

City of Kewaunee

Kewaunee County, Wisconsin

20-Year Comprehensive Plan



Spirit of

the Lakeshore



Prepared by:
Bay-Lake Regional Planning Commission
March, 2007



**CITY OF KEWAUNEE
KEWAUNEE COUNTY, WISCONSIN**

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ADMINISTRATOR: Brian Kranz
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2ND DISTRICT: Brenda LuMaye
Catherine Crabb
3RD DISTRICT: Kurt Muellner
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CITY OF KEWAUNEE 20-YEAR COMPREHENSIVE PLAN

Prepared by:

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RESOLUTION NO. PC965-07

STATE OF WISCONSIN
COUNTY OF KEWAUNEE
CITY OF KEWAUNEE

CITY OF KEWAUNEE PLAN COMMISSION RECOMMENDED ADOPTION
OF THE CITY OF KEWAUNEE 20-YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the City; and

WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (future land use strategy) for the 20-year planning period; and

WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth); and

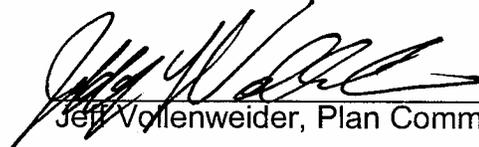
WHEREAS, the Comprehensive Plan has been drafted and reviewed by the City of Kewaunee Plan Commission.

NOW, THEREFORE BE IT RESOLVED, that the City of Kewaunee Plan Commission hereby recommends to the Kewaunee City Council that a Comprehensive Plan entitled: "*City of Kewaunee 20-Year Comprehensive Plan*", be adopted by the City Council pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

The foregoing resolution was introduced by Jirtle and seconded by Knipp who moved its adoption and vote on the acceptance was recorded as follows:

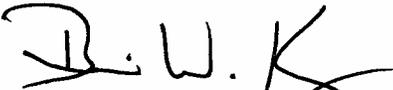
Ayes: Vollenweider, Mertens, Knipp, Charles, Jirtle
Nays: None
Abstain: None

The Plan Commission Chairman then declared this resolution passed this 25th day of January, 2007.



Jeff Vollenweider, Plan Commission Chairman

ATTEST:



Brian W. Kranz, City Administrator

ORDINANCE NO. 546-07

**AN ORDINANCE ADOPTING A COMPREHENSIVE PLAN PURSUANT TO
WISCONSIN STATUTES SECTION 66.1001 (SMART GROWTH)**

WHEREAS, on July 1, 2004 Kewaunee County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Kewaunee County, to include the City of Kewaunee, under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the City of Kewaunee, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the City to respond to such comments; and,

WHEREAS, on January 25, 2007, the City of Kewaunee Plan Commission recommended to the City Council adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Kewaunee City Plan Commission held a public hearing on January 25, 2007, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and location of the hearing;
 2. A summary of the proposed Comprehensive Plan;
 3. The name of the individual employed by the City of Kewaunee who may provide additional information regarding the proposed ordinance;
 4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained;
- and,

WHEREAS, the City Council of the City of Kewaunee, having carefully reviewed the recommendation of the City Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the City of Kewaunee which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Common Council of the City of Kewaunee, Kewaunee County, Wisconsin, does ordain as follows:

SECTION 1. The Comprehensive Plan recommended by the City of Kewaunee Plan Commission to the Kewaunee City Council, attached hereto as Exhibit A, is hereby adopted.

SECTION 2. The City Administrator is directed to file a copy of the attached Comprehensive Plan for the City of Kewaunee with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the City of Kewaunee;
2. The Clerk of every local governmental unit that is adjacent to the City of Kewaunee;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The public library that serves the area in which the City of Kewaunee is located.

SECTION 3. SEVERABILITY. Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

SECTION 4. EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication as provided by law.

Introduced by Alderman Vollenweider

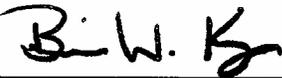
Vote: For 8 Against 0

Passed and adopted this day 12th of March 2007.

CITY OF KEWAUNEE


Darin A. Jeanquart, Mayor

ATTEST:


Brian Kranz, City Administrator

Published: 03/22/07

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Volume I

City Plan

Chapter 1 - Issues and Opportunities

Chapter 2 - Future Land Use Plan

Chapter 3 - Implementation

**CHAPTER 1
ISSUES AND OPPORTUNITIES**

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Chapter 1 - ISSUES AND OPPORTUNITIES

This Comprehensive Plan for the City of Kewaunee is a legal document that is a guidance tool for both officials and citizens, to make decisions about future growth and development in the city over the next 20 years.

This comprehensive plan consists of eleven chapters in two volumes along with an Appendices section. The information discusses in detail, the growth and preservation of the city.

Volume I: City Plan: Describes how the City of Kewaunee envisions itself developing over the next 20 years to include detailed development strategies and generalized land use map, along with an implementation process that assists the plan in going from vision to reality.

Chapter 1: *Issues and Opportunities* - contains a summary of demographic information, the city's vision statement and future development strategy (goals, objectives, policies and programs).

Chapter 2: *Future Land Use Plan* - includes a projection of future land use demands, the detailed strategy of the city's preferred land use, and future land use map.

Chapter 3: *Implementation* - contains a work plan to assist in implementing the goals, objectives and policies of the city's Comprehensive Plan.

Volume II: Community Resources: Contains all background information that assists in the development of the city's Future Land Use Plan (Chapter 2).

Chapter 4: *Inventory and Trends* - summary of the resources and demographics found in chapters 5 thru 11.

Chapter 5: *Natural, Agricultural and Cultural Resources* - provides a description of the physical characteristics that make-up of the city's landscape.

Chapter 6: *Population and Housing* - presents historic demographic information along with future population and housing projections.

Chapter 7: *Economic Development* - provides an inventory of the labor force statistics and the area's economic base, in addition to an analysis regarding existing and future economic conditions of the area.

Chapter 8: *Transportation* - inventories the existing transportation system and highlights current and future transportation needs.

Chapter 9: *Utilities and Community Facilities* - inventories the community's utilities and community facilities, including schools and emergency services.

Chapter 10: *Intergovernmental Cooperation* - contains programs to facilitate for joint planning and decision making processes with other government units.

Chapter 11: *Land Use Controls and Inventory* - inventories land use controls, in addition to a summary of existing land uses in the city's planning area.

Appendices: Contains public participation materials, detailed land use for the city, in depth program descriptions, a list of acronyms and definitions, inventory of endangered and threatened species within the county, Nominal Group results, and other relevant data supporting the plan.

PURPOSE OF THE COMPREHENSIVE PLAN

The purpose of the Comprehensive Plan is to guide growth for a 20-year time frame. The plan contains a General Plan Design Map (Map 2.1) designating generalized areas to serve as locations for future land use activities. This General Plan Design Map shall be used with the city's development strategies to guide government and other decision makers in determining how the City of Kewaunee should grow in the future.

State Planning Enabling Legislation

The City of Kewaunee Comprehensive Plan also meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and is adopted under the authority granted by Section 66.1001 ("Smart Growth") of the Wisconsin Statutes as the city's guide for future development based on the community's vision.

Wisconsin State Statute 66.1001 mentions that, "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231."

This means that any city ordinances or regulations that relate to land use may need updating to ensure consistency with the city's adopted comprehensive plan.

HISTORY AND DESCRIPTION OF PLANNING AREA

City of Kewaunee History

Kewaunee's recorded history dates back to the seventeenth century. Originally settled by the Potawatomi Indians in the early 1600s, Kewaunee was visited by numerous early explorers including Jean Nicolet in 1634, Father Marquette in 1674 and Jacques Veau, a French trader who established a trading post at the mouth of the Kewaunee River, in 1795.

The first permanent European settlement began in 1836, when rumors of gold having been found near the mouth of the Kewaunee River led to "gold fever". Preparations were made to lay out a city which was expected to rival Chicago in importance, but when the gold boom turned bust, the land speculators moved on.

Kewaunee was incorporated as a village in 1873 and as a city in 1883. Kewaunee first developed as a lumber town. Its proximity to northern forests and excellent transportation connections made it a prime location for sawmills and furniture factories. Kewaunee's natural harbor was a major

factor in the development of the early settlement. By 1891, Kewaunee was one of the great marine ports of the northern lakes.

During the late nineteenth and early twentieth centuries, Kewaunee was a prosperous community with a thriving economy. This prosperity is reflected in the Marquette Historic District, which was developed, beginning in the 1880's, when wealthy business owners and their families desired new, large homes farther from downtown. The houses in the district have been well maintained by their subsequent owners, preserving the historic atmosphere of the residential neighborhood.

Other interesting historical facts about Kewaunee include the first doctor's office in Wisconsin being opened in Kewaunee in 1874, which still stands today on Milwaukee Street. Also, the U.S.S. Pueblo, along with other World War II naval vessels, were built and launched in Kewaunee.

The City of Kewaunee has maintained, and will continue to preserve, its cultural heritage, natural beauty and small-town environment.

City of Kewaunee Planning Area

The City of Kewaunee is located in the eastern portion of Kewaunee County along the shores of Lake Michigan. Situated at the crossroads of STH 29 and STH 42, the city encompasses an area of approximately 3.7 square miles or 2,377 acres. Map 1.1 illustrates the general location of the City of Kewaunee in Wisconsin, Map 1.2 focuses on the City of Kewaunee, while Map 1.3 illustrates the city's planning area.

The planning area for the City of Kewaunee includes the land within the existing corporate boundaries of the city, in addition to an area 1.5 miles beyond the existing city limits known as the "extraterritorial area". The city's planning area extends into the neighboring towns of Pierce and West Kewaunee. The entire city planning area covers slightly over 25,000 acres.

PLAN DEVELOPMENT PROCESS

The planning process for the city was completed in four phases:

First Phase: Promote Public Participation and Identify Issues

- Adopted public participation procedures to foster more public input during the planning process (Appendix A).
- Conducted an issues identification workshop (Appendix B) and a visioning survey in order to identify current and future issues and concerns relative to land use and development within the city.

Second Phase: Inventory and Interpretation

- Collection of data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan's goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

Third Phase: Development of the General Plan Design (Future Land Use Plan).

- Utilized the first two stages to create a recommended land use plan to guide future growth, development and conservation within the city over the next twenty years.
- The preliminary General Plan Design was presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design Map and text.

Fourth Phase: Establish tools necessary for implementation of the plan.

- Recommendations for regulatory techniques including zoning.
- An action plan was established to ensure that the intent of the plan will be achieved.

Public Participation

A major element of the comprehensive planning process was public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, written public participation procedures were adopted by the Kewaunee City Council in July, 2004. A copy of these written procedures is included in Appendix A of this plan.

The city held numerous public meetings to review background data, plan elements and growth options. Two “Open Houses” were also held to present background information and plan recommendations to the public. From these meetings, the City Plan Commission and other interested citizens developed the City of Kewaunee 20-Year Comprehensive Plan.

Nominal Group Workshop

In September 2004, City of Kewaunee Plan Commission members participated in a nominal group meeting with Plan Commission members from the Town of Pierce and Town of Ahnapee, along with interested individuals from other communities. The purpose of this meeting was to produce a list of issues and concerns regarding future development in the city and surrounding areas.

This list was then used in formulating goals and objectives for the city’s Comprehensive Plan. Issues identified were also used as a checklist to ensure that they were addressed within the plan.

The following list illustrates the top issues and concerns facing the area as mentioned through this process. A description of the Nominal Group process and the entire list of results can be found in Appendix B.

1. Increase industrial development
2. Commercial growth in city-develop more
3. Harbor development – improve and enhance (i.e., views)
4. Attract more businesses to downtown
5. Maintain and expand current historic district
6. Preserve and utilize the beachfront
7. Continue to maintain and lower property tax

Visioning

A community-wide visioning exercise was conducted to determine the public's future image of the City of Kewaunee. The visioning process was designed to provide a foundation for the development of the goals, objectives, policies and other elements of the Comprehensive Plan. City Council and Plan Commission members crafted the following vision statement during the planning process after all visioning comments were reviewed.

City of Kewaunee 20-Year Vision Statement

In maintaining Kewaunee's unique charm as the "Spirit of the Lakeshore", we visualize a community which retains its historic, small city appeal while providing for measured economic growth where citizens can enjoy its exceptional lakefront, recreational and spiritual benefits of a dynamic, fulfilling community life and in so doing, confirming the need to provide residents with a safe and attractive community where ample opportunities exist to live, work and play.

FUTURE DEVELOPMENT STRATEGY (GOALS, OBJECTIVES, POLICIES AND PROGRAMS)

The following statements describe the city's intent regarding the overall growth and development during the next 20 years.

