major lakes are defined herein as having 50 acres or more of surface water area, a size capable of supporting reasonable recreational use with relatively little degradation of the resource. As indicated in Table 5, there are 16 major lakes in Kenosha County ranging in size from 52 acres (Voltz Lake) to 682 acres (Elizabeth Lake). The location and relative sizes of the lakes are

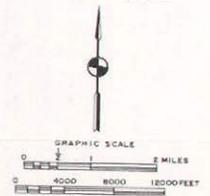
Map 5

### SUITABILITY OF SOILS IN KENOSHA COUNTY FOR SMALL LOT RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SANITARY SEWER SERVICE



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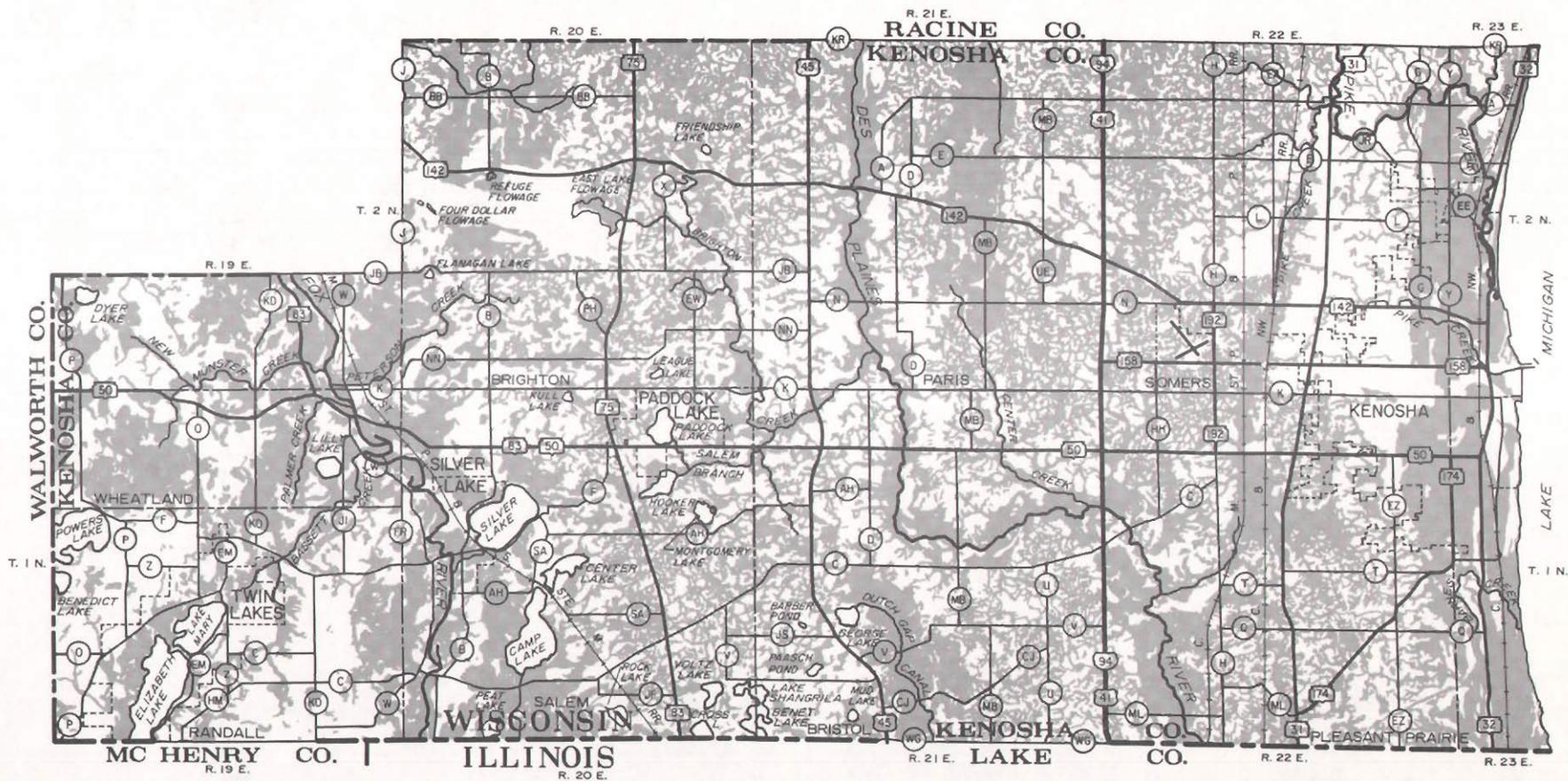
AREAS COVERED BY SOILS HAVING SEVERE OR VERY SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH SEPTIC TANK SEWAGE DISPOSAL ON LOTS LESS THAN ONE ACRE IN SIZE



Source: U. S. Department of Agriculture, Soil Conservation Service; and SEWRPC.

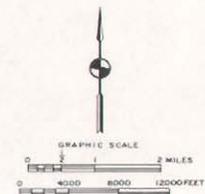
Map 6

SUITABILITY OF SOILS IN KENOSHA COUNTY FOR LARGE LOT RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SANITARY SEWER SERVICE



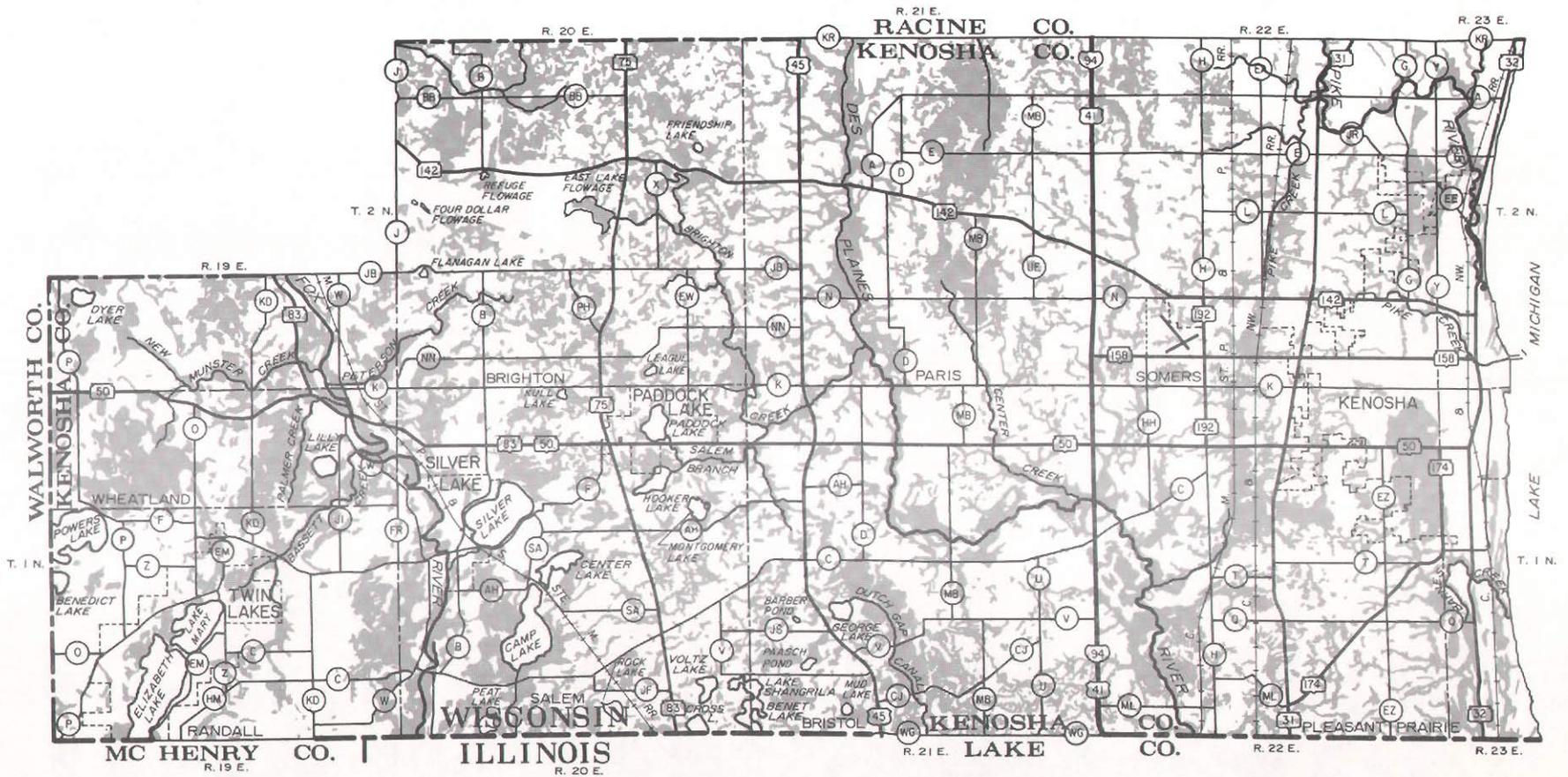
LEGEND

■ AREAS COVERED BY SOILS HAVING SEVERE OR VERY SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH SEPTIC TANK SEWAGE DISPOSAL ON LOTS ONE ACRE OR MORE IN SIZE



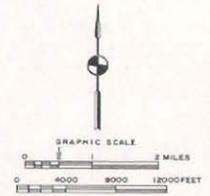
Source: U. S. Department of Agriculture, Soil Conservation Service; and SEWRPC.

SUITABILITY OF SOILS IN KENOSHA COUNTY FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE



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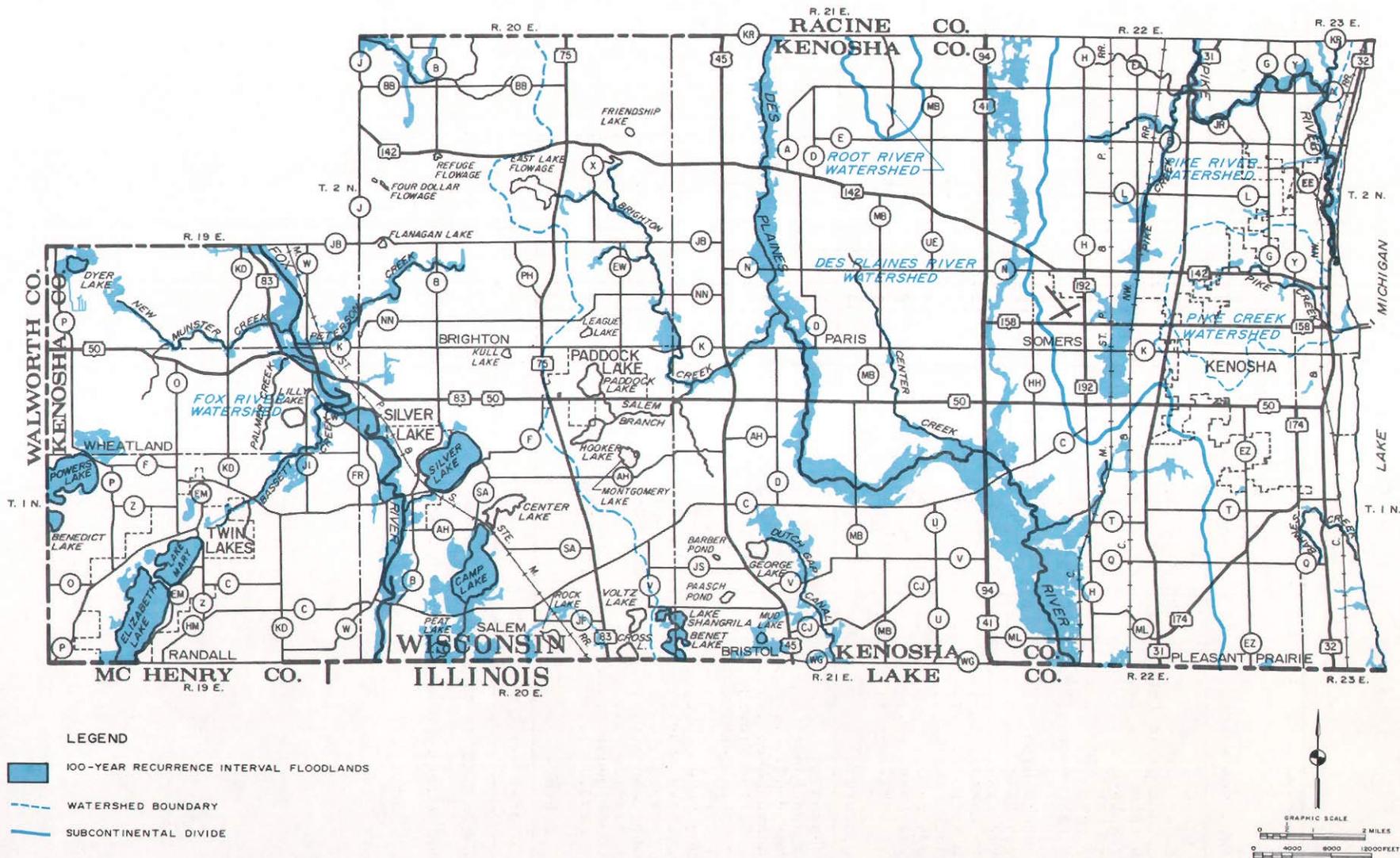
AREAS COVERED BY SOILS HAVING SEVERE OR VERY SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE



Source: U. S. Department of Agriculture, Soil Conservation Service; and SEWRPC.

Map 8

WATERSHEDS, SURFACE WATER RESOURCES, AND FLOODLANDS IN KENOSHA COUNTY



Source: Federal Emergency Management Agency and SEWRPC.

Table 5

## LAKES AND PONDS IN KENOSHA COUNTY

Lakes and Ponds	U. S. Public Land Survey Sections, Town, and Range	Surface Area (acres)	Maximum Depth (feet)	Direct Tributary Drainage Area (acres)
<b>Major Lakes</b>				
Benedict Lake.....	24-1-18; 19-1-19	78	37	2,589 <sup>a</sup>
Benet/Shangrila Lake.....	36-1-20; 31-1-21	180	24	328
Camp Lake.....	21, 28, 29-1-20	461	19	2,566
Center Lake.....	15, 16, 21-1-20	129	28	2,243
Cross Lake.....	35, 36-1-20	87	35	436
Dyer Lake.....	30-2-19	56	13	1,353
East Lake Flowage.....	15, 16, 21, 22-2-20	123	15	960
Elizabeth Lake.....	28, 29, 32-1-19	682	32	5,029
George Lake.....	20, 29-1-21	59	16	1,911
Hooker Lake.....	11-1-20	87	24	1,133
Lilly Lake.....	11-1-19	88	6	307
Lake Mary.....	21, 28-1-19	315	33	1,143
Paddock Lake.....	2-1-20	112	32	362
Powers Lake.....	13-1-18; 18-1-19	459	33	2,426
Silver Lake.....	8, 9, 16, 17-1-20	464	44	3,191
Voltz Lake.....	36-1-20	52	24	257
Subtotal	--	3,432	--	--
<b>Other Named Lakes and Ponds</b>				
Barber Pond.....	30-1-21	2	20	N/A
Flanagan Lake.....	19, 30-2-20	11	24	N/A
Four Dollar Flowage.....	18-2-20	18	6	N/A
Friendship Lake.....	12-2-20	11	11	N/A
Kull Lake.....	4-1-20	13	14	N/A
League Lake.....	35-2-20	14	21	N/A
Montgomery Lake.....	12, 13, 14-1-20	46	23	N/A
Mud Lake.....	32-1-21	22	14	N/A
Paasch Lake.....	29, 30-1-21	15	9	N/A
Peat Lake.....	32-1-20	6	5	N/A
Refuge Flowage.....	17-2-20	23	9	N/A
Rock Lake.....	34-1-20	46	33	N/A
Subtotal	--	227	--	--
<b>Total</b>	<b>--</b>	<b>3,659</b>	<b>--</b>	<b>--</b>

NOTE: N/A indicates data not available.

<sup>a</sup>Combined direct drainage area of Lake Benedict and Lake Tombeau.

Source: SEWRPC.

shown on Map 6. Major lakes in Kenosha County have a combined surface area of 3,432 acres, or less than 2 percent of the County.

Minor lakes are defined as those having less than 50 acres of surface water area. As indicated in Table 5, there are a total of 12 minor lakes in Kenosha County. The minor lakes, which have been formed primarily in kettle hole depressions, have a combined surface water area of about 227 acres, or about 0.12 percent of the total area of the County. In most cases, the primary values of the minor lakes are ecological and aesthetic.

Lake Michigan forms the eastern border of the County. The Lake Michigan shoreline bordering Kenosha County is approximately 13 miles long. Of this total length, 4.75 miles is in the City of Kenosha; 4.3 miles in the Town of Pleasant Prairie; and 3.7 miles in the Town of Somers.

Streams: As already noted, the surface drainage system in Kenosha County is organized into five individual basins. As shown on Map 8, the rivers and streams located in Kenosha County primarily flow southerly and easterly. A perennial stream is defined as one which maintains, at a minimum, a small, continuous flow throughout the year except during unusual drought conditions. Major streams in Kenosha County--including those watercourses which have a perennial flow and those intermittent streams that have been identified in SEWRPC Planning Guide No. 5, Floodland and Shoreland Development Guide--total 106 linear miles.

Floodlands: Floodlands may be defined as the areas along watercourses and around lakes subject to inundation by the 100-year recurrence interval flood event. This is the flood event that would be reached or exceeded in severity on the average of once every 100 years; or stated in another way, it is the flood event that has a 1 percent chance of being reached or exceeded in any given year. The 100-year recurrence interval flood hazard areas within Kenosha County are shown on Map 8. These areas, which encompass about 19 square miles, or 7 percent of the total area of the County, should not be developed for intensive urban uses. Every effort should be made to discourage indiscriminate, incompatible development on floodlands, while encouraging compatible park and open space uses.

#### Environmental Corridors and Isolated Natural Areas

Studies conducted by the Regional Planning Commission have shown that the best remaining elements of the natural resource base in southeastern Wisconsin occur in elongated, linear patterns which the Commission has termed "environmental corridors." There are several elements of the natural resource base which are considered as basic elements of the environmental corridors. These are: 1) lakes and streams and their associated shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. In addition, there are five natural resource base-related elements which are not a part of the natural resource base per se, but which are so closely linked to that base as to warrant consideration in delineating environmental corridors. These are: 1) existing park sites; 2) potential park sites; 3) historic sites and structures; 4) areas having natural and scientific value; and 5) scenic vistas and viewpoints. Of all of these basic elements, the woodlands, wetlands, and wildlife habitat areas tend to be the most physically dominant, and most significant.

Woodlands are an important element of the environmental corridors and, as such, have both economic and ecological value. Under sound management, woodlands can serve a variety of uses providing multiple benefits to the surrounding communities. The quality of life within an area is influenced by the overall quality of the environment, as measured in terms of clean air, clean water, scenic beauty, and diversity. In addition to contributing to clean air and water, the maintenance of woodlands within the County can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands of the County, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to the siltation of lakes and streams and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife, open space, educational, recreational, and watershed protection, as well as for their forest products. Under balanced use and sustained yield management, woodlands can serve many of these benefits at the same time.

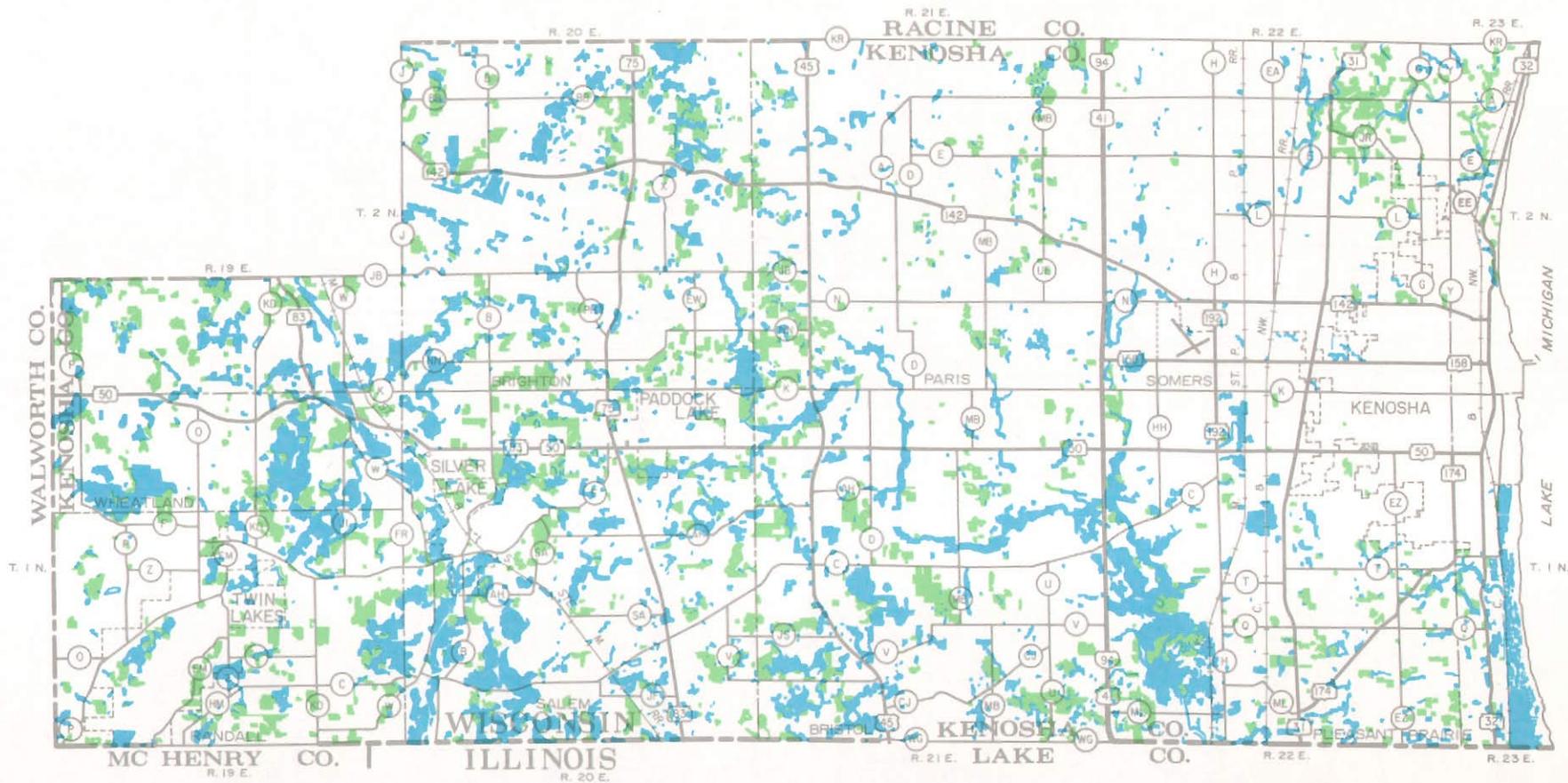
In 1980, Kenosha County contained a total of 15 square miles of woodlands. Thus, only 5 percent of the total area of the County was in woodland areas. As shown on Map 9, these woodlands occur in scattered locations throughout the County. The seven-county Region, however, contains an abundance of interesting woodland areas that are within easy access of the County's residents. In particular, the woodlands of the northern and southern units of the Kettle Moraine State Forest provide an educational and aesthetic natural resource. These areas provide a rich and invaluable recreational resource for the residents of Kenosha County, offering ample opportunities for hiking, picnicking, and cross-county skiing.

Wetlands are another important element of the environmental corridors. Wetlands form one of the most important features of the landscape and, like woodlands, can enhance adjacent land uses. Wetlands provide breeding, nesting, resting, and feeding ground for many forms of bird, fish, and other animal life. Wetlands protect shoreland areas from erosion by absorbing wave impacts and reducing the scouring action of currents. Importantly, wetlands trap sediments and other pollutants, thereby protecting and enhancing surface water quality; and store stormwater runoff, thereby reducing flood flows and stages. Given these environmental attributes, continued efforts should be directed toward the protection of wetlands by discouraging wetland draining, filling, and conversion to other, more intensive rural and urban land uses. Information pertaining to wetlands in Kenosha County is of particular importance to the formulation of a county economic development plan, since any economic development activities involving land use changes should consider the protection and preservation of these areas.

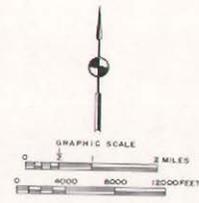
In 1980 Kenosha County contained a total of 24 square miles of wetlands. Thus, only 9 percent of the total area of the County was in wetland areas. As shown on Map 9, these wetlands occur in scattered locations throughout the County. Among the minor civil divisions in Kenosha County, the wetland areas range from 0.1 square mile in the Village of Paddock Lake to 5 square miles in the Town of Pleasant Prairie.

Wildlife in Kenosha County is primarily composed of small upland game, such as rabbit and squirrel; small predators; game birds, including water fowl; and

WOODLANDS AND WETLANDS IN KENOSHA COUNTY



Source: Wisconsin Department of Natural Resources and SEWRPC.



pan and game fish. The remaining habitat and wildlife therein provide an invaluable asset, especially given the urban nature of the County. Wildlife habitat areas in 1980 covered approximately 34.5 square miles, or about 12 percent of the total area of Kenosha County. Of the total wildlife habitat areas in the County, 27 percent were considered to be of medium value, while 26 percent were considered to be of low value. If the remaining wildlife habitat areas in the County are to be preserved, its remaining woodlands, wetlands, and surface waters must be protected from mismanagement and continued urban encroachment.

Environmental corridors within Kenosha County have been classified into two categories: primary and secondary. As shown on Map 10, the primary environmental corridors of Kenosha County occur primarily along major stream valleys and contain almost all of the best remaining woodlands, wetlands, and wildlife habitat within the County, as well as the undeveloped floodlands and shorelands. The primary environmental corridors are, in effect, a composite of the best of the individual elements of the natural resource base of the County and have truly immeasurable environmental and recreational value. In 1980, primary environmental corridors encompassed about 43.7 square miles, or about 16 percent of the total county area. Because of their desirable natural resource amenities, primary environmental corridors are subject to urban encroachment. The unplanned or poorly planned intrusion of urban development into these corridors not only tends to destroy the very resources and related amenities sought by the development, but tends to create severe environmental and developmental problems as well. Thus, any economic development activities involving land use changes should seek to preserve these corridor lands.

As shown on Map 10, the secondary environmental corridors in Kenosha County are generally located along intermittent and perennial streams and serve as links between segments of primary environmental corridors. Like the primary environmental corridors, secondary environmental corridors contain a variety of natural resource base elements. Secondary environmental corridors facilitate surface water drainage, maintain open "pockets" of natural resource base features, and provide for the movement of wildlife. Secondary environmental corridors are not as important as primary environmental corridors, owing to their smaller size and more limited concentration of resources; however, such areas should be considered over time for retention--particularly in the urbanizing portions of the County--as drainageways, stormwater detention and retention areas, and public and private open spaces. In 1980, secondary environmental corridors encompassed about 10 square miles, or about 3 percent of the total county area.

Isolated natural areas in Kenosha County consist of small concentrations of natural resource base elements which are separated geographically from primary and secondary environmental corridors. In some instances, these areas may have sufficient value to warrant protection and preservation in natural, open uses in conjunction with urban and rural development of surrounding lands. In 1980, isolated natural areas, as shown on Map 10, encompassed about 6 square miles, or about 2 percent of the total county area.



## THE BUILT ENVIRONMENT AND RELATED FEATURES

### Land Use

Land use is an important consideration in any economic development effort. Information regarding the amount of land utilized, as well as readily available, for the various types of land use can assist in the identification of local economic development potentials and constraints.

Historic Urban Growth: The amount of land devoted to urban land use has increased steadily in Kenosha County since 1850. Over the 100-year period from 1850 to 1950, urban development within Kenosha County occurred in relatively tight concentric rings outward from the central portion of the City of Kenosha and from the outlying smaller urban centers such as Paddock Lake, Silver Lake, and Twin Lakes, as shown on Map 11. After about 1950 urban development within the Region became discontinuous and diffused, with much new urban development occurring in outlying rural areas to which the extension of urban services and facilities is difficult, if not impossible. This type of development reduces the viability of rural areas for agricultural uses and unnecessarily creates costly environmental problems.

Map 10 shows the land use pattern of Kenosha County in 1980, including the principal commercial, industrial, governmental, institutional, and recreational land use concentrations, and the remaining rural land uses in the County. In 1980, urban land uses in Kenosha County comprised a total of about 49 square miles, or about 17 percent of the total area of the County. Rural land uses, however, still occupied a total of about 230 square miles, or about 83 percent of the total area of the County.

Residential Land Use: As shown in Table 6, in 1980, residential land use in Kenosha County accounted for about 24 square miles, or about 49 percent of the urban land uses and about 9 percent of all land uses in the County. This represents an increase of only about 1.86 square miles, or about 9 percent, over the 1975 figure, this increase representing the largest increase in the 1975 to 1980 time period for all urban land use categories in the County.

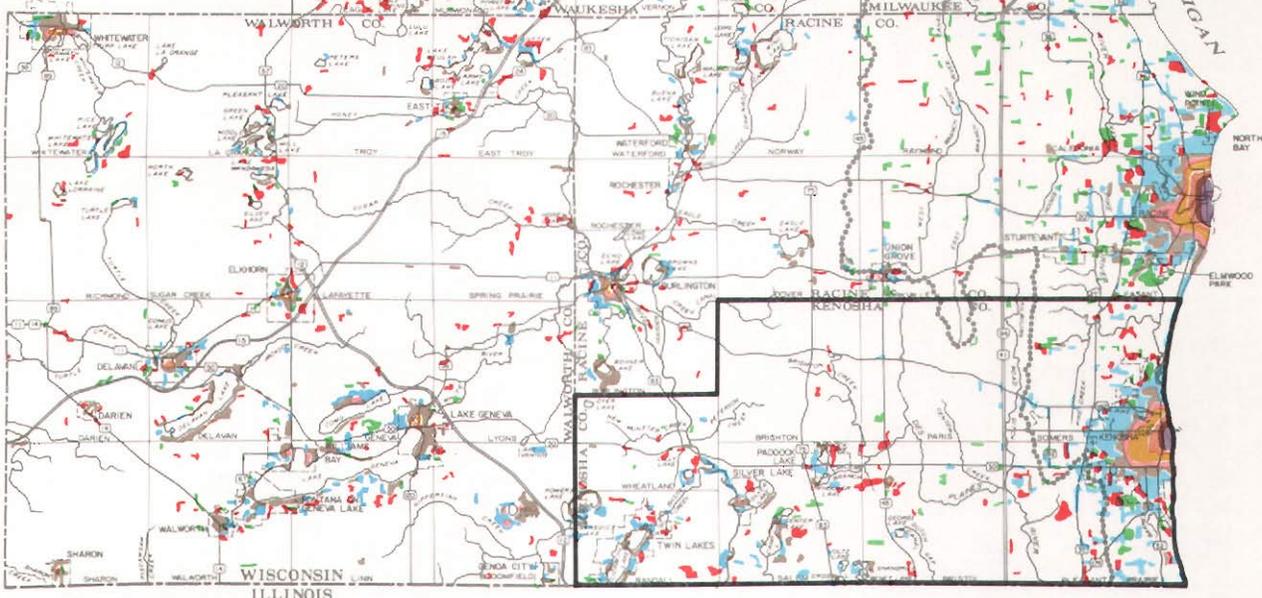
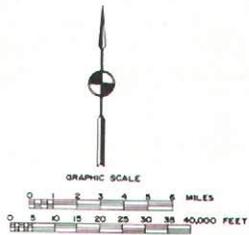
Commercial Land Use: In 1980, commercial land use in Kenosha County accounted for about 0.93 square mile, or about 2 percent of the urban land uses and about 0.3 percent of all land uses in the County (see Table 6). This represents an increase of about 0.11 square mile, or about 13 percent, over the 1975 figure. The central business district of the City of Kenosha represents the largest concentration of commercial land uses in the County, and recently has experienced a number of urban redevelopment activities. A particularly important activity has been the construction of the new County/City Safety Building and the associated public parking improvements, as well as the overall redevelopment of the Civic Center area. The Civic Center area is bounded by 52nd Street, Sheridan Road, 56th Street, and the Chicago & North Western railway tracks. The Kenosha Civic Center Redevelopment Project included the acquisition of 22 properties, including 19 residential structures; relocation of 30 households; demolition of all existing buildings and appurtenant structures; site preparation, including filling and grading; construction of a surfaced parking area accommodating 328 vehicles; and construction of a pedestrian mall north of the County Courthouse along 55th Street, which was vacated for this purpose.

Map 11

# URBAN GROWTH IN THE SOUTHEASTERN WISCONSIN REGION

## LEGEND

- 1850
- 1880
- 1900
- 1920
- 1940
- 1950
- 1963
- 1970
- 1980



Source: SEWRPC.

Table 6

## HISTORIC AND EXISTING LAND USE IN KENOSHA COUNTY

Land Use Category	1975			1980			Change 1975-1980	
	Square Miles	Percent of Subtotal	Percent of Total	Square Miles	Percent of Subtotal	Percent of Total	Square Miles	Percent
<b>Urban</b>								
Residential.....	21.78	47.8	7.8	23.64	48.6	8.5	1.86	8.5
Commercial.....	0.82	1.8	0.3	0.93	1.9	0.3	0.11	13.4
Industrial.....	1.31	2.9	0.5	1.39	2.9	0.5	0.08	6.1
Transportation, Communications, and Utilities.....	14.13	31.0	5.1	15.06	31.0	5.4	0.93	6.6
Governmental and Institutional.....	1.98	4.3	0.7	2.02	4.2	0.7	0.04	2.0
Recreational.....	3.71	8.1	1.3	3.84	7.9	1.4	0.13	3.5
Unused Urban Lands.....	1.88	4.1	0.7	1.72	3.5	0.6	-0.16	-8.5
Urban Subtotal	45.61	100.0	16.4	48.60	100.0	17.4	2.99	6.6
<b>Rural</b>								
Agricultural.....	169.98	73.1	61.1	167.66	73.0	60.2	-2.32	-1.4
Surface Water.....	7.47	3.2	2.7	7.54	3.3	2.7	0.07	0.9
Wetlands.....	24.72	10.6	8.9	24.39	10.6	8.8	-0.33	-1.3
Woodlands.....	15.16	6.5	5.4	14.96	6.5	5.4	-0.2	-1.3
Unused and Other Open Lands.....	15.41	6.6	5.5	15.25	6.6	5.5	-0.16	-1.4
Rural Subtotal	232.74	100.0	83.6	229.80	100.0	82.6	-2.94	-1.3
<b>Total</b>	<b>278.35</b>	<b>--</b>	<b>100.0</b>	<b>278.40</b>	<b>--</b>	<b>100.0</b>	<b>--</b>	<b>--</b>

Source: SEWRPC.

In November 1985, a Business Improvement District (BID) was formed in the downtown area of the City of Kenosha. The BID area is bounded by Sheridan Road on the west, 5th Avenue on the east, 52nd Street on the north, and 60th Street on the east. The BID program was recently authorized by the Wisconsin Legislature to assist communities in the revitalization of downtown areas. The BID program in the City of Kenosha will enable the City to undertake public facility improvements that will, in turn, be paid for by a special assessment on property in the BID. In addition, funds collected from special assessments can be used for promoting the area. A major goal of the City of Kenosha BID is to resolve the parking availability problem in the area.

Small concentrations of commercial land uses comprised of several commercial business establishments are scattered throughout the City of Kenosha. These commercial areas provide primarily convenience goods and services and places of entertainment oriented toward serving the needs of the surrounding residential areas. In addition, smaller areas of commercial land uses occur in the Villages of Paddock Lake, Silver Lake and Twin Lakes and, in addition to serving the area's resident population, provide goods and services to tourists in the County.

Industrial Land Use: In 1980, industrial land uses in Kenosha County accounted for about 1.4 square miles, or about 3 percent of the urban land uses and about 0.5 percent of all land uses in the County. As shown in Table 6, this 1980 acreage represents an increase of 0.08 square mile, or 6 percent, over the 1975 figure. Map 12 shows the principal concentrations of industrial land use in Kenosha County.

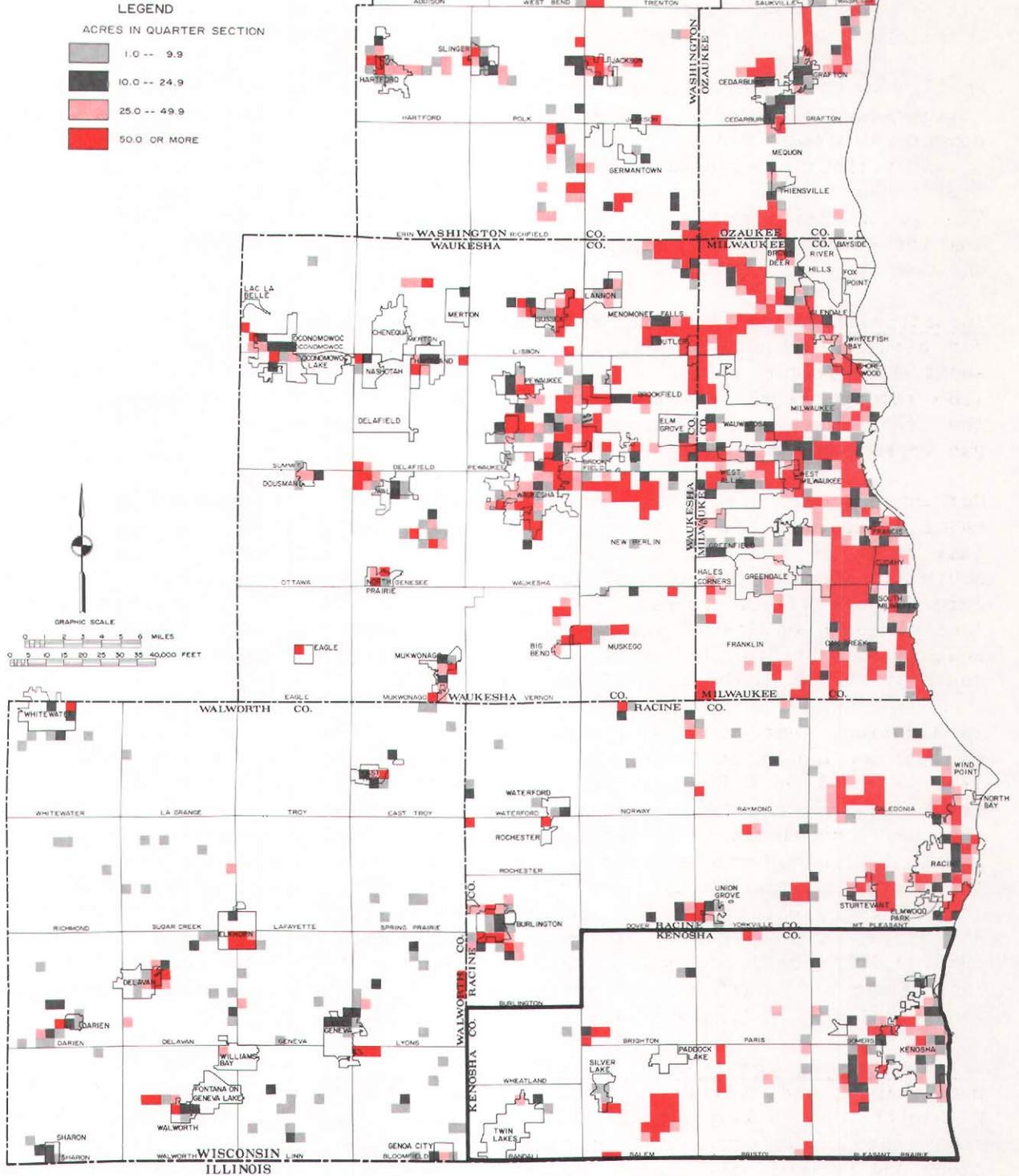
Currently, there are four major industrial parks in Kenosha County. The four major industrial parks are: 1) the City of Kenosha Industrial Park, located just north of STH 158; 2) the West Kenosha Industrial Park, located in the southwest area of the City of Kenosha just north of the Chicago & North Western Transportation Company railway lines; 3) the K.M.G. Industrial Park, located south of STH 42 and west of 39th Avenue on the west side of the City; and, 4) the Bristol Industrial Park, located between IH 94 and USH 45, just south of STH 50 in the Town of Bristol, in the western half of Kenosha County.

In addition, there is a substantial amount of land zoned for industrial use, as well as land that is proposed for industrial use in the near future. In 1983, a total of 6,174 acres of land area in the County were zoned for industrial use (see Map 12). Land that is zoned for industrial use includes land that has been placed in a zoning district that permits industry-related activities, including manufacturing, warehousing, and wholesaling activities. The total area of the County zoned for industry is considerably larger than the area actually being used for industry. Of the 6,174 industrial zoned acres, 781 acres, or 13 percent, was actually being used for industrial purposes in 1983; 1,103 acres, or about 18 percent, was in other urban and urban-related land uses; and 4,280 acres, or about 69 percent was undeveloped land. The lands that were undeveloped are shown in Map 13.

Transportation, Communications, and Utility Land Use: The transportation, communications, and utility land use category includes public street and highway rights-of-way; railway rights-of-way and yards; airports; rail, ship, bus, and truck terminals; communication facilities such as radio and television stations and transmission towers; utility rights-of-way and plants such as sewage

Map 12

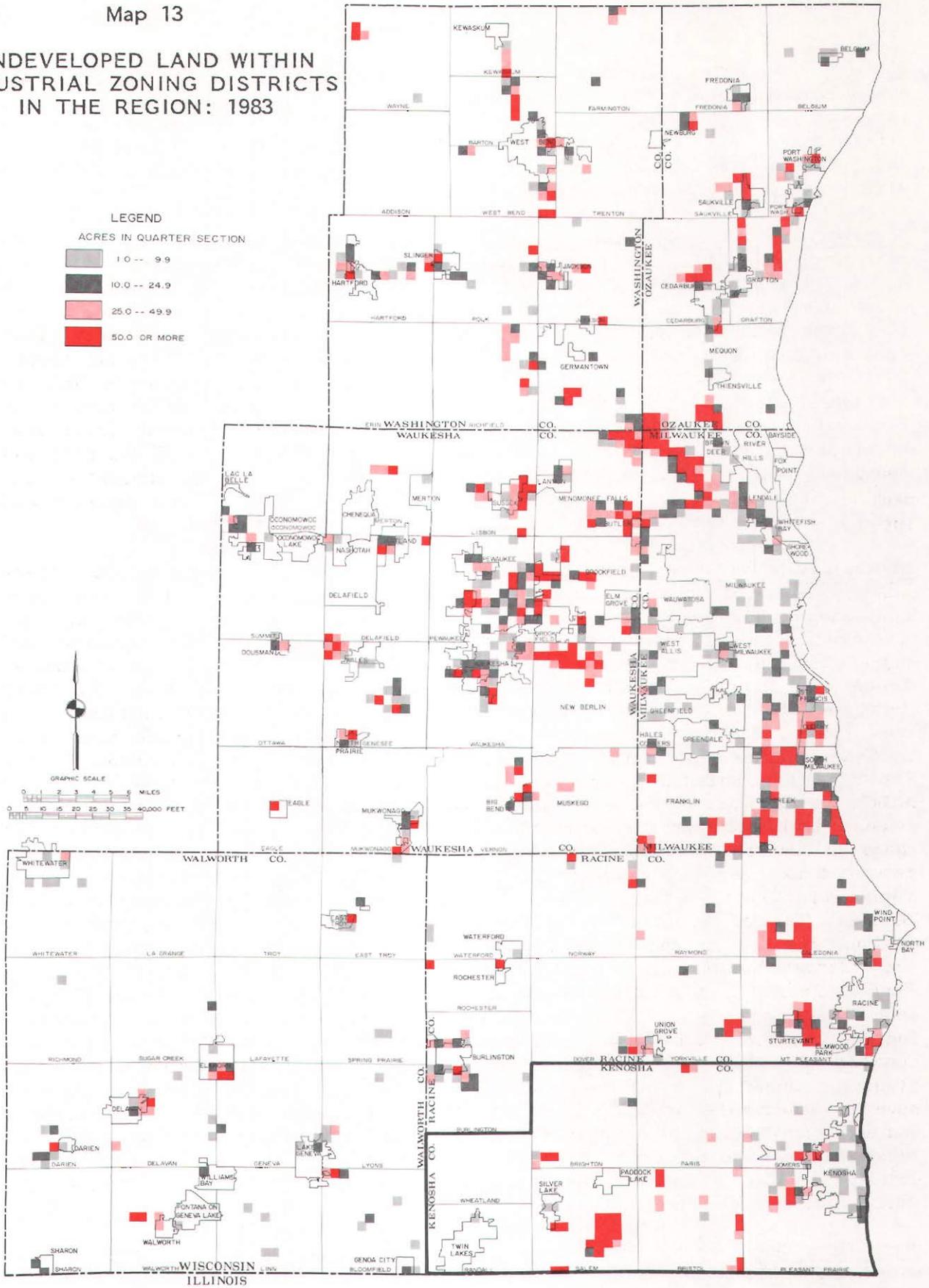
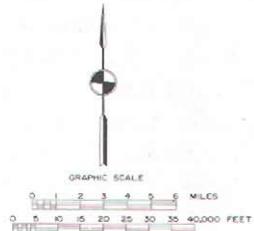
ZONED INDUSTRIAL LAND  
IN THE REGION: 1983



Source: Wisconsin Electric Power Company, and SEWRPC.

Map 13

UNDEVELOPED LAND WITHIN INDUSTRIAL ZONING DISTRICTS IN THE REGION: 1983



Source: Wisconsin Electric Power Company, and SEWRPC.

disposal and water treatment and storage facilities; and off-street parking areas containing more than 10 parking spaces. In 1980, transportation, communications, and utility land uses in Kenosha County accounted for about 15 square miles, or about 31 percent of the urban land uses and 5 percent of all land uses in the County. This represents an increase of about 0.93 square mile, or 7 percent, over the 1975 figure (see Table 6).

Governmental and Institutional Land Use: Governmental and institutional land uses include public and private schools; government buildings such as city halls, fire stations, and post offices; and churches and cemeteries. In 1980 these uses in the County totaled about 2 square miles, or about 4 percent of the urban land uses and 0.7 percent of all land uses in Kenosha County. This represents an increase of 0.04 square mile, or 2 percent, over the 1975 figure (see Table 6). Major governmental and institutional land uses in Kenosha County include: higher educational institutions, including the University of Wisconsin-Parkside, Carthage College, and the Gateway Technical Institute; governmental offices associated with the County and the City of Kenosha; and hospitals and related medical facilities in the County. The largest of the medical facilities in the County are located in the City of Kenosha and include Kenosha Memorial Hospital and St. Catherine's Hospital.

Recreational Land Use: The recreational land use category includes lands actually devoted to recreational uses such as playgrounds, parks, golf courses, campgrounds and picnic areas, and marinas. In conducting the land use inventories, all recreational facilities were further classified as public and nonpublic. In 1980 these uses accounted for about 4 square miles in Kenosha County, or about 8 percent of the urban land uses and 1 percent of the total land uses in the County. This represents an increase of only 0.08 square mile over the 1975 total (see Table 6). Specialized recreational facilities include: 1) the Petrifying Springs Park; 2) the Brighton Dale Park; 3) the Bristol Oaks, Maplecrest, and Twin Lakes Country Clubs; 4) the traditional and widely varied recreation and tourism areas of the western section of Kenosha County, in particular the Twin Lakes and Silver Lake areas, and the Nippersink Manor Recreation Area; 5) the Chiwaukee Prairie-Carol Beach area that contains rare natural beauty, characterized by a series of alternating beach dune ridges and lower, wetter swales, as well as a state scientific area that is a National Natural Landmark recognized as one of the best remaining examples of lowland prairie in the upper Midwest; and 6) the Bong Recreation Area. The Bong Recreation Area, a 4,515-acre newly developed Wisconsin State Park located in the Town of Brighton on STH 75 and STH 142, offers a range of sport and recreational activities throughout the year. Special winter attractions include pheasant, waterfowl, rabbit and deer hunting, snowmobiling, and cross-country skiing. Summer attractions include group camping, swimming, hiking, fishing, canoeing, motorless boating, horse riding trails, picnic areas with several reservable shelters, and off-road motorcycle trails. Lake Michigan and its coastline provide unique opportunities for boating, fishing, and other aquatic recreational activities. Pleasure driving, particularly over parkway drives, is also a popular way of enjoying the natural beauty and unique cultural heritage of the County.

Rural Land Uses: Rural land uses include wetlands, woodlands, and surface water, as well as agricultural and related open lands. As already noted, in 1980 rural land uses totaled 230 square miles in Kenosha County, or 83 percent

of all land uses in the County, representing a decrease of 3 square miles, or 1 percent, from the 1975 figure (see Table 6). Land uses within this category are concentrated in the western portion of the County.

### Sanitary Sewerage and Public Water Supply Facilities

Public utility systems are one of the most important and permanent elements of urban growth and development. Urban development today is highly dependent upon these utility systems, which provide the individual land uses with power, light, communication, heat, water, and sewerage. Water supply and sanitary sewerage utilities have a particularly important interrelationship. Water supply facilities bring potable water from its sources to the user, while sanitary sewerage facilities collect the used water, convey it to a treatment plant, and after treatment return it to the natural environment from which it came.

Sanitary Sewerage Systems: There were 16 public sanitary sewerage systems in Kenosha County in 1984. Fifteen of these were served by a total of 11 sewage treatment plants in Kenosha County.<sup>2</sup> Sewage from the remaining system, the KR Utility District located along CTH KR in the Town of Somers, is conveyed to the City of Racine sewage treatment plant for treatment and disposal. In addition, there were eight special-purpose sewage treatment plants serving isolated enclaves of urban development within the County. As indicated on Map 14, the public sanitary sewerage systems in Kenosha County together served an area of about 30.2 square miles, or about 10.8 percent of the total area of the County. These systems served a resident population of about 101,000 persons, or about 83.3 percent of the county population.

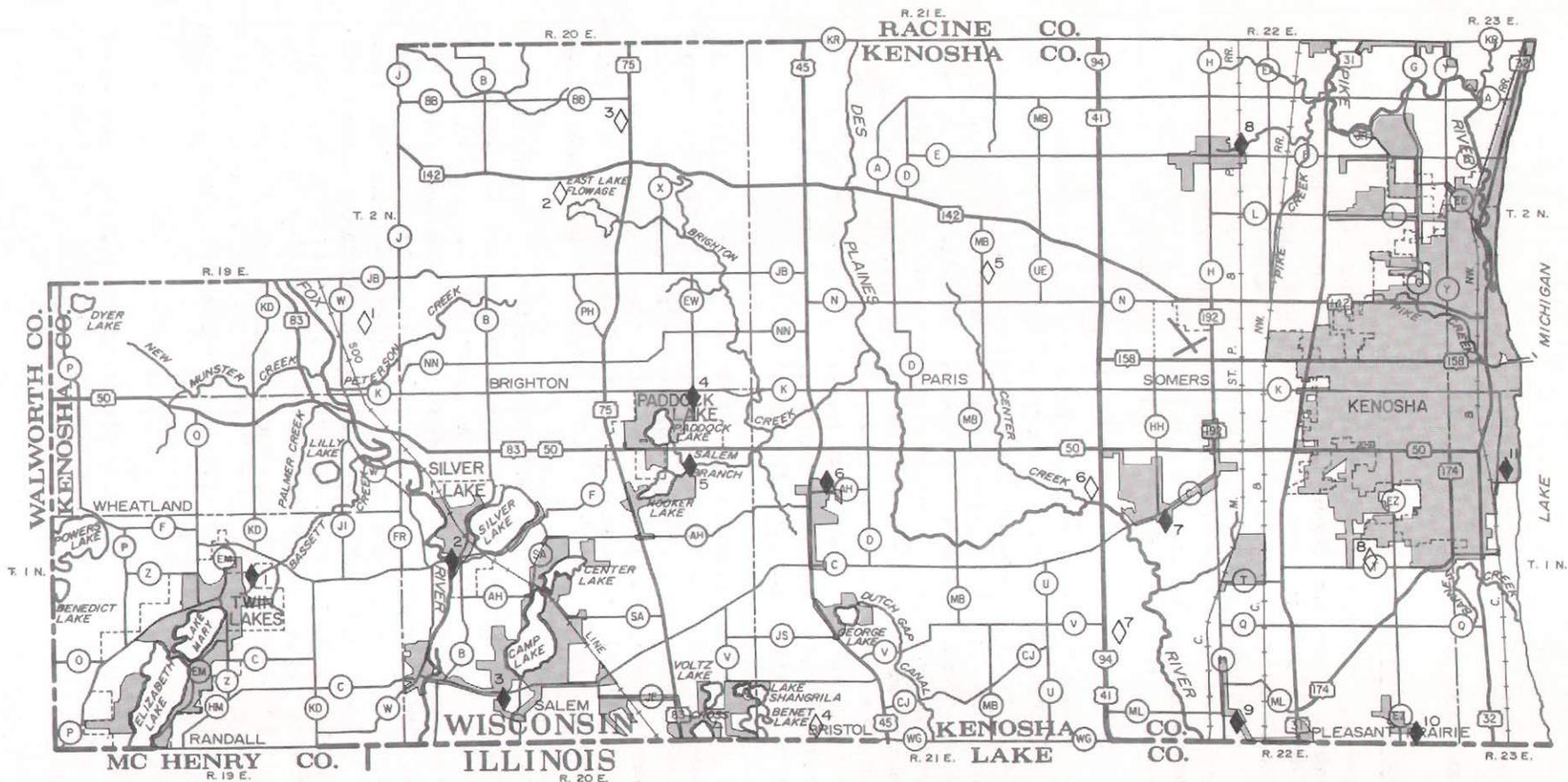
During 1986, the Village of Paddock Lake and the Town of Bristol Utility Districts No. 1 and No. 1B were in the process of conducting facility plans which will result in upgraded and expanded sewerage systems. The sewerage systems serving these areas presently have problems which have resulted in a moratorium on sewer extensions. The facility planning work and subsequent construction of improvements are expected to result in a lifting of that moratorium.

Sanitary sewer service is, perhaps, one of the most important urban services for industrial development, and, specifically, large industrial developments. Local units of government in the County, with the assistance of the Regional Planning Commission, have completed refinements to the recommended sanitary sewer service areas initially identified in the regional water quality management plan. To date, sanitary sewer service area refinements have been completed for the City of Kenosha and environs (SEWRPC Community Assistance Planning Report No. 106) and the Town of Salem Utility District No. 2 (SEWRPC Community Assistance Planning Report No. 143). Map 15 and Map 16 show the refinement of those sewer service areas, and represent, other than environmental corridors within these areas, the most logical locations for future industrial development. Sanitary sewer service area refinements will, in the

<sup>2</sup> Although it is privately owned, the Pleasant Park Sewer Utility has been classified herein as a public sanitary sewerage system because it operates in much the same fashion as a public system.

EXISTING PUBLIC SANITARY SEWER SERVICE AREAS IN KENOSHA COUNTY

54



LEGEND



PUBLIC SANITARY SEWER SERVICE AREA



PUBLIC SEWAGE TREATMENT PLANT

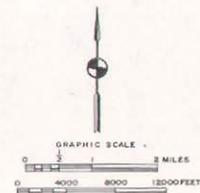


SPECIAL PURPOSE SEWAGE TREATMENT PLANT

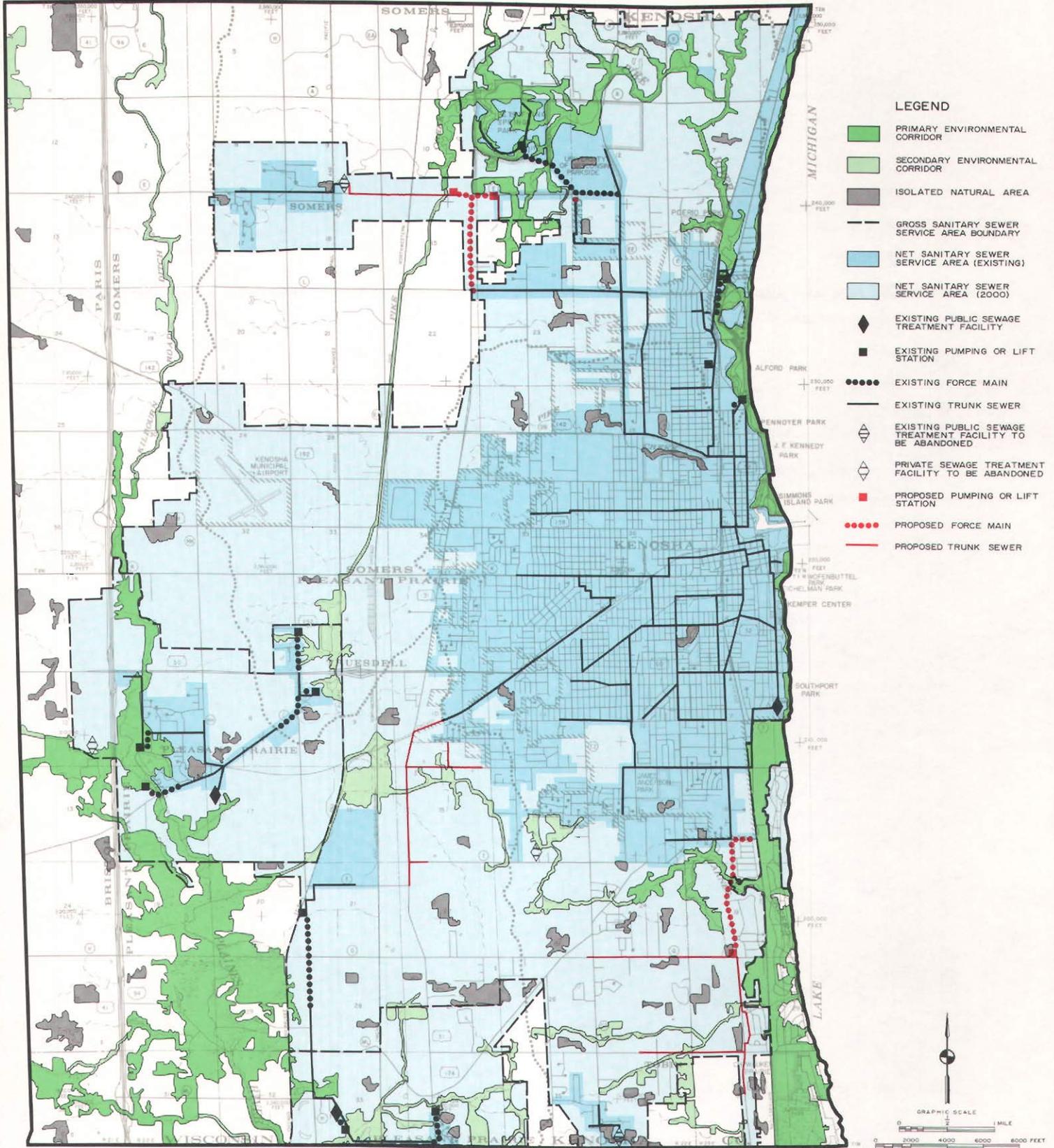
- 1 VILLAGE OF TWIN LAKES
- 2 VILLAGE OF SILVER LAKE
- 3 TOWN OF SALEM UTILITY DISTRICT NO. 2
- 4 VILLAGE OF PADDOCK LAKE
- 5 TOWN OF SALEM UTILITY DISTRICT NO. 1
- 6 TOWN OF BRISTOL UTILITY DISTRICT NO. 1
- 7 TOWN OF PLEASANT PRAIRIE SEWER UTILITY DISTRICT D
- 8 TOWN OF SOMERS UTILITY DISTRICT NO. 1
- 9 TOWN OF PLEASANT PRAIRIE SANITARY DISTRICT NO. 73-1
- 10 PLEASANT PARK
- 11 CITY OF KENOSHA

- 1 WHEATLAND MOBILE HOME PARK
- 2 BONG RECREATIONAL AREA
- 3 BRIGHTON DALE COUNTY PARK
- 4 PARAMSKI MOBILE HOME PARK
- 5 KENOSHA PACKING COMPANY
- 6 HOWARD JOHNSON MOTOR LODGE
- 7 WISCONSIN DEPARTMENT OF TRANSPORTATION
- 8 SIENDALE MOTHERHOUSE

Source: SEWRPC.



POST-PUBLIC HEARING CITY OF KENOSHA  
AND ENVIRONS SANITARY SEWER SERVICE AREAS



Source: SEWRPC.

near future, be completed for the 1) Bristol, Paddock Lake and Salem No. 1 utility districts; 2) the Silver Lake district; and 3) the Twin Lakes utility district.

Water Utilities: As shown in Table 7, there were five public water utilities in Kenosha County in 1984, serving a combined area of about 21.1 square miles, or about 7.6 percent of the county area, and a resident population of about 88,200 persons, or 72.8 percent of the county population. In addition to publicly owned water utilities, there were 22 special-purpose water systems in Kenosha County, as indicated in Table 8, which provide water supply service on a limited basis to isolated residential areas (see Map 17). Lake Michigan served as the source of supply for public water systems serving a total area of 18.7 square miles, and a resident population of 85,000 persons. Lake Michigan offers an unusually good source of water supply to those areas lying east of the subcontinental divide, including the entire eastern portion of Kenosha County as well as areas within economic reach of this source of supply. The City of Kenosha is one of three cities in the Southeastern Wisconsin Region that provides water service beyond its corporate limits. The remainder of the public water supply systems, and all of the private water supply systems, were served by wells tapping either the deep sandstone aquifer or the shallow limestone and interconnected glacial till aquifers. Well water pumped from the shallow aquifer in Kenosha County averaged about 2.2 million gallons per day (mgd) in 1984. Well water pumped from the deep sandstone aquifer averaged 0.3 mgd. Water pumped from Lake Michigan by the Kenosha Water Utility averaged about 14.9 mgd.

#### Gas and Electric Utility Services

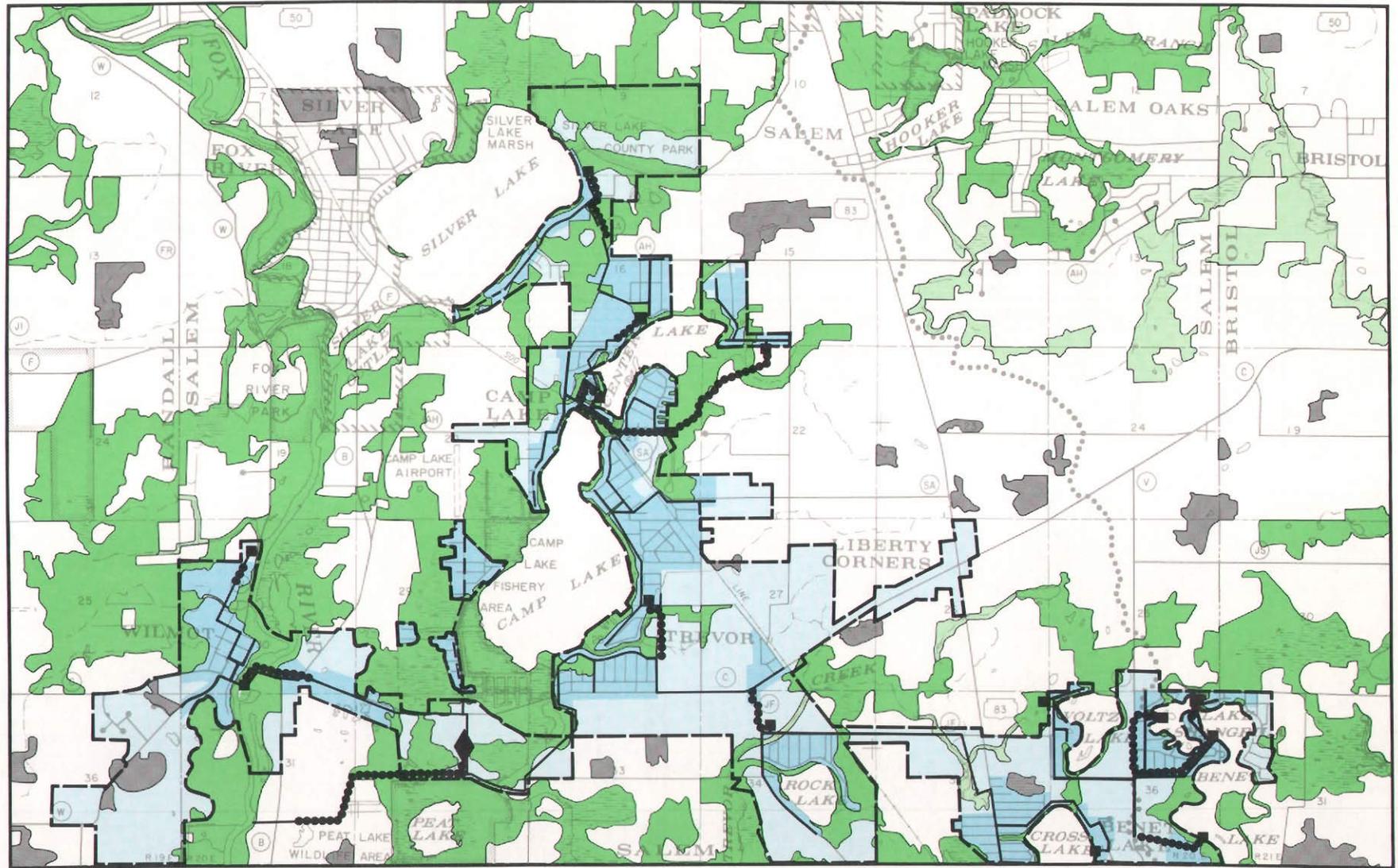
The availability of relatively inexpensive natural gas and electric power service is ubiquitous within the County, and, as such, does not constitute a major constraint on the location or intensity of urban development. Since 1973, however, when the nation was suddenly faced with sharply rising energy costs, energy requirements have become a more important development consideration. Consequently, the cost of energy utilized to sustain the County's settlement pattern may be expected to be an important factor in the ability of the area to retain existing and attract new industries and businesses.

Natural gas service is provided to Kenosha County in part by the Wisconsin Natural Gas Company, whose service area includes that portion of the County east of IH 94, and in part by the Wisconsin Southern Gas Company, whose service area includes that portion of the County west of IH 94. Table 9 indicates the base commercial and industrial gas utility rates for utility companies serving Kenosha County. The Wisconsin Electric Power Company provides electric power service throughout Kenosha County with the exception of the Town of Randall, the Village of Twin Lakes, and the southwesternmost portion of the Town of Wheatland, where electric power is supplied by the Wisconsin Power and Light Company. Table 10 indicates the base commercial electric utility rates, and Table 11 indicates the base industrial electric utility rates for utility companies serving Kenosha County.

#### Transportation Facilities

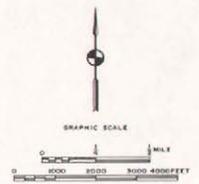
The existing transportation system in Kenosha County--consisting of the public arterial street and highway system, the public transit and railway systems,

POST-PUBLIC HEARING TOWN OF SALEM UTILITY DISTRICT NO. 2 SANITARY SEWER SERVICE AREA



LEGEND

- |   |  |   |  |   |                                |
|---|--|---|--|---|--------------------------------|
|  | PRIMARY ENVIRONMENTAL CORRIDOR             |  | NET SANITARY SEWER SERVICE AREA (EXISTING) |  | EXISTING LIFT STATION          |
|  | SECONDARY ENVIRONMENTAL CORRIDOR           |  | NET SANITARY SEWER SERVICE AREA (2000)     |  | EXISTING FORCE MAIN            |
|  | ISOLATED NATURAL AREA                      |  | EXISTING SEWAGE TREATMENT FACILITY         |  | EXISTING TRUNK SEWER           |
|  | GROSS SANITARY SEWER SERVICE AREA BOUNDARY |   |  |  | EXISTING SEWER PRESSURE SYSTEM |



Source: SEWRPC.

Table 7

**PUBLIC WATER SUPPLY UTILITIES  
IN KENOSHA COUNTY: 1984**

Public Water Utility	Location
Kenosha Water Utility.....	City of Kenosha
Paddock Lake Municipal Water Utility....	Village of Paddock Lake
Somers Sanitary District No. 1.....	Town of Somers
Town of Bristol Water Utility.....	Town of Bristol
Town of Pleasant Prairie Water Utility.....	Town of Pleasant Prairie

Source: Wisconsin Public Service Commission, Wisconsin Department of Natural Resources, and SEWRPC.

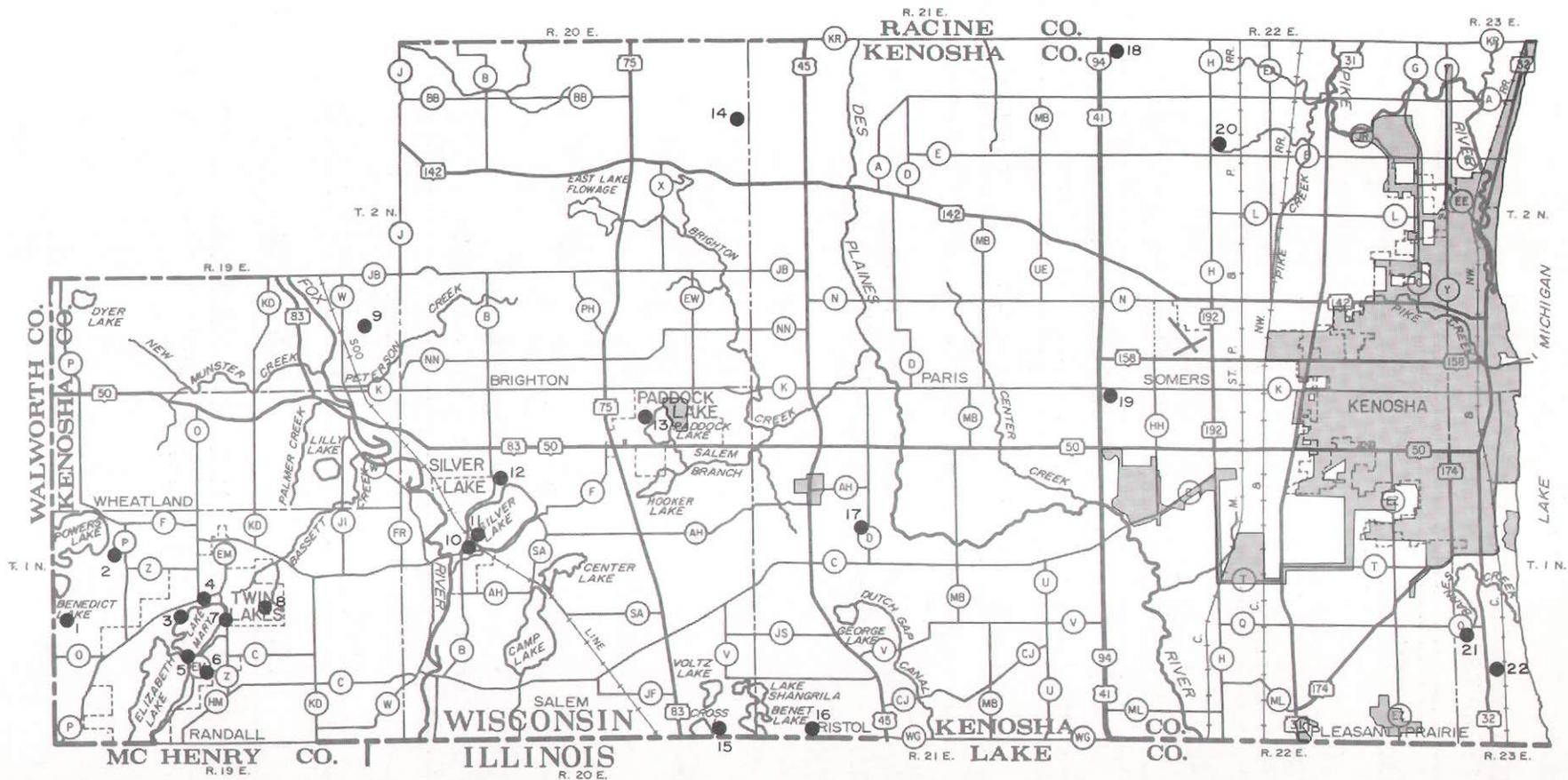
Table 8

**SPECIAL-PURPOSE WATER SUPPLY  
SYSTEMS IN KENOSHA COUNTY: 1985**

Special-Purpose Water Supply System	Location
Shady Nook Trailer Park.....	Town of Brighton
Bristol Mobile Home Court.....	Town of Bristol
Rainbow Lake Manor Mobile Home Park....	Town of Bristol
Carol Beach Water Company.....	Town of Pleasant Prairie
Kenosha Mobile Home Court.....	Town of Pleasant Prairie
Pleasant Prairie Mobile Home Park.....	Town of Pleasant Prairie
Lake Knolls Subdivision.....	Town of Randall
Nippersink Water Trust.....	Town of Randall
Oakwood Knolls Subdivision.....	Town of Salem
Lakewood Estates Mobile Home Park.....	Town of Salem
Eagle Chateau Apartments.....	Town of Somers
Oakdale Estates Mobile Home Park.....	Town of Somers
Wheatland Mobile Home Park.....	Town of Wheatland
Glen Water System.....	Village of Paddock Lake
Lake Crest Mobile Home.....	Village of Silver Lake
Silver Crest Apartments.....	Village of Silver Lake
Chateau Du Lac.....	Village of Twin Lakes
Country Club Trails.....	Village of Twin Lakes
Regis Landing.....	Village of Twin Lakes
Twin Lakes Park Water Cooperative.....	Village of Twin Lakes
Van Woods Estates.....	Village of Twin Lakes
Wywood Cooperative.....	Village of Twin Lakes

Source: Wisconsin Department of Natural Resources and SEWRPC.

PUBLIC AND PRIVATE WATER UTILITIES IN KENOSHA COUNTY: 1984



LEGEND



AREA SERVED BY PUBLIC WATER UTILITY



LOCATION OF SPECIAL PURPOSE WATER SUPPLY SYSTEM

- |                                |  |
|--------------------------------|--|
| 1 NIPPERSINK WATER TRUST       | 12 LAKEWOOD ESTATES MOBILE HOME PARK   |
| 2 LAKE KNOLLS SUBDIVISION      | 13 GLEN WATER SYSTEM                   |
| 3 REGIS LANDING                | 14 SHADY NOOK TRAILER PARK             |
| 4 CHATEAU DU LAC               | 15 OAKWOOD KNOLLS SUBDIVISION          |
| 5 TWIN LAKES WATER COOPERATIVE | 16 RAINBOW LAKE MANOR MOBILE HOME PARK |
| 6 VAN WOODS ESTATES            | 17 BRISTOL MOBILE HOME COURT           |
| 7 WYWOOD COOPERATIVE           | 18 OAKDALE ESTATES MOBILE HOME PARK    |
| 8 COUNTRY CLUB TRAILS          | 19 PLEASANT PRAIRIE MOBILE HOME PARK   |
| 9 WHEATLAND MOBILE HOME PARK   | 20 EAGLE CHATEAU APARTMENTS            |
| 10 SILVER CREST APARTMENTS     | 21 KENOSHA MOBILE HOME COURT           |
| 11 LAKE CREST MOBILE HOME PARK | 22 CAROL BEACH WATER COMPANY           |

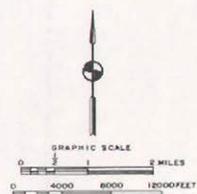


Table 9

BASE COMMERCIAL AND INDUSTRIAL GAS  
UTILITY RATES IN KENOSHA COUNTY: 1985

Base Rates for Regular Service per Month							
Company <sup>a</sup>	Number of Therms						Rate Schedule
	Minimum	500	1,000	10,000	100,000	500,000	
Wisconsin Natural Gas Company	\$ 6.00	\$271.45	\$536.90	\$5,315.00	\$53,096.00	\$265,456.00	CG-1
Wisconsin Southern Gas Company							
Summer	6.00	232.20	458.40	4,530.00	45,246.00	226,206.00	CG-1S
Winter	6.00	252.20	498.40	4,930.00	49,246.00	246,206.00	CG-1W

Base Rates for Interruptible Service per Month							
Wisconsin Natural Gas Company	\$300.00	\$524.55	\$749.10	\$4,791.00	\$45,210.00	\$248,500.00	IG-2
Wisconsin Southern Gas Company	0.00	205.00	410.00	4,100.00	41,000.00	205,000.00	I-3

<sup>a</sup>Pipeline suppliers include: Natural Gas Pipeline Company of America, ANR Pipeline Company, and Northern Natural Gas Company.

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 10, Comparison of Net Monthly Bills of Wisconsin Gas Utilities, January 1, 1985; and SEWRPC.

Table 10

BASE ELECTRIC UTILITY COMMERCIAL  
RATES IN KENOSHA COUNTY: JANUARY 1985

Company	Commercial Utility Base Rates per Month					Rate Schedule
	3 Kilowatts, 375 Kilowatt Hours per Month	6 Kilowatts, 750 Kilowatt Hours per Month	12 Kilowatts, 1,500 Kilowatt Hours per Month	30 Kilowatts, 6,000 Kilowatt Hours per Month	40 Kilowatts, 10,000 Kilowatt Hours per Month	
Wisconsin Electric Power Company						
Summer	\$36.90	\$64.80	\$120.60	\$455.40	\$753.00	CG-1S
Winter	35.63	62.25	115.50	435.00	719.00	CG-1W
Wisconsin Power and Light Company	27.51	50.88	97.60	377.95	627.15	CG-1

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1985; and SEWRPC.

Table 11

**BASE ELECTRIC UTILITY INDUSTRIAL RATES  
IN KENOSHA COUNTY: JANUARY 1985**

Rate Classification	Industrial Utility Base Rates per Month				
	Wisconsin Electric Power Company			Wisconsin Power and Light Company	
	Summer Cost	Winter Cost	Rate Schedule	Base Rate	Rate Schedule
75 Kilowatts, 15,000 Kilowatt Hours	\$1,429.75	\$1,408.00	CP1	\$1,541.50	CG2
75 Kilowatts, 30,000 Kilowatt Hours	1,927.75	1,906.00	CP1	3,079.00	CG2
150 Kilowatts, 30,000 Kilowatt Hours	2,384.50	2,341.00	CP1	1,935.00	CG2
150 Kilowatts, 60,000 Kilowatt Hours	3,380.50	3,337.00	CP1	2,760.00	CG2
300 Kilowatts, 60,000 Kilowatt Hours	4,294.00	4,207.00	CP1	3,870.00	CP1
300 Kilowatts, 120,000 Kilowatt Hours	6,286.00	6,199.00	CP1	5,520.00	CP1
500 Kilowatts, 100,000 Kilowatt Hours	6,840.00	6,695.00	CP1	6,450.00	CP1
500 Kilowatts, 200,000 Kilowatt Hours	10,160.00	10,015.00	CP1	9,200.00	CP1
1,000 Kilowatts, 200,000 Kilowatt Hours	13,205.00	12,915.00	CP1	12,900.00	CP1
1,000 Kilowatts, 400,000 Kilowatt Hours	19,845.00	19,555.00	CP1	18,400.00	CP1

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1985; and SEWRPC.

and the airport and seaport systems--is an important determinant of economic development. The transportation facilities in the County are shown on Map 18. These facilities influence the path and mode and the cost and frequency of personal travel and of the shipment of goods. The provision of highly accessible commercial and industrial areas is particularly important to the future economic development of the County. Transportation facilities form the basic framework for both urban and rural development and, to a considerable extent, determine the efficiency of the other functional aspects of such development.

Arterial Street and Highway System: The public street and highway system in the County consists of three functional subsystems: land access streets, collector streets, and arterial streets and highways, the latter being composed of surface arterials and freeways. One of the major factors influencing the location of commercial and industrial activities such as retail and wholesale trade, financial institutions, and professional, personal, and business services is the availability of good highway transportation facilities.

Kenosha County is served by a well-developed and well-maintained, all-weather arterial street and highway system. There was a total of 934 miles of streets and highways open to traffic in the County in 1984, with 329 miles, or 35 percent, functioning as arterial streets and highways. Kenosha County is connected to other areas of the State and nation by way of major links of the interstate highway system. Major north-south transportation routes in Kenosha County include: IH 94, providing direct access to the populous northeastern Illinois region to the south and the metropolitan Milwaukee area to the north; STH 31 and STH 32 located in the eastern section of the County; and USH 45, STH 75, and STH 83, located in the western section of the County. Major east-west transportation routes include STH 50, STH 142, and STH 158, east of IH 94.

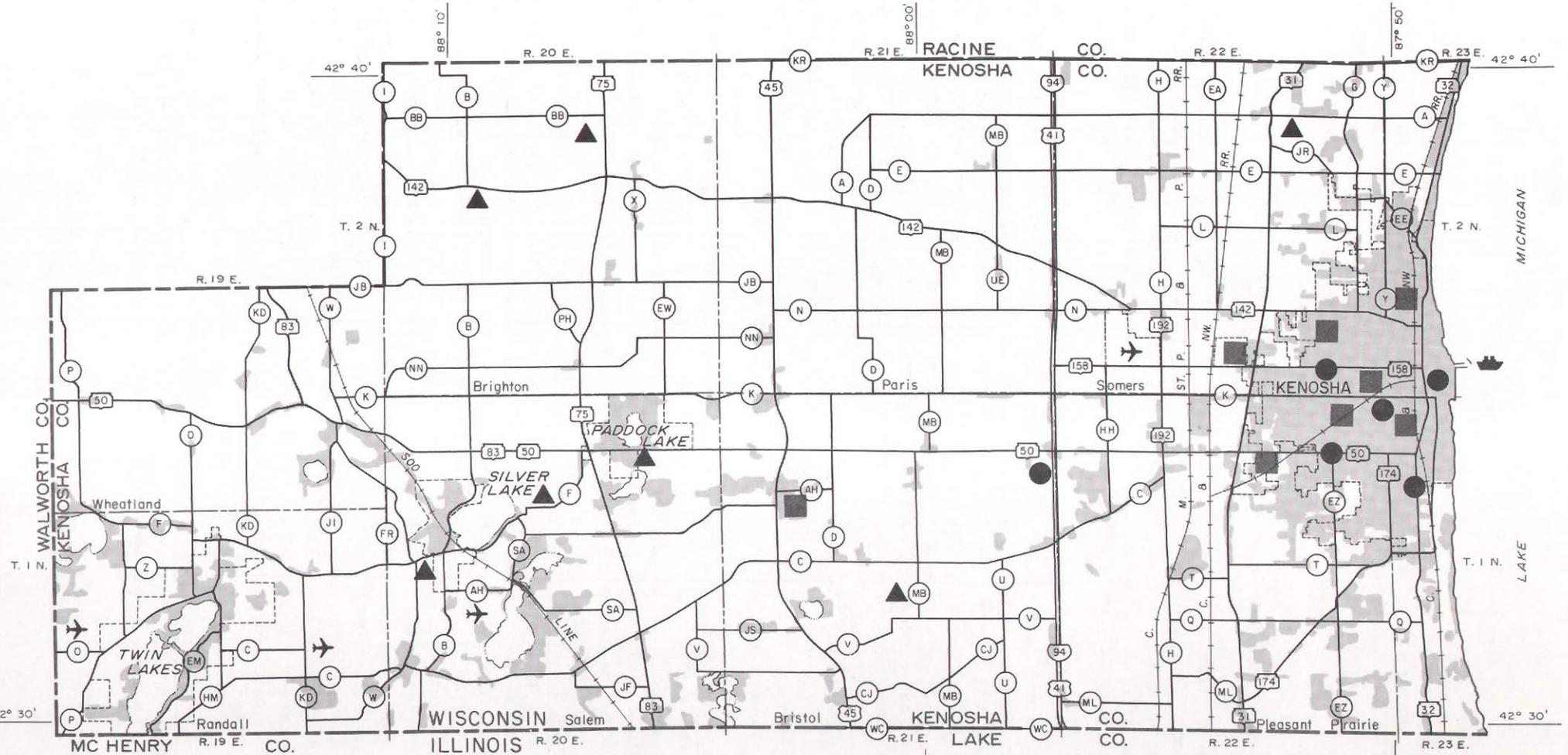
Mass Transportation Systems: Mass transportation may be defined as the transportation of relatively large groups of people by relatively large, generally publicly or quasi-publicly owned vehicles routed between or along significant concentrations of related trip origins and destinations. The most common forms of mass transportation are the motor bus, railway passenger train, large airplane, and trans-lake ferry. Some form of mass transportation is essential in any sizable urban area, not only to meet the needs of that segment of the population unable to command direct use of personalized transportation, but also to provide an alternative for a more efficient mode of travel for certain types of trips within and between urban areas.

The City of Kenosha operates a public transit system--the Kenosha Transit System--which provides fixed-route local bus service within the Kenosha urbanized area. Bus service is available between 6:00 a.m. and 6:00 p.m., Monday through Saturday to the downtown area, Carthage College, the University of Wisconsin-Parkside, hospitals, and the major shopping districts. In 1984, the ridership level on the Kenosha County Transit System was 1,279,200 revenue passengers.

Special carrier nonfixed route service is provided by three social service agencies administered by the Kenosha County Department on Aging, including: 1) Project Accessibility, which serves transportation-handicapped individuals residing east of IH 94; 2) Project Circuit of Care, which serves elderly and

Map 18

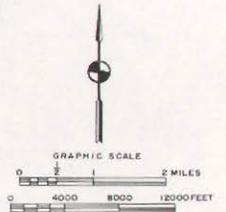
TRANSPORTATION FACILITIES IN KENOSHA COUNTY



LEGEND

- URBAN DEVELOPMENT
- RETAIL AND SERVICE AREA
- INDUSTRIAL AREA
- PUBLIC OUTDOOR RECREATIONAL AREA

Source: SEWRPC.



handicapped individuals residing west of IH 94; and 3) Client Route, which provides all of Kenosha County and northern Lake County, Illinois, with transportation service for disabled clientele of public and private organizations providing rehabilitation, training, or employment services to handicapped individuals. During 1984, about 75,000 one-way trips were made on these three special services.

Railway passenger train service in Kenosha County is limited to a Chicago-oriented commuter service provided by the Regional Transportation Authority of Northeastern Illinois (RTA). Actual operation of this service is provided by the Chicago & North Western Transportation Company (C&NW) by contract with the RTA. Intercity passenger train service operated by the National Passenger Corporation (Amtrak) uses the former Milwaukee Road main line through Kenosha County but does not make any stops within the County.

Fixed-route bus service in Kenosha County includes interregional service over routes in the eastern portion of the County and intraregional service within and through the Kenosha urbanized area. Several intercity bus companies provide service in the Milwaukee-Chicago corridor, including Greyhound Lines West, which operates scheduled weekday trips in each direction between Milwaukee and Chicago with two trips serving the City of Kenosha; Royal Coach Lines, Inc., which operates scheduled weekday bus trips in each direction between Milwaukee and O'Hare International Airport in Chicago, with a stop in Kenosha at STH 50 and IH 94; and Wisconsin Coach Lines, which operates weekday bus trips in each direction between the Cities of Kenosha and Milwaukee, with an intermediate stop in the City of Racine. In addition, Wisconsin-Michigan Trailways/Great Lakes Trailways operates round trips each weekday between Chicago and Milwaukee, but makes no stops within the County.

Railway Freight Service: Railway freight service in Kenosha County is provided by two railway companies: the Chicago & North Western Transportation Company (C&NW); and the Soo Line Railroad Company. Railway freight service within the County is provided over a total of 51 miles of railway main line by these railroad companies.

Air Transportation Facilities: The present air transportation system in Kenosha County includes a total of 13 airports, of which four are general aviation facilities open for use by the general public. General aviation airports are intended to serve business, charter, and air taxi aircraft, as well as aircraft used for agricultural, recreational, sport, and training purposes. The largest general aviation airport in Kenosha County is the publicly owned Kenosha Municipal Airport Park. This airport currently has two asphalt runways consisting of a primary runway, which is 4,200 feet in length and a crosswind runway, which is 3,300 feet in length. A third runway under construction at the airport will be 5,500 feet in length--long enough to accommodate single and twin engine general aviation types of aircraft, in addition to a large variety of corporate business jets. In 1984, a new terminal building was completed at the Kenosha Municipal Airport, and in 1986, an instrument landing system will be added to the airport.

Water Transportation Facilities: Bounded on the east by Lake Michigan, Kenosha County has ready access to a major international transportation system--the Great Lakes-St. Lawrence Seaway--which extends from the Great Lakes to the

Gulf of St. Lawrence on the Atlantic Ocean. Major harbor facilities, dockage, and heavy cargo-handling equipment are concentrated in the Port of Kenosha to handle both bulk and containerized shipments.

Truck Terminal Facilities: Truck terminal locations are generally well distributed throughout the County. In 1985, there were 28 trucking and warehousing establishments in Kenosha County, furnishing local or long-distance trucking or transfer services, and engaged in the storage of farm products, furniture, and other household goods, and commercial goods of any nature.

#### EDUCATIONAL FACILITIES AND SERVICES

The educational institutions in Kenosha County serve not only individuals, but also the corporations and communities of the County. Sound educational programs are important to the development of the skilled labor force required by business and industry.

#### Public Elementary and Secondary Educational Facilities

Public elementary schools and senior high schools in Kenosha County are organized under 12 kindergarten-through-8th grade school districts, and two 9th-through-12th grade school districts. The school districts in Kenosha County are shown in Table 12. There are a total of 32 public elementary schools and 5 public senior high schools in Kenosha County. The 1985-1986 public school enrollment for the school districts in Kenosha County consisted of a total of 20,195 students.

#### Private Educational Facilities

There are 21 private primary and secondary schools in Kenosha County. All are supported by various religious groups and are subject to the standards in education required by each group. School programs in the parochial schools are similar to those in the public schools, with the exception being the addition of religious instruction. Private schools in Kenosha County are funded through private donations and tuition.

Higher Educational Facilities: In addition to the public and private primary and secondary educational system, three institutions of higher education are located in Kenosha County: 1) Gateway Technical Institute; 2) Carthage College; and 3) the University of Wisconsin-Parkside.

Gateway Technical Institute is an institution of higher learning dedicated to career education for men and women. GTI has campuses in three Counties (Walworth, Racine, and Kenosha) which extend education to the entire Gateway Technical, Vocational and Adult Education District. The Kenosha Campus was established in 1966 with a 57-acre campus located in the City of Kenosha. Gateway serves those who are about to enter the job market, or those who wish to upgrade their present skills or change jobs. Special student services are provided by the Career Development Center through diverse career development functions, advanced standing and diagnostic testing. More than 50 associate degree and diploma programs are available, offering a blend of skill and theory, to prepare the graduate for competent job entry. Apprentice programs are also available with more than 400 individuals taking related training in over 30 trades. Other important features of Gateway include the Aviation Center, the Horticulture Center, and an educational radio station, WGTD-FM, which began operation in 1975.

Carthage College is a four-year, coeducational, liberal arts college associated with the Lutheran Church of America and the American Lutheran Church. Founded in 1846 in Hillsboro, Illinois, Carthage was reestablished in Kenosha in 1960 on an 87-acre site on STH 32. Academic programs at the college include major studies in 39 different areas, all leading to a bachelor of arts degree. In addition, the college offers a master of education degree program, and a full program of evening and summer classes, providing residents in the surrounding community with a variety of opportunities for continuing their education.

The University of Wisconsin-Parkside, located on Wood Road north of CTH E in northeastern Kenosha County, is one of 13 degree-granting campuses of the University of Wisconsin system. The campus opened in 1968, and in 1985 had an enrollment of about 5,149 undergraduate students and 343 graduate students, and 6,743 alumni. Master of business administration and master of public administration degrees are conferred, as are undergraduate degrees in 33 different majors, with a number of specialties and options within majors available. UW-Parkside also offers preprofessional studies in a wide range of fields, including an accelerated three-year premedical program.