Goals, objectives, policies and programs are a combination of intended steps to produce a series of desired outcomes. They each have a distinct and different purpose within the planning process.

Goals - describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.

Objectives - are measurable ends toward reaching a defined goal.

Policies - are a rule or course of action used to ensure plan implementation.

Programs - are a coordinated series of policies and actions to carry out the plan.

Note: Since many planning issues are interrelated (e.g., land use and transportation), the goals, objectives and policies of one category may relate to those stated in other categories.

Community Planning

GOAL: For the *City of Kewaunee 20-year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the city's vision.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all the city's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.

Policies:

- A. This 20-year comprehensive plan will be consulted by the City Plan Commission, City Council and other units of government before making any decision regarding land use and land use policies.

- B. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life.
- C. Review existing city and Kewaunee County ordinances as they relate to the implementation of this plan.
- D. Encourage cooperation and communication between the city, neighboring municipalities and county government in implementing this 20-year plan.

Programs:

- Present the adopted 20-year comprehensive plan to neighboring municipalities and Kewaunee County.
- Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

Objective 2: The City Council and City Plan Commission have the responsibility to review and update the city's comprehensive plan as needed.

Policies:

- A. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as natural and cultural resources.
- B. Hold City Plan Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.
- C. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the city's comprehensive plan.

Natural Resources

GOAL: To manage a clean and orderly natural environment through preservation and protection of key natural resources in city's planning area.

Objective 1: Maintain a visually appealing and sustainable natural environment.

Policies:

- A. Consider Cost of Community Services studies to enable local officials to better understand the costs associated with local planning decisions.
- B. Encourage the preservation of natural scenic vistas.
- C. Maintain the city's urban forestry program.
- D. Developments adjacent to steep slopes, rivers, streams and wetlands should be planned in a manner that protects the integrity of these areas.
- E. Encourage sound management practices of the natural areas.

- F. Encourage the inclusion of environmental corridors, buffer zones and other natural areas in new and existing developments.
- G. Promote the Kewaunee River, Lake Michigan and other relevant natural areas in and around the city as quality recreational opportunities.
- H. Preserve biodiversity within wildlife habitats and communities.

Programs:

- Improve the health of native vegetation and animals by identifying and protecting critical ecosystems from development.
- Encourage the preservation of natural corridors for species movement between significant natural areas in the planning area.

Objective 2: Preserve and restore surface water quality (inland and coastal wetlands, lakes, rivers, and streams).

Policies:

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.

Programs:

- Consider tools for erosion control (e.g., buffer strips, conservation easements, land use controls, flood controls, etc.).
 - Encourage the incorporation of environmental corridors when considering new developments.
- B. Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.
 - C. Support the use of native vegetation and sound conservation methods to protect bluffs from erosion.
 - D. Support studies and activities to determine the causes of beach closings.
 - E. Encourage efforts to improve the quality of beaches in the area.

Objective 3: Promote the protection of groundwater resources (quality and quantity).

Policies:

- A. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.
- B. Work cooperatively with surrounding jurisdictions and Kewaunee County to protect groundwater resources.
- C. Support initiatives designed to educate citizens on groundwater quality and quantity issues and available protection techniques.
- D. Discourage development within the identified environmental corridors.
- E. Promote the use of soil conservation and sound agricultural methods that minimize groundwater contamination.

Objective 4: Ensure that present and future mining sites will not adversely affect surrounding land uses in the city’s planning area.

Policies:

- A. Mining operations should not negatively impact scenic views and the health of the natural environment.
- B. Mining operations must show that they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the city planning area.
- C. New and expanding mining operations must show cooperation throughout the reclamation process to ensure that the site is restored to the original state or is consistent with the vision of the area.

Agricultural Resources

GOAL: To support the preservation of farmland within the city’s extraterritorial planning area until it is considered for other uses.

Objective 1: Minimize the potential conflicts between farming and non-farming uses.

Policies:

- A. Non-farming uses are recommended to be buffered from agricultural lands in order to lower the number of possible nuisance complaints (by city residents) regarding agricultural lands.
- B. Support studies that evaluate the impacts of agricultural operations on the environment.
- C. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- D. Offer methods to create a safe environment for travel between agricultural fields and farming operations.

Objective 2: Provide for orderly changeover of agricultural lands to other uses.

Policies:

- A. Minimize impact of future development by encouraging conservation-based land use practices.
- B. Cooperate with the towns of West Kewaunee and Pierce on land development within the planning area to limit incompatible land uses.
- C. Update the city’s Official Map detailing future plats, roads, etc. within the city and its 1.5 mile planning area.

Objective 3: Recognize the economic importance of agriculture.

Policy:

- A. Consider supporting a “Cost to Benefit” analysis on the conversion of agricultural land to other uses.

Cultural Resources

GOAL: To maintain the city's cultural resources.

Objective: Encourage the preservation and enhancement of the city's historic locations.

Policies:

- A. Identify historically significant structures, sites and objects for restoration.
- B. Revitalize the city's downtown area maintaining its historic significance.

Program:

- Obtain financial and technical resources to preserve, enhance and promote the historic assets with the city, such as the Main Street Program for the downtown area.
- C. Continue to promote the Marquette Historic District, Tug Ludington and other historic assets of the city for tourism activities.
- D. Continue to support the city's marine heritage through enhancement of the city's harbor area.
- E. Recommend Marquette School for adaptive reuse such as office space, housing, etc.

Housing

GOAL: To provide an adequate housing supply that meets existing and forecasted housing demand within the City of Kewaunee.

Objective 1: Promote the development of housing for residents of the city and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons of special needs.

Policies:

- A. Ensure affordable housing is available to current and future residents of the City of Kewaunee.

Programs:

- Continue to promote housing assistance programs available to residents.
 - Work with federal, state, and county agencies to assist residents in acquiring first time homebuyer and home improvement loans.
- B. Encourage single family homes, an adequate availability of affordable apartments, and a variety of senior and special needs housing.

Programs:

- Work with builders and developers on providing housing that meets the current and future needs of the residents.
- Identify areas within the city where a mix of residential development would most effectively meet the resident's differing housing needs.

- Update to city’s zoning ordinance that encourages a range in densities and lot sizes.

Objective 2: Promote the availability of land for the development or redevelopment of housing in the city.

Policies:

- A. Expand residential development in a contiguous and efficient manner.

Program:

- Communicate with the surrounding towns to consider an agreement on the types, density and location of housing being built along the city’s border.
- B. Recommend new housing to infill existing vacant residential properties.
- C. Consider areas within the city for low and moderate income housing that is accessible to existing services.
- D. Encourage new housing in areas where municipal infrastructure is already available or could be efficiently extended.
- E. Locate higher density residential development in areas that minimize impacts upon lower density residential developments.
- F. Future development should not adversely affect the assessed value or livability of neighboring residential properties.

Program:

- Utilize existing architectural review standards to ensure new development within existing neighborhoods maintains the character of the area.
- G. New housing development should incorporate natural and environmentally sensitive areas into design plans.

Programs:

- Consider innovative zoning and development techniques (e.g., conservation by design, cluster type developments, zero lot lines, etc.) in an effort to provide for both the preservation of open space and the construction of a variety of housing choices.

Objective 3: Maintain or rehabilitate the city’s existing housing stock.

Policies:

- A. Continue the maintenance, rehabilitation, and preservation of the city’s existing housing.

Programs:

- Continue to apply for grants and support local initiatives to improve the housing conditions within the city.
- Ensure residents are able to receive educational materials and information regarding financial assistance and home repair programs.

- B. Ensure there are measures taken to restore/maintain historic homes whenever possible.

Program:

- Enforce building codes to include historic building codes that help improve the condition of deteriorating or dilapidated housing.
- C. Recommend existing structures and properties for adaptive reuse, such as institutional uses to residential.

Economic Development

GOAL: Provide an atmosphere conducive for business expansion and development.

Objective 1: Revitalize the downtown and other business areas to improve the city's overall appearance and attractiveness to residents, shoppers and employers.

Policies:

- A. Retain existing businesses that provide employment opportunities for area residents.

Programs:

- Develop and implement a business retention and expansion study to gather information on current issues and future plans of existing businesses.
 - Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.
- B. Encourage infill of vacant commercial structures.
- C. Promote downtown as pedestrian friendly and safe by ensuring areas are clean and well-lit, plus offer pedestrian amenities such as benches that encourage foot traffic.

Programs:

- Continue street and sidewalk maintenance to provide for adequate travel conditions.
 - Work with developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping to meet the city's desire for well planned growth.
- D. Promote retail, general purpose shopping, professional services and similar businesses in areas that will maintain the city's commercial base.
- E. Refurbish and improve storefront designs of existing structures to improve the overall appearance of the downtown area.
- F. Maintain and expand the area's infrastructure to enable existing employers to grow and allow for new businesses to develop.

Program:

- Annually assess the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate new development while weighing the costs to potential benefits of that growth.

Objective 2: Identify and utilize the various types of financial and technical assistance available to grow and develop the local business community.

Policies:

- A. Utilize the countywide revolving loan funds to help new or expanding businesses grow.
- B. Investigate the possibility of creating a business incubator building to provide low-cost space for fledgling small businesses.
- C. Evaluate the benefits to creating a Main Street program to promote, grow and attract retail business to downtown.
- D. Support the Kewaunee County Economic Development Corporation in their efforts to market the area and maintain services and programs to grow the county's economy.
- E. Continue to participate in regional marketing and economic development activities such as NEWREP (Northeast Wisconsin Regional Economic Partnership).
- F. Apply for applicable funding sources such as CDBG Public Facilities grants and Public Facilities for Economic Development (PFED) grants to maintain and expand the economic development capacity of the city.
- G. Continue membership in the Wisconsin Economic Development Association (WEDA) to help stay up-to-date on the latest issues, tools, trends, etc. which could help foster economic development in the area.

Objective 3: Attract new businesses to the City of Kewaunee to compliment existing employers and diversify the economy.

Policies:

- A. Determine how businesses will fit the city's character and can be accommodated by the city's infrastructure.

Programs:

- Research what types of businesses are moving to the region.
 - Create a strategy that includes stakeholders, roles and responsibilities, marketing strategies, resources, etc. that will be utilized to attract employers to the area.
 - Consider a study to determine how the City of Kewaunee is being viewed by those inside and outside the region.
- B. Locate commercial development dependent on automobile traffic along major highway corridors 29 and 42 to allow for better access to local and through traffic.

- C. Ensure there is an adequate amount of industrial park space for future expansions of current tenants.
- D. Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the city.
- E. Prepare recruiting and marketing materials and portfolio of information that can be used to market the city.

Programs:

- Inventory what types of regional and local marketing efforts are underway in order not to duplicate or counter them.
 - Monitor and evaluate effectiveness of business attraction strategies and make adjustments as necessary.
- F. Prepare a tour for those companies that want to visit the City of Kewaunee to learn more about the area and business relocation/expansion options.

Objective 4: Increase the number and overall skills of the workforce in the City of Kewaunee.

Policies:

- A. Expand residential developments to offer a range of housing options for existing and potential workforce.

Program:

- Consider a housing program that would focus on renovation of older structures, the building of transitional housing, and the building of single family homes.
- B. Build a public-private partnership that will be able to facilitate and provide the necessary training.

Program:

- Encourage local educational institutions to include specialized training programs and apprenticeship programs that would benefit local industry.
- C. Create a marketing campaign specifically designed to attract skilled workers to the area.

Programs:

- Work with the Kewaunee Chamber of Commerce to help business members create a strategy to attract new employees to their respective company.
- Promote the development of social, recreational, and cultural amenities and establishments that are attractive to young adults in order to retain the city's future workforce and avoid the out-migration of skilled labor and youth with professional ambitions.
- Continue to develop a marketing brochure illustrating the City of Kewaunee's recreational offerings and community events.

- Maintain the city’s web site to include updated information on Kewaunee’s business resources, available greenspace and buildings, events and attractions, and links to government offices/services, schools, and regional resources.
- D. Build and maintain a strong working relationship between the Kewaunee Public School system, business community, Kewaunee Chamber of Commerce, and Kewaunee County Economic Development Corporation to further enhance the employment opportunities available to high school and graduating students.
- E. Encourage the creation and retention of employment opportunities particularly those benefiting the unemployed, underemployed, and low-to-moderate income persons.

Objective 5: Increase the amount of tourism revenue generated within the city.

Policies:

- A. Continue to promote the City of Kewaunee and surrounding area through local, regional and statewide marketing efforts.