#### EXISTING HOUSING STOCK SURVEY

The existing housing stock is an important consideration in any economic development effort. In particular, data concerning the quantity and quality of housing in Kenosha County are useful in determining the extent to which the existing housing stock is able to satisfy any new housing demand accompanying an economic development action, as well as the current housing requirements of the resident population of the County.

#### Tenure Status

As shown in Table 13, in 1980 there were a total of 45,893 year-round housing units in Kenosha County. Year-round housing units are composed by definition of all occupied housing units and vacant year-round housing units, the latter being vacant units which are intended for occupancy at any time of the year.

In 1980, there were a total 43,064 occupied housing units, representing about 94 percent of the total housing units in the County. Of this total, 30,367 units, or 71 percent, were owner-occupied housing units, while 12,697 units, or about 30 percent, were renter-occupied units. A housing unit was considered occupied if it was the usual place of residence of the person or persons living in it at the time of the census enumeration. As indicated in Table 13, Kenosha County's occupied housing stock includes a larger percentage of owner-occupied housing units, 71 percent, than that of the Region, 62 percent; the State, 68 percent; or the nation, 64 percent. The percentage of vacant housing units in the County, 6.2 percent, was greater than the percentage of vacant housing units in the Region, 4.2 percent, and in Wisconsin, 5.7 percent, than that in the nation, 7.3 percent. The higher percentage of vacant housing units indicates, in part, that persons may have more of a choice of housing units in Kenosha County than in comparable areas.

#### Measures of Housing Quality

For the purposes of this study, the relative quality of housing in Kenosha County was determined by comparing information on the value, age, households

Table 12

SCHOOL DISTRICTS IN KENOSHA COUNTY

School District	Grade Levels Served
Central High School District of Westosha (Central Union High School).....	9-12
School District No. 1, Town of Brighton <sup>a</sup> ..	K-8
School District No. 1, Town of Bristol....	K-8
Joint School District No. 1, Towns of Paris and Bristol.....	K-8
Joint School District No. 2, Towns of Salem and Bristol, and Village of Paddock Lake <sup>b</sup> .....	K-8
Joint School District No. 1, Towns of Wheatland, Brighton, Randall, and Salem <sup>b</sup> .....	K-8
Wilmot Union High School District (Wilmot Union High School).....	9-12
Joint School District No. 1, Town of Randall and Village of Twin Lakes....	K-8
Joint School District No. 2, Towns of Salem and Bristol, and Village of Paddock Lake <sup>c</sup> .....	K-8
School District No. 7, Town of Salem....	K-8
Joint School District No. 9, Towns of Salem and Randall.....	K-8
Joint School District No. 1, Village of Silver Lake and Town of Salem.....	K-8
School District No. 4, Village of Twin Lakes.....	K-8
Joint School District No. 1, Towns of Wheatland, Brighton, Randall, and Salem .....	K-8

<sup>a</sup>Also within Union Grove High School District.

<sup>b</sup>Also within Wilmot Union High School District.

<sup>c</sup>Also within Central High School District of Westosha.

Source: Wisconsin Department of Public Instruction, 1984; and SEWRPC.

Table 13

TENURE STATUS OF THE EXISTING YEAR-ROUND HOUSING STOCK IN KENOSHA COUNTY: 1980

Status of Housing Units	Kenosha County		Region		Wisconsin		United States	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Occupied Housing Units	43,064	93.8	627,955	95.8	1,652,261	94.3	80,389,673	92.7
Owner Occupied.....	30,367	70.5	389,381	62.0	1,127,367	68.2	51,794,545	64.4
Renter Occupied.....	12,697	29.5	238,574	38.0	524,894	31.8	28,595,128	35.6
Vacant Housing Units	2,829	6.2	27,791	4.2	100,708	5.7	6,303,150	7.3
Total Year-Round Housing Units	45,893	100.0	655,746	100.0	1,752,969	100.0	86,692,823	100.0

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

residing in inadequate housing units, and renter vacancy rates for housing units in the County, the Region, the State, and the nation. The data indicate that, overall, the housing stock in Kenosha County is of somewhat lower quality than that of the Region, and generally of comparable quality to that of the State or nation. As shown in Table 14, the median value of owner-occupied housing units in Kenosha County, \$48,400, was lower than the median value of such units in the Region, \$60,271, comparable to that for the State, \$48,600, and the nation, \$47,300. The median monthly contract rent of \$192 for renter-occupied housing units in the County was lower than the median contract rent for the Region, \$211, and similar to that for the nation, \$199; and the State, \$186. In 1980, about 14 percent of the County's households resided in inadequate housing units, compared to 17 percent for both the Region and the State (see Table 14).

Data pertaining to the age of housing units, when evaluated along with other housing characteristics, can provide a basis for determining housing quality and the degree to which the existing housing stock is able to satisfy current and probable future housing needs. Table 15 indicates that about 33 percent of the housing units in Kenosha County and in the State were built prior to 1940, compared with 33 percent for the Region and 26 percent for the nation. A similar percentage of housing units, 21 percent, was built in Kenosha County during the 1970 to 1980 time period relative to the State, 23 percent; and the nation, 26 percent. This figure is somewhat greater than that for the Region, 19 percent.

#### LAW ENFORCEMENT AND FIRE PROTECTION SERVICES

In 1985, a total of five law enforcement agencies served the residents of Kenosha County, including the Kenosha County Sheriff's Department, and the City of Kenosha Police Department. The remaining police departments are in the Villages of Silver Lake and Twin Lakes and the Town of Pleasant Prairie. In addition, the County's residents are provided with fire protection by 11 professional and volunteer fire departments, operating from a total of 18 fire stations.

Fire insurance ratings provide a method of evaluating fire protection services in a community. In Wisconsin, fire insurance ratings for most properties are established by Insurance Services of Wisconsin, formerly the Fire Insurance Rating Bureau, a nonprofit agency licensed by the State of Wisconsin. Insurance services of Wisconsin periodically surveys the fire protection systems of municipalities, evaluates the fire defenses by applying the grading schedule, and, based upon the results, places municipalities in one of 10 classes of fire protection. Table 16 shows the fire protection classes of Kenosha County cities, villages, and towns.

#### CULTURAL FACILITIES AND SERVICES

Because most cultural facilities and functions exist primarily through the donations of private citizens, their continued existence can be directly related to the economy of the community. When unemployment is high and the future job outlook is bleak, support of cultural facilities and services lags. Conversely, when the economy is strong and a wide number and variety of jobs are available, the support of cultural programs increases. Cultural programs,

Table 14

MEDIAN VALUE, RENT PAID, AND HOUSEHOLDS RESIDING  
IN INADEQUATE HOUSING UNITS IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980

Characteristic	Kenosha County	Region	Wisconsin	United States
Median Value, Specified Owner-Occupied Noncondominium Housing Units.....	\$48,400	\$60,271	\$48,600	\$47,300
Median Monthly Contract Rent, Specified Renter-Occupied Housing Units.....	\$ 192	\$ 211	\$ 186	\$ 199
Households Residing in Inadequate Housing Units (percent).....	14.0	17.4	17.4	N/A

NOTE: N/A indicates data not available.

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

Table 15

AGE OF TOTAL YEAR-ROUND HOUSING UNITS IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES

Year Structure Was Built	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Before 1940	15,120	32.9	213,394	32.5	642,905	36.6	22,414,352	25.8
1940 to 1949	5,097	11.1	77,590	11.8	176,466	10.1	9,642,209	11.1
1950 to 1959	7,863	17.1	128,901	19.7	254,792	14.5	14,871,096	17.1
1960 to 1969	8,197	17.8	114,226	17.4	276,902	15.8	17,086,673	19.7
1970 to 1974	4,568	9.9	60,539	9.2	188,144	10.7	11,348,219	13.1
1975 to 1978	3,767	8.2	47,754	7.3	168,101	9.6	8,364,798	9.6
1979 to 1980	1,369	3.0	13,391	2.1	49,001	2.7	3,031,370	3.6
Total	45,981	100.0	655,795	100.0	1,756,311	100.0	86,758,717	100.0

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

Table 16

FIRE INSURANCE RATINGS  
FOR COMMUNITIES IN  
KENOSHA COUNTY: 1983

Civil Division	Fire Insurance Rating Class
City Kenosha	3
Villages Paddock Lake..... Silver Lake..... Twin Lakes.....	9 9 9
Towns Brighton..... Bristol..... Paris..... Pleasant Prairie.... Randall..... Salem..... Somers..... Wheatland.....	9 7/9 9 7/9 9 9 8/9 9

Source: Insurance Services of Wisconsin and SEWRPC.

like recreational programs, respond to the interests and needs of the individual by providing a host of activities, ranging from educational services to pure entertainment. Kenosha County has a wide variety of cultural facilities and events offered for the use and enjoyment of its residents.

Besides the productions presented by the local high schools and the Departments of Theatre Arts of both Carthage College and the University of Wisconsin-Parkside, Kenosha affords the theater-oriented individuals of the County the opportunity for acting experience through the New Theatre Productions. Local talent is also utilized through the Kenosha Junior Women's Club which sponsors the Follies benefit musical review. Other drama-oriented events are added by the Kenosha Little Theatre and the Lakeside Players who present Broadway shows to the public at the Kemper Center.

The Kemper Activities Center, formerly the Kemper Hall school for girls, occupies an 11-acre lakefront site in Kenosha County. The purpose of the Center is to provide a cultural and recreational activity center for the community and to preserve the more than 100-year-old buildings, chapel, and grounds for public enjoyment. The Kemper Activities Center generates such community-oriented programs as musical shows, weekly silent film festivals, picnics, tennis, and party outings, and the chapel is available for weddings. Further expansion of these community programs is slated for the future.

Kenosha County has a notable cultural asset in the Kenosha Symphony Orchestra. The orchestra was formed in October of 1940 by the City Recreation Department. The Kenosha Symphony is a volunteer group composed of over 70 musicians ranging in age from high school students to senior citizens. In addition to the Symphony, Kenosha has its own community band, the Kenosha "Pops" Concert Band.

High school music groups in the Kenosha Unified School District are involved on an almost year-round basis in selected performances for state and national conventions, regional and national contests and pageantry events, and specially selected performances. Locally, some of the unique performance groups of a sophisticated nature in jazz ensemble are the Bradford "Swingers," the Tremper "Choraliers," and the Tremper "Golden Strings."

Harmony Hall, the international headquarters for the "Society for the Preservation and Encouragement of Barbershop Quartet Singing in America, Inc.," is another cultural institution located in Kenosha, serving nearly 40,000 Barbershoppers in the United States, Canada, England, and Sweden. Besides providing various communities with public appearances, the Society adopted as its unified service project the Institute of Logopedics in Wichita, Kansas, (often called "Speech Town"), which is dedicated to the problem of speech handicaps. Today, the Society boasts more than 700 chapters with over 38,000 members making it the largest organized all-male singing society in the world.

Libraries also fulfill the cultural needs of society. The G. M. Simmons Library System has extensive facilities which serve the Kenosha area. Composed of the Main Library, the Boy's and Girl's Library, numerous branch libraries, and a book trailer which visits the schools, the system is supplemented by the libraries of Carthage College and UW-Parkside which have made their resources available to the public. The Main Library, which houses over 75,000 books, was a gift of the City of Kenosha in 1900 from Salmon G. Simmons as a memorial

to his son. The beautifully constructed building has recently been declared a historical monument and as such is listed by the National Park Service in the National Register of Historic Places. The Boy's and Girl's Library was the first separate, specialized library in Wisconsin and one of the earliest specialized libraries in the Country. The library is situated only a block and a half from the Main Library and caters to the needs of younger individuals.

Kenosha County has three museums with the purpose of the procurement, care, study, and display of objects of lasting interest or value. These three museums are the Kenosha Public Museum; the Kenosha Historical Society Museum; and the Frank A. Palumba Civil War Museum at Carthage College. The Kenosha Public Museum provides a variety of exhibits and services. Exhibits include studies of natural history, primitive man, American Indians, and an art gallery. Services include classes for both children and adults in painting, pottery, lapidary, drawing, and plant life. The Kenosha Historical Society Museum provides a history of Kenosha. The museum exhibits typical rooms and business of 19th Century Kenosha along with an American war exhibit.

At Carthage College, the Palumba Civil War Museum provides a history of the Civil War. Included in the exhibition are prints of the men and moments of the Civil War, a collection of Confederate currency, and military uniforms and weapons.

#### EXHIBITION, CONVENTION, CONFERENCE, AND MEETING FACILITIES

Kenosha County is well able to meet industrial and business needs for meetings, conferences, conventions, and exhibit facilities. The County's major hotels and motels provide more than 500 first-class rooms, as well as meeting rooms and banquet facilities. The Manor House Conference Center, overlooking Lake Michigan, is available for gatherings of conferences, lectures, or receptions in a setting of sculptured gardens, lounge areas, and alcoves.

#### HEALTH CARE FACILITIES AND SERVICES

The Southeastern Wisconsin Health Systems Agency (SEWHSA) is charged with developing a health systems plan for southeastern Wisconsin. The latest document produced by SEWHSA, entitled Health Systems Plan for Southeastern Wisconsin: 1980-1981, and its subsequent updates and revisions, provides direction for increased accessibility and continuity of high-quality health care services which are acceptable to the residents of southeastern Wisconsin at a reasonable cost. Basically, this plan sets forth long-range goals and five-year objectives for the reduction of death or disability and improvements in health service delivery. A detailed health system analysis can be found in this report.

#### Hospital Facilities and Services

The communities of Kenosha County are served by a full range of health facilities and health professionals. Kenosha County health services include two area hospitals--Kenosha Memorial Hospital and St. Catherine's Hospital. Kenosha Memorial Hospital, located in the City of Kenosha, provides general, intensive and ambulatory care. The hospital serves approximately 12,000 inpatients per year and some 60,500 outpatients. Affiliated with Kenosha Memorial Hospital is the Westosha Emergency Center, located in Silver Lake,

which provides area residents with outpatient emergency services and emergency mobile intensive care services.

St. Catherine's Hospital, also located in the City of Kenosha, is an accredited hospital affiliated with the Medical College of Wisconsin. The Southeastern Family Practice Center, located at UW-Parkside's Tallent Hall, Family Medical Center at Paddock Lake, and Benet Lake Treatment Center in southern Kenosha County, are also affiliated with St. Catherine's Hospital.

#### Nursing Home Facilities and Services

In 1983, Kenosha County was served by 10 nursing home facilities. These facilities provide skilled and intermediate care for the physically disabled and the aged by licensed personnel, and are equipped for both bedfast or ambulatory patients, and provide rehabilitation therapy programs, as well as planned recreational activities. The facilities provide a range of services and programs which help residents restore, maintain, and improve their physical, social, emotional, speech, and cultural activity levels.

#### Physician Facilities and Services

The availability of physicians to diagnose and treat illnesses, to provide preventive care, and to maintain or improve health is an important consideration in decisions concerning the location of economic development. The availability of physicians may be considered by examining the supply of various specialists or groups of specialists. Table 17 presents the number of physicians per 100,000 people by specialty categories for Kenosha County and areas of comparison. As shown in the table, there are approximately 78 physicians per 100,000 people in Kenosha County--a smaller number of physicians per 100,000 people than in the Region--159; the State--137; or the nation--190.

The medical facilities are well distributed throughout the County and, therefore, are relatively accessible to the majority of the resident population in the County. Table 18 indicates that about 86 percent of the county residents reside within 20 minutes travel time of a physician. The table also indicates that travel times for county residents traveling to a physician are similar to the average travel time to a physician for the residents of the Region, where 83 percent are within 20 minutes travel time to a physician.

#### SERVICES AND FACILITIES FOR LOW-INCOME POPULATION AND SENIOR CITIZENS IN KENOSHA COUNTY

A wide range of facilities and services are provided for the low-income and senior citizen populations in Kenosha County. These include housing; nutrition sites; education, recreation, and socialization services; health services; transportation services; welfare benefits; and supportive services such as counseling, home repair, legal services, and referrals. The County Department of Social Services coordinates services available to the low-income population, with the Kenosha County Department on Aging responsible for programs serving the County's senior citizens. Specific information on available facilities and services can be obtained by contacting the respective county agency.

#### RECREATIONAL FACILITIES AND TOURISM

In the past, public outdoor recreational facilities have been located primarily in urban areas and designed to be intensively used both for active

Table 17

PHYSICIANS PER 100,000 POPULATION BY SPECIALTY IN KENOSHA COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1978

Specialty	United States <sup>a</sup>	Wisconsin	Southeastern Wisconsin	Kenosha County
General Practice.....	26 <sup>b</sup>	20	17	14
Family Practice.....	--	8	7	2
Internal Medicine.....	27	19	23	10
Obstetrics-Gynecology...	10	8	10	6
Pediatrics.....	10	8	10	5
Psychiatry.....	13	8	10	2
Radiology/Nuclear Medicine.....	8	8	10	6
General Surgery.....	15	11	13	9
Other Surgery.....	9	5	6	2
Pathology.....	6	5	6	3
Anesthesiology.....	6	6	8	3
Ophthalmology.....	5	5	6	2
Other.....	55	26	33	14
<b>Total</b>	<b>190</b>	<b>137</b>	<b>159</b>	<b>78</b>

<sup>a</sup>Temporary foreign physicians are not included in national figures.

<sup>b</sup>Includes general and family practice physicians.

Source: Southeastern Wisconsin Health Systems Agency, Health Systems Plan for Southeastern Wisconsin: 1980-1981.

Table 18

PERCENT DISTRIBUTION OF PERSONS BY TRAVEL TIME TO A PHYSICIAN IN KENOSHA COUNTY AND THE REGION

Travel Time in Minutes	Southeastern Wisconsin	Kenosha County
0-10	45.5	55.1
11-20	37.7	31.3
21-30	11.9	7.9
31-60	4.1	3.3
Over 1 hour	0.8	2.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

Source: Southeastern Wisconsin Health Systems Agency, Health Systems Plan for Southeastern Wisconsin: 1980-1981.

outdoor recreational activities such as baseball, swimming, tennis, and golf, and for passive outdoor activities such as walking, picnicking, and relaxing. Currently, such factors as increased leisure time and the diffusion of urban residential development into otherwise rural areas have increased the demand and need for outdoor recreational areas. Increased interest in relatively new recreational activities such as cross-country skiing, nature study, and camping have generated needs for new types of outdoor recreational facilities and areas which rely heavily on the use and enjoyment of the underlying and sustaining natural resource base. The provision of high-quality recreational facilities in a manner which provides for the protection and wise use of the natural resource base is, therefore, important to the economic development of Kenosha County.

General-use outdoor recreational facilities may be either publicly or privately owned. Publicly owned general-use outdoor recreation sites under federal, state, county, or local units of government are usually called parks. Also included under publicly owned outdoor recreation sites are playfields and playgrounds, generally under the jurisdiction of school districts. While such sites are not generally perceived as parks, they do provide areas and facilities for the pursuit of active, intensive outdoor recreational pursuits primarily at the neighborhood level.

Privately owned general-use outdoor recreation sites may be under the jurisdiction of various quasi-public civic, charitable, or religious organizations, commercial enterprises, and private interest groups. Quasi-public organization general-use outdoor recreation sites are those which are operated on a non-profit basis and are not usually open to the general public.

In 1985, there were 214 general-use outdoor recreation sites in Kenosha County. In combination, these sites encompassed a total area of 7.2 square miles, or 2.6 percent of Kenosha County. About 122 of these sites, encompassing 3.7 square miles, were in public ownership, while the balance, 92 sites, encompassing 3.5 square miles, were in nonpublic ownership. Kenosha County contains an abundance of high-quality natural resource areas which provide an ideal setting for a wide range of outdoor recreational activities. Opportunities for hiking and cross-country skiing within a well-developed system of parks can be pursued throughout the County. In addition, there are 13 miles of Lake Michigan coastline in the County, which provide ample opportunity for boating, fishing, and other aquatic activities.

Kenosha County has one of the finest county park and parkway systems in the State. This system consists of a system of well-distributed major county outdoor recreational sites as well as community-level and neighborhood park sites, providing opportunities for a wide range of recreational activities including golf, picnicking, hiking, skiing, and horseback riding. Special recreational facilities include the Petrifying Springs Park, the Brighton Dale Park, the Bristol Oaks, Maplecrest, and Twin Lakes Country Clubs and the Bong Recreation Area, which provide opportunities for educational and cultural activities, sight-seeing, and outdoor sports in attractive settings.

A wide variety of municipal facilities, events, and activities are available in Kenosha. The City boasts a Professional Class A Minor League Team of the

Minnesota Twins--Kenosha Twins--along with numerous baseball and softball diamonds; school gymnasiums for basketball leagues; tennis courts, football fields; bowling alleys; ice-skating rinks, including the Kenosha County Ice Arena; swimming pools; and the Velodrome, one of the nation's finest bicycle racing tracks, located in Washington Park in the City of Kenosha.

## PUBLIC AND PRIVATE FINANCIAL RESOURCE BASE

### Public Financial Resource Base

Information pertaining to the availability of public financial resources in Kenosha County is important to the formulation of any sound economic development program. Existing industry, as well as industry that may be expected to locate in the County in the future, will consider the availability of public financial resources, and will assess their adequacy for business activity and for meeting the needs of their employees. Consequently, communities that have the financial resources needed can more readily promote the expansion of employment opportunities.

Resources Available for Financing Construction of Community Utilities and Facilities: There are a number of methods by which improvements to community utilities and facilities may be financed in Kenosha County. Each method has its own particular advantages and disadvantages. The public financial resources available within the individual units of government in Kenosha County are dependent, in part, upon the current fiscal policies of each unit of government, as well as upon the the current financial situation of each unit of government.

Municipalities in Kenosha County have typically utilized general revenues, general obligation bonding, special assessments, and borrowing to finance improvements to municipal utilities and facilities. General revenues tend to be utilized by municipalities on a limited basis since the property taxes received by a municipality may be expected to vary significantly from year to year, and because the cost of major improvement projects tends to cause relatively large short-term property tax increases to support the additional debt. General obligation bonds are frequently used by municipalities in Kenosha County to finance community utilities and facility improvements. However, there has been a reluctance to utilize bonded indebtedness by the County and some local units of government in the County. The amount of outstanding bonding indebtedness a municipality may incur is limited by Wisconsin Statutes to not more than 5 percent of the total equalized valuation of all property within the municipality. Municipalities in Kenosha County also utilize special assessments to finance community utilities and facilities when the benefit of a project extends over a limited area in a community.

When conventional methods of financing cannot be utilized to finance improvements to community utilities and facilities, certain federal and state programs may be available to finance such projects. The following paragraphs summarize the various federal and state programs available for use in Kenosha County. Many of the programs are already being utilized to varying degrees by municipalities in Kenosha County.

U. S. Department of Housing and Urban Development, Community Development Block Grants (CDBG)--A primary source of financing for community utilities and facilities is the Community Development Block Grant (CDBG) program. On an annual

basis, the City of Kenosha receives entitlement funding appropriations that are determined by population, poverty levels, overcrowded housing, and the age of the housing stock. The entitlement CDBG program is administered by the U. S. Department of Housing and Urban Development. The objective of this program is to develop viable urban communities with decent housing and suitable living environments and to expand economic opportunities, principally in low- and moderate-income areas. Funds may be used for a wide range of activities directed toward neighborhood revitalization and economic development, including neighborhood conservation, urban planning, continuing urban renewal projects, and social services. In addition, funds may be used to finance local development corporations, to finance commercial or industrial building construction, and to rehabilitate privately owned properties.

The Wisconsin Department of Development (DOD) administers the Small Cities Community Development Block Grant program for the U. S. Department of Housing and Urban Development (HUD). Eligible applicants under the program are limited to general-purpose local units of government, including towns, villages, cities, and counties that are not an entitlement city under the program or a part of an eligible urban county. All local governments in Kenosha County except the City of Kenosha are eligible to apply. In order to receive funding, local units of government must compete against other municipalities in the State for the funds through an annual grant competition for public works and housing grant applications, and at any time for economic development grant applications administered by the DOD. A quantitative scoring system is utilized by the DOD in evaluating the applications. Factors such as need, relationship of the proposed project to existing local economic development policies, and the economic development impact of the proposed project are assessed by the DOD in evaluating an application.

Tax Incremental Financing (TIF)--Tax incremental financing (TIF) is a local financing program authorized by Section 66.46 of the Wisconsin Statutes that allows a city or village to designate a portion of its area as a tax incremental financing district. At least 50 percent of the property within the district must be blighted, in need of redevelopment, or suitable for industrial sites, and the district must be a continuous geographic area.

Creation of a TIF district allows the municipality to finance urban redevelopment and industrial development projects within the boundaries of a TIF district through the taxes collected on the increase in value of taxable property resulting from the proposed project. The taxes collected from the base value of the properties within the district at the time of its creation are distributed among all taxing jurisdictions, just as the taxes from property outside the district are distributed. However, the incremental tax revenues received from the increased values of properties within the district, as a result of completed development on them, are allocated to a special fund to be used by the city or village for the payment of costs associated with the completion of projects, as listed in the community district project plan. The initial creation or amendment to a TIF district plan must be approved by a joint review board. This board is made up of representatives from the city or village, the county, the affected school district, and the VTAE districts, in addition to one citizen representative. The TIF district terminates when all costs of all projects are paid, or 15 years following the last expenditure identified in

the community's project plan. In recent years, TIF has been utilized extensively by municipalities in southeastern Wisconsin to finance sanitary sewerage system and water supply system improvements.

U. S. Department of Housing and Urban Development, Urban Development Action Grants (UDAG)--The eligible applicants for this program are any city or urban county that meets required socioeconomic criteria, demonstrates physical and economic distress, and has a record of providing low- and moderate-income housing and employment programs. The program is administered by the U. S. Department of Housing and Urban Development. Urban Development Action Grant (UDAG) funds may be used for virtually any capital improvement expenditure (e.g., construction, renovation, site work, and capital equipment). UDAG funds may not be used for working capital, retirement of existing debts, operating expenditures, movable equipment, and buy-outs. Currently, the City of Kenosha is the only local unit of government in Kenosha County that is eligible to make application to the UDAG program.

U. S. Department of Commerce, Economic Development Administration (EDA)--All local units of government are currently eligible to make application to the U. S. Department of Commerce, Economic Development Administration (EDA), for grants to provide the necessary infrastructure for industrial land. In addition, the EDA provides funding for certain other public facility improvements that will result in job creation. Following the approval of this OEDP update document by the EDA, local units of government in Kenosha County will continue to be eligible to make application for these grants.

Business Improvement Districts--Chapter 66.608 of the Wisconsin Statutes provides authorization to cities, villages, and towns to create one or more business improvement districts (BID's) to allow businesses within those districts to develop, manage, and promote the districts, and to establish an assessment method to fund these activities. Under the Statutes, an operating plan must be adopted which sets forth a plan for the redevelopment, maintenance, operation, and promotion of the business improvement district.

Resources Available for Financing Business Development Projects: Historically, the state and federal governments have made a variety of programs available to eligible local units of government, as well as to business establishments located within such areas, to assist qualifying businesses in expansion projects. Below is information about the business financing programs available in Kenosha County.

U. S. Small Business Administration, Section 503--Certified Development Company Program--Certified development companies organized under provisions set forth by the U. S. Small Business Administration (SBA) provide long-term, fixed-asset financing for the acquisition of land; building construction, expansion, and renovation; and the purchase of equipment. Loans are usually available for up to 25 years at below market rates. The Greater Kenosha Development Corporation (GKDC) is the SBA Certified Development Company serving Kenosha County.

U. S. Department of Housing and Urban Development, Community Development Block Grant (CDBG) Program--The previously identified U. S. Department of Housing and Urban Development, Community Development Block Grant (CDBG) programs can

also be utilized by local units of government for loans to business establishments for expansion projects. A local unit of government is permitted to lend money to a business for construction, renovation, or expansion of a building; purchase of lands; or purchase of machinery and equipment. Currently, the City of Kenosha receives annual funding appropriations of CDBG funds.

General-purpose local units of government of less than 50,000 population, all local governments other than the City of Kenosha, in Kenosha County, may apply to the Wisconsin Department of Development Block Grant program for funds to meet the needs of local business. Generally, grants are awarded to the local unit of government, which then lends the money to a business for construction, renovation, or expansion of the building; purchase of lands; or purchase of machinery and equipment. The application process is very competitive, with about one-third of all grant applications receiving approval annually.

Industrial Revenue Bonds--Industrial revenue bonding is a method of public financing used to assist private industry in the construction, enlargement, or equipping of business and industrial firms. Industrial revenue bonds are issued by a local unit of government, and serve to build the community's industrial base, broaden the property tax base, and potentially provide additional employment opportunities. Industrial revenue bonds are attractive in the bond market because the purchasers of the bond are not required to pay taxes on the interest earned by the bond purchased. Therefore, industrial revenue bonds are not general obligations of the issuing local unit of government. The local unit of government issuing industrial revenue bonds is simply in partnership with the business or industry.

U. S. Department of Commerce, Economic Development Administration (EDA)--The U. S. Department of Commerce, Economic Development Administration (EDA), also provides loan guarantees through banks that are making loans to businesses for expansion projects. The approval of this OEDP update document by the EDA will continue the eligibility for business establishments throughout Kenosha County for this program.

U. S. Department of Housing and Urban Development, Urban Development Action Grants (UDAG)--A local unit of government designated as eligible by the U. S. Department of Housing and Urban Development can apply for an Urban Development Action Grant (UDAG), which the city can then lend to a private business or developer for such projects as job creation and rehabilitation and/or construction of public, commercial, industrial, and residential structures. Currently, the City of Kenosha in Kenosha County is eligible to apply for UDAG funds.

Small Business Development Centers (SBDC's)--The University of Wisconsin, through its Extension Service, has created a number of centers of business management and development assistance at campuses across the State. The centers provide information on sources of business financing, as well as on how to solve business management problems and problems related to new business start-ups. The Small Business Development Center at the University of Wisconsin-Parkside, located at the Molinaro Building, Room 326G provides services to business establishments in Kenosha County.

Small Business Investment Company (SBIC)--The Small Business Investment Company (SBIC) is a privately owned and operated company which has been licensed

by the U. S. Small Business Administration to provide equity capital and long-term loans to small businesses. Several licensed SBIC's are located in the southeastern Wisconsin area and in Madison, Wisconsin, and are listed below.

Marine Venture Capital, Inc.  
c/o Marine Bank (N.A.)  
111 E. Wisconsin Avenue  
P. O. Box 2033  
Milwaukee, Wisconsin 53201  
Telephone: (414) 765-3000

Certco Capital Corporation  
6150 McKee Road  
Madison, Wisconsin 53711  
Telephone: (608) 271-4500  
(Retail Grocers)

Madison Capital Corporation  
c/o Madison Development Corporation  
102 State Street  
Madison, Wisconsin 53703  
Telephone: (608) 256-8185

Super Market Investors, Inc.  
11300 W. Burleigh Street  
Wauwatosa, Wisconsin 53201  
(Mail to: P. O. Box 473  
Milwaukee, Wisconsin 53202)  
(Retail Grocers)  
Telephone: (414) 453-6211

Moramercia Capital Corporation  
600 E. Mason Street  
Milwaukee, Wisconsin 53202  
Telephone: (414) 276-3829

Capital Investments, Inc.  
515 W. Wells Street  
Milwaukee, Wisconsin 53203  
Telephone: (414) 273-6560

Bando-McGlocklin  
Investment Company, Inc.  
13555 Bishops Court, Suite 205  
Brookfield, Wisconsin 53005  
Telephone: (414) 784-9010

Bankit Financial Corporation  
777 E. Wisconsin Avenue, Suite 3440  
Milwaukee, Wisconsin 53202  
Telephone: (414) 271-5050  
(Grocery Stores)

Wisconsin MESBIC, Inc.  
780 N. Water Street  
Milwaukee, Wisconsin 53202  
Telephone: (414) 277-5000

Job Training Partnership Act (JTPA)--The U. S. Department of Labor provides funding through the Job Training Partnership Act (JTPA) to local private industry councils (PIC's) that provide employment training services to eligible persons. Funding is available for work experience programs whereby a portion of the wages paid to employees by a business is reimbursed by the council. The PIC involved in JTPA activities in Kenosha County is the South-eastern Wisconsin Private Industry Council.

Wisconsin Housing and Economic Development Administration (WHEDA)--The Wisconsin Housing and Economic Development Administration (WHEDA) provides low-interest financing to businesses and individuals with current annual sales of \$35 million or less through its small enterprise economic development (SEED) program. SEED money can be used for the purchase, expansion, and improvement of land, plants, and equipment, and for depreciable research and development expenditures so long as such projects result in the creation and maintenance of jobs. Eligible projects include manufacturing establishments and storage and distribution facilities for manufactured products; national or regional headquarters; retail establishments located in Urban Development Action Grant projects or tax incremental districts; research and development facilities; recreation and tourism facilities; or facilities involving the production of raw agricultural commodities. The SEED program is most useful to firms purchasing existing facilities; to firms located in municipalities which do not

offer industrial revenue bonds; to firms which require fixed-rate, long-term capital; and to credit-worthy firms that cannot find a buyer for their bonds.

Wisconsin Department of Development, Technology Development Fund--Funding may be provided by the Wisconsin Department of Development, Technology Development Fund, to a consortium composed of a company headquartered in Wisconsin and an institution that is part of the University of Wisconsin system or another Wisconsin institution of higher learning. Grants are made in support of research and development for new products.

#### Private Financial Resource Base

The private financial resource base of Kenosha County primarily consists of banks and savings and loan institutions and venture capital groups. The banks and savings and loan institutions in Milwaukee County provide capital, financial operating systems, and technical assistance in financial management to local business and industry. Table 19 lists the private financial institutions in Kenosha County, including the locations of full-service banks and the locations of savings and loan institutions. In addition to banks and savings and loan institutions, a number of venture capital groups have been formed to assist new businesses in projects that are of high risk but have the ability to provide long-term, above-average growth potential. Existing venture capital groups serving Kenosha businesses are shown in Table 20. Each investment by a venture capital group is individually structured and could include subordinated debt with warrants and/or conversion rights, income participation debentures, preferred stock, and common stock.

#### LOCAL ECONOMIC DEVELOPMENT ORGANIZATIONS AND CONTACT PERSONS IN KENOSHA COUNTY

Local public and private development organizations play an important part in community economic development. Public agencies such as city planning and engineering departments help to plan for the community facilities and services necessary for economic development activities. Local offices of state agencies and educational institutions provide employee training and services for the unemployed. Private development organizations assist in business location and retention strategies, provide business services to their members, and lobby for legislation to improve the overall business climate. This section of Chapter II lists the local development organizations in Kenosha County. Organizations are listed under one of two general headings: local development organizations: private, and economic development contact persons: public.

#### Local Development Organizations: Private

1. Organization: Office of Kenosha Area Economic Development  
Contact: John Bechler, Director  
P. O. Box 518  
812 56th Street  
Kenosha, Wisconsin 53141 Telephone: (414) 654-2167
2. Organization: Greater Kenosha Development Corporation (GKDC)  
Contact: Cecilia A. Lucas, Executive Director  
812 56th Street  
Kenosha, Wisconsin 53140 Telephone: (414) 656-8064

**Table 19**  
**PRIVATE FINANCIAL INSTITUTIONS**  
**IN KENOSHA COUNTY: 1985**

Service Banks in Kenosha County: 1985	
American State Bank (3 locations)	3928 60th Street, Kenosha 8046 39th Avenue, Kenosha 7700 120th Avenue, Kenosha
Independence Bank of Kenosha (Marine Bank South, N. A.)	2222 63rd Street, Kenosha
1st Bank Southeast, N.A. (4 locations)	625 57th Street, Kenosha 1800 22nd Avenue, Kenosha (Parkside branch) STH 50 and CIH KD, New Munster STH 83 and 98th Street, Salem
1st Bank Southeast of West Kenosha	5621 7th Street, Kenosha
First National Bank of Kenosha (6 locations)	5522 6th Avenue, Kenosha 3611 80th Street, Kenosha 2925 Washington Road, Kenosha 7510 197th Avenue, Bristol 9900 39th Avenue, Pleasant Prairie 1350 22nd Avenue, Somers
Paddock Lake Branch of the Bank of Burlington	24616 75th Street, Paddock Lake
1st Bank Southeast of Silver Lake	740 Cogswell Drive, Silver Lake
1st Bank Southeast of Twin Lakes	226 E. Main Street, Twin Lakes
Savings and Loan Associations in Kenosha County: 1985	
Kenosha Savings and Loan Association (4 locations)	5935 7th Avenue, Kenosha 4235 52nd Street, Kenosha 8035 22nd Avenue, Kenosha 7535 Pershing Boulevard, Kenosha
Republic Savings and Loan Association (3 locations)	5631 6th Avenue, Kenosha 2041 22nd Avenue, Kenosha 2211 80th Street, Kenosha

Source: Commissioner of Banking, 1983; Wisconsin Bell Telephone Directory: Kenosha-Somers and Pleasant Prairie, 1985; and SEWRPC.

**Table 20**  
**VENTURE CAPITAL GROUPS SERVING**  
**KENOSHA COUNTY BUSINESSES: 1984**

Lubar & Company	3060 First Wisconsin Center Milwaukee, Wisconsin 53202 Telephone: (414) 291-9000
Marine Venture Capital, Inc.	c/o Marine Bank (N.A.) 111 E. Wisconsin Avenue P. O. Box 2033 Milwaukee, Wisconsin 53201 Telephone: (414) 765-3000
Wind Point Partners	1525 Howe Street Racine, Wisconsin 53403 Telephone: (414) 631-4030
Madison Capital Corporation	c/o Madison Development Corporation 102 State Street Madison, Wisconsin 53703 Telephone: (608) 256-8185

Source: SEWRPC.

3. Organization: City of Kenosha, Department of City Development  
 Contact: Ray A. Forgianni, Director of City Development  
 812 56th Street  
 Kenosha, Wisconsin 53140 Telephone: (414) 656-8030
4. Organization: Small Business Development Center at University of  
 Wisconsin-Parkside  
 Contact: William Hughes, Coordinator  
 Molinaro Building, 326 G, Box 2000  
 Kenosha, Wisconsin 53141 Telephone: (414) 553-2620
5. Organization: Kenosha Area Chamber of Commerce, Inc.  
 Contact: Louis Micheln, Executive Director  
 P. O. Box 518  
 812 56th Street  
 Kenosha, Wisconsin 53141 Telephone: (414) 654-2165
6. Organization: Kenosha Manufacturers' and Employers' Association (KMA)  
 Contact: Louis Micheln, Executive Director  
 P. O. Box 518,  
 812 56th Street  
 Kenosha, Wisconsin 53141 Telephone: (414) 654-2165
7. Organization: Kenosha Area Labor/Management Council  
 Contact: Jack Rice/William Schmitz  
 Courthouse Annex  
 Kenosha, Wisconsin 53141 Telephone: (414) 654-7470

Economic Development Contact Persons: Public

The following lists the contact persons for Kenosha County and the various local units of government in Kenosha County. In most cases, the local unit of government chairman or related chief staff position is indicated. However, in those cases where a local unit of government has provided the name of an individual who is responsible for community economic development, that person is listed below.

1. City of Kenosha  
 Contact: Harvey Elmer, Director of Public Works  
 625 52nd Street - Room 101  
 Kenosha, Wisconsin 53140  
 (414) 656-8040
2. City of Kenosha  
 Contact: Edward Jenkins, Director of Transportation  
 625 52nd Street - Room 115  
 Kenosha, Wisconsin 53140  
 (414) 656-8151
3. City of Kenosha  
 Contact: Donald Holland, Administrator  
 625 52nd Street - Room 206  
 Kenosha, Wisconsin 53140  
 (414) 656-8107

4. Town of Brighton  
Contact: Gary Daniels, Chairman  
Rt. 3, Box 508  
Burlington, Wisconsin 53105  
(414) 537-4491
5. Town of Bristol  
Contact: Noel Elfering, Chairman  
P. O. Box 187  
Bristol, Wisconsin 53104  
(414) 857-2368
6. Town of Paris  
Contact: August Zirbel, Jr., Chairman  
14700 60th Street  
Bristol, Wisconsin 53104  
(414) 857-2417
7. Town of Pleasant Prairie  
Contact: Donald H. Wruck, Chairman  
9915 39th Avenue  
Kenosha, Wisconsin 53142  
(414) 694-1400
8. Town of Randall  
Contact: Thomas Zeiger, Chairman  
Randall Town Hall  
Bassett, Wisconsin 53101  
(414) 877-2941
9. Town of Salem  
Contact: Richard W. Stetson, Chairman  
P. O. Box 443  
Salem, Wisconsin 53168  
(414) 843-2313
10. Town of Somers  
Contact: David D. Holtze, Chairman  
7511 12th Street  
P. O. Box 126  
Somers, Wisconsin 53171  
(414) 859-2822
11. Town of Wheatland  
Contact: Francis Kerkman, Chairman  
P. O. Box 856  
New Munster, Wisconsin 53152  
(414) 537-4340
12. Village of Paddock Lake  
Contact: Olga Hoffman, President  
P. O. Box 70  
Salem, Wisconsin 53168  
(414) 843-2713

13. Village of Silver Lake  
Contact: Ralph L. Drinkwine, Jr., President  
113 S. First Street  
P. O. Box 42  
Silver Lake, Wisconsin 53170  
(414) 889-4653
14. Village of Twin Lakes  
Contact: James H. Mayer, President  
108 E. Main Street  
P. O. Box 1024  
Twin Lakes, Wisconsin 53181  
(414) 877-2858

#### Related Economic Development Organizations

In addition to the economic development organizations and contact persons indicated above, there are a number of other organizations that are active in economic development in Kenosha County as well as other areas in Wisconsin. Below is a list of the names and addresses of these organizations.

1. Forward Wisconsin  
Contact: Mr. Patrick A. LeSage, President  
11270 W. Park Place  
Milwaukee, Wisconsin 53224  
(414) 359-2359
2. Wisconsin Department of Development  
Contact: Business Development Services  
P. O. Box 7970  
Madison, Wisconsin 53707  
(608) 266-1018
3. Southeastern Wisconsin Regional Planning Commission  
Contact: Mr. Kurt W. Bauer, Executive Director  
916 N. East Avenue, P. O. Box 769  
Waukesha, Wisconsin 53187-1607  
(414) 547-6721
4. City of Kenosha Redevelopment Authority  
Contact: Mrs. Ann H. McDonough, Chairman  
6821 Sheridan Road  
Kenosha, Wisconsin 53140  
(414) 654-8213

## Chapter III

### A DESCRIPTION OF THE POPULATION, LABOR FORCE, AND ECONOMY OF KENOSHA COUNTY

#### INTRODUCTION

Inventories of the demographic base of Kenosha County, including the characteristics of the population, labor force, and the economy, are necessary to the preparation of a sound economic development program for the County. These socioeconomic characteristics serve as indicators of development patterns and trends and, therefore, assist in the identification of economic development-related problems and needs. Accordingly, this chapter presents information on the existing and historical demographic base of Kenosha County.

#### POPULATION CHARACTERISTICS AND TRENDS

Planning for economic growth and development in Kenosha County requires an understanding of the County's overall socioeconomic base, which includes its existing population. Demographic data pertaining to the size and distribution of the population and to such population characteristics as age, sex, size of household, educational attainment, and income serve as measures of the extent of existing urban and rural development in the County, and as indicators of development patterns and trends. Such data, consequently, provide an important basis for defining an economic development program.

#### Historical Population Trends

Important to an understanding of the development of an area is knowledge of the changing size, composition, and spatial distribution of the resident population over time. Such a time series analysis reveals population growth trends and thereby provides important insights essential to the proper conduct of a comprehensive economic development planning program. Accordingly, this section examines the historic changes in the size, composition, and spatial distribution of the resident population of Kenosha County.

As shown in Table 21, in 1890 the County contained 15,581 inhabitants, or about 4 percent of the total population of the seven-county Region, the smallest number of inhabitants of any county in the Region other than Ozaukee County. The population of the County grew rapidly, and by 1910 had more than doubled to 32,929. During the 1910 to 1930 time period, the County's population continued to grow, resulting in a 1930 resident population of 63,277, or about 6 percent of the total regional population.

Rapid population growth in the County continued from 1930 to 1950 and from 1950 to 1970, with increases of 19 percent and 57 percent, respectively. From 1970 to 1980, however, the population of the County increased by only about 4 percent, a rate of increase that was greater than that for the Region, 0.5 percent, but less than that for the State, 7 percent, or the nation, 11 percent. From 1980 to 1985, the population of the County declined by 2,300 persons, or by about 2 percent, compared to a 1 percent decline in the regional population, and increases of 2 percent and 5 percent in the state and national populations, respectively. The recent decline in the County's population,

Table 21

**TOTAL POPULATION IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1890-1985**

Year	Population							
	Kenosha County		Region <sup>a</sup>		Wisconsin		United States	
	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period
1890	15,581	--	386,800	--	1,693,300	--	62,947,700	--
1900	21,707	39.3	501,800	29.7	2,069,000	22.2	75,994,600	20.7
1910	32,929	51.7	631,200	25.8	2,333,900	12.8	91,972,300	21.0
1920	51,284	55.7	783,700	24.2	2,632,100	12.8	105,710,600	14.9
1930	63,277	23.4	1,006,100	28.4	2,939,000	11.7	122,775,000	16.1
1940	63,595	0.4	1,067,700	6.1	3,137,600	6.8	131,669,300	7.2
1950	75,238	18.3	1,240,600	16.2	3,434,600	9.5	151,325,800	14.9
1960	100,615	33.7	1,573,600	26.8	3,952,800	15.1	179,323,200	18.5
1970	117,917	17.2	1,756,100	11.6	4,417,900	11.8	203,302,000	13.4
1980	123,137	4.4	1,764,800 <sup>b</sup>	0.5	4,705,800	6.5	226,549,400 <sup>b</sup>	11.4
1985	120,837 <sup>c</sup>	-1.9	1,741,291 <sup>c</sup>	-1.3	4,779,021	1.6	238,291,000	5.2

<sup>a</sup>The Southeastern Wisconsin Region comprises Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

<sup>b</sup>This number is a revision of the 1980 census.

<sup>c</sup>Wisconsin Department of Administration 1985 estimates.

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

together with the relatively high county unemployment rates, discussed later in this chapter, is a major indicator of the need to initiate and/or continue local economic development activities.

The historical population growth of minor civil divisions within Kenosha County during the 1960 to 1985 time period is shown in Table 22. The resident population increased in all minor civil divisions in the County during the 1960's, and in all minor civil divisions other than the City of Kenosha and the Towns of Brighton and Paris during the 1970's. From 1980 to 1985, however, seven of the 12 minor civil divisions in the County lost population, with the remaining minor civil divisions showing only small percentage increases.

#### Urban and Rural Population Distribution

About 73 percent of the population of Kenosha County resided in urban areas of the County in 1980 and about 27 percent resided in rural areas (see Table 23). As indicated in Table 23, the percentage of urban inhabitants in the County is similar to that for the United States, 74 percent; less than that for the Region, 86 percent; and greater than that for the State, 64 percent. The rural population of the County consists primarily of nonfarm residents, with farm residents consisting of 1,731 residents, or 5 percent of the total rural population of the County.

The rural nonfarm population of the County is typified by urban dwellers living in a diffused pattern throughout the rural and rural-urban fringe areas of the County. Despite the location of their residences in rural surroundings, these people require basic urban services and facilities, which are generally costly and inefficient to provide to scattered, isolated residential areas. Moreover, scattered urban development in rural areas, unlike planned urban development, lessens the viability of the area for farming; results in a deterioration of the natural resource base; and in general lessens the opportunity for a sound economic base to become established.

#### Population Characteristics

An analysis of certain changes in the characteristics of the resident population is helpful in identifying the local market potential for various consumer products and services, the characteristics of the population available to meet the employment needs of local employers, and existing and probable future demands for various types of community facilities and services. This section accordingly examines the age composition, sex composition, race, income characteristics, population in poverty, household composition, school enrollment, and educational attainment of the population of Kenosha County.

Age Composition: Knowledge of the age composition of a population is important to economic development planning since age generally determines when a person completes his or her schooling, enters the labor market, marries, begets a family, or retires from the labor force. Since each age group exerts different demands on society for facilities and services, it is important to know the number of persons currently in each age group. Moreover, each group contributes differently to the economic support of society.

Table 22

**POPULATION IN KENOSHA COUNTY BY  
CIVIL DIVISION: 1960, 1970, 1980, AND 1985**

Civil Division	Population				1960-1970 Change		1970-1980 Change		1980-1985 Change		1960-1985 Change	
	1960	1970 <sup>c</sup>	1980	1985	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City Kenosha.....	67,899 <sup>a</sup>	78,805	77,685	76,284	10,906	16.1	-1,120	-1.4	-1,401	-1.8	8,385	12.3
Villages												
Paddock Lake.....	--	1,470	2,207	2,233	--	--	737	50.1	26	1.2	--	--
Silver Lake <sup>b</sup> .....	1,077	1,210	1,598	1,647	133	12.3	388	32.1	49	3.1	570	52.9
Twin Lakes.....	1,497	2,276	3,474	3,558	779	52.0	1,198	52.6	84	2.4	2,061	137.7
Towns												
Brighton.....	1,081	1,199	1,180	1,148	118	10.9	- 19	-1.6	- 32	-2.7	67	6.2
Bristol.....	2,155	2,740	3,599	3,764	585	27.1	859	31.4	165	4.6	1,609	74.7
Paris.....	1,423	1,744	1,612	1,521	321	22.6	-132	-7.6	- 91	-5.6	98	6.9
Pleasant Prairie.....	10,287	12,019	12,703	12,009	1,732	16.8	684	5.7	-694	-5.5	1,722	16.7
Randall.....	1,013	1,582	2,155	2,109	569	56.2	573	36.2	- 46	-2.1	1,096	108.2
Salem.....	5,541	5,555	6,292	6,272	14	0.3	737	13.3	- 20	-0.3	731	13.2
Somers.....	7,139	7,270	7,724	7,306	131	1.8	454	6.2	-418	-5.4	167	2.3
Wheatland.....	1,503	2,047	2,908	2,986	544	36.2	861	42.1	78	2.7	1,483	98.7
Kenosha County	100,615	117,917	123,137	120,837 <sup>d</sup>	17,302	17.2	5,220	4.4	-2,300	-1.9	20,222	20.1

<sup>a</sup>Subsequent to 1950, parts of the Towns of Pleasant Prairie and Somers were annexed to the City of Kenosha.

<sup>b</sup>Part of the Town of Salem was annexed to the Village of Silver Lake subsequent to 1950.

<sup>c</sup>Subsequent to 1960, parts of the Towns of Pleasant Prairie and Somers were annexed by the City of Kenosha; the Village of Paddock Lake was incorporated from part of the Town of Salem; part of the Town of Randall was annexed by the Village of Twin Lakes; and part of the Town of Salem was annexed by the Village of Silver Lake.

<sup>d</sup>Based upon 1985 estimates.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration 1985 population estimates, and SEWRPC.

Table 23

**URBAN AND RURAL POPULATION IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Urban		Rural <sup>a</sup>				Subtotal		Total	
	Number	Percent	Nonfarm		Farm		Number	Percent	Number	Percent
			Number	Percent	Number	Percent				
Kenosha County.....	89,257	72.5	32,149	26.1	1,731	1.4	33,880	27.5	123,137	100
Region.....	1,520,101	86.1	229,260	13.0	15,558	0.9	244,818	13.9	1,764,919	100
Wisconsin.....	3,020,045	64.2	1,403,000	29.8	282,722	6.0	1,685,722	35.8	4,705,767	100
United States....	167,054,638	73.7	53,873,264	23.8	5,617,903	2.5	59,491,167	26.3	226,545,805	100

NOTE: The rural farm population consists, by definition, of persons living on tracts of 10 or more acres from which sales of farm products amounted to \$50 or more in the preceding calendar year, or on tracts of less than 10 acres from which sales of farm products amounted to \$250 or more in the preceding year.

<sup>a</sup>The rural population has been divided into rural farm and rural nonfarm since the 1930 census.

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

Table 24 compares the 1980 age distribution of the population in Kenosha County to the age distribution of the population in the Southeastern Wisconsin Region, Wisconsin, and the United States. As shown in Table 24, the age distribution of the population in Kenosha County is similar to that for the other areas of comparison. The lack of any significant deviation of the age distribution in Kenosha County in comparison to the Region, State, or nation indicates that in 1980, the size of the labor force should be adequate as a proportion of the total population. Furthermore, these figures indicate that the County probably is not experiencing an out-migration of older residents. The elderly are generally net importers of purchasing power and provide a good market for the health care and retail trade sectors of the economy. The age structure of the population of the County could change dramatically as a result of the recent decline in economic conditions in the County. Workers in the younger age groups may be expected to seek employment opportunities throughout the country should jobs not be available locally.

Sex Composition: In most populations, the number of males and females tends to be nearly equal, with males slightly outnumbering females at the younger age groups and females slightly outnumbering males in the older age groups. To the extent that large imbalances in sex composition affect social, economic, and community life, a measure of sex composition is important to economic development planning.

The sex composition of a population is determined by three factors: the ratio of the sexes among infants at birth, differential mortality rates between the sexes, and differential net migration rates between the sexes. The number of males in Kenosha County, 60,428, in 1980 was slightly less than the number of females, 62,709 (see Table 25). The sex distribution of the population in Kenosha County does not show any significant deviation from that for other areas of comparison. In 1980, about 49 percent of the county population was male and about 51 percent was female; whereas about 52 percent of the regional population and 51 percent of the population of the State and nation were female.

Racial Composition: The number and type of racial minorities in a population have important implications for the economy of an area. Minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment, and, therefore, in many cases, have not had the opportunity to become skilled and experienced members of the labor force. Table 26 indicates the racial composition of the population in Kenosha County, the Region, Wisconsin, and the United States in 1980. As shown in the table, the nonwhite population in Kenosha County, 5,275 persons, or about 4 percent, was less than that in the United States, 17 percent; the Region, 12 percent; and Wisconsin, 6 percent. The largest racial minority group in Kenosha County was comprised of persons of Spanish origin, 3,578 persons, or about 3 percent of the total population. The black population totaled 2,886 persons, or about 2 percent of the resident population of the County. American Indians, Eskimos, Aleuts, and Asian and Pacific Islanders totaled 750 persons, or about 0.6 percent of the resident population of Kenosha County. It is important to note that the 1980 U. S. Census counted persons of Spanish origin as a national origin category and not as a separate race category. Therefore, persons indicated above as being of Spanish origin are also included in the other race categories shown in Table 26. The greatest concentration of racial minority

Table 24

**AGE COMPOSITION OF THE POPULATION OF KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Age Group	Population							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	8,819	7.2	128,085	7.3	346,940	7.4	16,348,254	7.2
5-9	9,274	7.5	127,834	7.2	344,804	7.3	16,699,956	7.3
10-14	10,535	8.6	146,252	8.3	392,247	8.3	18,242,129	8.1
15-19	12,502	10.2	168,897	9.6	466,612	9.9	21,168,124	9.3
20-24	11,389	9.2	166,934	9.5	450,026	9.6	21,318,704	9.4
25-29	10,382	8.4	153,984	8.7	401,915	8.5	19,520,919	8.6
30-34	8,949	7.3	134,573	7.6	348,115	7.4	17,560,920	7.8
35-44	14,035	11.4	194,058	11.0	501,973	10.7	25,634,710	11.3
45-54	12,162	9.9	182,119	10.3	452,945	9.6	22,799,787	10.1
55-59	6,339	5.1	90,688	5.1	229,046	4.9	11,615,254	5.1
60-64	5,467	4.4	76,201	4.3	206,947	4.4	10,087,621	4.5
65 and Older	13,284	10.8	195,294	11.1	564,197	12.0	25,549,427	11.3
<b>Total</b>	<b>123,137</b>	<b>100.0</b>	<b>1,764,919</b>	<b>100.0</b>	<b>4,705,767</b>	<b>100.0</b>	<b>226,545,805</b>	<b>100.0</b>
Median Age	29.4	--	29.7	--	29.4	--	30.0	--

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

Table 25

**SEX COMPOSITION OF THE POPULATION IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Kenosha County.....	60,428	49.1	62,709	50.9	123,137	100
Region.....	854,125	48.4	910,794	51.6	1,764,919	100
Wisconsin.....	2,305,427	49.0	2,400,340	51.0	4,705,767	100
United States.....	110,053,161	48.6	116,492,644	51.4	226,545,805	100

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

Table 26

**RACIAL COMPOSITION OF THE POPULATION IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

	White		Black		American Indian Eskimo, Aleut		Asian and Pacific Islander	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Kenosha County.....	117,862	95.7	2,886	2.3	349	0.3	401	0.3
Region.....	1,558,076	88.3	167,876	9.5	7,416	0.4	8,919	0.5
Wisconsin.....	4,443,035	94.4	182,592	3.9	29,499	0.6	18,164	0.4
United States.....	188,371,622	83.1	26,495,025	11.7	1,420,400	0.6	3,500,439	1.6

	Other Race <sup>a</sup>		Total Nonwhite		Spanish Origin <sup>b</sup>		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Kenosha County.....	1,639	1.3	5,275	4.3	3,578	2.9	123,137	100
Region.....	22,632	1.3	206,843	11.7	46,452	2.6	1,764,919	100
Wisconsin.....	32,477	0.7	262,732	5.6	62,972	1.3	4,705,767	100
United States.....	6,758,319	3.0	38,174,183	16.9	14,608,673	6.5	226,545,805	100

<sup>a</sup>Includes other race no where else coded in the census.<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

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

groups in Kenosha County is in the City of Kenosha. In 1980, the City of Kenosha population included 4,849 nonwhite persons, or about 92 percent of all nonwhite persons in Kenosha County. This nonwhite population comprised 6 percent of the resident population of the City

Income Characteristics: The income characteristics of households and persons in Kenosha County, the Region, the State, and the nation are shown in Table 27. In 1979, the per capita income in Kenosha County, \$7,756 was greater than the per capita income in Wisconsin, \$7,243; and the nation, \$7,298; and less than the per capita income in the Region, \$8,154. The median household income in Kenosha County, \$20,084, was also greater than that in Wisconsin, \$17,680, or the nation, \$16,841, and once again, slightly less than that in the Region, \$20,096.

While the 1979 income for Kenosha County is greater than that for other areas, more recent per capita income data for the County during the 1979 to 1982 time period show smaller relative increases. As indicated in Table 28, the per capita income in Kenosha County increased by \$1,989, or an absolute increase that was smaller than that for the Region, \$2,455, the State, \$2,049, or the nation, \$2,443, from 1979 to 1982. Once more, the percentage increase in per capita income in the County, 21 percent, was smaller than that in the Region, 25 percent, the State, 24 percent, or the nation, 28 percent, during the same period.

Table 29 shows the median and mean household income and the per capita income of persons residing in the minor civil divisions of Kenosha County. As indicated in Table 29, the Town of Wheatland, with a median household income of \$17,764, had the lowest median household income of the minor civil divisions of the County; while the Town of Pleasant Prairie, with a median household income of \$25,251, had the highest.

Persons in Poverty: Table 30 indicates the number and proportion of persons with incomes below the poverty level in 1979 in Kenosha County, the Region, Wisconsin, and the United States.<sup>1</sup> As shown in the table, 7 percent of the population of Kenosha County was below the poverty level; compared with 7.9 percent for the Region; 8.7 percent for the State; and 12.7 percent for the nation.

While the percentage of persons below the poverty level in Kenosha County was lower than that in all of the areas of comparison in 1979, this population characteristic may have increased since this time. The number of unemployed persons in Kenosha County has increased from 3,200 persons in 1979, to 6,000 persons in 1985, an increase of 88 percent. In addition, the county unemployment rate in 1985, 11.2 percent, was greater than that for the Region, 6.7 percent; or the State, 7.0 percent. As a result of these worsening economic conditions, and the number of people that may have exhausted unemployment

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<sup>1</sup>Families and unrelated individuals are classified as being below or above the poverty level based on income in 1979 using a poverty index which provides a range of "income cutoffs" or "poverty thresholds" varying by size of family, number of children, and age of the family householder, or unrelated individuals.

Table 27

MEAN AND MEDIAN HOUSEHOLD INCOME AND PER CAPITA INCOME FOR PERSONS 15 YEARS AND OLDER IN KENOSHA COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES

Income	Households							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
\$0-\$4,999.....	3,951	9.1	59,308	9.4	181,943	11.0	10,663,441	13.2
\$5,000-\$9,999.....	5,723	13.3	83,645	13.3	259,020	15.7	12,772,409	15.9
\$10,000-\$14,999.....	5,603	13.0	82,607	13.1	248,555	15.0	12,342,073	15.3
\$15,000-\$19,999.....	6,191	14.3	87,216	13.9	249,541	15.1	11,379,049	14.1
\$20,000-\$29,999.....	11,319	26.2	161,400	25.6	401,832	24.3	17,441,615	21.7
\$30,000-\$39,999.....	6,284	14.6	87,240	13.9	182,148	11.0	8,582,674	10.7
\$40,000-\$49,999.....	2,445	5.7	35,701	5.7	68,236	4.1	3,594,101	4.5
\$50,000 and Over....	1,649	3.8	32,100	5.1	63,502	3.8	3,692,065	4.6
Median.....	\$20,084	--	\$20,096	--	\$17,680	--	\$16,841	--
Mean.....	21,971	--	22,756	--	20,382	--	20,306	--
Per Capita.....	7,756	--	8,154	--	7,243	--	7,298	--
Total Households	43,064	100.0	627,955	100.0	1,652,261	100.0	80,389,673	100.0

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

Table 28

RECENT CHANGES IN PER CAPITA INCOME FOR THE UNITED STATES, WISCONSIN, THE REGION, AND KENOSHA COUNTY

Area	Per Capita Income		Change	
	1979	1982	Amount	Percent
Kenosha County....	\$9,351	\$11,340	\$1,989	21.3
Region.....	9,817	12,272	2,455	25.0
Wisconsin.....	8,676	10,725	2,049	23.6
United States.....	8,657	11,100	2,443	28.2

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

Table 29

MEAN AND MEDIAN HOUSEHOLD INCOME AND PER CAPITA INCOME OF PERSONS IN KENOSHA COUNTY CIVIL DIVISIONS: 1979

Civil Division	Income		
	Median	Mean	Per Capita <sup>a</sup>
City Kenosha.....	\$18,927	\$20,639	\$7,543
Villages Paddock Lake.....	\$20,801	\$21,849	\$7,136
Silver Lake.....	19,613	20,262	7,317
Twin Lakes.....	17,773	20,862	7,289
Towns Brighton.....	\$24,737	\$26,892	\$8,152
Bristol.....	21,990	24,153	8,247
Paris.....	23,068	25,344	7,450
Pleasant Prairie...	25,251	27,947	8,897
Randall.....	22,740	25,662	8,283
Salem.....	20,408	22,122	7,468
Somers.....	22,940	25,037	8,819
Wheatland.....	17,764	20,355	6,531
Kenosha County	\$20,084	\$21,971	\$7,756

<sup>a</sup> Per capita incomes shown are for persons 15 years and older.

Source: U. S. Bureau of the Census.

compensation insurance, the number of persons below the poverty level has probably increased. It may be expected that the percentage of county persons in poverty in 1985 is higher than that in 1979.

As shown in Table 31, the Village of Twin Lakes had the highest proportion of its resident population in poverty, 8.9 percent; while the Town of Bristol had the lowest, 3.0 percent. An economic development program in Kenosha County should take into consideration the higher levels of poverty in certain areas of the County and, as a result, the need for specialized economic development activities in these areas.

Household Composition: A household is composed of all persons who occupy a group of rooms or a single room which constitutes a housing unit, i.e., separate living quarters. The household is a useful unit of analysis for various market studies and for public utility and transportation system planning. All persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, college dormitories, and military barracks.

There were a total of 43,064 households in Kenosha County in 1980, an increase of 7,596 households, or about 21 percent, over the 1970 level (see Table 32). This percentage increase is similar to that experienced from 1960 to 1970. Since the rate of household growth was greater than the rate of total population growth during both of these decades, the number of persons per household declined from 3.36 in 1960 to 3.26 in 1970, and to 2.80 in 1980. This same trend is evident for the Region, the State, and the nation during the 1960 to 1980 time period, as shown in Table 32.

School Enrollment: Table 33 indicates the number of persons 5 to 24 years of age who were enrolled in schools within Kenosha County, the Region, the State, and the nation in 1960, 1970, and 1980. As shown in the table, Kenosha County experienced an increase in school enrollment of about 49 percent from 1960 to 1970, an increase that was greater than that experienced in the Region 37 percent; the State, 36 percent; or the nation, 32 percent. However, the table also shows that school enrollments in Kenosha County, the Region, and the State have declined sharply since 1970. In 1980, 30,716 students were enrolled in Kenosha County schools, a decline of 13 percent from 1970. The percentage decline in the County's enrollment was greater than the decline experienced in the State, 9 percent, and the nation, 3 percent. While these declines in school enrollment have been due, in part, to a slowing in the rate of the total population growth and the tendency for families to have fewer children, the greater percentage decline in school enrollments in Kenosha County than in the comparable areas is, in part, an indication of a decline in economic conditions in the County.

Educational Attainment: The level of formal education attained is a significant determinant of the social and economic status of a population. For many people, the degree of participation in, and understanding of, the complex technological changes occurring in society today are directly related to the extent of their formal education. For example, persons with less than a fifth grade education are considered functionally illiterate. Such persons are generally relegated to unskilled labor in a technologically advancing society, and often find themselves part of the unemployed labor force.

Table 30

**NONINSTITUTIONALIZED PERSONS BELOW THE POVERTY LEVEL  
IN KENOSHA COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1979**

Poverty Status	Area							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Persons Below the Poverty Level....	8,420	7.0	136,732	7.9	397,813	8.7	27,392,580	12.4
Total.....	120,649	100.0	1,727,257	100.0	4,582,005	100.0	220,845,766	100.0

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

Table 31

**NONINSTITUTIONALIZED PERSONS  
BELOW THE POVERTY LEVEL  
IN KENOSHA COUNTY  
CIVIL DIVISIONS: 1979**

Civil Division	Persons Below the Poverty Level	
	Number	Percent
City Kenosha.....	6,026	8.0
Villages		
Paddock Lake.....	108	4.9
Silver Lake.....	112	7.1
Twin Lakes.....	303	8.9
Towns		
Brighton.....	71	6.0
Bristol.....	107	3.0
Paris.....	55	3.4
Pleasant Prairie...	401	3.2
Randall.....	84	3.9
Salem.....	492	7.9
Somers.....	421	5.5
Wheatland.....	240	8.3
Kenosha County	8,420	7.0

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

Table 32

**NUMBER OF HOUSEHOLDS AND PERSONS PER HOUSEHOLD  
IN KENOSHA COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1960-1980**

Area	Household			Percent Change			Number of Persons per Household		
	1960	1970	1980	1960-1970	1970-1980	1960-1980	1960	1970	1980
Kenosha County.....	29,545	35,468	43,064	20.0	21.4	45.8	3.36	3.26	2.80
Region.....	465,913	536,485	627,955	15.1	17.0	34.8	3.30	3.27	2.75
Wisconsin.....	1,146,040	1,328,804	1,652,261	16.0	24.3	44.2	3.36	3.22	2.77
United States.....	53,023,875	62,874,000	80,389,673	18.6	27.9	51.6	3.33	3.14	2.75

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

Since most required formal education is completed by age 18, educational attainment is most relevant when related to the population 18 years of age and older. Table 34 indicates the educational attainment levels of this age group for 1980 in Kenosha County, the Region, the State, and the nation. Employers often regard educational attainment as an important aspect of worker job readiness and, in most cases, require that a potential employee, at a minimum, complete his or her high school education. In 1980, about 43 percent of the population of Kenosha County had completed high school, compared with 42 percent in the State, 41 percent in the Region, and 36 percent in the nation. While the percentage of persons with a high school education was greater in the County than in the areas compared, the percentage of persons with one to four years of college was less than in the areas compared, and, correspondingly, the percentage of persons with less than four years of high school was greater. The educational attainment of the county population is generally quite similar to that for other areas in the traditional high school educational attainment category, and, therefore, should not present a problem for local employers seeking persons with minimal educational attainment.

#### Components of Population Change

Population increases result from births and in-migration; population decreases result from deaths and out-migration. Thus, population change is not a simple phenomenon, but comprises four major components: fertility (births); mortality (deaths); in-migration (inflows); and out-migration (outflows). The balance between births and deaths is termed "natural increase" and the balance between in-migration and out-migration is termed "net migration."

Natural Increase and Net Migration: Table 35 indicates the population changes which occurred in Kenosha County, the Region, the State, and the nation from 1960 to 1980 due to natural increase and net migration. As shown in the table, Kenosha County experienced net out-migration of about 2 percent, between 1970 and 1980, compared with net in-migration of about 2 percent during the 1960 to 1970 time period. In addition, the Kenosha County rate of out-migration during this period, while less than that for the Region, 6 percent, took place during a time period when net in-migration was experienced in Wisconsin, 0.3 percent, and the nation, 6 percent. The net out-migration from Kenosha County was responsible for the sharp decline in the growth of the County population from 1970 to 1980.

#### Population Projections

The preparation of population projections for Kenosha County is a particularly difficult task, fraught with uncertainties and subject to periodic revision as new information becomes available. The population projections presented in this report were developed using the cohort survival technique, and include a series of assumptions concerning the behavior of regional age-specific fertility, mortality, and migration rates over time. Three different projections were made using different combinations of assumed fertility, mortality, and migration rates, in an attempt to ascertain the probable size of the population in the Region and the County under a range of possible future conditions. These sets of conditions, or alternative futures, are intended to represent consistent, reasonable scenarios of future change.

Population projections for the Region in the year 2010 range from a high of approximately 2,316,100 persons under the optimistic population scenario to

Table 33

**SCHOOL ENROLLMENT OF PERSONS 5 TO 24 YEARS  
OF AGE IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Total Enrolled in School			Percent Change	
	1960	1970	1980	1960-1970	1970-1980
Kenosha County.....	23,801	35,341	30,716	48.5	-13.1
Region.....	375,665	516,260	432,121	37.4	-16.3
Wisconsin.....	982,588	1,337,797	1,216,384	36.1	-9.1
United States.....	42,727,632	56,240,936	54,691,023	31.6	-2.8

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

Table 34

**PERSONS 18 YEARS OF AGE AND OLDER BY YEARS OF SCHOOL  
COMPLETED IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1980**

Education	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Elementary Through High School								
One to Three Years.....	28,720	33.0	350,714	27.8	945,674	28.3	51,697,642	31.8
High School, Four Years...	37,010	42.5	510,428	40.5	1,413,216	42.2	59,069,903	36.3
College								
One to Three Years.....	13,209	15.2	217,090	17.2	548,953	16.4	28,289,943	17.4
Four Years.....	5,072	5.8	108,972	8.6	258,175	7.7	12,939,870	8.0
Five or More Years.....	3,079	3.5	73,601	5.9	180,312	5.4	10,519,122	6.5
<b>Total</b>	<b>87,090</b>	<b>100.0</b>	<b>1,260,805</b>	<b>100.0</b>	<b>3,346,330</b>	<b>100.0</b>	<b>162,516,480</b>	<b>100.0</b>

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

Table 35

**RATES OF POPULATION CHANGE, NATURAL INCREASE, AND NET MIGRATION  
FOR KENOSHA COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES**

Area	1960-1970			1970-1980		
	Population Change	Natural Increase	Net Migration	Population Change	Natural Increase	Net Migration
Kenosha.....	17.2	15.0	2.2	4.4	6.6	-2.2
Region.....	11.6	12.9	-1.3	0.5	6.4	-5.9
Wisconsin.....	11.8	11.8	0.0	6.5	6.2	0.3
United States....	13.3	11.5	1.8	11.4	5.9	5.5

Source: U. S. Bureau of the Census, Wisconsin Department of Health and Social Services, and SEWRPC.

about 1,517,100 persons under the pessimistic scenario, with the intermediate population level being 1,872,100 persons. These population levels represent an increase of 31 percent and 6 percent for the optimistic and intermediate projections, and a decrease of nearly 15 percent under the pessimistic projection, in comparison to the 1980 regional population of 1,764,919 persons. These projected population levels are shown in Table 36.

Some of the most important changes that may be expected to occur in the coming decades will be an overall decrease in the population in the 0-19-year age group from the 1980 level, and a significant increase in the population 65 years of age and older. The 0-19-year age group is expected to comprise between 26 percent and 23 percent of total residents under all three scenarios in the year 2010, representing a sharp decrease from 1980, when the same group accounted for 32 percent of total regional population. The retirement age population--those residents 65 years of age and older--is expected to show dramatic increases in 2010 under all three scenarios. This age group is projected to increase from a 1980 base level of 195,300 persons, to 381,000 persons under the optimistic scenario, and to 261,500 persons under the pessimistic scenario. These figures represent increases of 185,700 and 66,200 persons, respectively, by the year 2010. In that year, approximately 17 percent of the population will fall into that age category under all three scenarios, a substantial increase relative to 1980, when approximately 11 percent of the population fell into that category.

As indicated in Table 36, the resident population of Kenosha County is projected to increase from 123,137 persons in 1980 to 166,800 persons in 2010 under the optimistic population scenario. The 43,663 increase would represent an increase of about 36 percent over the projection period, or approximately 1 percent per year. The population of Kenosha County would remain essentially stable under the intermediate scenario; and decline substantially under the pessimistic scenario, with the increase under the intermediate scenario equal to only 163 persons, or 0.1 percent; and the total loss reaching approximately 21,337, or 17 percent, under the pessimistic scenario.

A comparison of the projected population levels for Kenosha County to such populations for other counties in southeastern Wisconsin is helpful to an understanding of the differential growth rates in the counties in the Region. As indicated in Table 36, under the year 2010 intermediate population projection, Milwaukee County and Racine County are the only two counties in the Region that would show a decline in total population. However, the small increase in Kenosha County's population of about 0.1 percent is significantly smaller than the population increases expected in the Counties of Washington, 37 percent, Waukesha, 35 percent, Walworth, 26 percent, and Ozaukee, 22 percent.

## LABOR FORCE CHARACTERISTICS

### Introduction

The quality and size of the labor force are important factors influencing the economic development of an area. The importance of the labor force to private business is indicated in a 1978 report by the U. S. Congressional Budget Office. The report, entitled Barriers to Local Economic Development, stated that for every dollar of value added by business in the United States, 66

Table 36

**ACTUAL AND PROJECTED POPULATION LEVELS IN THE  
REGION BY COUNTY: 1980, 1990, 2000, and 2010**

County	Actual 1980 Population Level	Projected Population Levels					
		1990					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	109,900	-10.7	117,300	-4.7	135,700	10.2
Milwaukee.....	964,988	861,700	-10.7	924,300	-4.2	964,900	-- <sup>a</sup>
Ozaukee.....	66,981	60,500	-9.7	69,700	4.1	84,000	25.4
Racine.....	173,132	152,900	-11.7	165,200	-4.6	188,400	8.8
Walworth.....	71,507	66,900	-6.4	78,200	9.4	85,600	19.7
Washington....	84,848	78,000	-8.1	97,500	14.9	114,300	34.7
Waukesha.....	280,326	267,700	-4.5	302,000	7.7	353,800	26.2
Region	1,764,919	1,597,600	-9.5	1,754,200	-0.6	1,926,700	9.2

County	Actual 1980 Population Level	Projected Population Levels					
		2000					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	105,200	-14.6	118,000	-4.2	152,900	24.2
Milwaukee.....	964,988	831,800	-13.8	892,200	-7.5	991,900	2.8
Ozaukee.....	66,981	58,800	-12.2	75,000	12.0	106,200	58.6
Racine.....	173,132	146,800	-15.2	166,000	-4.1	206,000	19.0
Walworth.....	71,507	65,000	-9.1	85,600	19.7	106,200	48.5
Washington....	84,848	75,800	-10.7	104,500	29.1	135,900	60.2
Waukesha.....	280,326	264,400	-5.7	336,000	19.9	424,800	51.5
Region	1,764,919	1,547,800	-12.3	1,782,300	1.0	2,123,900	20.3

County	Actual 1980 Population Level	Projected Population Levels					
		2010					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	101,800	-17.3	123,300	0.1	166,800	35.5
Milwaukee.....	964,988	818,100	-15.2	911,300	-5.6	1,009,800	4.6
Ozaukee.....	66,981	57,700	-13.9	81,900	22.3	139,000	107.5
Racine.....	173,132	139,600	-19.4	171,800	-0.8	224,700	29.8
Walworth.....	71,507	63,700	-10.9	89,900	25.7	129,700	81.4
Washington....	84,848	74,400	-12.3	116,000	36.7	164,400	93.8
Waukesha.....	280,326	261,800	-6.6	378,000	34.8	481,700	71.8
Region	1,764,919	1,517,100	-14.8	1,872,100	6.1	2,316,100	31.2

<sup>a</sup>Less than one-half of 1 percent.

Source: SEWRPC.

cents is spent on labor--yearly four times the expenditure on land, plants, and equipment combined. Consequently, productive labor is an important factor in the locational decisions of businesses and industries. Accordingly, it is important for proponents of economic development in Kenosha County to be concerned with the quality and size of the county labor force. This section of this chapter presents pertinent information on the County labor force, including information on historic trends in the size and composition of the labor force and characteristics of the employed and unemployed segments of the labor force.

### Historical Labor Force Size

By definition, the labor force of an area consists of all of its residents who are 16 years of age or older and are either employed at one or more jobs or temporarily unemployed.<sup>2</sup> Historical changes in the size and composition of an area's labor force can indicate change in the economy of the area, and population growth or decline, especially in the working age groups, and provides insight into the migration habits and mobility of the population.

Table 37 shows the changes that have occurred in the size of the labor force in Kenosha County, the Southeastern Wisconsin Region, the State, and the United States during the 30-year period from 1950 to 1980. Table 37 indicates that during the 1960 to 1985 time period the labor force in Kenosha County has grown at a slower rate than has the labor force in the Region, Wisconsin, or the United States. The labor force in Kenosha County increased from 39,726 workers in 1960 to 53,500 workers in 1980, an overall increase of about 35 percent compared with growth rates in the Region of 39 percent; Wisconsin, 56 percent; and the United States, 69 percent.

Most significant is the dramatic decline in the county labor force during the 1980 to 1985 time period, particularly when compared to the growth of the labor force during the 1970 to 1980 time period. During the 1970's, the County labor force showed an increase of 26 percent, a rate that was comparable to that for the State, 28 percent; somewhat less than that for the nation, 31 percent; and greater than that for the Region, 19 percent. However, during the early 1980s, the county labor force declined by 6,125 workers, or about 10 percent, compared to a decline in the regional labor force of 1 percent; and an increase in the state and national labor forces of 5 percent and 11 percent, respectively.

A good measure of change in labor force composition is the participation rate. The participation rate compares the size of the labor force to the size of the population of labor force age; that is, the population over 16 years of age. Table 38 shows the labor force participation rate for Kenosha County, the Region, Wisconsin, and the United States in 1970 and 1980. As indicated in Table 38, the 1980 labor force participation rate in Kenosha County, 64.4, is similar to that for the State, 64.1; slightly less than that in the Region, 64.9; and greater than that in the United States, 61.0. The percentage point

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<sup>2</sup>This definition of labor force was first used in the 1970 U. S. Census of Population. Prior to 1970, the labor force was defined as all persons over 14 years of age.

change in the participation rate in Kenosha County during the 1970 to 1980 time period, 8.4, is similar to that for all the other areas. As will be shown in a later section of this chapter, the increase in the labor force participation rate in the County is due primarily to the increase in females in the labor force during the 1970 to 1980 time period.

#### Age Composition

The age composition of the resident population of an area is significant in that it affects the ability of the labor force to fill a range of expanding employment opportunities. A low ratio of young workers in the labor force may, in part, indicate out-migration from the community, resulting in a potential future labor shortage of workers to fill entry-level and unskilled jobs. A low ratio of mature workers in the labor force indicates that industry may experience difficulty in locating experienced, highly skilled workers.

Table 39 shows the age composition of the civilian labor force in Kenosha County, the Region, Wisconsin, and the United States in 1980. As indicated in Table 39, the age composition of the Kenosha County labor force was similar to that of the comparable areas. In 1980, young workers, or workers 16 to 19 years of age, made up approximately 10 percent of the total civilian labor force, with mature workers, age 20 to 64 years, making up 88 percent of the civilian labor force, and older workers, workers 65 years of age and older, making up approximately 2 percent of the labor force. It is important to note, however, that the recent decline in economic conditions in Kenosha County may have resulted in a decline in available workers in the younger and middle-age categories.

#### Sex Composition

The increase in the labor force participation rate in Kenosha County was due primarily to the increase in females participating in the labor force. Table 40 shows the civilian labor force composition by sex for Kenosha County, the Region, Wisconsin, and the United States for 1960, 1970, and 1980. As indicated in Table 40, from 1960 to 1980, the county female civilian labor force increased by 119 percent, while the county male civilian labor force increased by only 23 percent. However, the percentage of females in the 1980 Kenosha County labor force, 42 percent, was still slightly lower than that for the areas of comparison, 43 percent.

During the 1970's, the county female labor force increased at a rate of 42 percent; a rate of increase greater than that for the Region, 33 percent; and somewhat less than that for the State, 45 percent; and the nation, 46 percent. While data on the growth of the county labor force are not available for 1985, the dramatic decline in the county labor force during the 1980 to 1985 time period previously documented herein may be expected to result in a decline in the growth of both the male and female labor force.

#### Racial Composition

The number of minority labor force members has important implications for the economy of an area. As already noted, minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment, and, therefore, in many cases, have not had the opportunity to become skilled and experienced members of the labor force. Consequently, minority

Table 37

**COMPARATIVE CIVILIAN LABOR FORCE SIZE IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1985**

Area	Labor Force				Percent Change			
	1960	1970	1980	1985	1960-1970	1970-1980	1980-1985	1960-1985
Kenosha County...	39,726	47,171	59,625	53,500	18.7	26.4	-10.3	34.7
Region.....	636,901	736,078	876,152	886,300	15.6	19.0	-1.2	39.2
Wisconsin.....	1,527,722	1,774,008	2,263,413	2,382,900	16.1	27.6	5.3	55.9
United States....	68,144,079	80,051,046	104,449,817	115,464,000	17.5	30.5	10.5	69.4

Source: U. S. Bureau of the Census; U. S. Bureau of Labor Statistics; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 38

**LABOR FORCE PARTICIPATION  
RATES IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE  
UNITED STATES: 1970 AND 1980**

Area	1970 Rate	1980 Rate	1970-1980 Percent Change
Kenosha County.....	59.8	64.8	8.4
Region.....	61.5	65.9	7.2
Wisconsin.....	59.1	64.1	8.5
United States.....	56.7	61.0	7.6

NOTE: The participation rate compares the size of the labor force to the size of the population of labor force age.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

Table 39

**AGE COMPOSITION OF THE CIVILIAN LABOR FORCE IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Civilian Labor Force						Total Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Percent	Number	Percent	Number	Percent	
Kenosha County.....	5,918	9.9	52,469	88.0	1,238	2.1	59,625
Region.....	81,011	9.3	771,655	88.1	23,486	2.6	876,152
Wisconsin.....	212,775	9.4	1,983,263	87.6	67,375	3.0	2,263,413
United States.....	8,148,628	7.8	93,079,934	89.1	3,221,255	3.1	104,449,817

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

residents usually show higher rates of labor force unemployment and under-employment than do nonminority residents. Table 41 shows the comparative labor force composition by race for Kenosha County, the Region, the State, and United States in 1980. As shown in Table 41, a smaller percentage of the county labor force is nonwhite, 3 percent, relative to the Region, 8 percent; Wisconsin, 4 percent; and the nation, 12 percent.

While the number of nonwhite workers in the County was small, local economic development practitioners in the City of Kenosha may need to identify and address the major obstacles to full labor force participation of minority workers and business persons in order to improve economic conditions in the County. These activities would be most important in the City of Kenosha, where a total of 1,517 nonwhite workers, or 91 percent of the total nonwhite workers in the County, reside.

### Place of Work

The salaries and wages earned by the resident labor force of an area may not, in all cases, be generated within the community of residence. Workers may travel outside the local labor market for employment, especially when a nearby area offers a wider range of job opportunities or higher wages. Table 42 provides place-of-work information for the labor force of Kenosha County, the Region, the State, and the United States for 1970 and 1980.

As shown in Table 42, in 1980, about 12 percent of the Kenosha County labor force worked outside Kenosha County; while 17 percent of the regional labor force worked outside the county of residence; 13 percent of the state labor force worked outside the county of residence; and 17 percent of the national labor force worked outside the county of residence. In addition, from 1970 to 1980, Kenosha County showed a decline of 14 percent in workers employed outside the County, and a corresponding increase of 10 percent in workers employed within Kenosha County.

The relatively larger percentage of the county labor force working in Kenosha County is due, in part, to the location of the large American Motors Corporation (AMC) manufacturing plants in the City of Kenosha. The AMC is a major employer of workers in not only Kenosha County but in Racine and Walworth Counties as well. In addition, the increase in the percentage of workers employed in the County during the 1970 to 1980 time period indicates a greater dependence by Kenosha County workers on employment opportunities, and, therefore, economic conditions in the County.

### Median Earnings and Average Weekly Wages

The salary and wage structure of an area is an important consideration in the locational decision-making of a business enterprise. High salaries and wages in the labor market may discourage and, in some cases, prohibit the expansion of employment opportunities. Overall, the 1979 wages paid to workers in Kenosha County are higher than those paid to workers in the State of Wisconsin and the nation.

Table 43 shows the 1979 mean wage, or salary income, for households in Kenosha County, the Region, Wisconsin, and the United States. As indicated in Table 43, the mean wage, or salary income, in Kenosha County, \$22,045, while somewhat less than that for the Region, \$22,367, was greater than that for the State, \$19,733, or the nation, \$19,796.

Table 40

**COMPARATIVE CIVILIAN LABOR FORCE COMPOSITION BY SEX  
FOR KENOSHA COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1960, 1970, AND 1980**

Area	Civilian Labor Force						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960- 1970	1970- 1980	1960- 1980
	Number	Percent	Number	Percent	Number	Percent			
<b>Kenosha County</b>									
Male.....	28,392	71.5	29,713	63.0	34,844	58.4	4.7	17.3	22.7
Female.....	11,334	28.5	17,458	37.0	24,781	41.6	54.0	41.9	118.6
Total	39,726	100.0	47,171	100.0	59,625	100.0	18.7	26.4	50.1
<b>Region</b>									
Male.....	430,601	67.6	451,094	61.3	496,957	56.7	4.8	10.2	15.4
Female.....	206,300	32.4	284,984	38.7	379,195	43.3	38.1	33.1	83.8
Total	636,901	100.0	736,078	100.0	876,152	100.0	15.6	19.0	37.6
<b>Wisconsin</b>									
Male.....	1,056,747	68.9	1,108,584	62.5	1,299,739	57.4	4.9	17.2	23.0
Female.....	476,214	31.1	665,424	37.5	963,674	42.6	39.7	44.8	102.4
Total	1,532,961	100.0	1,774,008	100.0	2,263,413	100.0	15.7	27.6	47.6
<b>United States</b>									
Male.....	45,762,669	67.2	49,549,239	61.9	59,926,488	57.4	8.3	20.9	31.0
Female.....	22,381,410	32.8	30,501,807	38.1	44,523,329	42.6	36.3	46.0	98.9
Total	68,144,079	100.0	80,051,046	100.0	104,449,817	100.0	17.5	30.5	53.3

<sup>a</sup>Fourteen years and older.

<sup>b</sup>Sixteen years and older.

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

Table 41

**COMPARATIVE LABOR FORCE COMPOSITION BY RACE FOR KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Labor Force Composition											
	Total		Total "Nonwhite" <sup>a</sup>		Black		American Indian, Eskimo, and Aleut		Asian and Pacific Islander		Spanish Origin <sup>b</sup>	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Kenosha County....	59,625	100	1,670	2.8	1,236	2.1	226	0.4	208	0.3	1,387	2.3
Region.....	876,152	100	73,127	8.4	65,245	7.4	3,336	0.4	4,546	0.5	18,407	2.1
Wisconsin.....	2,263,413	100	90,808	4.0	70,789	3.1	11,138	0.5	8,881	0.4	24,459	1.1
United States....	104,449,817	100	12,939,791	12.4	10,582,436	10.1	584,479	1.0	1,772,836	1.7	5,992,723	5.7

<sup>a</sup>The individual race categories may not total the total nonwhite category since some persons did not indicate a racial category.

<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

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

Table 42

**PLACE OF WORK FOR THE LABOR FORCE IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Area and Work Place	1970		1980		Percent Change
	Number	Percent	Number	Percent	1970 to 1980
<b>Kenosha County</b>					
All Workers <sup>a</sup> .....	44,584	100.0	46,054	100.0	--
Worked in County of Residence.....	30,634	68.7	36,031	78.2	9.5
Worked Outside County of Residence...	11,689	26.2	5,598	12.2	-14.0
Place of Work Not Reported.....	2,261	5.1	4,425	9.6	4.5
<b>Region</b>					
All Workers <sup>a</sup> .....	696,496	100.0	792,356	100.0	--
Worked in County of Residence.....	546,010	78.4	596,573	75.3	- 3.1
Worked Outside County of Residence...	109,311	15.7	135,206	17.1	1.4
Place of Work Not Reported.....	41,175	5.9	60,577	7.6	1.7
<b>Wisconsin</b>					
All Workers <sup>a</sup> .....	1,680,729	100.0	2,016,410	100.0	--
Worked in County of Residence.....	1,344,379	80.0	1,596,400	79.2	- 0.8
Worked Outside County of Residence...	230,456	13.7	268,598	13.3	- 0.4
Place of Work Not Reported.....	105,894	6.3	151,412	7.5	1.2
<b>United States</b>					
All Workers.....	76,852,389	100.0	93,915,026	100.0	--
Worked in County of Residence.....	57,464,606	74.8	69,998,780	74.5	- 0.3
Worked Outside County of Residence...	13,688,172	17.8	15,626,582	16.6	- 1.2
Place of Work Not Reported.....	5,699,611	7.4	8,289,664	8.8	1.4

<sup>a</sup>Excludes workers working outside their state of residence.

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

Table 43

**MEAN WAGE OR SALARY INCOME FOR  
HOUSEHOLDS IN KENOSHA COUNTY,  
THE REGION, WISCONSIN AND  
THE UNITED STATES: 1979**

Area	Mean Wage or Salary Income
Kenosha County.....	\$22,045
Region.....	22,367
Wisconsin.....	19,733
United States.....	19,796

Source: U. S. Bureau of the Census.

Table 44 shows that the higher wages in the County continued in 1985. While data for the nation is not available, the county average weekly industry wages during the first calendar quarter of 1985, \$373, were greater than that for the Region, \$337, or the State, \$335. It is important to note that the higher wages in Kenosha County occur in only two industries, the construction industry and the manufacturing industry (see Table 44). In comparison to the State, the county average weekly construction industry wages are 109 percent of that for the State, with the manufacturing industry wages are 128 percent of that for the State. All other industry wages, other than the retail trade industry whose wages are comparable to that for the State, are significantly lower than those for the State.

### Industry Distribution

Tables 45 and 46 indicate the distribution by industry of the labor force in 1960, 1970, and 1980 in Kenosha County, the Region, Wisconsin, and the United States. As shown in the tables, employment in Kenosha County was heavily concentrated in the manufacturing industry and services industry. In 1980, about 21,900 workers, or 40 percent of the county labor force, were employed in the manufacturing industry, compared to 29 percent in the State; 22 percent in the nation; and 33 percent in the Region. The tables also indicate that in 1980, about 84 percent of the county manufacturing labor force, or about 18,390 workers, was employed in the durable goods segment of the manufacturing industry, compared to 67 percent in the State, 62 percent in the nation, and 77 percent in the Region.