Program:

- Apply for funding through the Wisconsin Department of Tourism to create marketing materials for the area and specific events.
- Utilize a marketing brochure illustrating the recreational offerings and unique events in the city and the surrounding area.
- Consider a virtual tour of downtown and lakeshore for the city website.

- B. Develop a plan to better direct visitors to retail stores in the area.

Program:

- Promote cooperation among downtown businesses and Kewaunee Chamber of Commerce to develop creative ways to bring in shoppers from the surrounding areas.

- C. Create and maintain an environment that is pleasant and inviting to visitors.

Programs:

- Invest in the expansion and enhancement of the natural resource areas (beach areas, Kewaunee Harbor, Kewaunee River, etc.) that will be attractive to visitors.
- Consider a detailed waterfront development plan that includes the Kewaunee Harbor and Lake Michigan.

- D. Continue to improve the appearance of the primary entrances to the city.

- E. Promote downtown Kewaunee as pedestrian friendly by ensuring areas are clean, well-lit and offer pedestrian amenities such as benches and green spaces.

- F. Support the development of an airport in Kewaunee County to provide visitors more direct access to tourist activities in and around the city.

Transportation

GOAL: To advocate safe and efficient transportation systems for all modes of transportation in the city.

Objective 1: Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users.

Policies:

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Convenient and efficient vehicular movement near all commercial, industrial, and public facility locations is encouraged.

Program:

- Provide for adequate traffic controls (e.g., turning lanes, parking restrictions, access spacing) along STH 42 and STH 29.
- C. Provide a transportation system that reduces accident exposure and provides for increased travel safety.
 - D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.

Program:

- Support the abandoned railway corridor be developed into a multi-use trail.
- E. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
 - F. Plan for and designate future street right-of-ways within and adjacent to the city.

Program:

- Update the city's Official Map to identify future roads, parks, utility corridors, etc.
- G. Protect existing investments in the road network with proper maintenance.

Program:

- Conduct annual assessments of the city's street pavement conditions, drainage and maintenance needs, adequacy of existing driveways relative to safe access and to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all street intersections.

Objective 2: Encourage a transportation system that complements and enhances the character and natural environment of the city.

Policies:

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.

- B. Advocate for transportation projects that contribute to the protection of the city's natural resources, scenic views, etc.
- C. Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.
- D. Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.

Objective 3: Promote alternative means of travel to reduce automotive dependency.

Policies:

- A. Consider access and service with a variety of transportation modes in an effort to reduce overall average travel times to destinations within the city, county and other areas.
- B. Support transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.
- C. Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.
- D. Support the development of an airport within Kewaunee County.

Objective 4: Provide a safe system of bicycle paths and designated bicycle routes throughout the city's planning area.

Policies:

- A. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- B. Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.
- C. Bicycle paths, not served by roads and highways, should be constructed to serve corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.
- D. Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness.

Utilities/Community Facilities

GOAL: To provide quality community services to all the residents of the City of Kewaunee.

Objective: Advocate quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

Policies:

- A. Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.
- B. Provide for the continuous availability of public utility capacity and provide those areas identified for development with adequate water, sewer and stormwater facilities.

Program:

- Continue to plan for the construction of a water tower on the north side of the city as the community grows.
- C. Continue to coordinate, consolidate and share governmental facilities and services where possible.

Program:

- Continue the concept of “mutual aid agreements”.
- D. Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- E. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
- F. Continue to invest in new public works equipment to adequately and economically perform required duties.
- G. Consider telecommunication towers for alternate structures or joint use of new and existing towers to minimize conflicts.
- H. Promote energy conservation measures.

Program:

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
- I. Promote cooperation and communication with the Kewaunee School District to collectively support quality educational opportunities.

Program:

- Work with adjacent communities, Kewaunee School District and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- J. Consider environmental and resource sustainability opportunities when making land use decisions.

Program:

- Consider the possible impacts to the groundwater sources when evaluating future developments.

- Utilize the city’s environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.) in an effort to protect water quality.

Parks and Recreation

GOAL: To continue to promote the variety of park and recreational activities within the city.

Objective: Advocate safe parks and recreational sites that provide a variety of activities for residents.

Policies:

- A. Continue to develop, maintain and upgrade recreational facilities within the city and surrounding area.

Programs:

- Utilize the city’s existing Outdoor Recreation Plan as a guide for maintenance, upgrades and development of parks.
 - Use the city’s official mapping powers to preserve any areas the city designates for future park and recreational uses.
 - Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the city’s recreational systems.
- B. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.
 - C. Work with Kewaunee County and adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the city.

Program:

- Provide input into the updates to the Kewaunee County Comprehensive Outdoor Recreation Plan.
- D. Continue to consider the development of a youth center for the community.
 - E. Explore the development of a detailed waterfront plan to enhance the harbor area, Lake front and Kewaunee River.
 - F. Continue to promote and utilize natural features for enhancing the recreational opportunities in the city’s planning area.

Programs:

- Continue to promote Lake Michigan and Kewaunee River for fishing, swimming, etc.
- Continue to promote activities within the surrounding towns (e.g., Winter Park Ski area, Riverview ATV Park, Bruemmer County Park, Ahnapsee Trail, etc.) that offer an economic benefit to the city.

Intergovernmental Cooperation

GOAL: To coordinate with adjacent communities, Kewaunee County and other interested groups/agencies on planning projects.

Objective: Promote cooperation between the City of Kewaunee and any other municipality or government entity that makes decisions impacting the city and its planning area.

Policies:

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
 - The Plan Commission or its representative is encouraged to meet annually and work with Kewaunee County, the Bay-Lake Regional Planning Commission or other planning agencies on city planning activities, and county and/or regional planning activities.
 - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across city lines such as: Lake Michigan, Kewaunee River, etc.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Program:

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Kewaunee School District to collectively support quality educational opportunities.

Program:

- Work with adjacent communities, Kewaunee School District and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

Land Use

GOAL: To ensure the city’s land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).

DEMOGRAPHIC TRENDS AND FORECASTS

The following summary includes information collected from the U.S. Census regarding the city’s demographic trends, age distribution, education levels, income levels and employment characteristics, as well as population, housing and employment forecasts.

Existing Conditions

Demographic Trends

- Since 1900, the City of Kewaunee experienced a continual increase in population leading up to its largest population (2,901) in 1970. After 1970 the population declined to the 1990 population of 2,750. Following 1990, the city's population grew to 2,806 in the year 2000.
- The city's median age in 2000 was 41 years old. The median age of the city continues to increase every decade which may increase the need for specialized services in the future.
- Since 1980 the city's population has experienced a larger percentage of females than males.
- The city has experienced a 21 percent increase in housing units since 1970 (1,024 units to 1,237 units).
- Seventy-one (71) percent of the housing in the city is owner occupied, 22 percent is rental units and the remaining seven percent is vacant housing. Only one percent of the housing in the city is used for seasonal purposes.
- Forty-one (41) percent of the housing units in the city were built prior to 1940.

Age Distribution

- In 1980 and 1990, the 25-44 age group contained the largest percentage of people in the city. In 2000, the 35-54 age group made up the largest percentage of the population. Since 1980, those 65 years and older also accounted for a large percent of the city's population.
- The working age group (16+) accounted for 79 percent of the city's total population, while the school age group (5-17) accounted for nearly 18 percent of the population. The retirement age group (65+) accounted for 22 percent of the city's total population.

Education Levels

The level of education that is attained by the population of a community will often be an indicator of the type of jobs in the area and the standard of living.

- According to the 2000 Census, 82 percent of city residents age 25 and over are high school graduates or are graduates of higher degrees. This percentage for the City of Kewaunee is slightly lower when compared with the same group for Kewaunee County (84 percent) and Wisconsin (85 percent).
- Fifteen (15) percent of the city residents have a bachelor's degree or higher.

Income Levels

- In 1989, the median household income for the city was \$22,500. By 1999 (reported in 2000 Census), the median household income for the city increased by \$13,920 up to \$36,420.

Employment Characteristics

- In 2000, 31 percent of people in the workforce from the City of Kewaunee were employed by service industries. Manufacturing had the second highest employment percentage with 25 percent.
- Fifty-two (52) percent of city residents commute to other municipalities for work. The majority of these individuals are employed in the City of Green Bay, City of Algoma or Village of Ashwaubenon.

- For the period 1990 to 2004, the civilian labor force in Kewaunee County increased by over six percent; the number of unemployed increased by 21 percent; and the number of employed increased by five percent. The unemployment rate experienced a high of 6.7 percent in 2003 and a low of 2.7 percent in 2000.

Forecasts

Tables, figures and additional text are provided in later chapters to aid in the explanation of the forecasting methods.

Population

- In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025. According to the WDOA formula, the City of Kewaunee is projected to have a population of 3,047 by 2025. This represents an increase of 241 persons, or 8.6 percent from the 2000 Census count of 2,806.

For a detailed discussion of the city’s population forecast, see Volume II, Chapter 6: Population and Housing.

Housing

Using the U.S. Census occupied housing unit counts from 1970 to 2000 along with the city’s population information, a “high growth” and a “low growth” projection of occupied housing units was created for the City of Kewaunee.

- The “low growth” housing scenario created a housing unit projection of 1,295 total occupied housing units, or an increase of 146 occupied housing units by 2025.
- The “high growth” housing scenario created a housing unit projection 1,396 total occupied housing units by 2025, or an increase of 247 occupied housing units from the 2000 Census

For a detailed discussion of the city’s housing projections, see Volume II, Chapter 6: Population and Housing.

Employment

According to the Wisconsin Department of Workforce Development:

- Manufacturing will remain the largest industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.
- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs.
- The education and health services sector is projected to show the largest numeric employment growth by 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly by 2012.

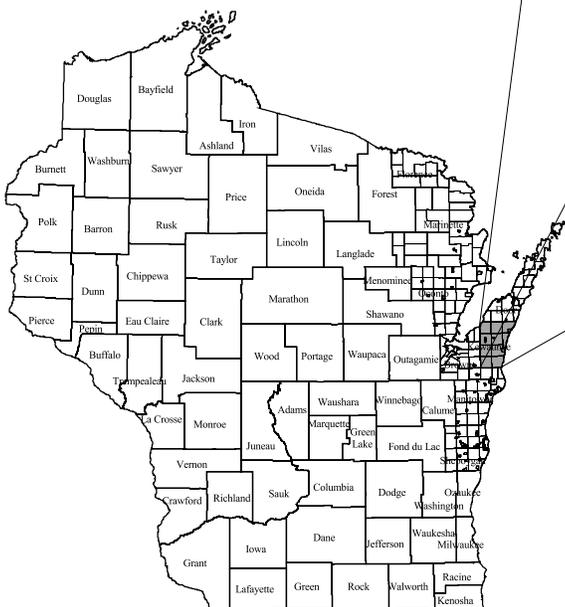
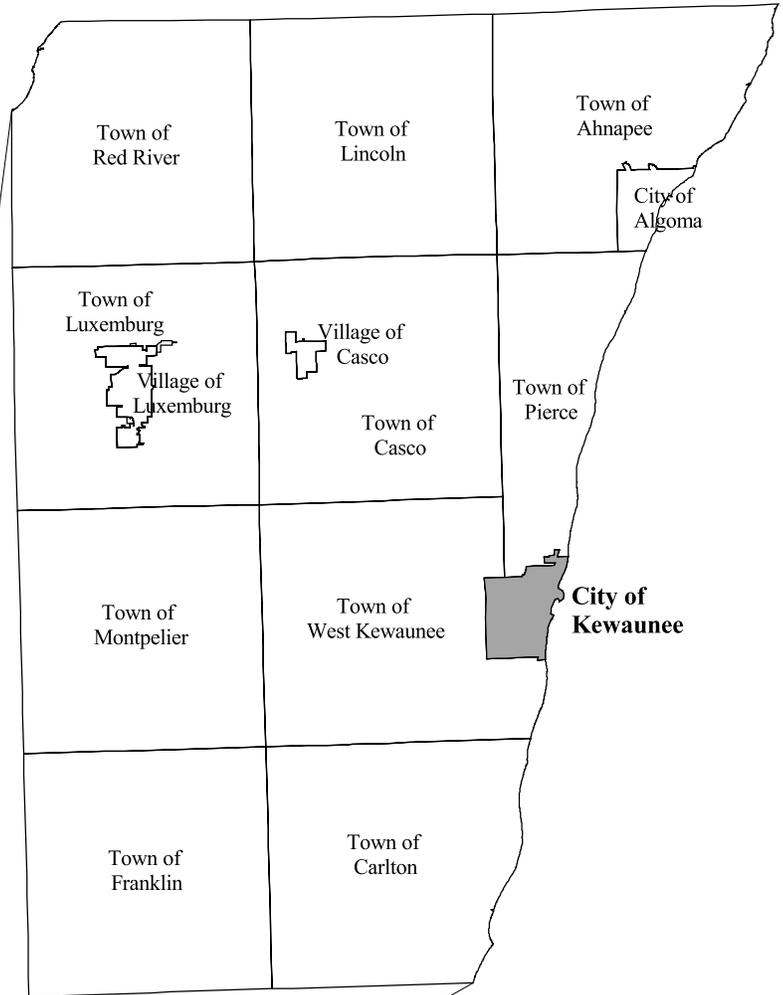
For a detailed discussion of the city’s economic forecasts, see Volume II, Chapter 7: Economic Development.

Location Map

City of Kewaunee

Kewaunee County, Wisconsin

Map 1.1



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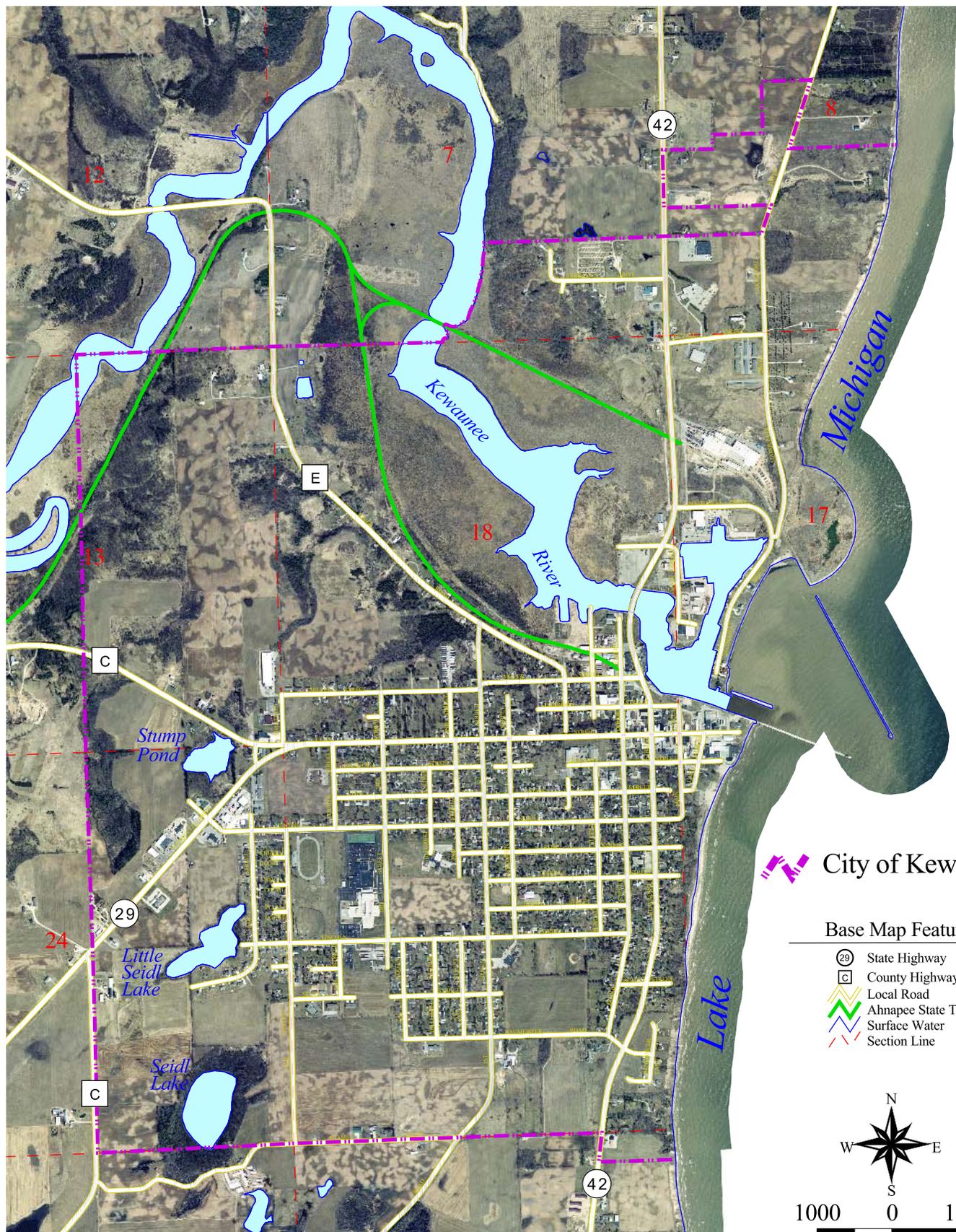


Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

City of Kewaunee

Kewaunee County, Wisconsin

Map 1.2

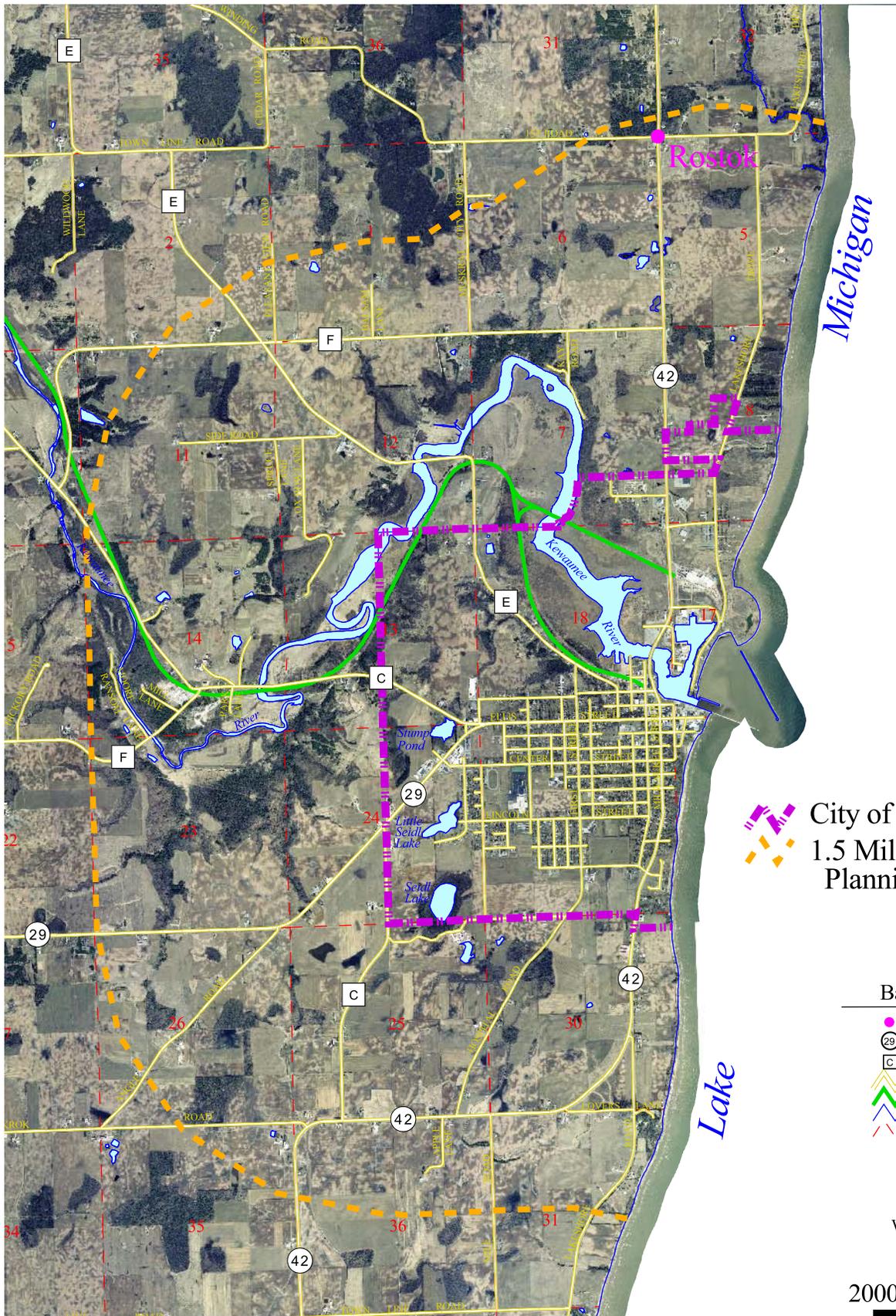


Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Community Planning Area

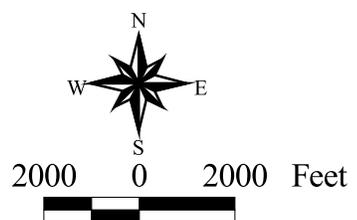
Map 1.3

City of Kewaunee
Kewaunee County, Wisconsin



 City of Kewaunee
1.5 Mile Extraterritorial
Planning Area

- Base Map Features**
-  Cross Road Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Ahnapee State Trail
 -  Surface Water
 -  Section Line



Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 2 FUTURE LAND USE PLAN

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Chapter 2 - FUTURE LAND USE PLAN

INTRODUCTION

This element provides the future land use plan for the City of Kewaunee. The data from Volume II (Community Resources) of this document were major components in the development of the city's future plan. Present and future land use needs, along with a basic strategy and physical plan to guide the location, density and intensity of land development is contained within this chapter.

Over a 24-month period, the City Plan Commission held public meetings to review data and growth options for the community. From these meetings and presentations to the public, a 20-Year General Plan Design was developed and approved for the City of Kewaunee.

PLANNING CRITERIA

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. The criteria used by the city when developing the General Plan Design were based upon values identified by the State, in addition to citizen responses of various surveys and workshops that were conducted in the city.

State Planning Criteria

The following State criteria are based upon Smart Growth criteria encouraged within community plans:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historic and archaeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

LAND USE ISSUES AND CONFLICTS

- The city will review its zoning ordinance to reflect inconsistencies with the land use plan categories.
- The lack of available land for proposed industrial development.
- Preservation and enhancement the Lake Michigan shoreline.
- Cooperation with the surrounding towns regarding development patterns near municipal boundaries.
- The incompatibilities with farm and non-farm development as development pressures increase.

ANTICIPATED LAND USE TRENDS

The following land use trends were developed for the 20-year planning period and provided direction in the development of the city's Recommended Development Strategy. Some of these trends may be similar to those of surrounding communities within Kewaunee County.

- The ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- Existing neighborhoods of higher density development will continue as new areas on the periphery of the city develop at lower densities.
- The city's natural features will continue to be maintained, preserving Kewaunee's environmental assets, recreational areas and wildlife habitats.
- The harbor area and downtown will continue to be the focus of multi-purpose commercial activity (e.g. small retail, professional services, general purpose shopping, and tourism).
- Redevelopment and revitalization of blighted areas and historical sites.
- Businesses will continue to rely on both transient traffic and local residents for sales.
- Commercial uses will likely continue to increase along main transportation corridors (STH 29 and STH 42) to capitalize on good visibility and ease of access.
- The city will continue to experience a demand in services as the median population age increases.
- Agricultural lands in the city's extraterritorial planning area are preserved to the greatest extent possible.
- The city works with the surrounding towns to conduct cooperative planning efforts, ensuring efficient and cost-effective development patterns and lessening potential conflict.

DEVELOPMENT CONSIDERATIONS

Environmental and Public Utility Considerations

- Being located on the shores of Lake Michigan and dissected by the Keweenaw River, it is essential that the environment of the area is protected from any negative impacts that may be associated with increased development. The development of a stormwater management plan would aid in protecting the city's water resources along with the community's drinking water.
- Environmental features should be utilized for potential parks and open space, or preserved for important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control and to maintain wildlife habitat.
- In an effort to make the beach area along Lake Michigan more attractive for residents and visitors, the city should support studies and efforts to determine contaminants and ways of clean-up.
- Orderly and efficient development patterns for future growth will allow the city to provide adequate municipal sewer and water to its residents and businesses. The city also has plans to develop a water tower on the north side of the city to adequately handle current and future development.
- A sufficient transportation network is currently in place throughout the city, which could readily serve future traffic flows generated from increased growth. The city's Official Map should be updated to identify future streets ensuring compatible street designs and layouts.

Redevelopment Opportunities

- Downtown business and residential sites that are beyond repair should be redeveloped in a way that maintains the overall downtown character, including scale, architectural styles, etc.
- Target blighted areas within existing neighborhoods for rehabilitation in such a manner that maintains the existing character of the surrounding neighborhood.
- Evaluate and devise a plan for the redevelopment of existing contaminated sites. Since the nature of the contamination and clean up for these areas differs by site, the redevelopment plans for each specific site may also differ.
- Encourage a detailed waterfront development plan that will recommend new development and redevelopment, along with enhancement of existing land uses.
- Utilize natural areas in the city for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining their natural beauty and function.