The services industry in Kenosha County also employs a large segment of the county labor force. In 1980, this industry accounted for 13,690 workers, or about 25 percent of the county labor force. However, while a significant number of county workers are employed in this industry, the percentage of the total labor force is less than that of the nation, 29 percent; and the Region and the State, 27 percent, respectively.

The concentration of Kenosha County labor force employment in the manufacturing industry results in a smaller percentage distribution of employment in other industries. In comparison to the United States, the 1980 Kenosha County labor force distribution shows a smaller percentage of employment in the agricultural-related industries; construction industry; nondurable goods manufacturing industry; transportation, communications, and utilities industry; wholesale trade industry; finance, insurance, and retail trade industry; and public administration industry (see Tables 45 and 46). The retail trade industry in Kenosha County shows a percentage distribution of employment that is similar to that for the nation.

As indicated in Table 46, the percentage distribution of the county labor force by industry changed dramatically from 1960 to 1980. The county manufacturing industry showed the greatest change in the percentage of total employment of all industries. In 1960, the manufacturing industry in the County employed about 50 percent of the total civilian labor force, or about 19,060 workers, with approximately 88 percent of the manufacturing workers, or 16,851 workers, employed in the durable goods manufacturing industry. In 1980, the manufacturing industry employed 21,900 workers, or 40 percent of the county labor force, a decline of about 10 percentage points from 1960. While the percentage of total workers employed in the manufacturing industry has declined,

Table 44

**COMPARATIVE AVERAGE WEEKLY WAGES BY INDUSTRY FOR KENOSHA COUNTY,  
THE REGION, AND WISCONSIN: 1ST QUARTER 1985<sup>a</sup>**

Industry	Kenosha County	Region	Wisconsin	County Wages as a Percent of Regional Wages	County Wages as a Percent of State Wages
Agriculture, Forestry, and Fishing.....	\$168.85	\$218.61	\$270.65	77.24	62.39
Construction.....	419.68	374.13	386.44	112.17	108.60
Manufacturing.....	576.04	458.37	450.52	125.67	127.86
Transportation, Communications, and Utilities.....	367.78	352.65	413.79	104.29	88.88
Wholesale Trade.....	364.03	391.13	412.67	93.07	88.21
Retail Trade.....	155.95	161.93	163.70	96.31	95.27
Finance, Insurance, and Real Estate.....	285.94	325.32	367.08	87.89	77.90
Services.....	231.50	242.08	262.62	95.63	86.83
<b>Total for All Industries</b>	<b>\$372.84</b>	<b>\$337.35</b>	<b>\$334.81</b>	<b>110.52</b>	<b>111.36</b>

<sup>a</sup>Numbers reflect an annual average.

Source: Wisconsin Department of Industry, Labor and Human Relations, 1983; and SEWRPC.

Table 45

**CIVILIAN LABOR FORCE BY INDUSTRY IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Industry	Area Employment											
	1960				1970				1980			
	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	1,261	13,983	171,857	5,003,890	129	11,278	114,038	3,471,276	998	10,112	121,071	3,941,767
Construction.....	1,797	28,837	71,717	3,815,937	1,121	30,863	85,768	4,572,235	2,569	30,562	94,496	5,739,598
Manufacturing.....	19,055	253,292	483,783	17,513,086	14,267	256,772	528,407	19,837,208	21,897	273,882	602,507	21,914,754
Durable.....	16,851	188,569	303,929	9,828,689	12,329	194,093	346,033	11,741,017	18,386	210,530	402,862	13,479,211
Nondurable.....	2,204	64,723	179,854	7,684,397	1,938	62,679	182,374	8,096,191	3,511	63,352	199,645	8,435,543
Transportation, Communications, and Utilities.....	1,517	35,507	82,269	4,458,147	1,305	37,829	88,885	5,186,101	2,749	50,482	121,035	7,087,455
Wholesale Trade.....	509	18,747	40,121	2,212,984	723	29,857	59,526	3,133,382	1,215	32,750	79,267	4,217,232
Retail Trade.....	5,418	90,184	217,932	9,579,651	5,583	114,806	279,956	12,239,498	9,004	134,293	348,156	15,716,694
Finance, Insurance, and Real Estate....	689	23,001	45,199	2,694,630	758	31,746	64,637	3,838,387	1,732	45,844	105,040	5,898,059
Services.....	5,770	104,326	261,332	13,549,947	7,172	168,688	417,637	20,073,860	13,687	223,183	566,874	27,976,330
Public Administration.....	1,307	22,686	51,834	3,202,890	1,332	26,961	64,775	4,201,652	1,429	25,348	76,027	5,147,466
Industry Not Reported <sup>a</sup> .....	1,175	22,160	42,587	2,608,085	--	--	--	--	--	--	--	--
<b>Total Employment</b>	<b>38,448</b>	<b>612,723</b>	<b>1,468,631</b>	<b>64,639,247</b>	<b>32,390</b>	<b>708,800</b>	<b>1,703,629</b>	<b>76,553,599</b>	<b>55,280</b>	<b>826,456</b>	<b>2,114,473</b>	<b>97,639,355</b>

<sup>a</sup>Industry not reported was an additional category used in the 1960 census.

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

Table 46

PERCENTAGE OF CIVILIAN LABOR FORCE BY INDUSTRY FOR KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960, 1970, AND 1980

Industry	Percent of Area Employment											
	1960				1970				1980			
	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	3.3	2.3	11.7	6.8	0.4	1.6	6.7	4.5	1.8	1.2	5.7	4.0
Construction.....	4.7	4.7	4.9	5.9	3.5	4.4	5.0	6.0	4.6	3.7	4.5	5.9
Manufacturing.....	49.5	41.3	32.9	27.1	44.1	36.2	31.0	25.9	39.6	33.1	28.5	22.4
Durable.....	88.4	74.5	62.8	56.1	86.4	75.6	65.5	59.2	84.0	76.9	66.9	61.5
Nondurable.....	11.6	25.5	37.2	43.9	13.6	24.4	34.5	40.8	16.0	23.1	33.1	38.5
Transportation, Communications, and Utilities.....	3.9	5.8	5.6	6.9	4.0	5.3	5.2	6.8	5.0	6.1	5.7	7.3
Wholesale Trade.....	1.3	3.1	2.7	3.4	2.2	4.2	3.5	4.1	2.2	4.0	3.7	4.3
Retail Trade.....	14.1	14.7	14.8	14.8	17.2	16.2	16.4	16.0	16.3	16.2	16.5	16.1
Finance, Insurance, and Real Estate.....	1.8	3.8	3.1	4.2	2.3	4.5	3.8	5.0	3.1	5.6	5.0	6.0
Services.....	15.0	17.0	17.8	21.0	22.2	23.8	24.5	26.2	24.8	27.0	26.8	28.7
Public Administration....	3.4	3.7	3.5	5.0	4.1	3.8	3.8	5.5	2.6	3.1	3.6	5.3
Industry Not Reported <sup>a</sup> ...	3.0	3.6	3.0	4.9	--	--	--	--	--	--	--	--
<b>Total Employment</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> Industry not reported was an additional category used in the 1960 census.

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

Table 47

PERCENTAGE CHANGE IN CIVILIAN LABOR FORCE BY INDUSTRY  
FOR KENOSHA COUNTY, THE REGION, WISCONSIN, AND THE  
UNITED STATES: 1960-1970, 1970-1980, AND 1960-1980

Industry	Percent Change											
	1960 to 1970				1970 to 1980				1960 to 1980			
	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States	Kenosha County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	-89.8	-19.3	-33.6	-30.6	673.6	-10.3	6.2	13.6	-20.9	-27.7	29.6	-21.2
Construction.....	-37.6	7.0	19.6	19.8	129.2	-1.0	10.2	25.5	43.0	6.0	31.8	50.4
Manufacturing.....	-25.1	1.4	9.2	13.3	53.5	6.7	14.0	10.5	14.9	8.1	24.5	25.1
Durable.....	-26.8	2.9	13.9	19.5	49.1	8.5	16.4	14.8	9.1	11.6	32.6	37.1
Nondurable.....	-12.1	-3.2	1.4	5.4	81.2	1.1	9.5	4.2	59.3	-2.1	11.0	9.8
Transportation, Communications, and Utilities.....	-14.0	6.5	8.0	16.3	110.7	33.4	36.2	36.7		42.2	47.1	59.0
Wholesale Trade.....	42.0	59.3	48.4	41.6	68.0	9.7	33.2	34.6		74.7	97.6	90.6
Retail Trade.....	3.0	27.3	28.5	27.8	61.3	17.0	24.4	28.4	66.2	48.9	59.8	64.1
Finance, Insurance, and Real Estate.....	10.0	38.0	43.0	42.4	128.5	44.4	62.5	53.7		99.3	132.4	118.9
Services.....	24.3	61.7	59.8	48.1	90.8	32.3	35.7	39.4		113.9	116.9	106.5
Public Administration....	1.9	18.8	25.0	31.2	7.3	-6.0	17.4	22.5	9.3	11.7	46.7	60.7
Industry Not Reported <sup>a</sup> ...	--	--	--	--	--	--	--	--	--	--	--	--
<b>Total Employment</b>	<b>-15.8</b>	<b>15.7</b>	<b>16.0</b>	<b>18.4</b>	<b>10.7</b>	<b>16.6</b>	<b>24.1</b>	<b>27.5</b>	<b>43.6</b>	<b>34.9</b>	<b>44.0</b>	<b>51.1</b>

<sup>a</sup> Industry not reported was an additional category used in the 1960 census.

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

the economy of the County has become only slightly less concentrated in the durable goods manufacturing industry. In 1980, the durable goods manufacturing industry employed about 84 percent of all manufacturing workers, a decline of only about 4 percentage points from the 1960 level.

The decline in the percentage of manufacturing employment has important economic development implications for Kenosha County. Traditionally, the county economy has been highly susceptible to a decline in the national economy, showing high unemployment rates during periods of national economic decline due to the concentration of employment in the durable goods manufacturing industry. Although the decline in total manufacturing employment during the 1960 to 1980 time period could lessen the vulnerability of the County to national economic conditions, the remaining still high concentration of labor force employment in the durable goods manufacturing industry, an industry that is very sensitive to national economic swings, indicates a continuing susceptibility to national economic cycles. It is also important to note, however, that the nondurable manufacturing industry showed an increase in the percentage of total manufacturing employment from 12 percent in 1960 to 16 percent in 1980. Employment in this industry is somewhat less vulnerable to national economic cycles and could, in part, lessen the potential for future unemployment.

Other county industries that show a decline in their share of employment during the 1960 to 1980 time period include the agriculture, forestry, fishing, and mining industry, a decline of 1.5 percentage point; the construction industry, a decline of 0.5 percentage point; and the public administration industry, a decline of 0.8 point. The percentage point decline in construction industry workers in the County may be due, in part, to the 1980 national economic recession. The decline in the public administration industry employment may be due, in part, to recent reductions in funding at the federal, state, and local levels for traditional government services.

The broadly defined service sector, consisting of the retail trade; finance, insurance, and real estate; and services industries, showed the greatest percentage point increase in civilian labor force employment from 1960 to 1980 in Kenosha County (see Tables 45 and 46). While the finance, insurance, and real estate industry and the retail trade industry showed a modest increase in their percentage share of total civilian labor force employment during this time period, with increases of 2.2 percentage points and 1.5 percentage points, respectively, the services industry showed a dramatic increase in civilian labor force employment. In 1960, the services industry employed approximately 15 percent of all workers residing in Kenosha County. In 1980, however, the services industry showed an increase of about 10 percentage points and employed approximately 25 percent of the total civilian labor force in the County.

Finally, the overall change in total civilian labor force employment in the County, 44 percent, from 1960 to 1980 is identical to that for the State; less than that for the nation, 51 percent; and greater than that for the Region, 35 percent (see Table 47). The only County industry that showed a percentage decline in employment during this time period was the agriculture, forestry, fishing, and mining industry. The industries showing the largest percentage increase during this time period included: finance, insurance, and real estate, 151 percent; wholesale trade, 139 percent; services, 137 percent;

transportation, communications, and utilities, 81 percent; retail trade, 66 percent; and the nondurable manufacturing industry, 59 percent. Industries showing a somewhat smaller percentage increase include: nondurable manufacturing, 59 percent; construction, 43 percent; manufacturing, 15 percent; public administration, 9 percent; and durable goods manufacturing, 9 percent.

It is important to note that these changes in industry employment indicate only the changes in industry employment during the 1960 to 1980 census periods, and are not a good indication of civilian labor force employment in Kenosha County in 1986. A dramatic decline in economic conditions in the County began in 1980 and continues to this time period, as will be evidenced by the section of this chapter that describes unemployment in the County.

### Occupational Distribution

The occupational distribution of the labor force and the overall educational attainment level of the population are indications of the skill level of the labor force. As already noted, the high school educational attainment of the adult population in Kenosha County is somewhat comparable to that in the Region, State, and the nation and should not present a significant problem for County employers. Table 48 indicates the occupational distribution of the Kenosha County labor force in 1980 and provides additional information regarding the skill level of the County's labor force. Table 48 indicates that, in comparison to the nation, the County's labor force is over-represented in the following occupational categories: 1) professional specialty; 2) service, except protective and household workers; 3) operators, fabricators, and laborers; and 4) machine operators, assemblers, and inspectors. The Kenosha County labor force is, in comparison to the nation, similar in the following occupations: 1) technicians and related support; 2) sales; 3) clerical; 4) service workers; 5) protective service workers; 6) farming, forestry, and fishing workers; and 7) precision production, craft, and repair workers. In comparison to the nation, the County is under-represented in the following areas: 1) managerial and professional specialty occupations; 2) executive, administrative, and managerial occupations; 3) technical, sales, and administrative support workers; 4) private counsel workers; 5) transportation and material moving occupations; and 6) handlers, equipment cleaners, helpers, and laborers. The KCCED perceived that, in part, lower paying service and retail trade jobs are being filled by unemployed workers, who, as a result, are now underemployed.

### Characteristics of the Unemployed Labor Force

The formulation of a sound economic development program for Kenosha County requires an assessment of the characteristics of the unemployed labor force. The characteristics of the unemployed labor force include the total number of unemployed; the seasonal variations in unemployment; and the age, sex, and race of the unemployed labor force, as well as a comparison of job applicants and job openings. Unemployment in Kenosha County is, as documented herein, the result of a number of factors, including structural unemployment, defined as unemployment that results from a long-term shift in the demand for the skills attendant to the County's labor force; frictional unemployment, defined as unemployment that results from short-term irregularities in the demand for labor that are caused by seasonal or short-term product demand variations; cyclical unemployment, defined as unemployment that is the result of a general downturn in the nation's economy; and discriminatory unemployment that affects

various labor force subgroups, such as racial and ethnic minorities and women. Abatement of differing causes of unemployment may require the formulation and implementation of differing sets of actions.

Total Unemployment: The unemployed segment of the labor force is defined as those members of the labor force who: 1) were neither "at work" nor "with a job, but not at work" during the recording period, 2) were looking for work during the previous four-week period, and 3) were available to accept a job. Also included as the unemployed are persons who did not work at all during the recording period and were waiting to be called back to a job from which they had been laid off. Table 49 indicates the total number of unemployed persons in Kenosha County, the Region, Wisconsin, and the United States in 1960, 1970, 1980, and 1985.

Perhaps the single most important indicator of the recent decline in economic conditions in Kenosha County is the County unemployment rate. As shown in Table 49, an annual average of 6,000 persons was unemployed in Kenosha County in 1985, or an increase of about 38 percent over the number of unemployed in 1980, 4,345 persons. The 1985 unemployment rate in the County, 11.2 percent, was greater than that for the Region, 6.7 percent, the State, 7.0 percent, and the nation, 7.2 percent. In 1980, the county unemployment rate, 7.3 percent, was also greater than that for any of the areas of comparison. It is important to note that not only was the 1985 Kenosha County unemployment rate significantly greater than that for 1980, this rate was also nearly three times the unemployment rate in 1970, 4.3 percent; and nearly four times the unemployment rate in 1960, 3.1 percent. While the higher 1980 unemployment rates in the County are reflective of the early effects of the national economic recession of the early 1980's, the 1985 unemployment rate is an indication of the ongoing effects of the recession on the County, as well as other economic problems. It should be remembered, however, that unemployment statistics do not include persons who have become discouraged in their search for work and have dropped out of the labor force completely. In a labor market such as Kenosha County, where unemployment rates have been relatively high, the number of discouraged workers could also be expected to be higher than that for other areas. The discouraged worker problem is partially documented by the recent decline in the County's total labor force, a decline of about 10 percent from 1980 to 1985, as previously discussed in this chapter.

As indicated in Table 50, the County does not show a regular seasonal occurrence of unemployment that is often evident in a local economy and which is commonly the result of employment in a specific industry, such as the automobile industry. In January of 1982, the county unemployment rate was 13.5 percent; while the July 1985 unemployment rate was 11.3 percent. The variation in the monthly unemployment rates in the County may be attributed to the concentration of employment in the transportation equipment industry, with this unemployment being termed frictional unemployment. The American Motors Corporation (AMC) will often lay off workers for short periods of time in order to balance inventories with recent consumer product demand. The impact of these short-term layoffs at the AMC illustrates the vulnerability of the Kenosha County labor force to the demand for and, therefore, the sale of AMC automobiles.

Age of the Unemployed: Table 51 compares the 1980 age distribution of the unemployed labor force in Kenosha County, the Region, the State, and the

Table 48

**OCCUPATION OF EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER IN  
KENOSHA COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Occupation Group	Kenosha County		Region		Wisconsin		United States	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty.....	9,667	17.5	178,498	21.6	424,250	20.0	22,151,648	22.7
Executive, Administrative, Managerial.....	4,128	42.7	81,635	45.7	187,186	44.1	10,133,551	45.7
Professional Specialty.....	5,539	57.3	96,863	54.3	237,064	55.9	12,018,097	54.3
Technical, Sales, Administrative Support.....	14,412	26.1	249,449	30.2	579,351	27.4	29,593,506	30.3
Technicians and Related Support.....	1,708	11.9	25,271	10.1	61,000	10.5	2,981,951	10.1
Sales.....	4,602	31.9	81,057	32.5	191,172	33.0	9,760,157	33.0
Administrative Supporting Including								
Clerical.....	8,102	56.2	143,121	57.4	327,179	56.5	16,851,398	56.9
Service.....	7,821	14.1	110,023	13.3	297,613	14.1	12,629,425	12.9
Private Household.....	129	1.6	2,486	2.3	8,204	2.8	589,352	4.7
Protective Service.....	763	9.8	11,721	10.6	25,419	8.5	1,475,315	11.7
Service, except Protective and Household...	6,929	88.6	95,816	87.1	263,990	88.7	10,564,758	83.6
Farming, Forestry, and Fishing.....	920	1.7	9,065	1.1	116,130	5.5	2,811,258	2.9
Precision Production, Craft, and Repair.....	7,769	14.0	100,953	12.2	255,333	12.1	12,594,175	12.9
Operators, Fabricators, and Laborers.....	14,691	26.6	178,468	21.6	441,796	20.9	17,859,343	18.3
Machine Operators, Assemblers, Inspectors..	9,483	64.5	109,787	61.5	253,362	57.3	9,084,988	50.9
Transportation and Material Moving.....	2,359	16.1	33,843	19.0	94,180	21.3	4,389,412	24.6
Handlers, Equipment Cleaners, Helpers, and Laborers.....	2,849	19.4	34,838	19.5	94,254	21.4	4,384,943	24.5
<b>Total</b>	<b>55,280</b>	<b>100.0</b>	<b>826,456</b>	<b>100.0</b>	<b>2,114,473</b>	<b>100.0</b>	<b>97,639,355</b>	<b>100.0</b>

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

Table 49

**NUMBER OF UNEMPLOYED PERSONS IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1960, 1970, 1980, AND 1985**

Area	Unemployed								Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1985 <sup>b,c</sup>		1960- 1970	1970- 1980	1980- 1985
	Number	Percent	Number	Percent	Number	Percent	Number	Percent			
Kenosha County.....	1,228	3.1	2,026	4.3	4,345	7.3	6,000	11.2	65.0	114.5	38.1
Region.....	24,174	3.8	27,278	3.7	49,696	5.7	59,800	6.7	12.8	82.2	20.3
Wisconsin.....	59,091	3.9	70,379	4.0	148,940	6.6	166,000	7.0	19.1	111.6	11.5
United States.....	3,504,827	5.1	3,497,447	4.4	6,810,462	6.5	8,310,000	7.2	-0.2	94.7	22.0

<sup>a</sup> Fourteen years and older.<sup>b</sup> Sixteen years and older.<sup>c</sup> Preliminary data.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

nation. As indicated in the table, county workers in the younger age category of 16 to 19 years have the highest unemployment rate of all age groups shown, 14.3 percent. This unemployment rate is, however, similar to the unemployment rate for younger workers in the United States, 14.4 percent, while being somewhat below that for younger workers in the Region, 11.8 percent, and the State, 12.1 percent. The unemployment rate of mature workers 20 to 64 years of age, 6.5 percent, is greater than that for the Region, 5.1 percent, Wisconsin, 6.1 percent, and the nation, 5.9 percent. Finally, the unemployment rate for mature workers 65 years and older, 5.2 percent, is slightly lower than that for the nation, 5.4 percent, and higher than that for the Region, 4.0 percent, or the State, 4.8 percent.

The higher unemployment rate among the county mature workers is a symptom of structural unemployment, or unemployment which is defined as unemployment that results from a shift in the demand for the skills attendant to the county labor force. Structural unemployment is usually of greatest concern to workers in the 45 to 64 year age category, in that these workers often experience difficulty in worker retraining programs, as well as difficulties in being hired by new employers, with new employers often concerned about the number of years remaining in the employee's work life.

Sex of the Unemployed: The employment barriers that are specific to males and females have become more important as the number of females in the labor force has increased. Traditionally, in comparison to males, women have entered the labor market with lower educational attainment and less job experience. Table 52 indicates the number of unemployed and the unemployment rate of persons by sex in 1960, 1970, and 1980 in Kenosha County and the areas of comparison. The increase in the labor force participation of females is evidenced by the increase in the number of unemployed females in the County. From 1970 to 1980, the number of unemployed females in Kenosha County increased about 61 percent, an increase that was greater than that for the Region, 54 percent, and less than that for the State, 76 percent, or the nation, 84 percent. However, the number of unemployed males increased by 167 percent during the 1970's, a percentage increase that was substantially greater than any of the areas of comparison.

As previously indicated, the percentage increase in unemployed women during the 1970 to 1980 time period was due to their increasing participation in the labor force. However, the dramatic increase in the number of males who were unemployed in Kenosha County from 1970 to 1980 was due, in part, to the recent national economic recession, and again, the decline in employment levels in the transportation equipment industry, a part of the durable goods manufacturing industry. Male members of the work force, traditionally employed in the construction and durable goods manufacturing industries, experienced the early effects of the recession in terms of short-term lay-offs, resulting in an increase in the number of unemployed males. Should the existing economic conditions continue during the 1980's or should the County encounter ongoing difficulties in the durable goods manufacturing industry, the number of unemployed males in Kenosha County could become an ongoing problem, especially in the mature worker category. One potential outcome of this problem would be lower family and household incomes as workers, once employed in higher paying occupations, are forced to accept lower paying jobs.

Table 50

**MONTHLY CIVILIAN LABOR FORCE  
UNEMPLOYMENT RATES IN  
KENOSHA COUNTY: 1982-1985**

Month	1982	1983	1984	1985
January	13.5	14.2	8.8	9.5
February	11.9	13.9	8.7	16.5
March	12.5	14.7	8.3	15.8
April	13.3	12.8	7.5	9.1
May	11.1	10.7	7.0	8.1
June	9.9	10.3	7.5	9.0
July	9.0	9.2	7.0	11.3
August	8.6	8.5	6.4	11.6
September	10.4	7.7	6.3	11.0
October	9.7	7.7	6.6	10.9
November	9.1	7.6	7.0	11.4
December	13.3	8.2	7.4	11.3
Yearly Average	11.0	10.5	7.3	11.2

Source: Wisconsin Department of Industry,  
Labor and Human Relations, Job  
Service Division; and SEWRPC.

Table 51

**AGE COMPOSITION OF THE UNEMPLOYED CIVILIAN  
LABOR FORCE IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1980**

Area	Unemployed Civilian Labor Force						Total Unemployed Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Unemployment Rate	Number	Unemployment Rate	Number	Unemployment Rate	
Kenosha County.....	845	14.3	3,436	6.5	64	5.2	4,345
Region.....	9,529	11.8	39,225	5.1	942	4.0	49,696
Wisconsin.....	25,680	12.1	120,047	6.1	3,213	4.8	148,940
United States.....	1,175,187	14.4	5,461,984	5.9	173,291	5.4	6,810,462

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

Table 52

**NUMBER OF UNEMPLOYED BY SEX IN KENOSHA COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Unemployed						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960- 1970	1970- 1980	1960- 1980
	Number	Percent	Number	Percent	Number	Percent			
Kenosha County									
Male.....	659	2.3	1,021	3.4	2,725	7.8	54.9	166.9	313.5
Female.....	569	5.0	1,005	5.8	1,620	6.5	76.6	61.2	184.7
Total.....	1,228	3.1	2,026	4.3	4,345	7.3	65.0	114.5	253.8
Region									
Male.....	15,477	3.6	14,998	3.3	30,773	6.2	-3.1	105.2	98.8
Female.....	8,697	4.2	12,280	4.3	18,923	5.0	41.2	54.1	117.6
Total.....	24,174	3.8	27,278	3.7	49,696	5.7	12.8	82.2	105.6
Wisconsin									
Male.....	40,204	3.8	39,379	3.6	94,417	7.3	-2.1	139.8	134.8
Female.....	18,887	4.0	31,000	4.7	54,523	5.7	64.1	75.9	188.7
Total.....	59,091	3.9	70,379	4.0	148,940	6.6	19.1	111.6	152.1
United States									
Male.....	2,295,718	5.0	1,925,485	3.9	3,921,798	6.5	-16.1	103.7	70.8
Female.....	1,209,109	5.4	1,571,962	5.2	2,888,664	6.5	30.0	83.8	138.9
Total.....	3,504,827	5.1	3,497,447	4.4	6,810,462	6.5	-0.2	94.7	94.3

<sup>a</sup> Fourteen years and older.

<sup>b</sup> Sixteen years and older.

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

Race of the Unemployed: Table 53 shows the estimated number of unemployed persons by race and the unemployment rate for racial groups in Kenosha County, the Region, the State, and the United States in 1980, and documents the severity of the minority unemployment problem in the County as well as in the areas of comparison. As indicated in this table, the total minority unemployment rate in Kenosha County in 1980, 18.4 percent, is almost triple that for non-minorities in the County, 6.9 percent.

Comparatively, the minority unemployment rate in Kenosha County is greater than that in the Region, 13.1 percent; the State, 13.4 percent; and the nation, 10.9 percent. Of the minority unemployment rates indicated in Table 53, the unemployment of the American Indian labor force, 24.0 percent, is greater than that for the black labor force, 18.4 percent; the Asian and Pacific Islander labor force, 14.4 percent; or the Spanish-origin labor force, 19.6 percent. Minority unemployment is an important problem in Kenosha County.

Job Applicants and Job Openings: The ability of the unemployed to find meaningful employment is related not only to the job experience and education of the job applicant, but to the available job openings by occupation. Table 54 shows the occupational distribution of applicants to the Kenosha County Office of the Wisconsin Department of Industry, Labor and Human Relations, Job Service Division (DILHR) and jobs orders received by this office during the July 1982 to June 1983 time period. The Kenosha County office of the Wisconsin DILHR serves the three-county area of Kenosha, Racine, and Walworth Counties. Overall, as indicated in Table 54, the number of job openings and the number of applicants reflects the declining economic conditions in the three-county area, with a total of nearly five applicants for each job opening (see Table 54). The largest number of applicants for each job opening are indicated in the structural work; professional, technical, and managerial; miscellaneous; and machine trades occupations. The smallest number of applicants for each job opening are indicated in the benchwork; processing; agricultural-related; and service occupations.

#### ECONOMY OF THE COUNTY

The economy of a community can consist of a variety of activities, including agricultural production; the exploitation of natural resources; the manufacture of products for local, regional, state, national, and international markets; and the performance of certain service activities to local, regional, state, and national markets. Specialization in one or more of these activities is usually the result of the availability of local resources, including natural, human, and man-made resources; the proximity of available markets; and the availability and condition of transportation facilities and services. The economy of a community may change over time as a result of changes in local resources, markets and transportation facilities and services.

The specific components of an economic development program for Kenosha County must be properly related to the economy of the County. An analysis of the structure of the county economy can help to identify the relative importance of industry retention and attraction strategies, as well as the most effective focus for these strategies. Accordingly, it is important for county economic development proponents and practitioners to understand the existing structure of, and the recent changes in, the local economy. This section of the chapter

Table 53

**UNEMPLOYED BY SPECIFIED RACIAL GROUPS  
IN KENOSHA COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1980**

Area and Racial Group	Total Labor Force	Total Unemployed	Unemployment Rate
<b>Kenosha County</b>			
White.....	57,441	3,946	6.9
Total Minority.....	1,670	307	18.4
Black.....	1,236	227	18.4
American Indian <sup>a</sup> .....	226	50	24.0
Asian and Pacific Islander.....	208	30	14.4
Total Spanish Origin <sup>b</sup> ...	1,387	272	19.6
Total	59,111	4,253	7.2
<b>Region</b>			
White.....	795,732	39,300	4.9
Total Minority.....	73,127	9,596	13.1
Black.....	65,245	8,938	13.7
American Indian <sup>a</sup> .....	3,336	389	11.7
Asian and Pacific Islander.....	4,546	269	5.9
Total Spanish Origin <sup>b</sup> ...	18,407	1,944	10.6
Total	868,859	48,896	5.6
<b>Wisconsin</b>			
White.....	2,163,408	135,643	6.3
Total Minority.....	90,809	12,202	13.4
Black.....	70,789	9,848	13.9
American Indian <sup>a</sup> .....	11,138	1,794	16.1
Asian and Pacific Islander.....	8,881	560	6.3
Total Spanish Origin <sup>b</sup> ...	24,459	2,678	10.9
Total	2,254,217	147,845	6.6
<b>United States</b>			
White.....	89,191,895	5,164,520	5.8
Total Minority.....	12,939,791	1,409,059	10.9
Black.....	10,582,436	1,248,388	11.8
American Indian <sup>a</sup> .....	584,479	76,865	13.2
Asian and Pacific Islander.....	1,772,876	83,806	4.7
Total Spanish Origin <sup>b</sup> ...	5,992,723	535,866	8.9
Total	102,131,686	6,573,579	6.4

<sup>a</sup>American Indian category also includes Eskimos and Aleutians.

<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

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

presents information on the structure of the Kenosha County economy and on recent changes in that structure, and identifies the major employers in Kenosha County.

### Structure of the Kenosha County Economy

Industry Employment: Economic activity in Kenosha County can be classified into nine major industry groups: 1) agriculture, forestry, and fishing; 2) construction; 3) manufacturing; 4) wholesale trade; 5) retail trade; 6) transportation; communications, and utilities; 7) finance, insurance, and real estate; 8) private services; and 9) government services. Table 55 shows the first quarter 1985 employment enumerated at the employee's place of work in Kenosha County for each of the major industry groups. As indicated in the table, total county industry employment was about 36,000 in 1985, with employment and, therefore, economic activity in the County heavily concentrated in the manufacturing industry. In 1985, about 12,200 jobs, or about 34 percent of total employment in the County, were in the manufacturing industry.

Of the total employment in the manufacturing industry in 1985, about 84 percent was in the durable goods manufacturing industry, and 16 percent in the nondurable goods manufacturing industry. Table 55 also shows the number of jobs in selected durable and nondurable goods manufacturing industries in Kenosha County. Three specific durable goods industries employ the largest number of manufacturing industry workers. The transportation equipment industry, as a result of this report's frequently mentioned location of the American Motors Corporation (AMC) in the County, employed the largest number of workers, 5160, or 42 percent of total manufacturing employment. The fabricated metals and the primary metal industry employed 2,250 workers, or 18 percent, and 1,033 workers, or 8 percent, respectively, of total manufacturing employment. The food and kindred products industry employed the largest number of workers, 913, or 8 percent of total manufacturing employment in the nondurable manufacturing goods industry.

It is important to indicate that at the time of this writing, the American Motors Corporation is considering numerous other locations in North America. The total loss of transportation equipment employment in this industry would be a severe loss, in the short run, to the county economy. A recent study by the Wisconsin Department of Development, entitled, "Economic Impact of AMC Closing," indicated that the relocation of the AMC may be expected by 1988 to result in a total loss of 16,000 jobs in terms of direct and indirect employment, and \$620 million in annual wages and salaries. The study also indicates that approximately 12,000 persons would migrate out of the County annually as a result of the closing of the American Motors Corporation.

Kenosha County also has a high percentage of total employment in the private services industry, 20 percent; the retail trade industry, 18 percent; and the government services industry, 17 percent. Together, these industries employed 19,790 workers, or about 55 percent of the total employment in the County, in 1985. Industries that show a smaller proportion of total county employment include construction; wholesale trade; and transportation, communications, and utilities, each with 3 percent of total employment; finance, insurance and real estate, 2 percent; and agriculture, forestry, and fishing, less than 1 percent of total employment. It is important to indicate that employment in these industries is, to a degree, dependent upon employment levels in the County's basic manufacturing industry, to be discussed below.

Table 54

**OCCUPATIONAL DISTRIBUTION OF JOB SERVICE  
APPLICANTS AND JOB OPENINGS RECEIVED  
IN KENOSHA, RACINE AND WALWORTH COUNTIES**

Occupational Category	Applicants and Openings		
	Applicants	Job Openings	Ratio of Applicants to Job Openings
Professional, Technical, and Managerial	1,118	126	8.9:1
Clerical and Sales.....	1,289	257	5.0:1
Service.....	782	232	3.4:1
Agriculture, Fishery, Forestry, and Related.....	114	38	3.0:1
Processing.....	203	84	2.4:1
Machine Trades.....	793	124	6.4:1
Benchwork.....	416	264	1.6:1
Structural Work.....	721	80	9.0:1
Miscellaneous.....	659	103	6.4:1
<b>Total</b>	<b>6,095</b>	<b>1,308</b>	<b>4.7:1</b>

Source: Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 55

**STRUCTURE OF THE KENOSHA COUNTY  
ECONOMY: JANUARY-MARCH 1985**

Industry	Employment	
	Number	Percent
Agriculture, Forestry, and Fishing.....	142	0.4
Construction.....	1,140	3.2
All Manufacturing.....	12,239	34.0
Manufacturing Breakdown <sup>a</sup>		
Lumber, Wood, Furniture, and Fixtures.....	282	2.3
Stone, Clay, Glass, and Concrete Products.....	74	0.6
Primary Metal Industries.....	1,033	8.4
Fabricated Metal Products.....	2,251	18.4
Nonelectrical Machinery.....	794	6.5
Electrical Machinery.....	417	3.4
Transportation Equipment.....	5,158	42.2
Measuring, Analyzing, and Controlling Instruments, and Related Products.....	16	0.1
Miscellaneous Manufacturing.....	280	2.3
<b>Total Durable Goods</b>	<b>10,305</b>	<b>84.2</b>
Food and Kindred Products.....	913	7.5
Paper and Allied Products.....	35	0.3
Printing, Publishing, and Allied Products.....	333	2.7
Rubber and Miscellaneous Products.....	653	5.3
<b>Total Nondurable Goods</b>	<b>1,934</b>	<b>15.8</b>
Transportation, Communications, and Utilities.....	947	2.6
Wholesale Trade.....	894	2.5
Retail Trade.....	6,622	18.4
Finance, Insurance, and Real Estate.....	839	2.3
Private Services.....	7,069	19.7
Government Services.....	6,094	16.9
<b>Total Employment</b>	<b>35,986</b>	<b>100.0</b>

<sup>a</sup>Sub-manufacturing industry percentages are shown as percents of total manufacturing employment.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

Comparison of Industry Employment: A comparison of the percentage distribution of industry employment in the County to the percentage distribution of industry employment in the United States, Wisconsin, and the Southeastern Wisconsin Region serves to identify those industries that are concentrated in Kenosha County and, therefore, comprise the most significant aspect of the county economy. This comparison may be accomplished through the use of the industry location quotients. The industry location quotient is defined as the ratio of the percentage employment within the County in any industry to the percentage employment in that industry in the compared area. The resulting ratio, if greater than 1.0, indicates a higher representation of county employment in the given industry, while a ratio of less than 1.0 indicates a lower representation of county employment in that industry.

Table 56 presents the 1983 percentage distribution of industry employment in Kenosha County compared to that of the industry employment in the nation. The most useful comparison is that of industry employment in the County with employment in the nation because the distribution of employment at the national level can be considered to be a normal employment distribution. As indicated in Table 56, a number of the industries previously identified as showing the largest number of workers and, therefore, the largest percentage of county employment are over-represented in the County in comparison to the nation and, as a result, comprise the significant aspects of the County economy.

As shown in Table 56, the manufacturing industry in Kenosha County is the only major industry group in the County that shows a location quotient that is significantly greater than 1.0 in comparison to the nation (the L.Q. is 1.92). In addition, the County shows a somewhat equal employment representation in the retail trade industry in comparison to the nation (the L.Q. is 1.04) and in the services industry (the L.Q. is 0.92).

The concentration of Kenosha County employment in the manufacturing industry is not unique given the location of the County. The State of Wisconsin and the Southeastern Wisconsin Region also show a greater proportion of manufacturing industry employment in comparison to the United States. However, the County's manufacturing industry, as already noted, is dominated by employment in the transportation equipment industry. The Kenosha County L.Q. in the transportation equipment industry is 5.66 in comparison to the nation. Table 56 also indicates that the county manufacturing employment is concentrated in the primary metals and fabricated metals segments of the durable goods manufacturing industry. The County's percentage employment in the nondurable goods textile mill products industry is similar to that for the nation, with an L.Q. of 0.88.

#### RECENT CHANGES IN INDUSTRY EMPLOYMENT

Over much of the period since its settlement by European immigrants in the early 1800's, the Southeastern Wisconsin Region has been in a favorable position for industrial growth and development. During the past decade, however, there have been signs of a deterioration in the industrial base of the Region. This section of this chapter describes recent economic trends in the nation, in southeastern Wisconsin, and in the State of Wisconsin, focusing on the effect of these trends on the Kenosha County economy. In addition, this section examines alternative future economic activity growth scenarios for the

County, and provides a general assessment of related industrial development needs.

### National Economic Trends

An understanding of national economic trends can provide important insight into current economic activity patterns in the State, Kenosha County, and the Southeastern Wisconsin Region. Two national economic trends appear to have a direct bearing on economic activity in these areas--the changing distribution of economic activity among the various multi-state and urban regions of the nation, and the changing structure of the national economy. The changing distribution of economic activity within the nation is evident in the economic growth indicators presented in Table 57. As indicated in Table 57, the economic growth indicators of the north-central region--which includes Wisconsin--and the northeastern region of the United States, including the relative change in population, personal income, and employment, have consistently lagged behind those of the southern and western regions. Of particular importance is the relative change in employment levels. Total employment in the southern and western regions of the nation increased by 39 percent and 49 percent, respectively, between 1970 and 1980, in comparison to relative increases of 18 percent and 11 percent for the north-central and northeastern regions, respectively. Manufacturing employment increased by 37 percent in the West and 24 percent in the South between 1970 and 1980, while manufacturing employment increased by only 3 percent in the north-central region and actually decreased by about 5 percent in the northeastern region during this time. More recently, total employment in the Midwest, as a percentage of total employment in the nation, has declined from 22.3<sup>3</sup> percent in 1972, to 18.8 percent in 1983, a decline of 6.5 percentage points.

The second recent national economic trend that is important to the economic growth of the Southeastern Wisconsin Region, and therefore the economic growth of Kenosha County, is the changing structure of the national economy and, specifically, the declining importance of the manufacturing industry to employment growth. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and ensuring long-term economic growth. However, the rate of increase in manufacturing employment in the nation has declined significantly during the past decade. Nationally, as previously indicated in this chapter, manufacturing employment enumerated by the employees' places of residence increased by only about 13 percent during the 1960's, and by only about 11 percent during the 1970's, compared with a percentage increase in total employment of 18 percent and 28 percent, respectively, during these time periods. As a result, the nation's manufacturing employment declined from about 27 percent of total employment in 1960 to about 22 percent of total employment in 1980.

Basic structural change in the national economy is also evidenced by a shift in the nature of manufacturing activities, with "high technology" industries accounting for a continually increasing portion of all manufacturing jobs. In this regard, it has been estimated that high technology jobs accounted for 69

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<sup>3</sup>Stanford Research Institute International, "Choosing a Future: Steps to Revitalize the Mid-American Economy Over the Next Decade," March 1984.

Table 56

**STRUCTURE OF THE NONAGRICULTURAL KENOSHA COUNTY ECONOMY  
AND KENOSHA COUNTY LOCATION QUOTIENTS FOR THE UNITED STATES: 1983**

Industry	Number, Percentage, and Location Quotients				
	United States <sup>a</sup>		Kenosha County		L. Q.
	Number	Percent	Number	Percent	
Construction and Mining.....	4,875	5.3	1,389	3.4	0.64
Manufacturing.....	18,435	20.0	15,473	38.3	1.92
Durable Goods <sup>b</sup>					
Stone, Clay, Glass, and Concrete.....	571	3.1	82	0.5	0.16
Primary Metal.....	829	4.5	1,330	8.6	1.91
Fabricated Metal.....	1,368	7.4	2,238	14.5	1.96
Machinery, except Electrical.....	2,031	11.0	781	5.1	0.46
Electric and Electronic Equipment....	2,018	11.0	310	2.0	0.18
Transportation Equipment.....	1,738	9.4	8,224	53.2	5.66
Instruments and Related Products.....	697	3.8	9	0.06	0.16
Other Durable Goods.....	1,475	8.0	512	3.3	1.50
Total Durable Goods	10,727	58.2	13,486	87.2	1.50
Nondurable Goods <sup>b</sup>					
Food and Kindred Products.....	1,612	8.7	994	6.4	0.74
Textile Mill Products.....	745	4.0	535	3.5	0.88
Paper and Allied Products.....	662	3.6	39	0.3	0.08
Printing, Publishing, and Allied Products.....	1,306	7.1	336	2.2	0.31
Rubber and Miscellaneous Plastic.....	711	3.9	59	0.4	0.10
Other Nondurable Goods.....	2,364	12.8	24	0.2	0.02
Total Nondurable Goods	7,708	41.8	1,987	12.8	0.31
Transportation and Public Utilities.....	4,983	5.4	1,160	2.9	0.54
Wholesale Trade.....	5,290	5.8	942	2.3	0.40
Retail Trade.....	15,648	17.0	7,111	17.6	1.04
Finance, Insurance, and Real Estate.....	5,628	6.1	910	2.3	0.38
Services.....	21,107	22.9	8,465	21.0	0.92
Government.....	16,052	17.5	4,899	12.1	0.69
Total	92,018	100.0	40,349	100.0	--

<sup>a</sup>U. S. data are shown in thousands of employees.

<sup>b</sup>Sub-manufacturing industry percentages are shown as a percentage of total manufacturing.

Source: U. S. Bureau of Economic Analysis; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 57

**ECONOMIC INDICATORS FOR REGIONS OF THE UNITED STATES**

Economic Indicator	United States Region <sup>a</sup>							
	Northeast		North-Central		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Population Change								
1960-1970.....	4,383,000	9.8	4,970,000	9.6	7,839,000	14.3	6,785,000	24.2
1970-1980.....	74,000	0.2	2,277,000	4.0	12,560,000	20.0	8,334,000	23.9
Net Population Migration								
1970-1980.....	-1,917,000	-3.9	-1,429,000	-2.5	7,560,000	12.0	5,023,000	14.4
Per Capita Income Change (constant 1972 dollars)								
1970-1980.....	878	18.3	1,080	25.0	1,143	31.1	1,192	26.1
Employment Change: 1970-1980								
Total Employment.....	2,122,500	11.0	3,867,600	17.9	8,880,900	39.0	6,214,800	48.4
Manufacturing Employment....	-275,300	-4.8	189,100	2.9	1,251,000	23.7	912,700	37.1
Services Employment.....	1,406,100	27.8	1,683,800	31.7	2,800,900	47.0	2,011,700	53.9

<sup>a</sup>The northeast region includes the States of Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont. The southern region includes the States of Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia, and the District of Columbia. The north-central region includes the States of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. The western region includes the States of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

Source: U. S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis; U. S. Department of Labor, Bureau of Labor Statistics; and SEWRPC.

percent of the total increase in manufacturing jobs in the nation between 1955 and 1979; as a result, high technology industry's share of all manufacturing jobs increased significantly, from 33 percent in 1955 to 40 percent in 1979. The western and New England regions have experienced the highest growth in high technology jobs in recent years, while the Great Lakes region has lagged behind the national average growth rate.<sup>4</sup>

The foregoing national economic activity trends--particularly, the structural change in the economy--may be attributed in part to changing world economic conditions and world markets. American industries face increasing competition in markets which the nation once dominated. For example, United States' production of steel has decreased from 47 percent of world production in 1950 to 20 percent in 1970, and further, to only 14 percent in 1980. The domination of the United States in the automobile industry has ended, with Japan producing more passenger cars than were produced by the United States for the first time in 1980. United States' domination of the semi-conductor industry, which began with the inception of the industry in the 1950's, is also being challenged by Japan, which accounted for 30 percent of the world market in 1982. Such changes in world markets may be expected to have a strong bearing on the future size and structure of the national economy, as well as the economy of the Southeastern Wisconsin Region and Kenosha County.

#### Regional and County Economic Trends

A strong manufacturing sector has historically been the cornerstone of the economy of southeastern Wisconsin and Kenosha County, and, as previously indicated, manufacturing industry employment still accounts for the largest portion of total regional and county employment. The national economic trends described above--namely, the competition for economic activity, especially from the southern and western regions, and structural change in the national economy away from traditional manufacturing activities--have particularly important implications for the economy of southeastern Wisconsin because of its high dependence on manufacturing activities.