Land Supply and Value

Amount and Demand

The amount of land available for development within the city is determined by factoring in areas of existing development and lands considered not developable based on the surrounding environment or other issues. Based on these factors, 844 acres, or 35 percent of the city's vacant land is considered buildable. These areas may have access to public infrastructure and services needed to support development.

- Recent residential trends have seen more multi-family or apartment development where a denser population base can be located on less amount of land. In addition, the city has experienced more residential growth along the lakeshore. Land is available within the city limits for continued growth of single family development and multiple family facilities.
- Areas along the major highway corridors of the city (i.e., STH 29 and 42) have experienced commercial growth due to the ease of access and visibility for motorists. Land along these corridors is available in the city and its planning area where infrastructure and services can be extended if needed.
- Available lands in the downtown area and waterfront should focus on infill of existing vacant lots for uses that fit with the character of the surrounding area with a focus on enhancing the city's harbor area.
- Industrial land is limited at the present time. Existing businesses contain some room for expansion, while a Business Park is proposed on the city's north side. As a result, the city should discuss suitable, environmentally friendly property for larger scale industrial development.
- With trends leaning toward larger lot sizes and country living, buildable land within the city's 1.5 mile planning area should be monitored to analyze the trends occurring in the surrounding towns. This will help ensure orderly development patterns as the city grows.

Refer to the General Plan Design portion of this chapter, in addition to the General Plan Design Map (Map 2.1) to identify which areas of the city are considered for future development/preservation.

Price

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the city will continue to fluctuate as the market continues to change. Contact any local realtor to obtain more information on residential, commercial, industrial and other land prices within the city.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statutes require Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The City of Kewaunee future land use projections can be viewed in Table 2.1.

Residential Projections

The city's future residential land use acreage was projected utilizing the following methodology:

- the city's projected housing needs,
- an average dwelling unit per 1/3 acre ratio for housing development,
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

Note: The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the city based on the 2005 land use inventory.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel in the city based on the 2005 land use inventory.

Table 2.1 illustrates the potential amount of acreage needed for future development within the City of Kewaunee through 2025 based on the WDOA population projections.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, City of Kewaunee.

Year	Residential*		Commercial		Industrial	
	Acre	Total	Acre	Total	Acre	Total
2005	35.4	39.8	7.5	2.2	3.9	0.6
2010	24.0	59.4	5.1	12.6	2.7	6.6
2015	26.2	85.7	5.6	18.2	2.9	9.5
2020	24.7	110.3	5.2	23.5	2.7	12.3
2025	24.0	134.3	5.1	28.6	2.7	14.9

Source: Bay-Lake Regional Planning Commission, 2006.

* This is a net total for residential development. There are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see an entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, recreation areas, etc.

In most standard residential development, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 179 acres in the city.

Agricultural Projections

Several agricultural lands exist within Kewaunee's city limits with the majority found in the 1.5 mile extraterritorial planning area. In an effort to preserve the prime farmland in the surrounding area, future development is recommended to locate near existing growth where adequate facilities and services may be available. As a result, the consumption of the prime agricultural lands may be minimal over the planning period.

GENERAL PLAN DESIGN

The General Plan Design was developed based on the information contained in:

1. the goals, objectives, policies and programs found in Chapter 1 (Issues and Opportunities);
2. Volume II (Community Resources) of this document; and

3. the various survey results and other public input listed in the Appendices.

The data and input in these sections of the plan were major components in both the development of the General Plan Design Map (Map 2.1) and the following Recommended Development Strategy for the city's 20-year planning period.

RECOMMENDED DEVELOPMENT STRATEGY

The following land use classifications associated with the City of Kewaunee future land use plan best represent the community's character and are in the best interest of the city's future growth.

Note: All categories are not represented on Map 2.1, however future development strategies for each are discussed in this chapter. The city's future land use classifications include:

- Residential
- Mixed Use
- Downtown Commercial
- Highway Commercial
- Business Park
- Industrial
- Marina/Waterfront
- Governmental/Institutional/Utilities
- Transportation
- Parks and Recreation
- Agricultural
- Environmental Corridors/Natural Areas

Utilizing the land use classifications, this section details the suggested type, location and density of development for the City of Kewaunee 20-year planning period.

Residential

The intent is to maintain the city's orderly development patterns along with the city's character by offering a variety of housing options for existing and future residents.

Recommendations:

1. **Existing residential neighborhoods found throughout the city will remain** during the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures whenever possible.
2. **New residential development within existing neighborhoods should follow the city's current zoning standards.** Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.
3. **The rehabilitation of existing residential structures is encouraged.** In older portions of the city, an emphasis should be placed on structures that are in need of repair.
4. **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities and to minimize potential negative impacts in existing neighborhoods. Duplexes and single-family homes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
5. **Promote structure turnover.** Consider vacant structures for more beneficial uses (e.g. Marquette School converted to senior housing, affordable housing, professional offices, etc.) versus building new facilities.

6. **Promote the city's Historic District** and maintain ordinances which would preserve the architectural character of the area and attractiveness to tourists.
7. **The manufactured home park is recommended to remain.** Infill development may be allowed with expansion of lands adjacent to the park preferred over developing additional manufactured park sites.
8. **Lands adjacent to Lake Michigan.** These areas contain more compact development with the intent to infill only where feasible.
9. **Cooperative planning activities with the towns** are encouraged to achieve consistency and limit conflicts. A cooperative boundary agreement is encouraged in order to ensure each community's cooperation regarding future development and the provision of services.
10. **Future residential developments shall be sensitive to natural features within the city and its extraterritorial area.** Environmentally sensitive lands in areas of new residential development should be preserved to the greatest extent possible to preserve the wildlife habitat and promote these lands for recreational uses within and around the city.

Mixed Use

This classification is intended to allow for a mix of residential and business development while offering views of Lake Michigan and the Kewaunee Harbor.

Recommendations:

1. **Possible developments in this area** include residential condos, tourist shops, etc.
2. **Consider commercial businesses to attract tourists.** Waterfront commercial developments have the potential to draw interest from the tourist population. Businesses such as artist shops, craft stores, etc.
3. **Developments shall be sensitive to natural features.** Lands along Lake Michigan and Kewaunee Harbor are recommended for a common space and trails to enhance the natural character and visual appeal of the area.

Downtown Commercial

Identifies the downtown area with its small scale commercial uses and professional services, along with residential units. This area should be the focal point of the city since much of its historic character, waterfront commercial development and scenic views of the harbor are located here. This area should be a focus for redevelopment by the city in order to eliminate blighted areas and ensure future economic stability.

Recommendations:

1. **Maintain existing businesses throughout the city.** Existing businesses should maintain appearance, while new commercial developments within residential neighborhoods should contain similar scale and not detract from the character of the surrounding properties.

2. **Direct additional future neighborhood commercial businesses to the downtown area** in an effort to maintain the core of the city. Encourage the location of tourist related and service oriented commercial uses in this area as well.
3. **Offer a diverse range of sites for commercial development.** These sites could include:
 - infill or expansion of existing buildings where appropriate,
 - preserved and restored historic structures,
 - buildings replaced with new structures which conform with the area, or
 - waterfront commercial developments.
4. **Revitalize Downtown.** The design and identity of downtown should be reinforced. Possible enhancements should include refurbishing and preserving buildings or other landmarks of architectural or historical significance to their original appearance, establish design standards for storefronts, attractive landscaping, decorative lighting, signage, street furniture, etc. The area will also continue to be pedestrian friendly.
5. **Address the need for off-street parking facilities** for any current or new uses within the Downtown Commercial classification.
6. **Existing waterfront businesses** shall remain. The existing developments along the waterfront should be maintained/restored while all new waterfront commercial developments should contain similar scale and style of the surrounding properties.
7. **Encourage the incorporation of housing units** into the design of any new commercial structures designed within the downtown area.
8. **Home-based businesses are envisioned to remain.** This plan intends to have compatible businesses remain as home-based throughout the city - as described in the city's zoning ordinance.
9. **Continue to work on a vision for the future of downtown.** Through effective planning and marketing strategies, apply for CDBG grants, Main Street Program, or other enhancement programs in order to improve the economic viability of the downtown area.
10. **Lands immediately adjacent to the Kewaunee River/Harbor area should be preserved to promote public access.**

Highway Commercial

The Highway Commercial category is primarily associated with serving the needs of the highway traveler along with the commercial needs of the community. These developments provide for good accessibility and are highly visible from the major roadways. This category identifies the STH 29 and 42 corridors and takes into account the businesses located along Ellis Street and Milwaukee Street.

Recommendations:

1. **Commercial uses are envisioned to remain and further develop along STH 29 and STH 42.** It is expected that a mix of future commercial will locate along these highway corridors in a linear pattern.

2. **Enhance the city’s major entryways to better protect the city’s identity.** STH 29 and 42 are the city’s major “doorways”. As a result, these areas need be inviting through signage, landscaping, etc. to reflect the city’s character.
3. **Review the design of future establishments** through building scale and appearance and to ensure that its major transportation corridors are not cluttered and distracting.
4. **Consider a detailed corridor plan** to address transportation, land use and design issues in the highway commercial areas along STH’s 29 and 42.
5. **Commercial signage will continue to be controlled.** Rather than allowing signs to control the city’s appearance, the city should review and possibly strengthen its sign controls under general zoning.

Business Park

Business park development is recommended for the northern portion of the city, between STH 42 and Lakeshore Drive. This area provides for adequate exposure and access to a major transportation route. The site is also the preferred location for the city’s second water tower.

Recommendations:

1. **Technology based businesses and professional offices** are the preferred development for the area.
2. **Protect and enhance the existing environmental features** surrounding the site to improve the overall appearance of future development.
3. **Create an area development plan.** This allows the area to be developed concurrently, which would detail driveway access, driveway locations and design, future building sites and building appearance, as well as sign design. Cooperative planning with the surrounding towns is recommended for area development plans near or outside of the city limits.
4. **Businesses in this classification should be sensitive to the environment.** Business development should not be detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.

Industrial

The intent is to support the continued operations of existing industrial uses during the 20-year planning period. The city envisions additional industries which reflect the character of the city and will not impact the surrounding land or its uses.

Recommendations:

1. **Existing industrial sites are expected to remain,** with additional developments envisioned near areas of current industry. The industrial sites should be managed in such a way that enhances the aesthetics of the city.
2. **New industries are encouraged to utilize vacated structures, whenever possible.** The city should have discussions with potential industries regarding the possible use of existing vacant structures, rather than constructing new industrial facilities.

3. **Appearance of industrial areas.** It is important for the city to control the design of industrial uses in order to maintain/enhance the aesthetics of the city. It is recommended that the city develop a set of standards for industries regarding landscaping, building design, lighting, parking, etc.
4. **Redevelopment of existing industrial sites.** Conduct an assessment and cleanup of environmentally contaminated sites in the city and utilize the areas for more productive uses.
5. **Consider appropriate sites for proposed large industrial development.**
6. **Encourage buffers to prevent incompatibilities with existing land uses.** Industrial developments near residential developments are encouraged to incorporate buffers to lessen conflicts and maintain the character of the adjacent neighborhoods.
7. **Industries within the city should be sensitive to the environment.** Industrial development should not be detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
8. **Promote more tourism related industries.** Given the city's location, vast natural resources and historic appeal, work with the Kewaunee County Economic Development Corporation and City Chamber to increase the need for tourist industries.

Marina/Waterfront

The marina classification consists of mixed use marine-related development located adjacent to the Kewaunee River. The intent is to promote the harbor area as having viable economic opportunities.

Recommendations:

1. **Propose mixed use facilities** (e.g., marine-related, commercial, and recreational) which cater to tourists and marina users.
2. **A waterfront development plan is recommended.** The waterfront plan should address the types of uses allowed along with suggested locations, design standards, landscaping, lighting, etc.
3. **Continue to maintain the boat launches, docks and other related facilities.**
4. **Continue to develop recreational parkways and trail systems** to provide public access to the harbor area.
5. **Consider aesthetic and economic impacts** additional developments may have on the harbor area.

Governmental/Institutional/Utilities

Identifies government buildings, school facilities, emergency/police facilities, utility sites, religious facilities, etc. located in the City of Kewaunee.

Recommendations:

1. **Continue to monitor services provided to city residents and businesses.** As development pressures grow, the city will continue to monitor the capacities of the

existing utilities and services (e.g., healthcare, emergency, waste disposal, etc.) to ensure that the services provided are effective and efficient.

2. **Explore options for services** such as recycling and disposal of solid waste, which could be more cost effective and more efficient.
3. **Maintenance of the existing governmental/institutional facilities** is recommended in order to maintain their safety, functionality, visual appearance and historical appeal.
4. **Become involved with the long-range plans of the Kewaunee School District** to be informed on future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
5. **Continue to examine the possibility of establishing a youth center within the city.**
6. **Development of a water tower in the Business Park** area will provide citizens and businesses on the northern portion of the city adequate municipal water.
7. **Address telecommunication towers and antennas.** Recommend alternate structures (e.g. water tower) and joint use of new and existing towers rather than developing new towers in the planning area.
8. **Explore renewable energy options where feasible.** More homeowners are utilizing individual renewable energy systems for the power. Determine any possible impacts prior to allowing individual systems.

Transportation

Identifies the network of city roads, various county highways, and several state highways (29 and 42), while proposing methods to maintain and improve the city's transportation facilities.

Recommendations:

1. **Update the city's "Official Map"** to delineate future road extensions. The Official Map should be consulted when the City Plan Commission and City Council reviews development requests to ensure that all new developments conform to the Official Map.
2. **Ensure that minimum transportation standards are met for new developments.** This is especially important along the major roadways (STH 29 and STH 42) which should be highlighted using streetscape, and building placement guidelines, etc.
3. **Address any potential parking issues within the city.**
4. **Address the pedestrian and bicycle safety issues.**
5. **Encourage both pedestrian and vehicular movement** throughout the downtown area.
6. **Maintain the sidewalks throughout the city** to help ensure efficient and safe pedestrian movement.
7. **Explore traffic calming techniques** at trouble intersections including accessibility throughout the city.
8. **Monitor the condition of streets** and maintain them as needed.
9. **Continue to utilize the PASER pavement rating system.** The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the city's road maintenance, restoration and construction needs.

Parks and Recreation

The intent is to promote the existing recreational facilities, trails, parks and open spaces within and around the City of Kewaunee. In addition, ensure that existing and future neighborhoods within the city are served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

1. **Review recommendations in the city's existing Comprehensive Outdoor Recreation Plan.** Utilize the city's outdoor recreation plan for maintenance/updating suggestions, creation of new or expansion of existing recreational facilities.
2. **Continue upgrading facilities** to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
3. **Monitor residential developments** in order to determine the need for additional recreational facilities.
4. **Cooperate with the Kewaunee School District** to discuss their future development plans for park facilities and the option of sharing facilities for non-school related events.
5. **Cooperation in planning park and recreational facilities.** If future recreational development occurs, it is recommended that the city cooperate with developing agency(ies), Kewaunee County and surrounding towns to promote connectivity of recreational uses.
6. **Continue to utilize natural areas and environmental corridors as recreational sites (e.g., Marshlands Walk).** This will help preserve the many natural features located within and around the city, maintain wildlife habitat and provide for possible linkages to trails.
7. **Continue to monitor the potential uses on the Ahnapee State Trail extension.** The current Ahnapee State Trail system runs from Casco Junction into the City of Algoma, and then north to Sturgeon Bay. The unfinished railroad corridor stretching from Casco Junction to the City of Kewaunee is expected to be resurfaced in three phases in the near future. Existing activities include hiking, horseback riding, bicycling, backpacking, cross county skiing and snowmobiling.
8. **A waterfront development plan is recommended.** The waterfront plan should be used to determine areas for preservation and maintenance that will enhance the overall appearance of the harbor and other waterfront properties. Types and locations of future developments along with design standards, landscaping and lighting should be taken into consideration.
9. **Explore possible funding resources for park upgrades or future recreation development.** The city should seek public and private donations for funding recreational facilities. The city is encouraged to contact agencies (e.g., WDNR, Coastal Management, Bay-Lake RPC, etc.) and apply for grant funding to further enhance the quality of the city's beach area and other recreational resources.

10. **Improve the beach area.** Cooperate with appropriate government agencies to create a beach area that is an attractive site for both locals and visitors. Establish a management plan in order to maintain the area.
11. **Continue to promote city's marine-related facilities and the recreation/sport activities** associated with Lake Michigan and the Kewaunee River.

Agricultural

Identifies areas within Kewaunee's 1.5 mile planning area that are recommended for continued agricultural use and/or developments rural in nature.

Recommendations:

1. **Existing agricultural operations located within the city are expected to remain** during the 20 year planning period or until other developments are considered.
2. **Cooperative planning activities with surrounding towns** are encouraged to achieve consistency and limit conflicts. The city should work with the towns to determine a density that fits the character and future development patterns of the area.
3. **Review proposed subdivisions planned for areas surrounding the city.** Through the use of the city's Extraterritorial Planning Jurisdiction, the city should review proposed subdivisions planned for the extraterritorial area in order to ensure the city's future vision of orderly growth patterns.
4. **Encourage natural buffers for development.** Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
5. **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface water and groundwater unless properly managed.

Environmental Corridors/Natural Areas

The preservation and protection of natural areas within the City of Kewaunee and its planning area will become increasingly important as population and development pressures increase. Many natural features enhance the appearance of the city; are unsuitable for development; and have characteristics critical to the environmental enhancement, ecological stability and water quality of the area.

Recommendations:

1. **Environmental corridors within the city and its 1.5 mile planning area should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) DNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a water setback for buildings from all navigable waterways. These elements provide limitations to development and are generally regulated by either the federal, state, or county government. Together, these elements represent the portions of the city and surrounding

area that are most sensitive to development. The corridors are an overlay to the recommended plan (Map 2.1) and should be utilized as a reference.

2. **Direct development away from environmental corridors as much as possible** - or have them sensitively designed within development which will help minimize the negative effects on water resources, wildlife habitats and the overall character of the city.
3. **Future development should maintain the woodlands and green space areas.** Lands adjacent to woodlands may be developed at the same or at higher densities by utilizing unique development options such as conservation designs or clustering.
4. **Encourage the replacement of woodlands (reforestation).** Efforts to replenish the woodlands that are removed would be beneficial to the natural makeup of the area. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.
5. **Develop and maintain a stormwater management plan.** In an effort to protect the water supply, the city should promote best management practices such as promoting detention/retention ponds, establishing erosion controls, preserving vegetative cover, etc.
6. **Assist in efforts to improve the quality of beaches.** Cooperate with government agencies, surrounding communities, etc. to promote efforts to remedy beach closings.

IDENTIFIED “SMART GROWTH AREAS”

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

The City of Kewaunee “smart growth area” consists of the following attributes:

- Infill development along with new development that is contiguous with current city growth. This allows for more orderly and efficient development patterns within existing and proposed neighborhoods along with adequate provision of services.
- Redevelopment/rehabilitation of existing properties, the downtown area and lands adjacent to Lake Michigan and harbor area are envisioned to become more productive uses and enhance aesthetics of the area.

GENERAL PLAN DESIGN MAP

Table 2.2 contains a summary of the year 2025 land uses, along with their approximate acreage totals, which have been designated on the City of Kewaunee General Plan Design Map (Map 2.1). It is important to note that the 2025 acres are by general location and not by individual land uses. Also, Map 2.1 illustrates the city’s envisioned 20-year growth to occur beyond the existing corporate limits and into the city’s 1.5 mile extraterritorial planning area, resulting in larger acreage calculations than those acreage totals found in the 2005 land use inventory.

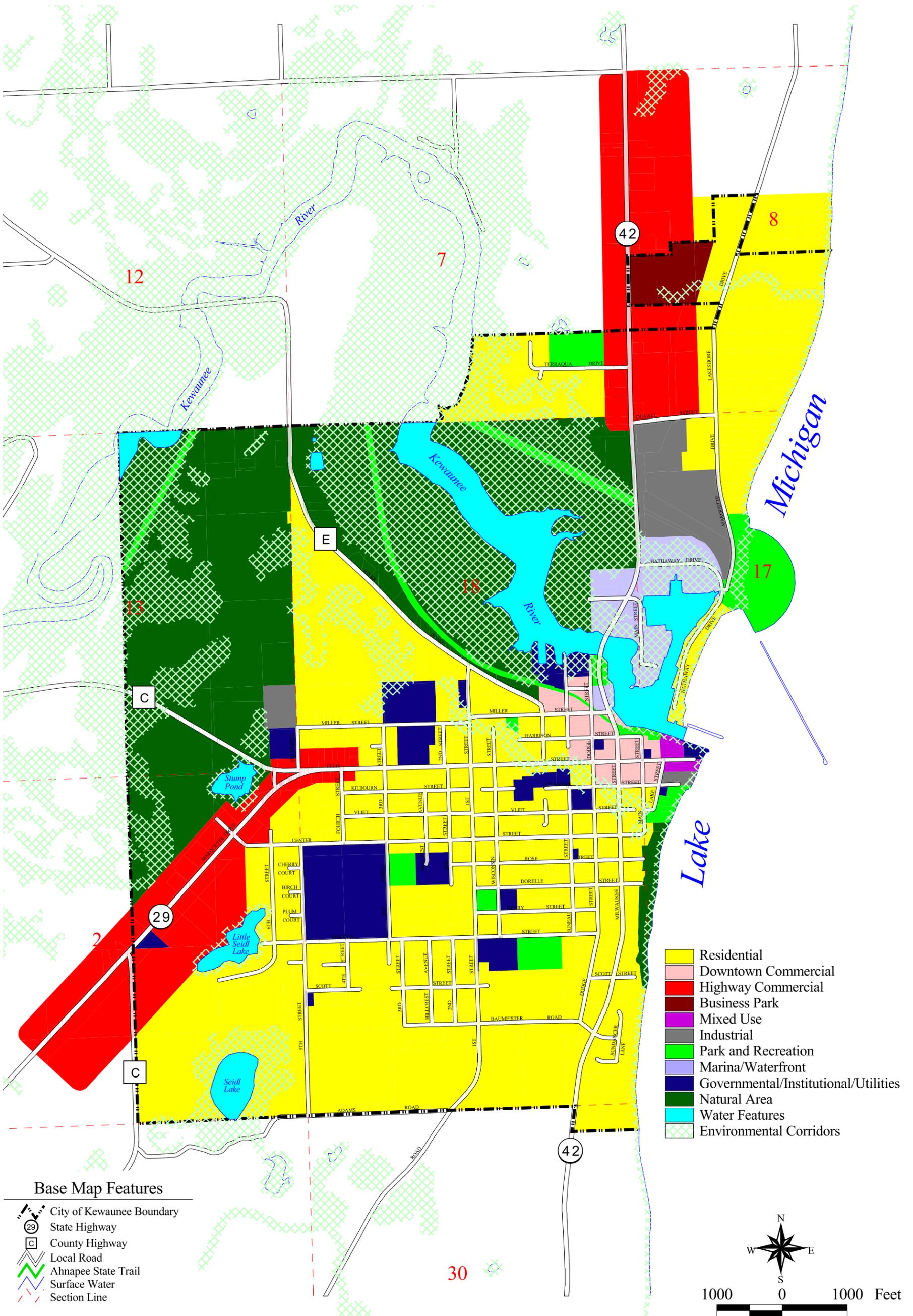
Table 2.2: 2025 General Plan Design Acreage, City of Kewaunee

General Plan Design Category	2025 Acres
Residential	982
Mixed Use	4
Downtown Commercial	24
Highway Commercial	307
Business Park	23
Industrial	52
Marina/Waterfront	50
Governmental/Institutional/Utilities	89
Natural Areas, Woodlands, Beaches	608
Parks and Recreation	92
Transportation	241
Water Features	140
Totals	2,612

Source: Bay-Lake Regional Planning Commission, 2006.

20-Year General Plan Design

City of Kewaunee
Kewaunee County, Wisconsin



- Residential
- Downtown Commercial
- Highway Commercial
- Business Park
- Mixed Use
- Industrial
- Park and Recreation
- Marina/Waterfront
- Governmental/Institutional/Utilities
- Natural Area
- Water Features
- Environmental Corridors

- Base Map Features**
- City of Kewaunee Boundary
 - State Highway
 - County Highway
 - Local Road
 - Ahnapee State Trail
 - Surface Water
 - Section Line



Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

**CHAPTER 3
IMPLEMENTATION**

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Chapter 3 - IMPLEMENTATION

INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of this comprehensive plan. Also included is a description of how each of the elements of this plan are integrated and made consistent with each other.

A process for amending/updating the comprehensive plan, in addition to a mechanism used to measure the progress toward achieving the plan, is also included.