The trends in the distribution of civilian labor employment, or employment enumerated by an employee's place of residence, were examined earlier in this

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<sup>4</sup> Joint Economic Committee, Congress of the United States, Location of High Technology Firms and Regional Economic Development, 1982. While recognizing that there is no general agreement on a definition of high technology industries, this study estimates high technology employment levels by analyzing selected Standard Industrial Classification (SIC) groups believed to be representative of high technology industries, including chemicals and allied products (SIC 28); machinery, except electrical (SIC 35); electrical and electronic machinery, equipment, and supplies (SIC 36); transportation equipment (SIC 37); and measuring, analyzing, and controlling instruments, photographic, medical, and optical goods, and watches and clocks (SIC 38). It is important to recognize that the Standard Industrial Classification system is not specifically designed to quantify high technology industry employment. Consequently, not all of the jobs in the foregoing SIC groups can rightfully be categorized as high technology jobs and, conversely, these SIC groups do not include all high technology jobs.

chapter. This examination highlighted the significant changes which have taken place in manufacturing employment. Within the Region, such employment declined from 41 percent of total regional employment in 1960 to 33 percent in 1980; and within Kenosha County, such employment declined from 50 percent of total employment in 1960 to 40 percent in 1980. Over this same period, service industry employment within the Region increased 10 percentage points from 17 percent of total regional employment in 1960 to 27 percent in 1980; and within Kenosha County, such employment increased 8 percentage points, from 17 percent of total county employment in 1960 to 25 percent in 1980 (see Table 58).

Table 58 shows the employment by the place of work in 1970 and 1980 for Kenosha County, the Region, the State and the nation. Employment data by an employee's place of work, versus by an employee's place of residence, provide a better indication of the change in the economic base because they provide a good measure of the actual jobs within the geographic area of concern. The place-of-work employment data shown in Table 58 support the previously discussed changes in the distribution of economic activity in the Region and Kenosha County.

As indicated in Table 58, employment in Kenosha County's manufacturing industry declined by about 4 percentage points from 41 percent in 1970 to about 37 percent in 1980. In comparison, manufacturing employment in the Region and the State declined by about the same number of percentage points--4.

The services industries' share of total employment within the County increased by about 3 percentage points between 1970 and 1980--from 14 percent in 1970 to 17 percent in 1980. This increase was identical to that for the Region and nation and similar to that for the Region, 4 percent. Based upon these changes, it could be concluded that the county economy is being affected by national and state economic trends away from manufacturing employment and toward service employment. It should be noted, however, that the recent national economic recession has severely affected the County's manufacturing industry employment. A recovery by the County's manufacturing industry, should it occur, could halt to a significant degree the apparent change in the structure of the County's economy.

However, it is important to note that in 1979, an economic study prepared by the consulting firm of Ernst and Whinney, entitled, "Economic Adjustment Strategy for the Kenosha and Racine, Wisconsin Area," concluded that the potential exists for additional growth in the Kenosha County retail trade industry. As reported in the Ernst and Whinney study, Kenosha County showed the highest average household effective buying income (EBI) in the State in 1977--\$20,092 --in comparison to all other SMSA's. However, during the same time period, Kenosha County showed the lowest retail sales per household--\$8,588--in comparison to all other Wisconsin SMSA's. This relationship continued to occur in 1982, when Kenosha County showed an average household effective buying income of \$31,028, again the highest of all SMSA's in the State, and the lowest retail sales per household--\$3,694.

Other percentage point changes in industry employment within the County, as set forth in Table 58, include small percentage point declines in agriculture, transportation, communications, and utilities; and in government employment.

Table 58

**INDUSTRY EMPLOYMENT AND PERCENT CHANGE  
BY PLACE OF WORK IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Major Employment Category	1970 Employment by Place of Work							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	1,331	3.3	11,939	1.6	150,844	8.2	4,368,000	5.2
Construction.....	1,251	3.1	27,172	3.6	65,480	3.6	3,563,000	4.3
Manufacturing.....	16,440	41.1	252,318	33.5	504,184	27.5	19,410,000	23.1
Transportation, Communications, and Utilities.....	1,263	3.2	36,739	4.9	81,277	4.4	4,510,000	5.4
Wholesale Trade.....	609	1.5	35,266	4.7	67,180	3.7	3,806,000	4.5
Retail Trade.....	6,144	15.3	115,741	15.4	270,748	14.7	11,469,000	13.7
Finance, Insurance, and Real Estate.....	659	1.6	32,759	4.3	61,636	3.4	3,739,000	4.5
Services.....	5,762	14.4	119,547	15.9	256,248	13.9	13,619,000	16.2
Government.....	4,291	10.7	83,329	11.0	250,688	13.6	13,088,000	15.6
Nonfarm Proprietors.....	2,269	5.7	37,193	4.9	123,324	6.7	5,388,000	6.4
Miscellaneous.....	22	0.1	1,740	0.2	6,087	0.3	928,000	1.1
<b>Total Jobs</b>	<b>40,041</b>	<b>100.0</b>	<b>753,743</b>	<b>100.0</b>	<b>1,837,696</b>	<b>100.0</b>	<b>83,888,000</b>	<b>100.0</b>

Major Employment Category	1980 Employment by Place of Work							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	1,410	2.8	12,818	1.5	156,648	7.0	4,107,300	3.9
Construction.....	2,578	5.2	25,816	2.9	70,062	3.1	4,332,000	4.2
Manufacturing.....	18,250	36.9	261,754	29.6	560,200	24.8	20,375,000	19.6
Transportation, Communications, and Utilities.....	1,530	3.1	39,610	4.5	92,625	4.1	5,156,000	5.0
Wholesale Trade.....	907	1.8	43,454	4.9	95,946	4.3	5,291,000	5.1
Retail Trade.....	7,769	15.7	131,866	14.9	341,240	15.1	15,086,000	14.5
Finance, Insurance, and Real Estate.....	1,002	2.0	46,403	5.3	96,578	4.3	5,268,000	5.1
Services.....	8,245	16.7	177,971	20.1	384,043	17.0	19,395,000	18.7
Government.....	4,676	9.4	95,736	10.8	297,972	13.2	16,350,000	15.7
Nonfarm Proprietors.....	2,852	5.8	46,191	5.2	150,995	6.7	7,007,000	6.7
Miscellaneous.....	282	0.6	2,526	0.3	9,984	0.4	1,594,000	1.5
<b>Total Jobs</b>	<b>49,501</b>	<b>100.0</b>	<b>884,145</b>	<b>100.0</b>	<b>2,256,293</b>	<b>100.0</b>	<b>103,961,300</b>	<b>100.0</b>

Major Employment Category	Percent Change in Industry Employment: 1970-1980			
	Kenosha County	Region	Wisconsin	United States
Agriculture.....	-0.5	-0.1	-1.2	-1.3
Construction.....	2.1	-0.7	-0.5	-0.1
Manufacturing.....	-4.2	-3.9	-2.7	-3.5
Transportation, Communications, and Utilities.....	-0.1	-0.4	-0.3	-0.4
Wholesale Trade.....	0.3	0.2	0.6	0.6
Retail Trade.....	0.4	-0.5	0.4	0.8
Finance, Insurance, and Real Estate.....	0.4	1.0	0.9	0.6
Services.....	2.3	4.2	3.1	2.5
Government.....	-1.3	-0.2	-0.4	0.1
Nonfarm Proprietors.....	0.1	0.3	--	0.3
Miscellaneous.....	0.5	0.1	0.1	0.4
<b>Total Jobs</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>

Source: SEWRPC.

During the same time period, a 2 percent increase in employment occurred in the construction; wholesale and retail trade; and finance, insurance, and real estate industries.

A second and related indicator of economic conditions in Kenosha County and the Region is the overall percentage increase in total industry employment, as well as the percentage increase in industry employment in each of the major industry groups. The growth of industry employment in Kenosha County during the 1970's is not a strong indicator of the current relatively poor economic conditions in the County. From 1970 to 1980, total employment increased by about 9,460 workers. This increase of about 24 percent is similar to the increase for the State, 23 percent, identical to the increase in the nation, and greater than that for the Region, 17 percent. The employment growth of individual industry groups in Kenosha County was also relatively good in comparison to the other areas shown in Table 59.

The overall change in the County's industry employment during the 1970 to 1980 time period is not indicative of the current relatively poor economic conditions in the County, previously documented in this report. However, more recent employment data for the 1979 to 1985 time period, shown in Table 60, documents the County's declining economic conditions. During this time period, total employment declined by about 5,340 workers, or 13 percent. The wholesale trade and service industries were the only industries showing an increase in employment during this time period with 35 workers, or 4 percent, and 580 workers, or 9 percent, respectively. All other industry categories showed a decline in employment. The largest job losses occurred in the following industries; manufacturing, 4,070 jobs, or 25 percent; construction, 1,320 jobs, or 54 percent; and transportation, communications and utilities, 221 jobs, or 19 percent.

The job losses in the manufacturing industry are significant, in that this industry, as previously indicated, is the only industry that is basic to the county economy. The specific manufacturing industries that showed the largest job decline during the 1979 to 1985 time period included: transportation equipment, 2,590 jobs, or 34 percent; primary metals, 618 jobs, or 37 percent; and fabricated metals, 573 jobs, or 20 percent. The machinery industry, except electrical, was the only manufacturing industry that showed a significant increase during the six-year time period, gaining 371 jobs, or 88 percent.

Finally, there has been a significant change in the spatial distribution of economic activity within the Region during the past three decades. Particularly evident is the change in the distribution of jobs, or employment opportunities, provided in the Region, with this change again an indication of the decline in economic conditions in the traditional urban counties of the Region.

Table 61 indicates a general shift in economic activity away from the established urban counties in the Region toward the suburban and rural counties. The most notable changes have occurred in Waukesha and Milwaukee Counties. Waukesha County's share of all jobs in the Region increased dramatically from about 3 percent in 1950 to 14 percent in 1980. Conversely, Milwaukee County's share of all jobs in the Region decreased from 79 percent to 62 percent during

Table 59

CHANGE IN INDUSTRY EMPLOYMENT IN KENOSHA COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1970-1980

Industry	Change in Industry Employment							
	Kenosha County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	79	5.9	879	7.4	5,804	3.8	-260,700	- 6.0
Construction.....	1,327	106.1	-1,356	- 5.0	4,582	7.0	769,000	21.6
Manufacturing.....	1,810	11.0	9,436	3.7	56,016	11.1	965,000	5.0
Transportation, Communications, and Utilities.....	267	21.1	2,871	7.8	11,348	14.0	646,000	14.3
Wholesale Trade.....	298	48.9	8,188	23.2	28,766	42.8	1,485,000	39.0
Retail Trade.....	1,625	26.5	16,125	13.9	70,492	26.0	3,617,000	31.5
Finance, Insurance, and Real Estate.....	343	52.0	13,644	41.6	34,942	56.7	1,529,000	40.9
Services.....	2,483	43.1	58,424	48.9	126,795	49.9	5,776,000	42.4
Government.....	385	9.0	12,407	14.9	47,284	18.9	3,262,000	24.9
Nonfarm Proprietors.....	583	25.7	8,998	24.2	27,671	22.4	1,619,000	30.0
Miscellaneous.....	260	1,181.8	786	45.2	3,897	64.0	666,000	71.8
<b>Total Jobs</b>	<b>9,460</b>	<b>23.6</b>	<b>130,402</b>	<b>17.3</b>	<b>418,597</b>	<b>22.8</b>	<b>20,073,300</b>	<b>23.9</b>

Source: SEWRPC.

Table 60

INDUSTRY EMPLOYMENT AND PERCENT CHANGE BY PLACE OF WORK  
IN KENOSHA COUNTY: FIRST QUARTER 1979 AND FIRST QUARTER 1985

Industry	1979		1985		Change	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing.....	241	0.6	142	0.4	-99	-41.1
Construction.....	2,463	6.0	1,140	3.2	-1,323	-53.7
Manufacturing.....	16,312	39.5	12,239	34.0	-4,073	-25.0
Lumber and Wood Products.....	110	0.7	141	1.2	31	28.2
Furniture and Fixtures.....	127	0.8	141	1.2	14	11.0
Stone, Clay, and Glass Products..	118	0.8	74	0.6	-44	-37.3
Primary Metal Industries.....	1,651	10.1	1,033	8.4	-618	-37.4
Fabricated Metal Products.....	2,824	17.3	2,251	18.4	-573	-20.3
Machinery, except Electrical.....	423	2.6	794	6.5	371	87.8
Electrical Machinery and Equipment.....	1,081	6.6	417	3.4	-664	-61.4
Transportation Equipment.....	7,751	47.5	5,158	42.2	-2,593	-33.5
Measuring Control Instruments....	4	--	16	0.1	12	--
Other Manufacturing Industries...	2,223	13.6	2,214	18.1	-9	-0.4
Transportation, Communications, and Utilities.....	1,165	2.8	947	2.6	-221	-19.0
Wholesale Trade.....	859	2.1	894	2.5	35	4.1
Retail Trade.....	6,669	16.1	6,622	18.4	-47	-0.7
Finance, Insurance, and Real Estate.....	912	2.2	839	2.3	-73	-8.0
Services.....	6,489	15.7	7,069	19.7	580	8.9
Government Services.....	6,213	15.0	6,094	16.9	-119	-1.9
<b>Total</b>	<b>41,323</b>	<b>100.0</b>	<b>35,986</b>	<b>100.0</b>	<b>-5,337</b>	<b>-12.9</b>

Source: Wisconsin Department of Industry, Labor and Human Relations.

the same period. While Kenosha County's share of regional employment remained relatively stable during the study period, the recent decline in county economic conditions, should they continue, would result in a downward shift in the County's percentage of regional employment.

### Future Economic Activity Levels

On a recurring basis, the Commission carries out a number of economic studies--including projections of the probable number, types, and spatial distribution of jobs--pertinent to the proper performance of its primary responsibility to make and adopt an advisory plan for the physical development of the Region.

One of these studies is SEWRPC Technical Report No. 10, The Economy of South-eastern Wisconsin (2nd Edition), 1984. The primary purpose of this report is to present the results of a recent reexamination and updating of the economic data contained in previous Commission reports on the regional economy, and to present projections and forecasts of regional employment levels to the year 2010 as a basis for regional planning efforts. The purpose of this section of the Kenosha County OEDP plan is to summarize those regional forecasts.

An alternative futures approach was utilized in the employment projections. This approach was applied in three phases. The first phase consisted of the development of alternative future scenarios concerning factors which, while operating externally to the Region, affect the growth or decline of the Region. These factors represent variables over which public and private decision-makers within the Region have little or no influence, and to which the Region must, therefore, in the future respond. Examples of such external factors are the price and availability of energy, and population lifestyles. The second phase consisted of a determination of the amount of regional growth or decline likely under each of the alternative scenarios for the external factors. The third phase consisted of the development of alternative land use development patterns to accommodate the regional change expected under each regional growth scenario.

In the application of the alternative futures approach to employment projection, an effort was made to understand the regional economy by gaining an understanding of the largest industries of the Region. These large, important industries were defined as dominant industries. The criteria used in determining industry dominance or subdominance were the same as those used in prior Commission work efforts. Industrial dominants are those industry groups within the Region which accounted for 4 percent or more of total regional employment in 1980. Industrial subdominants are those industry groups which accounted for 2 to 3.9 percent of total regional employment in 1980.

The resulting range of regional employment projections to the year 2010 is set forth in Table 62. The staging of these regional projections for selected years between 1980 and 2010 is set forth in Table 62. As indicated, total employment in the Region by 2010 is projected to range from a low of approximately 870,900 under the most pessimistic alternative future to a high of approximately 1,251,600 under the most optimistic alternative future. The span in this range illustrates the major differences in economic growth rates between the pessimistic and optimistic scenarios, which are intended to represent extremes, albeit reasonable extremes.

Table 61

**PERCENTAGE DISTRIBUTION  
OF JOBS BY COUNTY  
IN THE REGION: 1950-1980**

County	Percent of Total Jobs In the Region				Percent Change 1950-1980
	1950	1960	1970	1980	
Kenosha . . . .	5.0	6.2	5.3	5.6	0.6
Milwaukee . . .	79.3	75.0	67.3	62.0	- 17.3
Ozaukee . . . .	1.1	1.5	2.6	2.8	1.7
Racine . . . . .	7.8	7.5	8.3	8.9	1.1
Walworth . . . .	2.2	2.8	3.3	3.6	1.4
Washington . .	1.8	2.2	3.1	3.6	1.8
Waukesha . . . .	2.8	4.8	10.1	13.5	10.7
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>--</b>

*Source: Bureau of Economic Analysis, U. S. Department of Commerce; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.*

Table 62

**EMPLOYMENT PROJECTIONS FOR THE REGION BY INDUSTRY GROUP  
FOR THE YEAR 2010: ALTERNATIVE FUTURES ANALYSIS**

Industry Group	Estimated Employment (thousands of jobs)				Alternative Employment Projections for 2010 (thousands of jobs)					
	1980	Percent of Total	1983	Percent of Total	Pessimistic	Percent of Total	Intermediate	Percent of Total	Optimistic	Percent of Total
<b>Dominant</b>										
Nonelectrical Machinery . . .	73.1	8.3	46.9	5.7	66.1	7.6	83.7	8.0	106.1	8.5
Electric and										
Electronic Machinery . . . .	40.1	4.5	33.2	4.0	39.7	4.6	44.9	4.3	50.2	4.0
Retail Trade . . . . .	131.9	14.9	125.0	15.1	133.3	15.3	162.8	15.5	190.2	15.2
Medical and										
Professional Services . . . . .	103.4	11.7	108.0	13.1	123.7	14.2	150.0	14.3	187.3	15.0
Educational Services . . . . .	63.5	7.2	61.5	7.5	50.6	5.8	64.2	6.1	80.2	6.4
Wholesale Trade . . . . .	43.5	4.9	42.3	5.1	44.9	5.2	56.3	5.4	67.6	5.4
Finance, Insurance, and Real Estate . . . . .	46.4	5.2	48.9	5.9	55.3	6.3	67.1	6.4	78.9	6.3
Subtotal	501.9	56.8	465.8	56.4	513.6	--	629.0	--	760.5	--
<b>Subdominant</b>										
Fabricated Metals . . . . .	31.8	3.6	25.2	3.1	29.5	3.4	41.9	4.0	57.7	4.6
Primary Metals . . . . .	16.6	1.9	10.0	1.2	13.9	1.6	15.3	1.5	16.6	1.3
Transportation Equipment . .	21.5	2.4	21.7	2.6	17.7	2.0	18.6	1.8	21.5	1.7
Food and Beverage . . . . .	20.9	2.4	18.1	2.2	16.7	1.9	18.6	1.8	20.9	1.7
Printing and Publishing . . . .	16.3	1.9	15.9	1.9	17.6	2.0	20.4	1.9	25.5	2.0
Construction . . . . .	25.8	2.9	18.2	2.2	21.3	2.4	27.4	2.6	32.8	2.7
Public Administration . . . . .	31.2	3.5	29.2	3.5	25.8	3.0	35.0	3.3	45.3	3.6
Subtotal	164.1	18.5	138.3	16.7	142.5	--	177.2	--	220.3	--
<b>Total Dominant/ Subdominant Employment</b>	<b>666.0</b>	<b>75.4</b>	<b>604.1</b>	<b>73.1</b>	<b>656.1</b>	<b>75.3</b>	<b>806.2</b>	<b>75.4</b>	<b>980.8</b>	<b>78.4</b>
<b>Other Employment</b>	<b>218.2</b>	<b>24.7</b>	<b>222.0</b>	<b>26.9</b>	<b>214.8</b>	<b>24.7</b>	<b>245.1</b>	<b>24.6</b>	<b>270.8</b>	<b>21.6</b>
<b>Region Total</b>	<b>884.2</b>	<b>100.0</b>	<b>826.1</b>	<b>100.0</b>	<b>870.9</b>	<b>100.0</b>	<b>1,051.3</b>	<b>100.0</b>	<b>1,251.6</b>	<b>100.0</b>

Source: SEWRPC.

Table 62 indicates that the projected increases in employment over 1980 levels in the groups of dominant industries range from a low of approximately 12,300 jobs under the pessimistic scenario to about 258,600 jobs under the optimistic scenario. Within the dominant industries, only the retail trade, medical and professional services, wholesale trade, finance, insurance, and real estate sectors are projected to show job increases under the pessimistic scenario, with all other dominant sectors showing declines under this scenario. All dominant industry groups would show increases under the optimistic scenario. The subdominant industries are expected to show relatively lesser rates of growth under both the pessimistic and optimistic scenarios, with several employment sectors, most notably the primary metals, food and beverage, and transportation equipment groups, showing no employment gains under even the most optimistic economic conditions.

#### Distribution of County Employment Under the Regional Economic Activity Futures

As previously noted in this chapter, the historic trend in the spatial distribution of employment in the Region has been one of decentralization. Milwaukee County, which in 1960 contained 75 percent of the Region's jobs, contained 62 percent of the Region's jobs in 1980. The proportion of total regional jobs in Ozaukee, Racine, Walworth, and Washington Counties increased between 1 and 2 percentage points between 1960 and 1980, while the proportion of regional jobs in Waukesha County increased from about 5 percent in 1960 to about 14 percent in 1980. The pattern in Kenosha County during this period has been one of fluctuation rather than of steady increase or decrease. During this period, the proportion of regional jobs in Kenosha County ranged from a low of about 5 percent to a high of about 6 percent.

Alternative distributions of jobs by county under the three regional employment projections are set forth in Table 63. These distributions recognize both the magnitude and direction of historic trends in employment distribution in the Region, albeit as these trends might be tempered by the conditions of the alternative economic activity futures. Under the pessimistic scenario, Kenosha County would show a small decrease in total employment of 700 jobs and, therefore, maintain its share of regional employment, while under the intermediate and optimistic scenarios county employment would increase by 11,500 jobs and 25,600 jobs, thereby increasing the County's share of regional employment to 5.8 percent and 6.0 percent respectively. Under all three alternative employment projections, both the absolute number of jobs and the percentage of total regional jobs may be expected to increase in Waukesha County. With respect to the remaining counties, a mix of slight losses or slight gains could be expected under the pessimistic economic scenario, while increases in both the numbers of jobs and the percentages of total regional jobs may be expected under the other two alternatives, with the absolute increases being greater in all cases under the optimistic economic scenario.

It should be noted that these alternative projections are not necessarily intended to be used for long-range planning purposes, since one of the functions of areawide planning is to attempt to influence the distribution of economic activity when such action is deemed to be in the public interest. Consequently, areawide plans may attempt to change the projected course of events in such a manner as to alter historic trends. Therefore, the projections are presented not to determine the distribution of economic activity for

Table 63

**ALTERNATIVE EMPLOYMENT PROJECTIONS FOR  
THE REGION BY COUNTY FOR THE YEAR 2010**

County	Existing				Projections for 2010					
	1960		1980		Pessimistic		Intermediate		Optimistic	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Kenosha . . . .	40.1	6.2	49.5	5.6	48.8	5.6	61.0	5.8	75.1	6.0
Milwaukee . . .	486.2	75.0	547.9	62.0	479.0	55.0	552.0	52.5	625.8	50.0
Ozaukee . . . .	9.5	1.5	24.8	2.8	26.1	3.0	36.8	3.5	50.1	4.0
Racine . . . . .	48.5	7.5	78.7	8.9	78.4	9.0	105.1	10.0	137.7	11.0
Walworth . . . .	18.3	2.8	32.1	3.6	34.8	4.0	47.3	4.5	62.6	5.0
Washington . . .	14.5	2.2	31.8	3.6	39.2	4.5	52.6	5.0	68.8	5.5
Waukesha . . . .	30.8	4.8	119.4	13.5	164.6	18.9	196.6	18.7	231.5	18.5
Total	647.9	100.0	884.2	100.0	870.9	100.0	1,051.3	100.0	1,251.6	100.0

Source: U. S. Bureau of Economic Analysis; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 64

**MAJOR EMPLOYERS IN KENOSHA COUNTY**

<u>Manufacturing--Food and Kindred Products</u> Birchwood Meat & Provision Kenosha Beef International, Ltd. Merkt Cheese Company, Inc. Ocean Spray Cranberries, Inc. Vista International Packaging, Inc. Coca-Cola Bottling	<u>Manufacturing--Machinery Except Electrical</u> Frank L. Wells Company Christ Iron Works, Inc./Mid-States Tube Corporation	<u>Retail Trade (continued)</u> Kenosha Super Valu Foods K-Mart Corporation Kohl's Food Stores McDonald's Restaurant Schultz Sav-O Stores, Inc. Sears Roebuck and Company Sentry Foods Shopko Department Stores Sun Foods Pick and Save
<u>Manufacturing--Textile Mill Products</u> Jockey International, Inc.	<u>Manufacturing--Electric and Electronic Equipment</u> Eaton Corporation, Electric Drives Division Manu-tronics, Inc.	<u>Finance</u> American State Bank 1st Bank Southeast First National Bank Marine Bank South, N.A. Kenosha Savings & Loan Association Republic Savings and Loan Association
<u>Manufacturing--Furniture and Fixtures</u> Beauti-Vue Products Corporation Laminated Products, Inc.	<u>Manufacturing--Transportation Equipment</u> American Motors Corporation Peter Pirsch & Sons Company White Welding and Manufacturing, Inc.	<u>Services and Recreation</u> Wilmot Mountain, Inc.
<u>Manufacturing--Printing and Publishing</u> Badger Press/Photographics, Inc. Kenosha News Publishing Corporation	<u>Manufacturing--Musical Instruments</u> G. LeBlanc Corporation The Martin Band Instrument Company	<u>Health Services</u> Kenosha Memorial Hospital Midway Manor Corporation St. Catherine's Hospital Washington Manor
<u>Manufacturing--Plastic Materials</u> Monarch Plastics, Inc.	<u>Transportation and Public Utilities</u> Dallas and Mavis Forwarding Company, Inc. Jelco Wisconsin, Inc. Jupiter Transportation Company (Kenosha Auto) Kenosha Water Utility U. S. Postmaster Wisconsin Electric Power Company	<u>Social Services</u> Kenosha Youth Foundation
<u>Manufacturing--Primary Metal Industries</u> American Brass Company Arneson Foundry, Inc. MacWhyte Company	<u>Retail Trade</u> ARA Services Burger King Factory Outlet Mall Gander Mountain, Inc.	<u>Civil and Social Organizations</u> Elks Club
<u>Manufacturing--Fabricated Metal Products</u> Frost Company Ladish Company, Tri-Clover Division Snap-on Tools Corporation		

Source: Office of Kenosha Area Economic Development; and SEWRPC, 1985.

which plans must be prepared, but rather to represent points of departure for use in plan preparation.

Once more, the projections cannot anticipate declines in employment due to the loss of a major employer in the County. The potential loss of the AMC plant in Kenosha County, should it occur, could drastically affect, in a negative manner, the County's projected employment levels.

#### MAJOR EMPLOYERS IN KENOSHA COUNTY

The EDA guidelines for the preparation of an OEDP document require that the document include a table showing the major employers in the County. Accordingly, Table 64 sets forth the names of the major private employers in Kenosha County. As indicated in Table 64, the County includes a number of prestigious and well-known employers in the nation.

## Chapter IV

### ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

#### INTRODUCTION

The preceding chapters of this report provide an assessment of historic economic development efforts in Kenosha County, and an inventory and analysis of the natural resources, community utilities, facilities, and services, and socioeconomic characteristics of the County. These chapters reveal certain characteristics of the County which have both positive and negative implications for economic development. Accordingly, this information provides a basis for the identification of the economic development potentials of the County, as well as the economic development constraints which may need to be overcome in order to improve the economy of the County. The purpose of this chapter is to set forth those economic development potentials and constraints. Specific information relative to each of the potentials and constraints is, in most cases, provided in the preceding chapters of this report.

It should be noted that in some cases, an economic development constraint has been identified as a result of the perceptions of the Kenosha County Overall Economic Development Program (OEDP) Committee, or perceptions of specific groups of persons or organizations in Kenosha County. In those cases where data are available to document these perceptions, the data have been included herein. However, in those cases where documenting data are not available, the chapters indicate that the constraint is a perceived constraint.

#### ECONOMIC DEVELOPMENT POTENTIALS

The economic development potentials of an area result from certain positive attributes that give that area a comparative advantage in attracting and sustaining economic development. The economic development potentials of Kenosha County are summarized below.

##### Potential One: Retention and Expansion of the County's Manufacturing Industry Base

While retention and expansion of all industry employers in Kenosha County should be a priority in any county economic development program, the structure of the County's economy results in the need for a special emphasis on the retention and expansion of existing manufacturing employers, as well as the attraction of new manufacturing industries to the County. The retention and expansion of the County's manufacturing industry would provide a base for additional economic development. In 1985, approximately 12,239 jobs, or 34 percent of all jobs in the County, were in the manufacturing industry. In comparison to the national economy, the county economy is concentrated in the transportation equipment industry, due to the location of the American Motors Corporation (AMC) manufacturing plant in the County. In 1986, the AMC is considering several locations throughout the nation for the location of a new

manufacturing plant should a new plant be constructed. Although employment at the AMC is expected to remain at lower levels than previously experienced, should the AMC select Kenosha County as the location for the new facility, it would prevent a sudden decline in employment. In addition, the recent tendency for automobile manufacturers to utilize "just-in-time" production techniques could result in the location of product suppliers to the AMC in the County. The just-in-time production technique seeks to minimize the warehousing of product inputs by the manufacturer, with product suppliers providing the product inputs at a time that is only shortly before production.

The County's existing manufacturing industry base, together with the location of Kenosha County within 350 miles of some of the most important industrial areas and heaviest population concentrations within the Midwest, provides a good potential for the location of branch manufacturing plants in the County. The County is served by an excellent transportation system which links it efficiently and economically not only to the rest of the Southeastern Wisconsin Region, and to major population and employment centers of the Midwest, but to major national and international markets as well. Once more, Kenosha County's location between the northeastern Illinois and Milwaukee metropolitan areas provides the potential for the location of branch plants in the County that can take advantage of the County's proximity to major markets. In addition, the location of the County provides a good source of water supply for firms that utilize large quantities of this natural resource, and relatively inexpensive electric power.

Potential manufacturing industry establishments can locate in one of five existing industrial parks in the County, including the two City of Kenosha industrial parks and the West Kenosha Industrial Park, the Bristol Industrial Park, and the proposed 1,300-acre Pleasant Prairie Industrial Park to be developed by the Wisconsin Electric Power Company.

The County's existing labor force also provides an advantage to the County for the retention and expansion of the County's manufacturing industry base. The high school labor force educational attainment compares favorably to that of other areas of the nation. In addition, a wide range of high-quality labor force training programs are available to manufacturing establishments at the Gateway Technical Institute, the University of Wisconsin-Parkside, and Carthage College, as well as in nearby Milwaukee County at the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee. Together, the skills and educational attainment of the existing labor force and the available training facilities should act to encourage manufacturing industry establishments to locate in the County.

Finally, the recent interest in the identification and implementation of economic development activities by economic development practitioners at the state, regional, and local level can be expected to help facilitate the retention and expansion of the County's manufacturing industry base. A 1984 report by the Wisconsin Department of Development, entitled, The Job Generation Process in Wisconsin: 1969-1981, indicates that the majority of job gains in the State come from existing businesses that expand rather than from new enterprises that start up in the State or migrate to the State from other areas.<sup>1</sup>

<sup>1</sup> Wisconsin Department of Development, The Job Generation Process in Wisconsin: 1969-1981, December 1984.

This finding reinforces the importance of economic development activities that are designed to help retain and expand manufacturing industry employment.

#### Constraints Related to Potential One:

Relocation of the AMC and Decline in AMC Employment--While the location of a new AMC manufacturing plant, should such a plant be built, in Kenosha County would encourage local economic development, the AMC, at the time of this writing, is considering numerous other locations in North America. The total loss of transportation equipment employment in this industry would be a serious loss in the short run to the County's economy. A recent study by the Wisconsin Department of Industry, Labor and Human Relations, entitled, "Impact of the Closing of the AMC on the State," indicated that the relocation of the AMC may be expected to result in a loss of 16,000 jobs in terms of direct and indirect employment, and \$620 million in annual wages and salaries. The study also indicated that approximately 12,000 persons would migrate out of the County as a result of the closing of the AMC. It should be noted, however, that employment is not expected to reach the high levels of the past. A March 3, 1985, study entitled, "Task Force Report of the Greater Kenosha Development Corporation," indicated that "maximum employment at the AMC was once more than 15,000." In March 1986, the Kenosha Area Chamber of Commerce reported that a total of only 3,900 workers were employed at the AMC. Even if the above-mentioned new manufacturing facility is located in Kenosha County, employment, as a result of automated manufacturing process, will remain at lower levels.

The Hollow Corporation--The March 3, 1986, edition of Business Week magazine indicated that a new concept, termed the "Hollow Corporation," was emerging in the U.S. economy. The concept envisions "a new kind of company that does little manufacturing. Instead, they import components or products from low-wage countries, slap their own names on them, and sell them in America. Unchecked, this trend will ultimately hurt the economy--retarding productivity, innovation, and the standard of living." The Hollow Corporation concept, should it become widespread in automobile component manufacturers, could negatively affect the attraction of AMC component manufacturers to Kenosha County, based upon the previously indicated "just-in-time" manufacturing concept.

#### Relocation of County Employers and Employment Declines by Major County

Employers--In April 1986, the Kenosha Area Chamber of Commerce indicated that two county employers are in the process of relocating outside the County, including the Charming Products Company (1985 employment: 180) and the Guardian Container Company, Inc. (1984 employment: 43). A number of large manufacturing companies have also reduced their employment in the County during the 1981 to 1986 time period. Together, the relocation of county employers and the lack of growth in employment by major employers is negatively affecting the County's economic base.

Sanitary Sewer System Extension Moratoriums--It is important to note that moratoriums on new sewer connections have been imposed on the Town of Bristol and the Village of Paddock Lake by the Wisconsin Department of Natural Resources. These communities have initiated corrective action to eliminate the sanitary sewer system problems and, in the case of the Town of Bristol, will construct a new sewage treatment plant to be completed in approximately two years and, in the case of the Village of Paddock Lake, expand the existing sewage treatment plant, to be completed in approximately three years. In

addition, the KCCED indicated that local governments should cooperate to a greater extent in providing sanitary sewers to areas that anticipate development and are not currently served by a sanitary sewer system. Once more, the KCCED indicated a concern relative to the ability of local governments to continue to provide revenues for the increasing cost of providing sanitary sewer service as well as other public facilities and services in light of declining economic conditions in the County and the resulting potential for declining local tax revenues.

Total Unemployment--While the recent high number of unemployed persons in Kenosha County results in the availability of trained workers to existing and future manufacturing establishments, long-term unemployment could result in the out-migration of the most highly educated and skilled members of the labor force. The out-migration of the most talented members of the County's labor force could result in problems for employers in obtaining qualified workers.

Coordination of Local Economic Development Activities--At the current time, a variety of economic development staff assistance is available from Kenosha County, the City of Kenosha, the University of Wisconsin-Parkside, Gateway Technical Institute, and, in the near future, the University of Wisconsin-Extension. However, local economic development staff persons perceive that the staff activities of these organizations are not being fully coordinated, and, therefore, not fully effective in retaining and attracting manufacturing and other industry establishments.

Declining Percentage Share of Midwest Employment in the United States--The distribution of economic activity in the nation could affect the ability of Kenosha County to retain existing, and attract new, manufacturing industry employers. Economic growth indicators for the Midwest region of the nation, which includes Wisconsin, have been declining in recent years. Of particular importance is the relative change in employment levels. Total employment in the Midwest, as a percentage of total employment in the nation, has declined from 22.3 percent in 1972 to 18.8 percent in 1983, a decline of 6.5 percentage points. Manufacturing employment in the Midwest declined from 28.2 percent in 1972 to 22.7 percent in 1983, a decline of 5.5 percentage points.<sup>2</sup>

Structural Changes in the Economy--Major changes are occurring in the structure of the national, state, and regional economies. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and enjoying long-term economic growth. However, the rate of increase in manufacturing employment in the nation has declined significantly during the past decade. As a result, during the 1970 to 1980 time period the percentage of manufacturing jobs in Kenosha County declined from 41 percent in 1970 to 34 percent in the first calendar quarter of 1985. In addition, basic structural changes in the economy that affect the County's manufacturing industry are evidenced by the shift in the nature of manufacturing activities, with "high technology" industries accounting for a continually increasing portion of manufacturing jobs. In this regard, it has been estimated that high

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<sup>2</sup>Stanford Research Institute International, "Choosing a Future: Steps to Revitalize the Mid-American Economy Over the Next Decade," March 1984.

technology jobs accounted for almost 70 percent of the total increase in manufacturing jobs in the nation from 1955 to 1979. As a result, the County's manufacturing employers may need to reorient their manufacturing process to include the development of new high technology products.

Job Growth and Size of Firm--Traditionally, economic development practitioners have focused industry retention and attraction efforts on large firms that were capable of creating a large number of jobs. However, recent economic research has shown that small firms are more responsible for job growth in a community than are larger firms. The study by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1968-1981 indicates that very small businesses (1 to 20 employees) and small businesses (32 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin during the 1969 to 1976 time period. More importantly, the report showed that from 1979 to 1981, a time period of economic recession in Wisconsin, very small businesses created 100 percent of the net job gains in Wisconsin. Economic development practitioners will need to reorient their efforts in order to assist in the creation of employment opportunities in smaller firms.

Changing World Product Markets--American manufacturing industries face increasing competition in product markets which it once dominated, with this increasing competition an important factor in the ability of the County's manufacturing firms to increase employment levels. This internationalization of product producers and product markets may require Kenosha County manufacturing firms to reorient their product production and marketing efforts. Labor costs have become particularly important in the locational decision-making of many industry establishments. In addition, the internationalization of product markets has placed new importance on the value of the U. S. dollar. A report by the Wisconsin Strategic Development Commission indicates that the value of the dollar against foreign currencies is an important factor for Wisconsin's manufacturing firms serving world markets. Wisconsin ranks thirteenth among the states in the nation in manufacturing exports. The recent strong dollar, although weakening at the time of this report, has been damaging to the export sector and is one of the reasons why Wisconsin was more severely affected by the economic recession of the early part of this decade than were other states.<sup>3</sup> Such changes in world markets may be expected to affect the national economy, and specifically, the product marketing and product sales of Kenosha County manufacturing firms.

Negative Attitudes of Business Persons Regarding the State of Wisconsin's Attitude Toward Business--A report entitled Wisconsin Business Climate Study, prepared by Yankelovich, Skelly & White, Inc., Arthur Andersen & Company, and the Applied Population Laboratory, University of Wisconsin-Extension, presents the results of a survey which asked a sample of business executives of Wisconsin business firms to rate the State in terms of several key location factors.<sup>4</sup>

<sup>3</sup> Wisconsin Strategic Development Commission, Phase I, The Mark of Progress, undated.

<sup>4</sup> Yankelovich, Skelley & White, Inc., Arthur Andersen & Company, and the Applied Population Laboratory, University of Wisconsin-Extension, Wisconsin Business Climate Study, April 1984.

Four percent of the respondents to the survey rated the attitudes of state officials as favorable to business and industry, while 65 percent rated their attitudes as unfavorable. Twenty-three percent of the respondents rated the attitudes of community officials as favorable, while 30 percent rated these attitudes as unfavorable. A 1983 Kenosha County industry retention survey conducted by Wisconsin Bell, a Division of Ameritech, Inc., showed that while 62 percent of the survey respondents perceived Kenosha County as an excellent or good location for operating a business, only 46 percent indicated that they perceived the State as an excellent or good location. The KCCED indicated a concern regarding Wisconsin's estate taxes and personal income taxes, as well as the negative attitude of the Wisconsin Department of Natural Resources toward business development. The perceived negative attitudes regarding the State's attitude toward business may affect the ability of Kenosha County economic development practitioners to expand the existing manufacturing industry base.

Availability of Financing for Business Expansions and New Business Start-ups--  
The availability of financing for business expansion projects and new business start-ups is an important component of economic development. The previously cited report by the Wisconsin Strategic Development Commission showed that a "lack of capital availability to certain businesses contributes to Wisconsin's economic dilemma." The report indicated that Wisconsin ranks low in banking deposits per capita (33rd in the nation), loan-to-deposit ratio (23rd in the nation), and commercial and industrial-loans-to-total-loan ratio (32nd in the nation). Wisconsin's largest bank ranks only 70th largest in the country. Consequently, the report indicated that the conservatism of financial institutions in Wisconsin may not be as much a problem as is the availability of financial resources.

Antiquated Machinery and Equipment of Existing Manufacturing Firms--A 1982 study by the Wisconsin Department of Development of the Wisconsin manufacturing industry identified a number of major problems hindering economic development and new development opportunities in the manufacturing industry in the State of Wisconsin.<sup>5</sup> The findings of the study showed that, from 1958 to 1978, all United States industries experienced an aging of their physical capital stock--that is, the machinery and equipment used in the manufacturing process. Once more, the report indicated that a decline in Wisconsin industries' capital stock relative to that of the United States occurred in the fabricated metals industry, the nonelectrical machinery industry, and the instruments and related products industry. This factor should be of concern in Kenosha County. In 1985, the fabricated metals industry was concentrated in the County in comparison to the nation, employing 2,240 workers, or about 15 percent of total county manufacturing employment. While the machinery, except electrical, industry is not concentrated in the County, it employs 780 workers, or about 5 percent of all county manufacturing workers. The aging of the physical capital stock of the manufacturing industry is related to the decline in the relative importance of the manufacturing industry in the State, and could affect the ability of the County's manufacturing industry to expand in the future.

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<sup>5</sup>Dr. Kay Plantes, Chief Economist, Wisconsin Department of Development, Wisconsin Manufacturing: Charting a Course for Renewed Vitality, July 1982.

Federal Expenditures--The ability of business firms to secure federal government contracts has often been identified as important to local economic development. Recent studies have shown that the flow of federal funds into Wisconsin serves as a constraint to the expansion of the County's manufacturing industry. Recent efforts have been made in Kenosha County to increase the number and dollar amount of federal contracts by local businesses. However, the previously referenced report by the Wisconsin Strategic Development Commission indicates that the State ranks 43rd in the absolute amount, and 40th in the net per capita amount, of federal funds that are flowing into the State. Overall, the State ranks 47th in defense expenditures and 27th in non-defense expenditures. In addition, the State lags behind other states in the amount of federal research and development expenditures by the federal government, ranking 45th in defense research and development funding and 38th in nondefense research and development funding. While Wisconsin's ranking in the nation is relatively low with regard to the flow of federal funds, the federal funds flowing into Kenosha County are also a problem. A recent list of the federal prime contracts in Wisconsin during the 1984 federal fiscal year (October 1983 to September 1984) indicates that a total of \$959,207,000 in prime federal contracts took place during this time period. However, a total of only \$1,464,000 of this amount, or about 0.20 percent of the state federal contracts, were awarded to business establishments located in Kenosha County, a decline of \$63,000 from the 1983 federal fiscal year. During this same time period, the contracts awarded to the State increased by 24 percent. These data indicate that federal expenditures in Wisconsin, and specifically Kenosha County, especially considering the current size of the defense budget, are a constraint on the economic development of Kenosha County and, therefore, are an area of economic development concern.

Higher Worker Earnings--The latest available census data--for 1980--indicate that the mean wage or salary income for Kenosha County, \$22,045, was greater than that for the State, \$19,733, or the nation, \$19,796. While more recent data are not available for the nation, the County's workers average weekly wages for the first calendar quarter of 1985, \$373, were greater than those for the Region, \$337, or the State, \$335. It is important to note that the higher wages in Kenosha County occur in only two industries: construction, 109 percent of that for the State; and manufacturing, 128 percent of that for the State. The salary and wage structure of an area is often an important consideration in the locational decision-making of industrial enterprises. Higher salaries and wages may discourage and, in some cases, prohibit the expansion of employment opportunities. While the length of time that many members of the County's labor force have been unemployed could result in workers accepting wages lower than those previously paid to them, the higher wages in Kenosha County could act as a constraint to the expansion of existing manufacturing firms, as well as to the location of new manufacturing firms. However, a recent study by the University of Wisconsin-Milwaukee, Urban Research Center, entitled "Are Milwaukee Labor Costs Competitive," indicated that "Milwaukee's experienced (unemployed) manufacturing workers...are, on the average, very willing to accept lower absolute and relative pay." The recent high levels of unemployment in Kenosha County would result in a similar willingness by experienced manufacturing workers in the County to accept somewhat lower wages.

Female and Minority Unemployment--The relatively high percentage change in the number of women in the County's labor force indicates a need to examine the

labor market entry and reentry needs of the female labor force, a need that is also evidenced by the high unemployment rates for the County's racial minority groups. The overall quality of the County's labor force and, therefore, the ability of this labor force to meet the needs of existing and future manufacturing firms, as well as other industry in the County, will be improved as a result of actions taken to improve the status of these labor force subgroups. The KCCED indicated a significant concern for single female heads of households in the County, and the ability of these persons to secure employment. A higher percentage of single female households with children--15.4 percent of all households with children--occurs in Kenosha County than in the State--13.0 percent. The KCCED also indicated a concern about the potential for an increase in the unemployment rate of Spanish persons. In 1980, the Spanish population in the County had a median age of 19.3 years, compared to 29.3 years for the total county population. The younger nature of the Spanish population could, should the employment barriers of this racial group not be addressed, result in future increases in unemployment.

Transportation System Maintenance--Maintenance of the County's surface transportation system, including arterial streets and highways, is critical to the efficient movement of goods within Kenosha County and the export of goods to state, regional, and national markets. However, the general aging of surface transportation facilities, high construction costs, and price inflation have dramatically increased the cost of transportation system preservation. In order to maintain the existing surface transportation system, state and local units of government will need to develop methods of coping with the unprecedented rise in the cost of street and highway maintenance, maintenance that is critical to efficient movement of manufactured goods.