RESPONSIBILITIES OF LOCAL OFFICIALS

The City Plan Commission has the primary responsibility to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan per Wisconsin Statute 66.1001 (3). Also, the comprehensive plan provides much of the rationale elected officials need in making a land use decision. When reviewing any petition or when amending any land controls within the city, the comprehensive plan shall be reviewed, and a recommendation will be derived from its identified strategies, goals, objectives, vision statement and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to reflect this change in policy.

The Plan Commission needs to ensure that the city's comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i). Elected officials and members of the Plan Commission need to be familiar with the maps and text, in addition to the vision statement and future development strategies (i.e. goals, objectives, policies, and programs) found within the plan. An annual review of the vision statement and future development strategies is recommended to keep them current.

IMPLEMENTATION & LAND USE CONTROL RECOMMENDATIONS

There are several basic implementation tools that the city can use to implement this comprehensive plan. They include general Zoning, Official Mapping, Shoreland Zoning and Land Division Ordinance.

Zoning

The city currently maintains a general Zoning Ordinance within Chapter 94 of the *Municipal Code of the City of Kewaunee, Wisconsin*. Several of the future land use recommendations may need re-zoning in order to take place. Instances of current use and planned use may conflict, yet it would not be appropriate to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's assumptions.

- The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The City Plan Commission and City Council will need to judge when re-zoning will occur, for it is not the intent that the zoning map become a direct reflection of the plan. The comprehensive plan looks out to the future while zoning deals with present day.
- Additional ordinances may be developed by the city in an effort meet the "vision statement" listed in Chapter 1 of this plan.

Official Mapping

Under §62.23(6), the City Council/Village Board/Town Board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
 2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
 3. It makes potential buyers of land aware that land has been designated for public use.
- The city is encouraged to update its official map in order to make it consistent with the existing development patterns and the city's comprehensive plan. This will help ensure new streets provide connectivity for future development.
 - A recommended technique for consistency with street/road alignments is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. The city should consider working cooperatively with the surrounding towns, when appropriate, on the design of development plans and on the approval of the plans. The Area Development Plans could be incorporated as part of the official maps for the specified area. Thus, developers would be required to prove to the city that their proposals will result in planned, orderly growth and development.

Shoreland Ordinance

The Kewaunee County Shoreland Ordinance regulates the shorelands of all navigable waters in the unincorporated areas which are shown either in the WDNR Surface Waters of Kewaunee County, or on USGS quadrangle maps. The ordinance regulates lands which are:

1. within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages.
 2. within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater.
- The city may wish to adopt a shoreland ordinance for land within the corporate limits. However, the county shoreland ordinance would still regulate the surrounding towns within the city's extraterritorial planning area.
 - Review and update the city's Floodplain Ordinance which is contained in Chapter 34 of the city's Municipal Code. In some instances, the city should consider working with Kewaunee County, WDNR, FEMA and other appropriate agencies to re-adjust the floodplain boundaries in specific areas or within the city.

Subdivision Ordinance

The Subdivision and Platting Ordinance for the City of Kewaunee is contained in Chapter 66 of the city's Municipal Code.

- It is recommended that city review and update, as necessary, its subdivision ordinance to regulate how lots are developed and arranged within specific areas.

Other Ordinances/Regulations

Other tools to implement the comprehensive plan may include the update or development of additional city controls or regulations such as:

- Sign Regulations
- Erosion and Storm Water Control Ordinances
- Historic Preservation Ordinances
- Design Review Ordinances
- Building/Housing Codes
- Sanitary Codes
- Lighting Controls/Ordinances

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was created in a manner that promotes consistency between all of the elements and their respective development strategies. By utilizing the nominal group session and community-wide visioning survey as a base, key issues were identified for each of the elements of the plan. Using these issues along with information regarding natural features, population and housing, infrastructure, etc.; a set of goals, objectives, policies and programs were developed in order to determine a desired vision for the city. The identified vision and development strategies within this plan were utilized to create the General Plan Design as well as the specified implementation actions. Ultimately, this planning process establishes a uniform comprehensive plan document for the City of Kewaunee.

As plan amendments occur, it is important that city’s elected officials and Plan Commission conduct consistency reviews of the plan elements and development strategies. These reviews will ensure that the plan contains the most current information available.

PROCESS FOR UPDATING PLAN

This plan shall be amended/updated following §66.1001 (4)(b) and the city’s adopted written procedures for fostering public participation.

- This comprehensive plan should be amended with the recommendations of the City of Kewaunee Plan Commission and follow the amendment process as outlined under §66.1001 (4)(b).

Plan Review Timeline

The city’s comprehensive plan should be updated at least once every 10 years. As a result, it is recommended the City of Kewaunee follow the Plan Review Timeline for reviews and possible updates.

Plan Review Timeline

Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review & Update Plan Goals
Natural Features					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Population & Housing					Evaluate Against WDOA Estimates					Update
Growth Forecasts					Evaluate					Evaluate & Update
Economics					Evaluate					Update
Transportation					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals
Land Use					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations

Source: Bay-Lake Regional Planning Commission, 2006.

IMPLEMENTATION WORK PLAN

The overall intent of the implementation work plan is to provide a mechanism to implement the goals, objectives and policies over the 20-year planning period.

The implementation schedule (Table 3.1) identifies:

- the comprehensive plan goals, objectives and policies contained in Chapter 1 this document;
- cooperating agencies and departments that might assist the Kewaunee City Council and/or Plan Commission to implement the plan recommendations; and
- a timeline for implementation.

The implementation schedule should be evaluated and revised on an annual basis.

Table 3.1: City of Kewaunee Implementation Schedule

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<p><u>Goal: Community Planning</u> <i>For the City of Kewaunee 20-year Comprehensive Plan to provide guidance to local officials when making land use decisions that reflect the city's vision.</i></p>			
<p><u>Objective 1:</u> Utilize this 20-year comprehensive plan to best reflect the interests of all the city's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.</p>			
<p><u>Policies:</u></p>			
<p>This 20-year comprehensive plan will be consulted by the City Plan Commission, City Council and other units of government before making any decision regarding land use and land use policies.</p>	<p>City Council & Plan Commission</p>	<p>KC, BLRPC & surrounding jurisdictions</p>	<p>Continuous</p>
<p>Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life.</p>	<p>City Council & Plan Commission</p>	<p>BLRPC, KC, & surrounding jurisdictions</p>	<p>Continuous</p>
<p>Review existing city and Kewaunee County ordinances as they relate to the implementation of this plan.</p>	<p>City Council & Plan Commission</p>	<p>BLRPC, KC & surrounding jurisdictions</p>	<p>Immediate</p>
<p>Encourage cooperation and communication between the city, neighboring municipalities and county government in implementing this 20-year plan.</p>	<p>City Council & Plan Commission</p>	<p>BLRPC, KC & surrounding jurisdictions</p>	<p>Immediate</p>
<p><u>Objective 2:</u> The City Council and City Plan Commission have the responsibility to review and update the city's comprehensive plan as needed.</p>			

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<u>Policies:</u>			
Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as natural and cultural resources.	City Council & Plan Commission	BLRPC, KC & surrounding jurisdictions	Annually
Hold City Plan Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.	Plan Commission	KC, BLRPC & surrounding jurisdictions	Continuous
Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the city's comprehensive plan.	Plan Commission	City Council, BLRPC, KC & surrounding jurisdictions	Continuous
<u>Goal: Natural Resources</u> <i>To manage a clean and orderly natural environment through preservation and protection of key natural resources in city's planning area.</i>			
<u>Objective I:</u> Maintain a visually appealing and sustainable natural environment.			
<u>Policies:</u>			
Consider Cost of Community Services studies to enable local officials to better understand the costs associated with local planning decisions.	Plan Commission	City Council, BLRPC	0-5 years
Encourage the preservation of natural scenic vistas.	Plan Commission	WDNR, NRCS, KCLW	Continuous
Maintain the city's urban forestry program.	Plan Commission & City Council	WDNR	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Developments adjacent to steep slopes, rivers, streams and wetlands should be planned in a manner that protects the integrity of these areas.	Plan Commission	WDNR, NRCS, KCZ	Continuous
Encourage sound management practices of the natural areas.	Plan Commission	EPA, WDNR, NRCS, KCLW	Continuous
Encourage the inclusion of environmental corridors, buffer zones and other natural areas in new and existing developments.	Plan Commission	WDNR, NRCS, KCLW	Continuous
Promote the Kewaunee River, Lake Michigan and other relevant natural areas in and around the city as quality recreational opportunities.	Plan Commission	WDNR, KCLW, KCHMBR, KCPR	Continuous
Preserve biodiversity within wildlife habitats and communities.	Plan Commission	WDNR, NRCS	Continuous
<u>Objective 2:</u> Preserve and restore surface water quality (inland and coastal wetlands, lakes, rivers, and streams).			
<u>Policies:</u>			
Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.	Plan Commission	EPA, WDNR, KCLW	Continuous
Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.	City Council & Plan Commission	EPA, WDNR, KCLW, KCZ	Immediate
Support the use of native vegetation and sound conservation methods to protect bluffs from erosion.	Plan Commission	WDNR, KCZ	Continuous
Support studies and activities to determine the causes of beach closings.	Plan Commission	WDNR, NRCS, KCLW	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Encourage efforts to improve the quality of beaches in the area.	Plan Commission	WDNR, KCLW	Immediate
<i>Objective 3:</i> Promote the protection of groundwater resources (quality and quantity).			
<u>Policies:</u>			
Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.	Plan Commission	WDNR, NRCS	Continuous
Work cooperatively with surrounding jurisdictions and Kewaunee County to protect groundwater resources.	Plan Commission	KC, KCZ, WDNR, NRCS	Continuous
Support initiatives designed to educate citizens on groundwater quality and quantity issues and available protection techniques.	Plan Commission	WDNR, KC	Immediate
Discourage development within the identified environmental corridors.	Plan Commission	WDNR, KCLW, KCZ	Continuous
Promote the use of soil conservation and sound agricultural methods that minimize groundwater contamination.	Plan Commission	WDNR, KCZ, KCLW, NRCS	Continuous
<i>Objective 4:</i> Ensure that present and future mining sites will not adversely affect surrounding land uses in the city's planning area.			
<u>Policies:</u>			
Mining operations should not negatively impact scenic views and the health of the natural environment.	Plan Commission	WDNR, KCLW, KCZ	Continuous
Mining operations must show that they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the city planning area.	City Council & Plan Commission	EPA, WDNR, KCLW, KCZ	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
New and expanding mining operations must show cooperation throughout the reclamation process to ensure that the site is restored to the original state or is consistent with the vision of the area.	Plan Commission	WDNR, KCLW	Continuous
<p><u>Goal: Agriculture</u> <i>To support the preservation of farmland within the city's extraterritorial planning area until it is considered for other uses.</i></p>			
<p><u>Objective 1:</u> Minimize the potential conflicts between farming and non-farming uses.</p>			
<p><u>Policies:</u></p>			
Non-farming uses are recommended to be buffered from agricultural lands in order to lower the number of possible nuisance complaints (by city residents) regarding agricultural lands.	Plan Commission	UWEX, BLRPC	Continuous
Support studies that evaluate the impacts of agricultural operations on the environment.	Plan Commission	WDNR, KCLW, KCZ	Continuous
Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.	Plan Commission	City Council, KCLW, NRCS	Continuous
Offer methods to create a safe environment for travel between agricultural fields and farming operations.	Plan Commission	City Council, KCHWY & City Street Dept.	0-2 years
<p><u>Objective 2:</u> Provide for orderly changeover of agricultural lands to other uses.</p>			
<p><u>Policies:</u></p>			
Minimize impact of future development by encouraging conservation-based land use practices.	Plan Commission	WDNR, BLRPC, KCZ	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Cooperate with the towns of West Kewaunee and Pierce on land development within the planning area to limit incompatible land uses.	Plan Commission	BLRPC & surrounding towns	Continuous
Update the city's Official Map detailing future plats, roads, etc. within the city and its 1.5 mile planning area.	Plan Commission	BLRPC & other surrounding jurisdictions	Immediate
<u>Objective 3:</u> Recognize the economic importance of agriculture.			
<u>Policy:</u>			
Consider supporting a "Cost to Benefit" analysis on the conversion of agricultural land to other uses.	Plan Commission	City Council, KCEDC, BLRPC	0-5 years
<u>Goal: Cultural Resources</u> <i>To maintain the city's cultural resources.</i>			
<u>Objective:</u> Encourage the preservation and enhancement of the city's historic locations.			
<u>Policies:</u>			
Identify historically significant structures, sites and objects for restoration.	Plan Commission	City Council, State Historical Society, KCHMBR, BLRPC	Continuous
Revitalize the city's downtown area maintaining its historic significance.	City Council & Plan Commission	BLRPC, State Historical Society, KCEDC	0-10 years
Continue to promote the Marquette Historic District, Tug Ludington and other historic assets of the city for tourism activities.	Plan Commission	City Council, KCHMBR, KCPR, KCEDC	Continuous
Continue to support the city's marine heritage through enhancement of the city's harbor area.	City Council & Plan Commission	KCHMBR, KCEDC	Continuous
Recommend Marquette School for adaptive reuse such as office space, housing, etc.	Plan Commission	City Council, KCEDC, BLRPC	0-5 years