Potential Two: Generation of Employment Opportunities Through the Attraction of New Business Establishments in the Communication Equipment and Communication Services; Wholesale Trade; and Finance, Insurance, and Real Estate Industries

The decline in employment opportunities in the Kenosha County manufacturing industry, and specifically the durable goods manufacturing industry, requires persons and organizations interested in the economic development of the County to seek to diversify the County's economic base. A recent report by the Ameritrust Corporation indicates that "communications equipment is one of the fastest growing manufacturing industries in the nation. The Midwest has a major position in the telephone industry, with Illinois alone accounting for 44 percent of shipments in 1977....Altogether, this industry provides the Midwest with a great opportunity. The Midwest can improve on a leadership position in a natural growth industry in which potentially divisive problems, such as labor-management relations are not key issues....Communication also has a large potential export market."<sup>6</sup> The 1986 U. S. Industrial Outlook, published by the U.S. Department of Commerce, indicates that the demand for information services appears to be insatiable. The trend toward office and factory automation will require larger expenditures for services per hardware dollar. In response to this demand, the future mix of establishments in the information service industry will feature more large independent services providers, and more new start-ups.

<sup>6</sup> Choosing a Future, "Steps to Revitalize the MidAmerican Economic Over the Next Decade." Stanford Research Insititute, March 1984.

The strategic location of Kenosha County relative to the Milwaukee and Chicago metropolitan areas results in an opportunity to diversify the County's economy through the attraction of wholesale trade industry establishments that would be located in proximity to IH 94. While the wholesale trade industry employed only about 2 percent of total county employment in 1980, employment in the County's wholesale trade industry increased by 49 percent during the 1970 to 1980 time period, or over twice the increase in total employment during this time period. Once more, this industry was one of only two major industry classifications that showed an increase in employment during the 1979 to 1985 time period. A September 1979 report by the consulting firm of Ernst and Whinney, Inc., indicated that, "In light of the durable goods manufacturing base in Kenosha and the performance of Racine in this area of wholesale trade, it would appear that future growth opportunities exist for Kenosha County as well."

Employment in the finance, insurance, and real estate industry in Kenosha County is under-represented, 2.3 percent of total employment, in comparison to the nation, 6.1 percent of total employment. However, this industry was the fastest growing industry in Kenosha County during the 1970 to 1980 time period, with a 52 percent increase in employment. The planning of redevelopment efforts in the City of Kenosha central business district, should they be successful, could enhance the potential growth of this industry in the County by providing a good environment for industry locations. The February 1986 decision by the Wisconsin State Legislature that allows interstate banking is a favorable development for the finance industry in Kenosha County. The bill allows Wisconsin banks to purchase banks in neighboring states. A recent Business Journal article indicated that the banking industry overall continues to expand as banks continue to delve into nonbank services to produce fee income in the increasingly competitive financial services arena. Insurance, brokerage, and credit card services are some examples of the nonbank functions likely to increase at banks.

#### Constraints to Potential Two:

Lack of Development in the IH 94 Corridor--The KCCED indicated that a major economic development problem in Kenosha County is the inability to capitalize on the development opportunities in the Interstate Highway (IH) 94 corridor. The KCCED noted the existence of manufacturing, wholesale trade, and retail trade industry development that occurs in the IH 94 corridor in Illinois and the abrupt absence of such development in Kenosha County.

Provision of Sanitary Sewer Service to the IH 94 and STH 50 Area--Recently, there has been an interest in the development of land located in proximity to the IH 94 and STH 50 intersection in Kenosha County. This area could be a good location for wholesale trade industry establishments, as well as retail trade and service establishments. However, development in this area has been hindered by the length of time necessary to reach a compromise on the provision of sanitary sewer service in this area.

<sup>7</sup> Ernst and Whinney, Economic Adjustment Strategy for the Kenosha and Racine Wisconsin Area, September 1979.

<sup>8</sup> Tony Kennedy, "Surge of Big Mergers Will Take Place Before Banking Bill Takes Effect in 1987," The Business Journal Magazine, December 30, 1985.

Decline of the Central Business District in the City of Kenosha--The City of Kenosha central business district has the potential to be a good location for business establishments that are a part of the finance, insurance, and real estate industry. However, a report entitled "Downtown Development Program, Opportunity and Needs Analysis Summary" submitted to the City of Kenosha by the Barton-Ascham Associates planning consulting firm indicates that the decline of the City's downtown mall area is evidenced by the conversion of retail shops to office facilities and retail facilities that offer lower quality merchandise, under-utilization of existing structures, modification of facades away from pedestrian and window orientation, and the general obsolescence of the area. While redevelopment efforts are currently underway in the area, the current condition of the central business district could hinder new industry locations in the area.

Potential Three: Generation of Employment Opportunities Through the Application of High Technology to Existing Industry, as Well as Other High Technology Industry Opportunities

Basic structural changes in the national economy are evidenced by the steadily increasing portion of manufacturing jobs that are oriented to high technology industries. High technology industries are, by definition, knowledge- and capital-intensive industries that employ a high percentage of highly trained workers and produce products based on recent scientific advances having high value to the consumer. It has been estimated that high technology jobs accounted for 40 percent of all manufacturing jobs in the nation in 1979. Moreover, a recent report by the Joint Economic Committee of Congress found that high technology industries accounted for 75 percent of the net increase in manufacturing jobs in the nation from 1955 to 1979. This same study also indicated that the Midwest region could receive more benefits from high technology industry growth than could other regions of the nation, indicating that Kenosha County should consider the attraction of high technology industries, and, more importantly, the application of high technology to existing manufacturing industries as an economic development potential.

It should be emphasized that this economic development potential identifies primarily the application of high technology to existing industries, including manufacturing, as well as information processing and related industries, rather than the development of traditional high technology firms located in concentration in other areas of the nation, such as Massachusetts, California, and North Carolina. While the location of such firms in the Kenosha County area is certainly possible, the application of high technology to existing industry may be a more reasonable expectation based upon the existing manufacturing industries in Kenosha County.

The application of high technology to the existing manufacturing base is a particularly important economic potential for the County due to a number of factors. First, as previously indicated, Kenosha County includes a number of large firms that manufacture products for a variety of industrial users, as well as for consumers. In order to remain competitive, these industries will need to pursue technological innovation to increase the quality of their product, as well as to remain competitive in the product marketplace. Second, the County is the location of, and in proximity to, a number of post-secondary educational institutions with the potential for research-oriented activities,

as well as the potential to train workers for high technology-oriented employment. The Medical College of Wisconsin, located at the Milwaukee County Institutions grounds, is a strong research institution. The Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee also have significant research capabilities. The Medical College of Wisconsin's annual research budget is approximately \$23 million in the basic sciences alone. Once more, in 1983, the University of Wisconsin-Milwaukee created an Office of Industrial Research and Technology Transfer. The Office's mission is to facilitate cooperative research projects between the University of Wisconsin-Milwaukee and local business and industry. Since its inception, the program has secured approximately \$1.25 million in research contracts. Locally, the University of Wisconsin-Parkside and the Gateway Technical Institute are institutions that could help facilitate local research, but, more importantly, worker training and retraining.

The recently formed Milwaukee Innovation Center, a privately funded organization in Wisconsin whose objective is to help inventors and entrepreneurs start new businesses which are based on innovative products or ideas with high growth potential, is an important new resource for the promotion of the development of high technology-oriented industry in Kenosha County. The Milwaukee Innovation Center, organized by private business leaders who believe that such new enterprises--carefully nurtured, structured, and developed--can inject new vigor into the southeastern Wisconsin economy.

Recently, a Kenosha County state legislator proposed that an industrial research facility be established in Kenosha County at the site of the City's existing industrial park at 69th Avenue and 52nd Street. One aspect of the proposed research park, as currently envisioned, would be to establish a center to conduct research in the area of foundry and engine technology. The center would be owned by the University of Wisconsin-Parkside and the University of Wisconsin-Milwaukee. Overall, the establishment of the research facility and, specifically, the research center would help facilitate the application of high technology to existing businesses throughout the Southeastern Wisconsin Region, as well as the State, and to attract new businesses to the County that are in need of the services this type of research facility could provide.

The identification of this economic development potential for Kenosha County is based in part on a November 1982 report by the Joint Committee on Technology and Innovation for the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce, entitled, "A Program for Wisconsin and Milwaukee--How to Create New Jobs in High Technology and Other Manufacturing." The study summarizes an analysis of the potential for existing high technology industry to expand and new high technology industry to locate in the greater Milwaukee area. The study indicates that Wisconsin is a high service state with a reputation for providing for the amenities, as well as the essentials, of life, a factor which could help to attract the necessary highly skilled and well-educated work force that is often required in high technology industries. The study concluded with a number of recommendations addressed to the State of Wisconsin that, when implemented, should help the State, and, therefore, Kenosha County to realize the potential for the development of high technology industry. The specific recommendations of the study can be found in Chapter I of this report.

A final reason why high technology industry is an important economic development potential in the County is the recent announcement by the Wisconsin Electric Power Company of a major industrial development program that involves the promotion of IH 94 in southeastern Wisconsin from the Wisconsin-Illinois border to the City of Milwaukee and from the City of Milwaukee to Madison, Wisconsin. The purpose of the program is to encourage the growth and diversification of existing industries in southeastern Wisconsin by promotion of the unique resources of the Region. Specifically, the Power Company intends to attract new industries and stimulate the creation of new industries, especially in the areas of automated manufacturing, biomedical technology, and agribusiness-genetics, all of which are high technology-oriented industries. The industrial development program is especially important to economic development in Kenosha County in that the Power Company has indicated that it intends to develop a 1,300-acre industrial park in the Town of Pleasant Prairie in the County. The successful development of this industrial park could create, the power company has estimated, a total of 20,000 new jobs in the County.

#### Constraints to Potential Three:

High Personal Income Tax and the Anti-Business Reputation of the State of Wisconsin--The previously referenced report entitled Wisconsin Manufacturing: Charting a Course for Renewed Vitality indicated that while "the State's relative corporate income taxes do not affect the State's share of industry employment, statistical analysis of Wisconsin and United States employment trends suggest that relatively high personal income taxes reduce the State's share of United States employment in labor-oriented industries;" many of which could have a high technology orientation. The previously referenced report by the Joint Committee on Technology and Innovation also states that Wisconsin has a perceived national reputation "in the business community as being a high tax, anti-business State." The Joint Committee report indicates that this reputation is based, in part, on the State's "so-called long-standing progressive tradition of governing, which has produced a strain of anti-business sentiment in the Legislature and the bureaucracy that has hurt the State in recruiting and retaining industry." As a result of these factors, local economic development practitioners in the County may need to work with the State Department of Development in eliminating these problems.

Lack of Promotion of the Quality of Life in Wisconsin--The KCCED indicated that while, as indicated above, the State has a reputation as a high personal income tax state, the public facilities and services, in particular the State's school system, are of a better quality than those in a number of other states where taxes are somewhat lower. As a result, the KCCED indicated that the State and economic development organizations should attempt to improve the image of the State by promoting the quality of public facilities and services, as well as the overall quality of the State's living environment.

Technological Innovations by the University System--One of the findings of the report of the Joint Committee on Technology and Innovation was that the University of Wisconsin system has not stimulated technological innovation in the manner that other universities have, such as Stanford University in California and the Massachusetts Institute of Technology. The report states that the lack of technological innovation in the State may be due, in part, to the lack of well-established innovation centers and university research parks.

Availability of High-Risk Venture Capital--In its study of high technology industry, the Joint Committee on Technology and Innovation reported that there appears to be a scarcity of high-risk, venture capital available in various areas of the State. The study indicates that conservative investment and banking practices, coupled with existing state securities regulations, have made it difficult for small firms to raise equity capital, and, as a result, discourage entrepreneurs from starting new businesses. Due to the fact that many high technology firms may be expected to be new firms, the lack of availability of venture capital could restrict the development of employment opportunities in this industry.

In addition, in a recent Milwaukee Sentinel article, Mr. Ralph L. Ells, a certified public accountant with the Milwaukee office of Arthur Young International and a member of the Certified Public Accountants Economic Development Committee, discussed the availability of venture capital, and indicated that "the problem with the venture capitalist is that they're downstream two or three years, after the product has taken off. What is needed most by the aspiring business person is an individual with \$50,000 or \$100,000 to invest, along with the time and expertise to guide the venture along."<sup>9</sup> The Arthur Young Company is promoting new business ventures on a national basis and, as a result, is becoming increasingly aware of the problems in obtaining venture capital.

Inability of the State of Wisconsin to Retain Highly Trained Members of the Labor Force--Due to its orientation toward research and new product development, it is important for high technology industries to have available workers that are highly educated. The previously referenced Wisconsin Strategic Development Commission report indicates that while the quality of Wisconsin educational institutions is high compared to that of schools in other states, the State is losing more highly educated persons than are other areas. While "Wisconsin graduates more people from its colleges and universities than the national average, the State's adult population has fewer college graduates" than the national average. This "brain drain" suggests a lack of attractive employment opportunities for college graduates in the State. This should be of concern to local, as well as state, economic development practitioners.

Potential Four: Facilitating New Entrepreneurial Opportunities Directed Toward Small Business Expansions and Small Business Start-ups

There are several reasons why the encouragement of small business development, and specifically small manufacturing firms, is an important economic development potential in Kenosha County. Small businesses dominate the job generation process in Wisconsin. The previously documented study by the Wisconsin Department of Development, entitled The Job Generation Process in Wisconsin: 1969-1981, indicates that very small businesses (1 to 20 employees) and small businesses (21 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin during the 1969 to 1976 time period. More importantly, the report showed that from 1979 to 1981, a time period of economic recession in Wisconsin, very small businesses created 100 percent of the net job gains in Wisconsin, suggesting that new business starts are an important key to generating

<sup>9</sup> John Torinus, Jr., "Seed Money for Start-ups," Milwaukee Sentinel, November 6, 1984.

new jobs during periods of both economic expansion and recession. The report indicates that very small businesses have a particularly important impact on job creation, because when such firms are successful they expand and grow rapidly and, therefore, create significant numbers of new jobs. Finally, the report points out that between 1969 and 1981 very small manufacturing firms consistently created new jobs at a faster rate than did very small service sector businesses. Even during the 1980 to 1981 recession year, very small manufacturing firms continued to add more jobs than they lost, in sharp contrast to the trend of larger manufacturers. The existing manufacturing industry base in Kenosha County, and this industry's potential for industry establishment "spin-offs," is an important consideration in the identification of small business development as an economic development potential for Kenosha County.

While the historic growth of small business in Wisconsin is a good indication of the potential for employment growth in the future, a number of other characteristics of Kenosha County indicate that the start-up and expansion of small businesses is an economic development potential of the County. The University of Wisconsin-Parkside provides a wide range of information to entrepreneurs with regard to solving business management problems and problems related to new business start-ups through its Small Business Development Center.

Kenosha County is also a good location for new and expanding small businesses because of the financing available for small businesses provided by the Greater Kenosha Development Corporation (GKDC), Small Business Administration (SBA), Section 503-Certified Development Company. SBA-Certified Development Companies provide long-term, fixed-asset financing for the acquisition of land, building construction, expansion and renovation, and the purchase of equipment. Finally, in the recent past, a number of venture capital organizations have been organized throughout Wisconsin for the purpose of providing seed capital to business entrepreneurs. Together, the available resources for technical assistance to small business entrepreneurs, as well available financing for small business operations in Kenosha County, could, if utilized effectively, provide a basis for the expansion of employment opportunities through the start-up of new small businesses and the expansion of existing small businesses.

#### Constraints Related to Potential Four:

Lack of Available Financing for Small Businesses--This chapter has indicated that the lending practices of financial institutions in Wisconsin are perceived as being conservative, and that the capital available to financial institutions in the State could be less than that available in other areas. Conservative lending practices and the lack of capital within the State are particularly important problems to small businesses in that these businesses may not have the financing available from their existing operations that larger, more established businesses often have for expansion projects. It was also indicated that small amounts of seed capital, or amounts less than \$50,000, may not be readily available to entrepreneurs in Wisconsin. The lack of this seed capital is also a major constraint to the development and expansion of small businesses. The KCCED indicated that the statewide problem of conservative financial institutions, and the lack of available financing is a problem in Kenosha County, indicates that financial institutions need to be

more flexible and innovative in attempting to meet the financing needs of new and existing small businesses.

Lack of Utilization of Local, State and Federal Financial Resources--The KCCED perceived a historic lack of utilization of local innovative financial strategies for encouraging economic development, as well as a lack of utilization of state and federal programs for encouraging economic development in the County. While there is currently a greater interest in pursuing these economic development resources, the interest comes at a time when the federal government is reducing the available funding for a variety of economic development programs, and, in a number of instances, attempting to totally eliminate these programs. The greater utilization of state and federal financial assistance programs as leverage in utilizing private financial resources should assist in meeting the financial needs of local businesses in the County. In addition, the KCCED indicated that local governments and local development organizations such as the City of Kenosha Housing Authority and the Kenosha County Housing Authority should pursue the utilization of the development tools provided by State statutes.

Practical Assistance to Business Entrepreneurs--The KCCED indicated that there is a need for local economic development organizations and educational institutions to provide practical assistance to business entrepreneurs. Such assistance could include: product evaluation, product design assistance, product marketing, financial assistance, and overall business development strategies.

Lack of Small Business Incubator Space--The Kenosha County OEDP Committee identified the lack of incubator space for small business in Kenosha County as a economic development constraint. In 1979, a report completed by the consulting firm of Ernst and Whinney determined that a shortage of buildings with inexpensive, open interior space--providing about 2,000 square feet of space for each tenant--existing in Kenosha County. The shortage of this type of "incubator space" which is necessary for a new small business is currently an economic development constraint in the County.

Up-to-Date Inventory of Available Office and Manufacturing Space--While the Wisconsin Electric Power Company maintains an existing inventory of industrial buildings in the southeastern Wisconsin area, the KCCED indicated that the system listings are not comprehensive relative to the Kenosha County area. The Power Company has experienced some difficulty in establishing an ongoing relationship with local real estate brokers in the provision of information on vacant industrial buildings. In addition, the Power Company inventory does not include commercial and office-related locations. As a result, the KCCED indicated that a local inventory system may need to be developed that can establish an ongoing relationship with local real estate brokers in the area.

Lack of State Assistance Programs for Nonmanufacturing Industries and Small Industry Establishments--The KCCED indicated a concern with regard to the availability of state financial and development assistance programs that meet the needs of nonmanufacturing industry establishments, as well as small industry establishments. While the State of Wisconsin has initiated a number of financial assistance programs for business establishments in the manufacturing industry, these programs are often not accessible to nonmanufacturing

establishments, and, in some cases, not available to smaller firms. This report has indicated the importance of nonmanufacturing industry growth to the Wisconsin and Kenosha County economies, as well as the growth of small firms, growth that could be enhanced through public financial assistance.

Traditional Local Government Economic Development Activities--Traditionally, local governments and economic development practitioners have focused industry retention and attraction efforts on large firms that were capable of creating a large number of jobs. However, the recent performance of small firms relative to the creation of new jobs during periods of economic expansion, as well as economic decline, indicates the need for local governments to support the development and growth of small firms through local economic development activities.

Lack of Business Incorporations in the State of Wisconsin--This report has indicated the importance of new business incorporations to the local job generation process. A recent study by the Wisconsin Department of Development entitled "Entrepreneurial Culture in Wisconsin" concluded that "when other comparative measures are used, such as new business incorporation rates, venture capital activity, or employment growth from new independent businesses, Wisconsin's current and historic entrepreneurial performance is poor when compared to other states." This performance, should it improve, could assist in new employment growth in Kenosha County.

#### Potential Five: Expansion of the Retail Trade and Service Industries

Kenosha County has a good potential to expand its retail trade and service industry. In 1985, the retail trade and service industry employed 13,691 workers in Kenosha County, or about 38 percent of all workers in the County. The number of workers employed in the retail trade and service industries combined is second to only the manufacturing industry in terms of total employment in the County. Once more, during the 1970 to 1985 time period, employment in the retail trade and service industries increased by about 18 percent and 23 percent, respectively, while total employment declined by 10 percent. Finally, the previously referenced report by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969-1981 sets forth findings based upon historical industry employment growth which indicate that the service industry sector is, and may be expected to continue to be, a consistent source of new jobs during periods of both economic expansion and recession.

This potential has been enhanced by recent efforts to improve the City of Kenosha central business district, as well as neighborhood shopping areas in the City. The cities and villages in the County can access a number of programs that can assist in the redevelopment of central business districts. Most important of these programs are the tax incremental financing (TIF) district and the Business Improvement District (BID). These programs, as well as their current use in Kenosha County, are reviewed in Chapter II of this report.

In 1979, an economic study prepared by the consulting firm of Ernst and Whinney entitled "Economic Adjustment Strategy for the Kenosha and Racine Wisconsin Area" concluded that the potential exists for additional growth in the Kenosha County retail trade industry. As reported in the Ernst and Whinney

study, Kenosha County showed the highest average household effective buying income (EBI) in the State in 1977, \$20,092 in comparison to all other SMSA's. However, during the same time period, Kenosha County showed the lowest retail sales per household--\$8,588--in comparison to all other Wisconsin SMSA's. The same relationship occurred in 1982 with an EBI of \$31,029, highest of all SMSA's, and retail sales per household of \$12,216, lowest of all SMSA's.

A new dimension was added to the retail trade industry of the County in 1982 with the establishment of a retail outlet center at the intersection of Interstate Highway 94 and STH 50. A popular shopping area, this development totals 153,000 square feet of unique retail space, and a total of 52 stores offering low-cost merchandise. A total of approximately 300 to 400 workers are employed at the outlet center.

Constraints Related to Potential Five:

Scattered Residential Development Pattern and Difficulty in Establishing Businesses in Traditional Central Business Districts--Since the 1960's there has been a proliferation of urban residential development and population in the Southeastern Wisconsin Region, much of it in small, scattered enclaves in the rural areas of the the Region's outlying counties. This proliferation somewhat lessens the market attraction of the County's retail trade and service enterprises located in the City of Kenosha central business districts. Also, expansion of retail trade and service establishments in central business districts tends to be more difficult and more expensive to accomplish than new construction in outlying areas because of the complex pattern of property ownership in many traditional central business districts, and because of the structural and functional obsolescence of many of the existing structures. Consequently, the market attraction of the City's central business districts, as well as the problems associated with doing business in older central business districts, could restrict the growth of employment opportunities in the retail trade and service industries in the County.

Civilian Labor Force Issues--There is a general lack of awareness on the part of the civilian labor force that the retail trade and service industries are, and will probably continue to be, growth industries, resulting in many new opportunities for employment. Many jobs in the retail trade and service industries, however, tend to pay lower wages and demand a relatively lower skill level, resulting in a negative image of these jobs by many members of the labor force. As a result, many retail trade and service industry jobs are perceived as providing little if any opportunity for career advancement. These labor force factors could result in the lack of availability of quality workers for jobs in the retail trade and service industries and, therefore, act as constraints on this industry's future growth.

Absentee Ownership of Major Employers--The advisory committee that assisted in the development of the 1981 Kenosha County OEDP update identified the absentee ownership of local firms as resulting in the suppression of employment opportunities--such as management and support staff, as well as employment at local restaurants and retail trade establishments--that could normally be associated with large companies that are headquartered in an area. While the problem of absentee ownership could be difficult, if not impossible, to overcome through an economic development program, this factor does result in a smaller number of employment opportunities in the retail trade and service industries.

Decline of the Central Business District in the City of Kenosha--A report entitled, "Downtown Development Program-Opportunity and Needs Analysis Summary," submitted to the City of Kenosha by the Barton-Ascham Associates planning consulting firm, indicates that the decline of the City's downtown mall area is evidenced by the conversion of retail shops to office facilities and retail facilities that offer lower quality merchandise, under-utilization of existing structures, modification of facades away from pedestrian and window orientation, and the general obsolescence of the area.

Population Growth--During the 1970 to 1980 and 1980 to 1985 time periods, Kenosha County has shown a smaller percentage change in total population than that for previous years, with percentage changes of 4.4 percent and -1.9 percent, respectively. This trend in the growth of the County's total population is similar to that being experienced in the Region. The regional population showed a percentage increase of about 0.5 percent during the 1970's and a percentage decrease of 1.3 during the 1980 to 1985 time period. The smaller percentage change in population in the County indicates a smaller market for the products and services that are sold locally, and, therefore, the potential for employment growth in these consumer-dependent industries.

Location of Kenosha County Relative to the Chicago, Milwaukee, and Racine SMSA's--The location of Kenosha County is partially responsible for the County's relatively lower sales in the retail industry. The accessibility of the Chicago SMSA to the south and the Milwaukee SMSA to the north, as well as available retail trade areas in Racine County, provide Kenosha County residents with a variety of retail outlets, including major shopping centers, in proximity to the County.

Economic Conditions in Kenosha County--The KCCED indicated that the current decline in the county economy, and the uncertainty relative to the continued location of the AMC in the County, has resulted in a "wait and see" attitude by developers planning retail projects in the County. A continuation of current economic conditions, and the relocation of the AMC, could result in the cancellation of planned retail developments.

#### Potential Six: Expansion of the Recreation and Tourism Industry

Expansion of the recreation and tourism industry in Kenosha County could provide substantial additional employment opportunities. A March 1985 report by the Wisconsin Department of Development entitled "The Economic Impact of Tourism in Southeastern Wisconsin" indicated that "the travel and tourism industry has a significant economic impact in the relatively urbanized eastern corridor of the State." The abundance of cultural and recreational opportunities in Kenosha County is a part of this industry's potential in the County.

Aspects of the County which enhance the recreation and tourism industry as an economic development potential include: 1) the County's mid-continental climate characterized by four distinct seasons, giving residents and visitors opportunities for diverse outdoor recreational activities; 2) the proximity and accessibility of Kenosha County to the Chicago metropolitan area and the traditional attraction of Illinois tourists to Wisconsin; 3) the traditional and widely varied recreation and tourism areas of the western section of Kenosha County, in particular the Twin Lakes and Silver Lake areas, and the Nippersink Manor Recreation Area; 4) the Chiwaukee Prairie-Carol Beach area

that contains rare natural beauty, characterized by a series of alternating beach dune ridges and lower, wetter swales, and a state scientific area that is a National Natural Landmark recognized as one of the best remaining examples of lowland prairie in the Upper Midwest; 5) proposed revitalization efforts in the City of Kenosha central business district and various neighborhood shopping areas; 6) the Bong Recreation Area, a newly constructed Wisconsin State Park located in western Kenosha County with 60 group campgrounds, picnic facilities, hiking, swimming, fishing, and canoeing; 7) the proposed Gateway Harbor project, a proposed \$40 million improvement to the existing City of Kenosha harbor and marina and the existing Trident Marina and the proposed improvements to this marina in southeastern Kenosha County; and 8) the existing efforts of such organizations as the Kenosha Area Chamber of Commerce and the Twin Lakes Chamber of Commerce in promoting and furthering the recreation and tourism industry in the County. Perhaps the most important natural resource in the County, and one that is vital to the recreation and tourism industry is Lake Michigan. Lake Michigan is important as an aesthetic resource, providing approximately 13 miles of shoreline for various recreational pursuits, and an available harbor for both industrial and recreational uses.

#### Constraints Related to Potential Six:

Perception of the Recreation and Tourism Industry as a Low Employment-Generating Industry--The recreation and tourism industry is often considered a part of the larger retail trade and service industries. The magnitude of the manufacturing employment in the County has historically resulted in local economic development practitioners focusing on the manufacturing industry in their economic development activities. As a result, local economic development practitioners have often failed to recognize the potential of the tourism and recreation industry in creating new employment opportunities.

Lack of a Strategic Development Plan for the Development of the Recreation and Tourism Industry--Although a number of public and private organizations are actively involved in the development and promotion of the County's recreation and tourism industry, these organizations lack a strategic development plan for the continued development of this industry's resources. Such a plan should include: 1) the identification of recreation and tourism facility needs in the County; 2) an evaluation and the selection of strategies for meeting these needs; and 3) an implementation program that would include specific recreation and tourism activities, the identification of organizations to undertake these activities, and the method by which funding would be provided for these activities.

Interstate and Intrastate Competition in the Tourism Industry--In the recent past, local and state governments have realized the importance of the recreation and tourism industry to the growth of their respective economies. As a result, there has been a recent increase in the competition for tourism sales. Consequently, economic development practitioners in Kenosha County will need to pursue development opportunities in the recreation and tourism industry in the same manner that these practitioners actively pursue other, more traditional economic development activities, such as the retention and expansion of the County's manufacturing industry base.

Lack of Advertising of Urban Tourism Opportunities--While the State of Wisconsin, Division of Tourism, has undertaken a formidable tourism and recreation

advertising campaign, this campaign does not, to the degree necessary, emphasize urban tourism and recreation opportunities in Wisconsin. As a result, the tourism and recreation industry in Kenosha County may not be benefiting to the degree that it should from the State's tourism and recreation advertising program. Once more, the advertising of urban tourism and recreation opportunities could benefit the proposed Gateway Harbor project in the City of Kenosha.

Lack of Awareness of Local Resources by the Resident Population and a Poor Self-Image--The success of an area's recreation and tourism industry is often dependent on the resident population's awareness and utilization of the available recreation and tourism resources. Overall, the OEDP Committee that assisted in the development of the 1981 OEDP update perceived that the Kenosha County population is not totally aware of the recreation and tourism resources available in the County and, therefore, does not utilize these resources to their greatest extent. In addition, the OEDP Committee perceived a general poor image of the Kenosha County area by the resident population. More recently, a 1985 survey of Kenosha County residents conducted by the University of Wisconsin-Parkside, Center for Survey and Marketing Research, showed that the general public is not fully aware of the recreational opportunities available in the County. Twenty-eight percent of the survey respondents indicated that they would not be able to recommend anything for a tourist to do in Kenosha County. The utilization of the County's recreation and tourism resources and the perceived poor self-image of the Kenosha County area by its resident population are characteristics that are difficult to verify; however, these perceptions should be addressed by local economic development practitioners.

Nongroup Camping Facilities at the Bong Recreation Area--The Wisconsin Department of Natural Resources has made a significant investment in improving the Bong Recreation Area in Kenosha County. Currently, a range of activities such as swimming, hiking, fishing, canoeing, etc., is available to the general public. However, the KCCED indicated that camping at the facility is limited to group camping, thereby limiting the use of camping facilities by Kenosha County residents and visitors.

Appropriate Development of the Lake Michigan Shoreline--The Lake Michigan shoreline provides a unique opportunity for water- and shoreline-related activities throughout eastern Kenosha County. The KCCED indicated that local governments should encourage appropriate development of the Lake Michigan shoreline and the existing parklands in proximity to Lake Michigan in order to better utilize this unique natural resource for existing residents and tourists.

Marketing and Management Plan for the Kenosha Harbor--The KCCED indicated its support for the development of a marketing and management plan for the proposed Gateway Harbor project. The development of such a plan would help to ensure the economic viability of this project.

Adequacy of the Existing Kenosha Harbor and the Availability of Transient Boat Slips at the Kenosha Harbor--The KCCED indicated that a study of the adequacy of the existing Kenosha harbor should be initiated. In particular, the City of Kenosha Harbor Commission should analyze the potential for adding transient boat slips at the harbor.

## Chapter V

### ECONOMIC DEVELOPMENT STRATEGY

#### INTRODUCTION

The preceding chapters of this report have identified: 1) historic economic development efforts in Kenosha County; 2) characteristics of the natural resource base, built environment, and related features in the County pertinent to economic development; 3) socioeconomic characteristics of the County pertinent to economic development; and 4) the potentials for, and constraints on, continued economic development in Kenosha County. The purpose of this chapter is to identify specific economic development activities that, together, can constitute an economic development program that can be adopted and pursued by Kenosha County. The program is designed to complement existing countywide economic development activities, and to expand employment opportunities within the County, and thereby to reduce local unemployment, to increase personal income, and generally to improve the overall quality of life in the County.

The economic development strategy proposed in this chapter provides the link between the findings of the inventories and analyses and the economic development program activities that are necessary to improve the County's economy. As such, this chapter presents: 1) recent economic trends, including the current condition of the economy, the economic outlook, the major probable causes of existing economic problems, and the potentials for generating new employment opportunities; 2) overall goals for a countywide economic development program; 3) specific criteria to be utilized to guide the ongoing operation of an economic development program; 4) a set of specific program objectives and activities; and 5) program evaluation criteria.

It is important to note that the Kenosha County economy, as documented in Chapter III of this report, is experiencing, and may be expected to continue to experience, dramatic economic changes caused, in part, by the decline in employment opportunities at the American Motors Corporation (AMC) Kenosha manufacturing plant and, at the time of this writing, the potential for the relocation of that plant outside the County. In addition, the County's economy has been affected by major employment declines at the J. I. Case Company located in nearby Racine County, and the Outboard Marine Corporation in nearby Waukegan, Illinois. A primary purpose for conducting the OEDP update was to maintain the County's status as an EDA redevelopment area and, thereby, enable the County's local units of government to immediately make application to the EDA for three projects that could help mitigate the County's current economic problems. These projects include partial funding for a small business incubator building in the City of Kenosha, partial funding for the Gateway Harbor project in the City of Kenosha, and partial funding to capitalize a revolving business loan fund for the County.

While the 1981 OEDP update planning process identifies a range of economic development activities to be carried out over the ensuing two-year time period that should help improve economic conditions in the County, the County could continue to experience declining economic conditions. Therefore, the economic development program activities identified herein should be viewed as a starting

point for a continuing planning process that should examine the changing economic conditions, as well as the activities necessary to improve the County's economy. The Kenosha County Council on Economic Development (KCCED) and the Office of Kenosha Area Economic Development should be the focus for the continuing economic development planning efforts. However, in order for future planning efforts to be successful, the full cooperation and participation of the public and private sectors will be necessary. Only through such cooperation and participation will the County avoid the prolonged economic deterioration that would result from either the potential long-term decline in employment opportunities at the Kenosha AMC manufacturing plant, should that plant continue to be located in the County, or the short-term decline in employment that would result should AMC decide to locate its manufacturing facility outside the County.

## RECENT ECONOMIC TRENDS IN KENOSHA COUNTY

### Unemployment of the Labor Force

Chapter III of this report analyzed the current economic conditions of the Kenosha County economy, as indicated by certain important economic indicators. Perhaps the single most important indicator of the recent decline in economic conditions in Kenosha County is the county unemployment rate. An annual average of 6,000 persons were unemployed in Kenosha County in 1985, or an increase of about 38 percent over the number of unemployed in 1980, 4,345 persons. The 1985 unemployment rate in the County, 11.2 percent, was greater than that for the Region, 6.7 percent; the State, 7.0 percent; and the nation, 7.2 percent. In 1980, the county unemployment rate, 7.3 percent, was also greater than that for any of the areas of comparison. It is important to note that not only was the 1985 Kenosha County unemployment rate significantly greater than that for 1980, this rate was also nearly three times the unemployment rate in 1970, 4.3 percent; and nearly four times the unemployment rate in 1960, 3.1 percent. While the higher 1980 unemployment rates in the County are reflective of the early effects of the national economic recession of the early 1980's, the 1985 unemployment rate is an indication of the ongoing effects of the recession on the County, as well as related economic problems.

A number of related labor force factors are a result of the long-term decline in the economy of Kenosha County. The County's unemployment rate has been relatively high during the 1976 to 1986 time period, resulting in a problem of long-term unemployment for many of the County's workers. Workers who are among the long-term unemployed have exhausted unemployment compensation benefits, and, as a result, are experiencing a dramatic decline in family income, as workers enter into retraining programs, educational programs, or are employed at lower-paying jobs and are, therefore, underemployed. Many of the County's workers who are classified as long-term unemployed or underemployed workers are also classified as displaced workers, in that there is little likelihood that these workers will find employment in their previous industry or occupation.

The County does not show a regular seasonal occurrence of unemployment that is often evident in a local economy and which is commonly the result of employment in a specific industry such as the tourism industry. In January 1982, the county unemployment rate was 13.5 percent; while the July 1985, unemployment rate was 11.3 percent. The variation in the monthly unemployment rates

in the County may be attributed to the concentration of employment in the transportation equipment industry, with this unemployment being termed frictional unemployment. The American Motors Corporation (AMC) will often lay off workers for short periods of time in order to balance inventories with recent consumer product demand. The impact of these short-term layoffs at AMC illustrates the vulnerability of the Kenosha County labor force to the demand for and, therefore, the sale of AMC automobiles.

#### Lack of Growth and the Provision of Public Facilities and Services

A variety of statistics indicate that Kenosha County is experiencing a period of socioeconomic decline. From 1970 to 1980, the resident population of the County increased by only about 4 percent, a rate of increase greater than that for the Region, 0.5 percent; but less than that for the State, 7 percent; or the nation, 11 percent. From 1980 to 1985, the resident population of the County declined by 2,300 persons, or by about 2 percent, compared to a 1 percent decline in the regional population and increases of 2 percent and 5 percent in the state and national populations, respectively. During the 1980 to 1985 time period, seven of the 12 minor civil divisions in the County lost population, with the remaining minor civil divisions showing only small percentage increases. Also during the 1980 to 1985 time period, the County civilian labor force declined by 10 percent, compared to a 1 percent decline in the labor force of the Region, and increases of 5 percent and 11 percent in the labor forces of the State and nation, respectively. While the overall change in total industry employment during the 1970 to 1980 time period, 24 percent, was similar to that for the State, 23 percent; identical to the increase for the nation; and greater than that for the Region, 17 percent; this change is not indicative of the recent economic decline in the County. During the 1979 to 1985 time period, total county employment declined by about 5,340 workers, or 13 percent. The wholesale trade industry and the service industry were the only industries showing an increase in employment during this time period with 35 workers, or 4 percent, and 580 workers, or 9 percent, respectively. All other industry categories showed a decline in employment. The largest job losses occurred in the following industries: manufacturing, 4,070 jobs, or 25 percent; construction, 1,320 jobs, or 54 percent; and transportation, communications, and utilities, 221 jobs, or 19 percent. The lack of growth in the County will, should it continue, make the provision of public facilities and services increasingly difficult for local governments because of declines in local government revenues. The provision of quality public facilities and services is important to the maintenance of the overall living environment in the County, as well as being critical to the environment for the County's economic growth.

#### Changes in the Structure of the Economy

Certain structural changes which are occurring in the national economy are also evident in the economy of the State of Wisconsin and Kenosha County. Following national trends, employment within the State in the manufacturing industry declined from 27 percent of total employment in 1970 to 25 percent in 1980. The percentage point decline in Kenosha County was from 41 percent in 1970 to 37 percent in 1980 and to 34 percent in 1985. Also, consistent with national and state trends, the share of total employment in the service industry in Kenosha County increased from 14 percent in 1970 to 17 percent in 1980.

A strong manufacturing sector has historically been the foundation of the economy of Kenosha County. Although manufacturing industry employment still accounts for a large proportion of total county employment, the recent sharp decline in the importance of this industry may have serious long-term negative effects on the economy of the County.

#### Job Growth and Size of Firm

Traditionally, economic development practitioners have focused industry retention and attraction efforts on large firms that were capable of creating a large number of jobs. However, recent economic research has shown that small firms are more responsible for job growth in a community than are larger firms. The study by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969-1981 indicates that very small businesses (1 to 20 employees) and small businesses (32 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin during the 1969 to 1976 time period. More importantly, the report showed that from 1979 to 1981, a time period of economic recession in Wisconsin, very small businesses created 100 percent of the net job gains in Wisconsin.

#### American Motors Corporation

The American Motors Corporation (AMC) is the largest employer in Kenosha County. Recently, however, the number of workers employed at AMC has declined dramatically. A March 3, 1985, study, entitled, "Task Force Report of the Greater Kenosha Development Corporation," indicated that "maximum employment at the AMC in Kenosha was once more than 15,000." In March 1986, the Kenosha Area Chamber of Commerce indicated that only 3,900 workers were employed at the AMC.

Overall, employment in the County's transportation equipment industry declined from 14,200 workers in 1965 to 5,200 workers for the first calendar quarter of 1985. At the time of the writing of this report, AMC is considering the construction of a new manufacturing facility. Currently, it is not known whether or not the new manufacturing facility, should it be built, will be located in Kenosha County or in another location in the nation. However, even if the new facility is located in the County, employment, as a result of the application of automated manufacturing processes, may continue to decline. The current and expected employment decline in this industry is, perhaps, the single most important factor in the County economic outlook.

#### Economic Outlook

Mr. Darryl Francis, former president of the Federal Reserve Bank in St. Louis, Missouri, and currently a private business consultant to a number of Fortune 500 companies, indicated in his 1986 economic forecast that "All and all, from what can be seen and projected now, 1986 has every promise of being a most satisfying year for just about everyone." (Source: Business Journal Magazine, December 30, 1985.) In Kenosha County, however, individuals and organizations interested in the economic development of the County face much different prospects.

The January 1986 Kenosha County unemployment rate of 16.9 percent was the highest unemployment rate for any county in Wisconsin, with the 1985 annual average unemployment rate, the fourth highest of any county in Wisconsin.

While the State of Wisconsin, and communities within the State, are witnessing a recovery from the high recession unemployment rates of 1982, the County's 1985 annual average unemployment rate is somewhat greater than the 1982 rate of 11.0. As already noted, AMC was in 1986 considering numerous locations, including Kenosha County, for a new automated manufacturing facility, should the Company decide to build the facility. In the short term, should AMC decide to relocate the Kenosha manufacturing facility, the economic decline in the County will be greatly accelerated. However, should the AMC plant continue to be located in the County, the short-term future of Kenosha County would, nevertheless, probably include a continuation of relatively high unemployment rates and declines in the total population of the County as residents seek employment opportunities in other areas.

#### PROBABLE CAUSES OF ECONOMIC PROBLEMS IN KENOSHA COUNTY

Chapter IV of this report indicated that Kenosha County possesses a number of characteristics that suggest a potential for growth in employment opportunities. In addition, Chapter IV discussed a wide range of economic development problems in the County. While all these problems need not be reiterated, it is important to identify the major causes of these problems.

##### Employment Concentration in a Single Industry

The Kenosha County economy is highly concentrated in the durable-goods manufacturing industry and, specifically, in the transportation equipment industry. The durable-goods manufacturing employment in the County provides an opportunity for the expansion of existing employers as well as the opportunity to attract related manufacturing employment. Nevertheless, the concentration of employment in this industry has, in the past, resulted in frictional and cyclical unemployment that is typical of this industry, and structural unemployment has resulted--and may be expected to continue to result--from the changing nature of the nation's automobile industry and the declining employment at AMC.

##### Concentration of Employment in a Single Firm

The high concentration of county employment in the transportation equipment industry is a result of the location in the County of AMC. Historically, AMC has employed a large percentage of the County's labor force. However, during the 1965 to 1985 time period, employment in the County's transportation equipment industry declined by 9,000 workers, or about 64 percent, reflecting the declining employment at AMC. The construction of a new AMC manufacturing facility in Kenosha County, should it occur, would retain a major portion of the existing tax base in Kenosha County. However, the automated nature of the proposed facility could result in declining employment opportunities in the County's transportation equipment industry.

##### Employment Declines by Major County Employers

A number of existing manufacturing companies are in the process of relocating outside the County including the Charmglow Products Company (1985 employment: 180) and the Guardian Container Company, Inc. (1984 employment: 43). A number of existing manufacturing companies have also reduced their employment during the 1981 to 1986 time period. The loss of employment at these industry establishments is indicative of the decline of the County's manufacturing industry.

### Higher Worker Earnings

The latest available census data--for 1980--indicate that the mean wage or salary income for Kenosha County, \$22,045, was greater than that for the State, \$19,733, or the nation, \$19,796. While more recent data are not available for the nation, the County's workers average weekly wages for the first calendar quarter of 1985, \$373, were greater than that for the Region, \$337, or the State, \$335. It is important to note that the higher wages in Kenosha County occur in only two industries: construction, 109 percent of that for the State; and manufacturing, 128 percent of that for the State. The salary and wage structure of an area is often an important consideration in the locational decision-making of some industrial enterprises. Higher salaries and wages may discourage and, in some cases, prohibit the expansion of employment opportunities. While the length of time that many members of the County's labor force have been unemployed could result in workers accepting wages lower than those previously paid to them, the higher wages in Kenosha County could act as a constraint to the expansion of existing manufacturing firms, as well as to the location of new manufacturing firms. However, a recent study by the University of Wisconsin--Milwaukee, Urban Research Center entitled "Are Milwaukee Labor Costs Competitive" indicated that "Milwaukee's experienced (unemployed) manufacturing workers...are, on the average, very willing to accept lower absolute and relative pay." The recent high levels of unemployment in Kenosha County could result in a similar willingness by experienced manufacturing workers in the County to accept somewhat lower wages.

### Lack of a Coordinated, Countywide Economic Development Program

Chapter II of this report listed a wide range of public and private organizations that provide economic development and related employment and training services in Kenosha County. However, the KCCED has, nevertheless, identified the coordination of countywide economic development activities as a problem and, therefore, the lack of effectiveness of the existing economic development efforts.

For example, the Greater Kenosha Development Corporation (GKDC) and the Office of Kenosha Area Economic Development provide countywide economic development services. However, there is no formal coordinated relationship between these agencies. Once more, there is no recognition among the agencies as to which of the agencies is the primary, or lead, agency for economic development in the County.

### Lack of Development in the County's Retail Trade Industry

In 1982, the County's retail trade industry showed per capita sales that were less than those for any other metropolitan area in the State of Wisconsin. This lack of development in the retail trade industry is particularly significant due to the high incomes in Kenosha County. In 1982, the County also showed the highest average household effective buying income of all metropolitan areas in Wisconsin. An increase in the County's retail sales would result in an increase in retail trade employment, and would also increase the amount of personal income retained within the County. In addition, the KCCED has indicated that the current decline in the county economy, and the uncertainty relative to the continued location of AMC in the County, has resulted in a "wait and see" attitude by developers planning retail projects in the County. A continuation of current economic conditions, and the relocation of AMC, could result in the cancellation of planned retail developments.

### Lack of Development in the IH 94 Corridor

The KCCED indicated that a major economic development problem in Kenosha County is the inability to capitalize on the development opportunities in the IH 94 corridor. The KCCED noted the existence of manufacturing, wholesale trade, and retail trade industry development that occurs in the IH 94 corridor in Illinois and the abrupt absence of such development in Kenosha County. Recently, the length of time necessary to reach a compromise on the provision of sanitary sewer service at the intersection of IH 94 and STH 50 was a constraint on the development of business in this area.

### Lack of Utilization of Local, State, and Federal Resources for Economic Development

The KCCED perceived a historic lack of utilization of local innovative financial strategies for encouraging economic development, as well as a lack of utilization of state and federal programs for encouraging economic development. While there is currently a greater interest in pursuing these economic development resources, the interest comes at a time when the federal government is reducing the available funding for a variety of economic development programs, and, in a number of instances, attempting to totally eliminate these programs.

### The Recent National Economic Recession

The Kenosha County economy is concentrated in the manufacturing industry and, more specifically, in the durable goods manufacturing industry. In 1983, 38 percent of total industry employment within the County was in manufacturing, and 87 percent of the manufacturing employment was in the durable goods manufacturing industry. This concentration of county employment makes the County particularly vulnerable to national economic recessions. The relatively high county unemployment rates in the early 1980's were due, in part, to the national economic recession that began in the early part of the decade, and to the effects of this recession on the durable goods manufacturing and construction industries in the County.

### Structural Changes in the Economy

This chapter has indicated that major changes are occurring in the structure of the national, state, regional, and Kenosha County economies. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and enjoying long-term economic growth. The importance of manufacturing employment in the nation has declined significantly over the past decade. The importance of manufacturing in Kenosha County has also declined. In addition, basic structural changes in the economy that affect the manufacturing industry are also evidenced by the application of high technology to existing manufacturing processes resulting in a change in the nature of many manufacturing jobs. These changes are affecting, and may be expected to continue to affect, the economy of the County, and will need to be taken into account by local economic development practitioners as economic development activities are identified.

### Changing World Product Market

The American manufacturing industry faces increasing competition in product markets which it once dominated, with this competition being an important

factor in the ability of the County's manufacturing firms to increase employment levels. This internationalization of product producers and markets may require Kenosha County manufacturing firms to reorient product production and marketing efforts. Labor costs have become particularly important as the manufacturing industry relocates in undeveloped countries, and the higher level of wages in Kenosha County could negatively affect the ability of existing manufacturing industries to compete on a worldwide basis. In addition, the political affiliation of many third world countries with countries other than the United States may affect the ability of American manufacturers to market their products in some foreign countries. The internationalization of product markets has also placed new importance on the value of the United States dollar.

A report by the Wisconsin Strategic Development Commission indicates that the value of the dollar against foreign currencies is an important factor for Wisconsin's manufacturing firms serving world markets. Wisconsin ranks thirteenth among the states in the nation in manufacturing exports. The recent strength of the United States dollar has been damaging to the export sector, and is one of the reasons why Wisconsin has been more severely affected by the recent economic recession than have other states. Such changes in world markets may be expected to affect the national economy and, more specifically, the product marketing and product sales of Kenosha County manufacturing firms.

#### Availability of Financing for Business Expansions and New Business Start-ups

The availability of financing for business expansion projects and new business start-ups is an important component of economic development in Kenosha County. The KCCED perceived that financial institutions in Wisconsin generally maintain conservative business lending practices and, therefore, the availability of financing for business expansion projects may be a problem for businesses in Kenosha County. A study by the Wisconsin Strategic Development Commission indicated that a lack of available capital for certain businesses contributes to Wisconsin's dilemma. The report indicated that Wisconsin ranks low in bank deposits per capita (33rd in the nation); loan-to-deposit ratio (23rd in the nation); and commercial and industrial loans-to-total-loan ratio (32nd in the nation). Wisconsin's largest bank ranks only 70th largest in the country. Consequently, the report indicated that the conservatism of financial institutions in Wisconsin may not be as great a problem as the sheer availability of financial resources.

#### Lack of New Business Incorporations in Wisconsin

This report has indicated the importance of new business incorporations to the local job generation process. A recent study by the Wisconsin Department of Development entitled "Entrepreneurial Culture in Wisconsin" concluded that "when other comparative measures are used, such as new business incorporation rates, venture capital activity, or employment growth from new independent businesses, Wisconsin's current and historic entrepreneurial performance is poor when compared to other states." This performance, should it improve, could assist in new employment growth in Kenosha County.

#### POTENTIALS FOR GENERATING NEW EMPLOYMENT OPPORTUNITIES IN KENOSHA COUNTY

It is important for any sound economic development program in Kenosha County to identify the greatest potentials for generating employment opportunities.

This section summarizes the economic development potentials that are described in detail in Chapter IV of this report.

#### Retention and Expansion of the County's Manufacturing Industry Base

While retention and expansion of all industry employers in Kenosha County should be a priority in the County's economic development program, the structure of the County's economy results in the need for a special emphasis on the retention and expansion of existing manufacturing employers, as well as the attraction of new manufacturing industries to the County. The retention and expansion of the County's manufacturing industry would provide a base for additional economic development. In 1985, approximately 12,239 jobs, or 34 percent of all jobs in the County, were in the manufacturing industry. In comparison to the national economy, the county economy is concentrated in the transportation equipment industry, due to the location of the American Motors Corporation (AMC) manufacturing plant in the County. In 1986, AMC is considering several locations throughout the nation for the location of a new manufacturing plant that would be capable of producing both passenger automobiles and "Jeep" vehicles. Jeep vehicles are currently manufactured outside the County. While this report has indicated the probable continued reduction in total employment at AMC, should AMC choose to remain in Kenosha County, the selection of Kenosha County as the location for the new AMC facility would reduce the overall loss of transportation equipment industry employment that would occur as a result of the relocation of the AMC outside Kenosha County.

The County's existing manufacturing industry base, together with the location of Kenosha County within 350 miles of some of the most important industrial areas and heaviest population concentrations within the Midwest, provides a good potential for the location of branch manufacturing plants in the County. The County is served by an excellent transportation system which links it efficiently and economically not only to the rest of the Southeastern Wisconsin Region, and to major population and employment centers of the Midwest, but to major national and international markets as well. Once more, Kenosha County's location between the northeastern Illinois and Milwaukee metropolitan areas provides the potential for the location of branch plants in the County that can take advantage of the County's proximity to major markets. In addition, necessary public utilities, including sanitary sewerage, water supply, and gas and electric power systems in Kenosha County, all have sufficient service capability to meet the needs of new industrial users.

However, it is important to note that moratoriums on new sewer connections have been imposed on the Town of Bristol and the Village of Paddock Lake by the Wisconsin Department of Natural Resources. These communities have initiated corrective action to eliminate the sanitary sewer system problems and, in the case of the Town of Bristol, will construct a new sewage treatment plant, and, in the case of the Village of Paddock Lake, will expand the existing sewage treatment plant. In addition, the KCCED indicated that local governments should cooperate to a greater extent in providing sanitary sewers to areas that anticipate development and are not currently served by a sanitary sewer system. Once more, the KCCED indicated a concern relative to the ability of local governments to continue to provide revenues for the increasing cost of providing public facilities and services in light of declining economic conditions and the resulting potential for declining local tax revenues.

Potential manufacturing industry establishments can locate in one of six existing industrial parks, including two City of Kenosha industrial parks; the West Kenosha Industrial Park; the KMG Industrial Park; the Bristol Industrial Park; and, in the future, the proposed 1,300-acre Pleasant Prairie Industrial Park to be developed by the Wisconsin Electric Power Company.

The County's existing labor force also provides an advantage to the County for the retention and expansion of the County's manufacturing industry base. The high school labor force educational attainment compares favorably to that of other areas of the nation. In addition, a wide range of high-quality labor force training programs are available at the Gateway Technical Institute, the University of Wisconsin-Parkside, and Carthage College, and in nearby Milwaukee County at the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee. Together, the skills and educational attainment of the existing labor force and the available training facilities should act to encourage manufacturing industry establishments to locate in the County.

Generation of Employment Opportunities Through the Attraction of New Industry Establishments in: the Communication Equipment and Communication Services; Wholesale Trade; and Finance, Insurance, and Real Estate Industries

The decline in employment opportunities in the Kenosha County manufacturing industry, and specifically the durable goods manufacturing industry, requires persons and organizations interested in the economic development of the County to seek to diversify the County's economic base. A recent report by the Ameritrust Corporation indicates that "communications equipment is one of the fastest growing manufacturing industries in the nation. The Midwest has a major position in the telephone industry, with Illinois alone accounting for 44 percent of shipments in 1977....Altogether, this industry provides the Midwest with a great opportunity. The Midwest can improve on a leadership position in a natural growth industry in which potentially divisive problems, such as labor-management relations are not key issues....Communication also has a large potential export market."<sup>1</sup> The 1986 U. S. Industrial Outlook, published by the U. S. Department of Commerce, indicates that the demand for information services appears to be insatiable. The trend toward office and factory automation will require larger expenditures for services per hardware dollar. In response to this demand, the future mix of establishments in the information services industry will feature more large independent services providers, and more new start-ups.

The strategic location of Kenosha County relative to the Milwaukee and Chicago metropolitan areas results in an opportunity to diversify the County's economy through the attraction of wholesale trade industry establishments that would be located in close proximity to IH 94. While the wholesale trade industry employed only about 2 percent of total county employment in 1980, employment in the County's wholesale trade industry increased by 49 percent during the 1970 to 1980 time period, or over twice the increase in total employment during this time period. Once more, this industry was one of only two major

<sup>1</sup>Ernst and Whinney, Economic Adjustment Strategy for the Kenosha and Racine Wisconsin Area, September 1979.

industry classifications that showed an increase in employment during the 1979 to 1985 time period. A September 1979 report by the consulting firm of Ernst and Whinney, Inc., indicated that, "In light of the durable goods manufacturing base in Kenosha and the performance of Racine in this area of wholesale trade, it would appear that future growth opportunities exist for Kenosha County as well."<sup>2</sup>

Employment in the finance, insurance, and real estate industry in Kenosha County is under-represented, 2.3 percent of total employment, in comparison to the nation, 6.1 percent of total employment. However, this industry was the fastest growing industry in Kenosha County during the 1970 to 1980 time period, with a 52 percent increase in employment. The redevelopment efforts in the City of Kenosha central business district, should they be successful, could enhance the potential growth of this industry in the County by providing a good environment for industry locations. The February 1986 decision by the Wisconsin State Legislature that allows interstate banking is a favorable development for the finance industry in Kenosha County. The bill allows Wisconsin banks to purchase banks in neighboring states. A recent Business Journal article indicated that the banking industry overall continues to expand as banks continue to delve into nonbank services to produce fee income in the increasingly competitive financial services arena. Insurance, brokerage, and credit card services are some examples of the nonbank functions likely to increase at banks.<sup>3</sup>

Generation of Employment Opportunities Through  
the Application of High Technology to Existing Industry,  
as Well as Other High Technology Industry Opportunities

Basic structural changes in the national economy are evidenced by the steadily increasing portion of manufacturing jobs that are oriented to high technology industries. A recent report by the Joint Economic Committee of Congress indicated that the Midwest region could receive more benefits from high technology industry growth than could other regions of the nation, indicating that Kenosha County should consider the attraction of high technology industries, and, more importantly, the application of high technology to existing manufacturing industries as an economic development potential.

It should be emphasized that this economic development potential identifies primarily the application of high technology to existing industries, rather than the development of traditional high technology firms located in concentration in other areas of the nation, such as Massachusetts, California, and North Carolina. While the location of such firms in the Kenosha County area is certainly possible, the application of high technology to existing industry may be a more reasonable expectation based upon the existing manufacturing industries in Kenosha County.

The application of high technology to the existing manufacturing base is an important economic potential for the County due to a number of factors. First,

<sup>2</sup> Ibid.

<sup>3</sup> Tony Kennedy, "Surge of Big Mergers Will Take Place Before Banking Bill Takes Effect in 1987," the Business Journal Magazine, December 30, 1985.

as previously indicated, Kenosha County includes a number of large firms that manufacture products for a variety of industrial users, as well as for consumers. In order to remain competitive, these industries will need to pursue technological innovation to increase the quality of their product, as well as to remain competitive in the product marketplace. Second, the County is the location of, and in proximity to, a number of post-secondary educational institutions with the potential for research-oriented activities, as well as the potential to train workers for high technology-oriented employment. Third, the recent proposal for an industrial research facility to conduct research in the area of foundry and engine technology could facilitate the application of technology to existing businesses. The facility, should it be established, would be located in the City of Kenosha industrial park. Recently, the Wisconsin State Legislature allocated \$150,000 to conduct a feasibility study relative to this facility. Fourth, a November 1982 report by the Joint Committee on Technology and Innovation for the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce entitled "A Program for Wisconsin and Milwaukee--How to Increase New Jobs in High Technology and Other Manufacturing" indicates the potential for existing high technology industry to expand and new high technology industry to locate in Wisconsin.

Facilitating New Entrepreneurial Opportunities Directed  
Toward Small Business Expansions and Small Business Start-ups

There are several reasons why the encouragement of small business development, and specifically small manufacturing firms, is an important economic development potential in Kenosha County. Small businesses dominate the job generation process in Wisconsin. The previously documented study by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969-1981 indicates that very small businesses (1 to 20 employees) and small businesses (32 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin during the 1969 to 1976 time period. More importantly, the report showed that from 1979 to 1981, a time period of economic recession in Wisconsin, very small businesses created 100 percent of the net job gains in Wisconsin. The existing manufacturing industry base in Kenosha County, and the potential for new industry establishments that are created by entrepreneurs currently associated with existing companies, is an important consideration in the identification of small business development as an economic development potential for Kenosha County.

The University of Wisconsin-Parkside provides a wide range of information to entrepreneurs with regard to solving business management problems and problems through its Small Business Development Center. Kenosha County is also a good location for new and expanding small businesses because of the financing available for small businesses provided by the Greater Kenosha Development Corporation (GKDC), Small Business Administration (SBA), Section 503-Certified Development Company. SBA-certified development companies provide long-term, fixed-asset financing for the acquisition of land, building construction, expansion and renovation, and the purchase of equipment. It is important to note, however, that the KCCED perceived the GKDC as primarily oriented to providing financial services to business establishments located east of IH 94, and primarily the City of Kenosha, a factor that could be negatively influencing business establishments located west of the IH 94. Once more, the KCCED perceived the need to encourage the GKDC to develop a formal relationship with

the Office of Kenosha Area Economic Development, the designated agency for providing countywide economic development services. The KCCED indicated that a formal relationship with the Office of Kenosha Area Economic Development would help to strengthen the economic development services that are available in the County. Finally, in the recent past, a number of venture capital organizations have been organized throughout Wisconsin for the purpose of providing seed capital to business entrepreneurs. Together, the available resources for technical assistance to small business operations in Kenosha County could, if utilized effectively, provide a basis for the expansion of employment opportunities through the start-up of new small businesses and the expansion of existing small businesses.

#### Expansion of the Retail Trade and Service Industries

Kenosha County has a good potential to expand its retail trade and service industry. In 1985, the retail trade and service industry employed 13,691 workers in Kenosha County, or about 38 percent of all workers in the County. The number of workers employed in the retail trade and service industries combined is second only to the manufacturing industry in terms of total employment in the County. Once more, during the 1970 to 1985 time period, employment in the retail trade and service industries increased by about 18 percent and 23 percent, respectively, while total employment declined by 10 percent. Finally, the previously referenced report by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969-1981 sets forth findings based upon historical industry employment growth which indicate that the service industry sector is, and may be expected to continue to be, a consistent source of new jobs during periods of both economic expansion and recession.

In 1979, an economic study prepared by the consulting firm of Ernst and Whinney entitled "Economic Adjustment Strategy for the Kenosha and Racine Wisconsin Area" concluded that the potential exists for additional growth in the Kenosha County retail trade industry. As reported in the Ernst and Whinney study, Kenosha County showed the highest average household effective buying income (EBI) in the State in 1977, \$20,092, in comparison to all other SMSA's. However, during the same period, Kenosha County showed the lowest retail sales per household--\$8,588--in comparison to all other Wisconsin SMSA's. The same relationship occurred in 1982 with a Kenosha EBI of \$31,028, highest of all SMSA's, and retail sales per household of \$12,216, lowest of all SMSA's.

A new dimension was added to the retail trade industry of the County in October 1982 with the establishment of a retail outlet center at the intersection of IH 94 and STH 50. A popular shopping area, this development totals 153,000 square feet of unique retail space, and a total of 52 stores offering low-cost merchandise. A total of approximately 300 to 400 workers are employed at the outlet center.

Finally, the proposed redevelopment efforts in the City of Kenosha central business district, and the Gateway Harbor project, a proposed \$40 million improvement to the existing Kenosha harbor and marina, could result in the attraction of additional consumers of retail trade products and services to the City of Kenosha.

## Expansion of the Recreation and Tourism Industry

Expansion of the recreation and tourism industry in Kenosha County could provide for additional employment opportunities, as well as for diversification of the County's economy. Aspects of the County which enhance the recreation and tourism industry as an economic development potential include: 1) the County's mid-continental climate characterized by four distinct seasons, giving residents and visitors opportunities for diverse outdoor recreational activities; 2) the proximity and accessibility of Kenosha County to the Chicago metropolitan area and the traditional attraction of Illinois tourists to Wisconsin; 3) the traditional and widely varied recreation and tourism areas of the western section of Kenosha County, in particular the Twin Lakes and Silver Lake areas, and the Nippersink Manor Recreation Area; 4) the Chiwaukee Prairie-Carol Beach area that contains rare natural beauty, characterized by a series of alternating beach dune ridges and lower, wetter swales, and a state scientific area that is a National Natural Landmark recognized as one of the best remaining examples of lowland prairie in the Upper Midwest; 5) proposed revitalization efforts in the City of Kenosha central business district and various neighborhood shopping areas; 6) the Bong Recreation Area, a newly constructed Wisconsin State Park located in western Kenosha County with 60 group campgrounds, picnic facilities, hiking, swimming, fishing, and canoeing; 7) the proposed Gateway Harbor project, a proposed \$40 million improvement to the existing City of Kenosha harbor and marina and the existing Trident Marina and the proposed improvements to this marina in southeastern Kenosha County; and 8) the existing efforts of such organizations as the Kenosha Area Chamber of Commerce and the Twin Lakes Chamber of Commerce in promoting and furthering the recreation and tourism industry in the County. Perhaps the most important natural resource in the County, and one that is vital to the recreation and tourism industry is Lake Michigan. Lake Michigan is important as an aesthetic resource, providing approximately 13 miles of shoreline for various recreational pursuits and an available harbor for both industrial and recreational uses.

### CRITERIA TO GUIDE THE IDENTIFICATION OF THE GOALS, OBJECTIVES, AND ACTIVITIES OF THE ECONOMIC DEVELOPMENT PROGRAM

The County's economic development program is envisioned as an ongoing effort to improve the economy. In order to guide the KCCED in its selection of specific activities to improve the county economy, as well as to guide the decision-making that will be necessary during the course of the implementation of the program, the Kenosha County Council on Economic Development (KCCED) has identified the following criteria:

1. Kenosha County Council on Economic Development.

The Kenosha County Council on Economic Development (KCCED) shall serve as the advisory committee for the program activities identified herein, and the official advisory committee of the Office of Kenosha Area Economic Development.

2. Coordination of Economic Development Activities.

The KCCED economic development program activities should seek to coordinate all of the economic development activities of public and private economic development organizations in Kenosha County.

3. Staff.

The Office of Kenosha Area Economic Development shall provide the necessary staff support to the KCCED and be primarily responsible for assisting the KCCED in carrying out the economic development program activities identified herein.

4. Planning of Economic Development Activities.

The KCCED should be the organization responsible for planning the County's economic development program activities on an ongoing basis.

5. Nature of the KCCED Economic Development Activities.

The economic development activities of the KCCED should be comprehensive in nature and address the areas of:

- a. Coordination of all economic development activities in the County.
- b. Industry attraction activities.
- c. Industry retention activities.
- d. New business development.
- e. Provision of the necessary public facilities and services for economic development.
- f. Development of strategies that will assist in the diversification of the county economy.

6. U. S. Economic Development Administration (EDA).

The KCCED shall serve as the designated advisory committee to advise the Kenosha County Board of Supervisors, local units of government and public and private development organizations about Kenosha County's participation as a redevelopment area under the 1965 Public Works and Economic Development Act administered by the EDA.

## ECONOMIC DEVELOPMENT GOALS

### Goal One

The KCCED should act as the primary organization for economic development in Kenosha County and coordinate the activities of all other agencies and organizations interested in pursuing the economic development of the County.

### Goal Two

To assist in the retention of existing employment opportunities in the County, and to provide for the expansion of employment opportunities by helping to meet the needs of existing employers.

### Goal Three

To create new employment opportunities by assisting local units of government and public and private development organizations in attracting new employers to the County.

### Goal Four

To assist in creating new employment opportunities by helping to facilitate entrepreneurial opportunities, especially for small businesses, in Kenosha County.

## Goal Five

To assist in continuing to provide the community facilities and services that are necessary for the expansion of employment opportunities in Kenosha County.

### ECONOMIC DEVELOPMENT OBJECTIVES AND ACTIVITIES

The economic development objectives and activities indicated below are intended to provide for the continuation of the existing economic development program activities in the County. While the County is currently engaged in an economic development program, the KCCED perceived this program as fragmented and, therefore, lacking in the effectiveness that a more coordinated economic development program could provide. The economic development activities identified herein are intended to be implemented during a time period to be determined by the KCCED and the Office of Kenosha Area Economic Development on an annual basis. The identification of the specific time frame for the implementation of the activities will be dependent upon the available financial resources for economic development in the County, as well as the available staff and volunteer assistance.

#### Objective One

To establish the advisory committee structure necessary to carry out the KCCED economic development program; to identify the activities that will provide for a coordinated economic development program in the County; and to ensure the continued eligibility of the County and local units of government for EDA programs. This objective is directly related to Goal One. Activities designed to accomplish this objective are set forth below.

Activity One: The Office of Kenosha Area Economic Development should ensure the submittal of this 1986 OEDP Update and subsequent OEDP annual reports to the EDA. The next EDA required annual report must be submitted to the EDA by June 30, 1987.

Activity Two: Previous countywide economic development efforts documented in this report have shown that volunteer economic development activities in the County have not been successful and, therefore, professional economic development staff assistance is necessary. In addition, the Committee raised concerns about the low level of financial resources allocated to, and the degree of overall coordination of, countywide economic development activities. Therefore, Kenosha County, the City of Kenosha, and the Kenosha Area Chamber of Commerce should continue their financial support of the program activities of the Office of Kenosha Area Economic Development as outlined in this report for the interim until an organizational structure and funding level for the KCCED and the Office of Kenosha Area Economic Development are determined and/or modified.

The function of the structure would be the objectives and activities set forth herein, including the coordination of activities of the economic development organizations identified in Table 66. In addition, the program should seek to broaden the development and financial support for countywide economic development by developing the ways and means for greater support from development organizations and local governments throughout the County. In particular, the

KCCED and the Office of Kenosha Area Economic Development should seek financial support from the business community that is equal to the support base provided from the public sector. Private sector financial support, in addition to private sector assistance in the planning and implementation of economic development activities in the County, is necessary in order to provide a broad base of support for economic development in the County.

Notwithstanding the above, the County shall take the lead in ensuring the ongoing administration of an effective economic development program which has sufficient human and financial resources allocated to it.

Activity Three: The Kenosha County Board of Supervisors should maintain the KCCED as the County's official economic development advisory committee. However, the bylaws of the KCCED should be changed to include the following:

Article III-The members of the KCCED should be appointed by the Kenosha County Executive, and approved by the Kenosha County Board of Supervisors.

Article IV-The Board of Directors should include seven members, including: the Mayor of the City of Kenosha; the Kenosha County Executive; and the Executive Director of the Kenosha Area Chamber of Commerce. At least two members of the Board should be private sector representatives. At least one of the Board members should be a representative from the area of the County west of IH 94.

Article V-Meetings of the KCCED should take place every three months.

Article VI-A technical advisory committee made up of agencies and organizations providing economic development technical assistance in Kenosha County should be established. The technical advisory committee would meet on a monthly basis to coordinate economic development technical assistance in the County. The membership of the technical advisory committee should, at a minimum, include the organizations identified in Table 65.

In addition, it is imperative that the KCCED continue the discussions that have been initiated during this planning process relative to the need for a change in the organizational structure of the KCCED, including discussions about the feasibility and advantage of incorporating the KCCED or a similar organization as a private nonprofit development corporation, and discussions about methods of funding the economic development activities identified herein.

Activity Four: The existing membership of the KCCED was appointed in December 1985 for the sole purpose of assisting in the preparation of the 1986 update to the OEDP document. Therefore, it is recommended that the Kenosha County Executive appoint new members to the KCCED, including, at a minimum, persons from the following areas of representation: finance; small business; government; industry; education; labor; agriculture; minority groups including

Table 65

PROPOSED MEMBERSHIP OF THE KCCED  
TECHNICAL ADVISORY COMMITTEE

Organizations	
1.	Office of Kenosha Area Economic Development
2.	Kenosha Area Chamber of Commerce
3.	Kenosha Manufacturers and Employers Association
4.	Gateway Technical Institute
5.	University of Wisconsin-Parkside, Small Business Development Center
6.	University of Wisconsin-Extension
7.	City of Kenosha, City Development Director
8.	Greater Kenosha Development Corporation
9.	Kenosha County Planning Office
10.	Southeastern Wisconsin Regional Planning Commission
11.	Wisconsin Department of Development
12.	Forward Wisconsin, Inc.
13.	Wisconsin Electric Power Company
14.	Twin Lakes Chamber of Commerce
15.	A minimum of two representatives of development organizations located west of IH 94.

Source: SEWRPC.

Table 66

**INDUSTRY CLASSIFICATIONS THAT HAVE EXHIBITED GROWTH  
BY INDUSTRY SHIPMENTS DURING THE 1982 THROUGH THE  
1986 TIME PERIOD, MEASURED IN 1982 DOLLARS<sup>a</sup>**

Industry	SIC Code	Percent Change 1982 to 1986
Semiconductors and Related Devices.....	3674	186.1
Truck Trailers.....	3715	85.0
Dolls .....	3942	84.1
Truck and Bus Bodies/Motor Homes.....	3713/3716	70.6
Optical Instruments and Lenses.....	3832	69.7
Particleboard.....	2492	53.6
Measuring and Controlling Devices, nec <sup>b</sup> .....	3829	49.2
Electronic Connectors.....	3678	49.1
Automotive Stampings.....	3465	46.2
Instruments to Measure Electricity.....	3825	43.5
Space Propulsion Units and Parts.....	3764	41.8
Space Vehicle Equipment, nec <sup>b</sup> .....	3769	40.4
Household Appliances, nec <sup>b</sup> .....	3639	38.3
Concrete Block and Brick.....	3271	37.5
Electronic Capacitors.....	3675	37.1
Ready-Mixed Concrete.....	3273	37.1
Guided Missiles and Space Vehicles.....	3761	37.0
Biological Products.....	2831	37.0
Adhesives and Sealants.....	2891	36.6
Gypsum Products.....	3275	35.8
Motor Vehicle Parts and Accessories.....	3714	35.1
Brick and Structural Clay Tile.....	3251	33.9
Structural Wood Members, nec <sup>b</sup> .....	2439	33.8
Prefabricated Metal Buildings.....	3448	33.6
Upholstered Household Furniture.....	2512	33.4
Current-Carrying Wiring Devices.....	3643	32.9
Millwork.....	2431	32.7
Paints and Allied Products.....	2851	32.2
Engineering and Scientific Instruments.....	3811	32.2
Aircraft Equipment, nec <sup>b</sup> .....	3728	32.1
Hardwood Veneer and Plywood.....	2435	30.4
Screw Machine Products.....	3451	29.3
Softwood Veneer and Plywood.....	2436	29.1
Electronic Coils and Transformers.....	3677	28.8
Motor Vehicles and Car Bodies.....	3711	28.3
Internal Combustion Engines, nec <sup>b</sup> .....	3519	28.1
Household Cooking Equipment.....	3631	28.0
Greeting Card Publishing.....	2771	26.8
Ball and Roller Bearings.....	3562	26.8
Set-up Paperboard Boxes.....	2652	26.6
Costume Jewelry.....	3961	26.1
Concrete Products, nec <sup>b</sup> .....	3272	26.1
Cereal Breakfast Foods.....	2043	24.8
Radio and TV Communication Equipment.....	3662	24.1
Miscellaneous Plastics Products.....	3079	22.9
Pulpmills.....	2611	22.9
Miscellaneous Publishing.....	2741	22.6
Household Laundry Equipment.....	3633	22.0
Cookies and Crackers.....	2052	21.6
Commercial Printing.....	275A <sup>c</sup>	21.3
Frozen Fruits and Vegetables/Frozen Specialties...	2037/2038	21.3
Corrugated and Solid Fiber Boxes.....	2653	21.1
Wood Household Furniture.....	2511	20.8
Wood Pallets and Skids.....	2448	20.8

<sup>a</sup> Industry shipments refers to the total value of all products shipped by establishments classified in an industry.

<sup>b</sup> nec - not elsewhere classified.

<sup>c</sup> SIC Codes: 2751, 2752, 2754.

Source: U. S. Department of Commerce, International Trade Administration; and SEWRPC.

women; the recreation and tourism industry; and the legal profession. The new membership of the KCCED should be appointed by the County Executive, and confirmed by the Kenosha County Board of Supervisors, following the approval of the OEDP update by the Kenosha County Board of Supervisors.

Activity Five: Following the approval of the Kenosha County OEDP update by the Kenosha County Board of Supervisors, the KCCED should transmit the update to local units of government for their review. The successful implementation of the economic development activities identified herein will be dependent upon a clear understanding of the overall county economic development program by local government representatives.

Activity Six: The KCCED, in the role as the central coordinating agency for economic development in the County, should develop a resource directory of economic development and employment training agencies and organizations that would include a summary of the resources these organizations provide. This directory should be provided to local governments, development organizations, and private business throughout the County. The resource directory will serve to familiarize persons throughout the County with the economic development resources available to assist in the economic development of the County. Specifically, the resource directory should include: the agency source and amount of funding; staff persons; specific services provided; and the agency contact person.

Activity Seven: The KCCED should contact the Secretary of the Wisconsin Department of Development to indicate the desire that the Wisconsin Department of Development:

- Identify a state policy with regard to providing industry establishments with inducements to expand or locate in the State;
- Provide local units of government with a more specific definition of the State's role in the retention of industry;
- Increase available funding for the advertisement of tourism opportunities and, specifically, urban tourism opportunities in the State of Wisconsin;
- Encourage the Wisconsin Legislature to reconsider and approve a bill to allow local units of government to finance the construction of vacant industrial buildings that would help to attract industry prospects.

## Objective Two

To retain existing business establishments located in Kenosha County. This study has previously identified the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Kenosha County to continue and expand existing industry retention efforts that will complement the efforts of other economic development organizations in preventing the relocation of existing county industry establishments to areas outside the County. This objective and the following activities are directly related to Goal Two.

Activity One: The KCCED Technical Advisory Committee should work with the Kenosha Area Chamber of Commerce and the Kenosha Manufacturers and Employers

Association in expanding the industry retention activities in the County. The expanded system should include the following activities:

- A follow-up of industry participants in the Wisconsin Bell industry retention survey to determine existing problems, etc.
- A retention survey of nonmanufacturing industry establishments that were not included in the original industry retention survey.
- The development of an ongoing industry call program.
- The development of a system of working with appropriate local government representatives to solve business-related problems.

Activity Two: The KCCED Technical Advisory Committee should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers and Employers Association, the Wisconsin Department of Development, and local elected officials in increasing the amount of government contracts by firms in Kenosha County. This effort would include continuing existing efforts, as well as sponsoring workshops for, and providing technical assistance to, Kenosha area business persons relative to securing government contracts.

Activity Three: Recently, the Wisconsin Gas Company decided to expand the Company's Pipeline for Excellent Products (PEP) program outside the Company's service area to include Kenosha County. The purpose of PEP program is to expand the purchases of product inputs by manufacturing firms in the local area. The PEP program represents an opportunity for local manufacturers to expand their product markets without making a significant marketing or sales effort. However, the success of the PEP program in the County will require the cooperation and coordination of economic development organizations in the County. The KCCED should assist in the implementation of the PEP program in Kenosha County.

Activity Four: The KCCED should work with the Kenosha Manufacturers and Employers Association and the Wisconsin Department of Development in providing information to local business establishments regarding the expansion of their product markets through the marketing and sale of products to foreign markets. The exporting of products represents a major market opportunity for both large and small firms.

Activity Five: The KCCED should provide technical assistance to local units of government in the utilization of tax incremental financing, innovative bonding techniques, and federal and state financial assistance programs in order to utilize all existing resources to attract business establishments to and retain establishments in the County.

Activity Six: The KCCED should work with the Wisconsin Electric Power Company in the implementation of the Power Company's Commercial and Industrial Energy Conservation Review program. The program is designed to provide site-specific energy savings information to owners of commercial and industrial buildings.

### Objective Three

To attract two new industry establishments to Kenosha County during each of the following two years, and to improve the existing industry attraction activities in the County. In most cases, the retention of existing industry establishments is the most important economic development activity of a local

economic development program. However, because of the large number of unemployed persons in Kenosha County and the potential for an increasing number of unemployed persons in the County's transportation equipment industry, the economic development efforts in the County should include a substantial industry attraction activity in order to replace recent job losses. This objective and the activities identified below are directly related to Goal Three.

Activity One: To continue the industry attraction activities of the Office of Kenosha Area Economic Development, including:

- The regional and national advertising campaign.
- Participation in the "call trips" of the Forward Wisconsin, Inc., the State's lead agency for the attraction of new employers to the State of Wisconsin.
- Provision of demographic and land use information to industry prospects in the County.

Activity Two: The KCCED should act as the focal point for all industry attraction efforts in the County. Local units of government and development organizations should directly refer initial inquiries by business establishments interested in locating in Kenosha County to the Office of Kenosha Area Economic Development, the staff organization for the KCCED.

Activity Three: The KCCED should identify a formal industry attraction team that would consist of members of the KCCED and the KCCED Technical Advisory Committee. The purpose of the industry attraction team would be to meet with the representatives of industry establishments that are interested in locating in the Kenosha County area. The industry attraction team should consist of representatives of the Kenosha Area Chamber of Commerce, the KCCED, and the Office of Kenosha Area Economic Development, and should also include a representative of educational institutions in the County, an attorney, and a representative of financial institutions in the County.

Activity Four: The Office of Kenosha Area Economic Development should prepare promotional brochures that advertise and provide information on the existing industrial parks in Kenosha County. At the present time, brochures of this kind are not available for all of the industrial parks in the County.

Activity Five: The KCCED should contact the Wisconsin Electric Power Company in order to establish a set of guidelines by which the County's economic development program, and specifically the program's industry attraction activities, can be coordinated with the attraction activities that will be attendant to the development of the Power Company's industrial park development in the Town of Pleasant Prairie.

Activity Six: The KCCED should update the industrial site information sheets previously prepared by the Regional Planning Commission for the Office of Kenosha Area Economic Development. The information sheets provide detailed information regarding industrial sites in Kenosha County, as well as detailed site maps. In addition, the KCCED should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers and Employers Association, the Kenosha Board of Realtors, the Wisconsin Electric Power Company, and the Wisconsin Department of Development in the development of a computerized inventory of available industrial sites in the County that could be updated on an ongoing basis.

Activity Seven: The KCCED should seek to utilize the Wisconsin Department of Development, Small Cities Community Development Block Grant (CDBG) program and revolving loan funds available from the U. S. Economic Development Administration (EDA) in order to establish a low-interest revolving business loan fund in Kenosha County. While the Kenosha County Development Corporation provides low-interest loan funds through the U. S. Small Business Administration 503 Development Company program, the County needs to take advantage of all available secondary financing in order to make the location of an industry establishment in the County as advantageous as possible. The CDBG and EDA revolving loan fund programs enable local governments to establish more liberal loan terms than offered by the SBA 503 Development Company program, and, therefore, would be useful in the attraction of new employers to the County. The implementation of this activity will require a significant outreach effort throughout the County in order to make businesses aware of the availability of these programs.

Activity Eight: The KCCED should encourage, and help to establish, innovative development approaches by community development organizations such as the City of Kenosha Redevelopment Authority, the Kenosha County Housing Authority, and local units of governments in the County. To date, community development organizations and local governments have not utilized all of the statutory powers that are made available to them, and, therefore, are not utilizing their full development capacity. In addition, the KCCED should encourage local units of governments to pursue innovative financing programs for the purchase of industrial land that are similar to the program established by the City of Kenosha, whereby favorable loan terms are provided to an industry that is purchasing land in the City's industrial park.

Activity Nine: The KCCED should support an increase in the size of the business loan fund administered by the City of Kenosha and funded by the City's CDBG program. In addition, the KCCED should encourage the City to coordinate this loan fund, as well as the proceeds of future efforts in initiating loan funds, with the business loan programs of the Kenosha County Development Corporation. The KCCED identified the current size of the City's loan fund as inappropriate for economic development purposes.

Activity Ten: The KCCED, in cooperation with the Kenosha Area Chamber of Commerce and the Kenosha Manufacturers and Employers Association, should initiate industry "call trips" to the corporate offices of corporations that have branch locations or own subsidiary firms in Kenosha County. The purpose of the call trips would be to familiarize the owners of the businesses with the Kenosha County area and to encourage these individuals to continue to locate and expand in the County.

Activity Eleven: The KCCED Technical Advisory Committee should undertake the process of selecting, or targeting, industry sectors that are deemed most likely to locate in Kenosha County, and utilize these industries as a first priority in industry attraction efforts. The selection process should include the identification of growth industries that are in need of the locational characteristics of Kenosha County. In order to assist the KCCED in the identification of targeted industries, Table 66 identifies a list of 55 industries that have been identified by the Regional Planning Commission staff as growth industries during the 1982 to 1986 time period based upon industry shipments and growth in employment.

Activity Twelve: The KCCED should work with the sales persons and purchasing agents of existing business establishments in the County in promoting the County as a good business location. Local sales representatives would be encouraged to be economic development ambassadors and to work with the KCCED in the development of an ongoing ambassadors program.

#### Objective Four

To continue the development and implementation of economic development activities in the County that are directed toward facilitating business expansions and new business start-ups, primarily for small business. This objective and the activities identified below are directly related to Goal Four.

Activity One: To continue the existing business development activities of the Office of Kenosha Area Economic Development including:

- Identification of building locations for new business start-ups.
- Referral of entrepreneurs to sources of venture capital.
- Coordination of technical assistance for new businesses.

Activity Two: To identify and access sources of federal and state funding for the City of Kenosha business incubator project. A large number of communities across the country have identified the need for small business incubator buildings and the business services they provide in order to provide small businesses with an initial low-cost location. Currently, the City of Kenosha is seeking funding for a business incubator in an existing building located at 67th Street and 36th Avenue.

Activity Three: To provide the inventory of economic development organizations identified as an activity in Objective One to minority- and female-orientated community-based organizations in Kenosha County. The KCCED identified a lack of information by these community-based organizations relative to available economic development resources.

Activity Four: To work with the State of Wisconsin and local development organizations to develop alternative sources of financing for the initial start-up and expansion of nonmanufacturing industry establishments. While the State of Wisconsin has recently developed a number of innovative business financing programs, the KCCED identified the lack of financing programs for nonmanufacturing establishments as an economic development constraint in the County. This problem is especially significant in light of the potential job generation by nonmanufacturing establishments identified in Chapter IV of this report.

Activity Five: The KCCED should work with the Kenosha Area Chamber of Commerce to establish a formal network of small business persons that would meet on a regular basis to exchange information regarding business development activities. Organizations of this kind have been developed in a number of communities in order to facilitate the exchange of problem-solving techniques, as well as the identification of product inputs that can be purchased locally.

Activity Six: The KCCED staff should meet with existing educational institutions in the County to identify the availability of assistance and areas of specialty for inventors who are interested in manufacturing their products.

The KCCED identified a lack of practical assistance by local educational institutions in assisting in the manufacture of new products.

Activity Seven: The KCCED should work with the Kenosha Area Chamber of Commerce, the Kenosha Manufacturers Association, and Kenosha County real estate brokers to develop a local computerized inventory of available industrial buildings in Kenosha County. Following the establishment of the inventory, the KCCED should provide information on available industrial buildings to the Wisconsin Electric Power Company. The Power Company maintains a regional computerized inventory of industrial sites and is dependent upon the provision of the information by the local unit of government concerned.

Activity Eight: To work with the KCDC and financial institutions in the County to establish a lenders task force to examine and discuss problems associated with business financing in the County, and to work toward the development of a pool of loan funds for financial assistance to businesses in the County.

Activity Nine: The KCCED should review the results of the proposed feasibility study of the need for an industrial research facility at the City of Kenosha industrial park. Should the feasibility study indicate the potential for such a facility, the KCCED should assist the City of Kenosha in the implementation of this activity.

#### Objective Five

To assist in improving community facilities and services, including the existing housing stock, that are identified as being deficient, and to develop new community facilities and services to meet existing but unmet needs. While the previously mentioned economic development coordination, retention, attraction and business development activities are important to the economic development of Kenosha County, this study has indicated that the provision of high-quality community facilities and services is important to the economic development of the County. The activities designed to implement this objective are directly related to Goal Five.

Activity One: The KCCED should assist in the implementation of a number of activities that are directly related to the further development of the tourism and recreation industry in Kenosha County. These activities include:

- Assisting the City of Kenosha in the identification of appropriate funding sources for the implementation of the City's Gateway Harbor project.
- Requesting that the City of Kenosha Harbor Commission assess the adequacy of the existing harbor and marina facilities, specifically the availability of transient boat slips.
- Helping to facilitate the development of a countywide convention and travelers bureau. Two initial concerns of this organization would be the development of a countywide travel and convention attraction effort and the development of a major effort to make the citizens of Kenosha County aware of the tourism and recreation resources that are available in the County. The countywide organization would be funded by the available hotel room tax.

- Encouraging appropriate development of the Lake Michigan shoreline and the existing parklands in proximity to Lake Michigan in order to better utilize this unique natural resource for existing residents and tourists.
- Encouraging nongroup camping at the Bong Recreation Area.

Activity Two: The KCCED should encourage the development of a marketing and management plan for the Kenosha harbor, and the adoption of the marketing and management plan for the City of Kenosha municipal airport by the City of Kenosha.

Activity Three: The KCCED should support and assist in the existing central business district redevelopment efforts in the City of Kenosha. Specifically, the development of a comprehensive plan for the CBD should be encouraged.

Activity Four: The KCCED should support and assist, where possible, in establishing appropriate zoning ordinances throughout Kenosha County in order to facilitate the orderly development of the County, and thereby facilitate economic development. In addition, the KCCED should support the completion of the Kenosha County development plan that is currently being prepared by the Regional Planning Commission for the County. The KCCED has discussed the need to identify lands in the County that are appropriate for future industrial and commercial development in order to properly facilitate economic development in the County and to avoid unnecessary conflicts with inappropriate land development.

Activity Five: The KCCED should support and encourage existing and future employment training programs designed to address the structural unemployment problems attendant to the recent decline in economic conditions in Kenosha County. In addition, the KCCED should encourage employment training organizations to support the attraction of new industry to Kenosha County that can provide employment opportunities for displaced workers in the County.

Activity Six: The KCCED should immediately seek funding for a study that would identify the highest and best use of the existing AMC facilities in the City of Kenosha that are expected to be vacated as a result of the construction of a new AMC manufacturing facility. The studies should take into account the condition of the buildings, the marketability of the land and buildings, potential alternative uses, and related development efforts that are expected to take place in proximity to the facilities.

Activity Seven: The KCCED should encourage local units of government to cooperate in the provision of sanitary sewer service to areas of the County where this service is currently unavailable.

Activity Eight: The KCCED, in conjunction with the economic development organizations identified in Table 65, should develop and implement a program that promotes the positive quality of life in the County to existing residents, as well as visitors and tourists.

## IMPLEMENTATION AND EVALUATION OF THE KENOSHA COUNTY ECONOMIC DEVELOPMENT PROGRAM

This report has indicated the need to continue and improve the existing countywide economic development program in Kenosha County. In addition, this report has indicated the need to undertake various activities designed to retain the County's designation as an EDA redevelopment area in order to retain the County's ability to apply for funding for projects that will assist in improving the deteriorating economic conditions in the County. During the recent past, there has been a lack of a coordinated economic development effort in the County, as well as a lack of effort in taking advantage of the limited state and federal resources for economic development. The activities identified herein should result in a more coordinated approach to economic development in the County, as well as efforts to access available state and federal economic development resources.

This chapter has set forth the goals, objectives, and activities necessary for improving the coordination of the countywide economic development program in the County. The economic development program identified herein is intended to be implemented over a two-year time period. However, the specific time frame for the implementation of the economic development activities should be determined by the staff of the Office of Kenosha Area Economic Development following the approval of the OEDP update by the Kenosha County Board of Supervisors. It should be realized that the time frame for the implementation of the program activities will be strongly influenced by the forthcoming decision by the AMC on the location of the Company's new manufacturing facility, should this facility be built.

In order to monitor and evaluate the progress of the implementation of the economic development program activities, the KCCED will convene quarterly meetings to discuss the success of the program, as well as to agree on the priority of program activities for the forthcoming three-month period. In addition, the KCCED should initiate the preparation of the EDA-required OEDP annual report on April 1, 1987, as well as on April 1st of each subsequent year. The preparation of the annual report will constitute the annual evaluation of the KCCED economic development program. As such, the evaluation will include:

- A determination of any changes relative to economic conditions in the County.
- A determination of the appropriateness of the identified economic development potentials and constraints.
- A review of the success in implementing the suggested economic development program activities.
- A determination of the program activities that are expected to be implemented over the forthcoming two-year period.