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<p><u>Goal: Housing</u> <i>To provide an adequate housing supply that meets existing and forecasted housing demand within the City of Kewaunee.</i></p>			
<p><u>Objective 1:</u> Promote the development of housing for residents of the city and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons of special needs.</p>			
<p><u>Policies:</u></p>			
Ensure affordable housing is available to current and future residents of the City of Kewaunee.	Plan Commission	LCAP, WHEDA, UWEX	Continuous
Encourage single family homes, an adequate availability of affordable apartments, and a variety of senior and special needs housing.	City Council & Plan Commission	LCAP, WHEDA	Continuous
<p><u>Objective 2:</u> Promote the availability of land for the development or redevelopment of housing in the city.</p>			
<p><u>Policies:</u></p>			
Expand residential development in a contiguous and efficient manner.	Plan Commission	BLRPC & surrounding jurisdictions	Continuous
Recommend new housing to infill existing vacant residential properties.	Plan Commission	City Council	Continuous
Consider areas within the city for low and moderate income housing that is accessible to existing services.	Plan Commission	LCAP, WHEDA, BLRPC	Continuous
Encourage new housing in areas where municipal infrastructure is already available or could be efficiently extended.	Plan Commission	City Council, BLRPC	Continuous
Locate higher density residential development in areas that minimize impacts upon lower density residential developments.	Plan Commission	City Council, BLRPC	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Future development should not adversely affect the assessed value or livability of neighboring residential properties.	Plan Commission	City Council, BLRPC	Continuous
New housing development should incorporate natural and environmentally sensitive areas into design plans.	Plan Commission	WDNR, NRCS, BLRPC	Continuous
<u>Objective 3:</u> Maintain or rehabilitate the city's existing housing stock.			
<u>Policies:</u>			
Continue the maintenance, rehabilitation, and preservation of the city's existing housing.	Plan Commission	LCAP, WHEDA, BLRPC	Continuous
Ensure there are measures taken to restore/maintain historic homes whenever possible.	Plan Commission	LCAP, WHEDA, BLRPC	Continuous
Recommend existing structures and properties for adaptive reuse, such as institutional uses to residential.	Plan Commission	City Council, KCEDC, BLRPC	0-5 years
<u>Goal: Economic Development</u> <i>Provide an atmosphere conducive for business expansion and development.</i>			
<u>Objective 1:</u> Revitalize the downtown and other business areas to improve the city's overall appearance and attractiveness to residents, shoppers and employers.			
<u>Policies:</u>			
Retain existing businesses that provide employment opportunities for area residents.	Plan Commission	KCHMBR, KCEDC	Continuous
Encourage infill of vacant commercial structures.	Plan Commission	City Council, BLRPC	Continuous
Promote downtown as pedestrian friendly and safe by ensuring areas are clean and well-lit, plus offer pedestrian amenities such as benches that encourage foot traffic.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Promote retail, general purpose shopping, professional services and similar businesses in areas that will maintain the city's commercial base.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Refurbish and improve storefront designs of existing structures to improve the overall appearance of the downtown area.	Plan Commission	City Council, KCHMBR, KCEDC	0-10 years
Maintain and expand the area's infrastructure to enable existing employers to grow and allow for new businesses to develop.	Plan Commission	City Council, KCHMBR, KCEDC & City Public Works	Continuous
Objective 2: Identify and utilize the various types of financial and technical assistance available to grow and develop the local business community.			
Policies:			
Utilize the countywide revolving loan funds to help new or expanding businesses grow.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Investigate the possibility of creating a business incubator building to provide low-cost space for fledgling small businesses.	Plan Commission	City Council, KCHMBR, KCEDC, BLRPC	0-5 years
Evaluate the benefits to creating a Main Street program to promote, grow and attract retail business to downtown.	Plan Commission	City Council, KCHMBR, KCEDC, BLRPC	0-2 years
Support the Kewaunee County Economic Development Corporation in their efforts to market the area and maintain services and programs to grow the county's economy.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Continue to participate in regional marketing and economic development activities such as NEWREP (Northeast Wisconsin Regional Economic Partnership).	Plan Commission	City Council	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Apply for applicable funding sources such as CDBG Public Facilities grants and Public Facilities for Economic Development (PFED) grants to maintain and expand the economic development capacity of the city.	Plan Commission	City Council, KCEDC, BLRPC	Continuous
Continue membership in the Wisconsin Economic Development Association (WEDA) to help stay up-to-date on the latest issues, tools, trends, etc. which could help foster economic development in the area.	Plan Commission	City Council	Continuous
<i>Objective 3:</i> Attract new businesses to the City of Kewaunee to compliment existing employers and diversify the economy.			
<u>Policies:</u>			
Determine how businesses will fit the city's character and can be accommodated by the city's infrastructure.	Plan Commission	City Council, KCHMBR, KCEDC & City Public Works	Continuous
Locate commercial development dependent on automobile traffic along major highway corridors 29 and 42 to allow for better access to local and through traffic.	Plan Commission	City Council, KCHMBR, WDOT & City Public Works	Continuous
Ensure there is an adequate amount of industrial park space for future expansions of current tenants.	Plan Commission	City Council, KCHMBR, KCEDC & City Public Works	Continuous
Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the city.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Prepare recruiting and marketing materials and portfolio of information that can be used to market the city.	Plan Commission	City Council, KCHMBR, KCEDC	Annually
Prepare a tour for those companies that want to visit the City of Kewaunee to learn more about the area and business relocation/expansion options.	Plan Commission	KCHMBR, KCEDC	As Needed

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<u>Objective 4:</u> Increase the number and overall skills of the workforce in the City of Kewaunee.			
<u>Policies:</u>			
Expand residential developments to offer a range of housing options for existing and potential workforce.	Plan Commission	City Council	Continuous
Build a public-private partnership that will be able to facilitate and provide the necessary training.	Plan Commission	KCHMBR	Continuous
Create a marketing campaign specifically designed to attract skilled workers to the area.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Build and maintain a strong working relationship between the Kewaunee Public School system, business community, Kewaunee Chamber of Commerce, and Kewaunee County Economic Development Corporation to further enhance the employment opportunities available to high school and graduating students.	Plan Commission	City Council, KSD, KCHMBR, KCEDC	Continuous
Encourage the creation and retention of employment opportunities particularly those benefiting the unemployed, underemployed, and low-to-moderate income persons.	Plan Commission	City Council, KCHMBR, KCEDC	0-5 years
<u>Objective 5:</u> Increase the amount of tourism revenue generated within the city.			
<u>Policies:</u>			
Continue to promote the City of Kewaunee and surrounding area through local, regional and statewide marketing efforts.	Plan Commission	City Council, KCHMBR, KCEDC, KCPR	Continuous
Develop a plan to better direct visitors to retail stores in the area.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Create and maintain an environment that is pleasant and inviting to visitors.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Continue to improve the appearance of the primary entrances to the city.	Plan Commission	City Council	Continuous
Promote downtown Kewaunee as pedestrian friendly by ensuring areas are clean, well-lit and offer pedestrian amenities such as benches and green spaces.	Plan Commission	City Council, KCHMBR, KCEDC	Continuous
Support the development of an airport in Kewaunee County to provide visitors more direct access to tourist activities in and around the city.	Plan Commission	City Council, KCHMBR, KCEDC, KCPR, KC	Continuous
<p><i>Goal: Transportation</i> <i>To advocate safe and efficient transportation systems for all modes of transportation in the city.</i></p>			
<p><i>Objective 1:</i> Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users.</p>			
<p><u>Policies:</u></p>			
Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.	Plan Commission & City Council	WDOT, KCHWY, BLRPC, City Street Dept.	Continuous
Convenient and efficient vehicular movement near all commercial, industrial, and public facility locations is encouraged.	Plan Commission	WDOT, KCHWY, City Street Dept.	Continuous
Provide a transportation system that reduces accident exposure and provides for increased travel safety.	Plan Commission	WDOT, KCHWY, City Street Dept.	Continuous
Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.	Plan Commission	WDOT, KCHWY, BLRPC, City Street Dept.	Continuous
Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.	Plan Commission	City Council	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Plan for and designate future street right-of-ways within and adjacent to the city.	City Council & Plan Commission	WDOT, KCHWY, City Street Dept.	Continuous
Protect existing investments in the road network with proper maintenance.	Plan Commission	City Street Dept., BLRPC	Continuous
<i>Objective 2:</i> Encourage a transportation system that complements and enhances the character and natural environment of the city.			
<u>Policies:</u>			
Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.	Plan Commission & City Council	WDOT	Continuous
Advocate for transportation projects that contribute to the protection of the city's natural resources, scenic views, etc.	Plan Commission & City Council	BLRPC, KCHWY, WDOT, WDNR, City Street Dept.	Continuous
Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.	Plan Commission & City Council	BLRPC, KCHWY, WDOT, WDNR, City Street Dept.	Continuous
Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.	Plan Commission	WDOT, WDNR, City Street Dept., BLRPC	Continuous
<i>Objective 3:</i> Promote alternative means of travel to reduce automotive dependency.			
<u>Policies:</u>			
Consider access and service with a variety of transportation modes in an effort to reduce overall average travel times to destinations within the city, county and other areas.	Plan Commission & City Council	WDOT, City Street Dept.	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Support transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.	Plan Commission	City Council, WDOT	0-5 years
Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.	Plan Commission	City Council, KCHWY, BLRPC	Continuous
Support the development of an airport within Kewaunee County.	Plan Commission	City Council, KCHMBR, KCEDC, KCPR, KC	Continuous
<i>Objective 4:</i> Provide a safe system of bicycle paths and designated bicycle routes throughout the city's planning area.			
<u>Policies:</u>			
Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.	Plan Commission	City Council, WDOT, BLRPC	Continuous
Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.	Plan Commission	City Council, BLRPC, KCHWY, WDOT	Continuous
Bicycle paths, not served by roads and highways, should be constructed to serve corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.	Plan Commission	City Council, KCHWY, WDOT, BLRPC	Continuous
Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness.	Plan Commission	BLRPC, WDOT, KCHWY	Continuous
<u>Goal: Utilities/Community Facilities</u>			
<i>To provide quality community services to all the residents of the City of Kewaunee.</i>			
<u>Objective:</u> Advocate quality community facilities and public services that are well maintained, efficient and cost-effective for residents.			

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Policies:			
Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.	Plan Commission & City Council	City Public Works, BLRPC	Continuous
Provide for the continuous availability of public utility capacity and provide those areas identified for development with adequate water, sewer and stormwater facilities.	Plan Commission & City Council	City Public Works	Continuous
Continue to coordinate, consolidate and share governmental facilities and services where possible.	Plan Commission & City Council	Surrounding jurisdictions	Continuous
Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.	Plan Commission & City Council	City Street Dept., Public Works, police, fire& ambulance services	Continuous
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	City Council	Plan Commission	Continuous
Continue to invest in new public works equipment to adequately and economically perform required duties.	City Council	Plan Commission, City Street Dept., Public Works,	Continuous
Consider telecommunication towers for alternate structures or joint use of new and existing towers to minimize conflicts.	City Council	Plan Commission, KC & surrounding jurisdictions	Continuous
Promote energy conservation measures.	City Council	Plan Commission, EPA	Continuous
Promote cooperation and communication with the Kewaunee School District to collectively support quality educational opportunities.	Plan Commission	KSD	Continuous
Consider environmental and resource sustainability opportunities when making land use decisions.	Plan Commission	WDNR, KCLW, BLRPC	Continuous

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<p><u>Goal: Parks and Recreation</u> <i>To continue to promote the variety of park and recreational activities within the city.</i></p>			
<p><u>Objective:</u> Advocate safe parks and recreational sites that provide a variety of activities for residents.</p>			
<p><u>Policies:</u></p>			
Continue to develop, maintain and upgrade recreational facilities within the city and surrounding area.	City Council	Plan Commission, KCPR	Continuous
Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	City Council	Plan Commission, KCPR	Continuous
Work with Kewaunee County and adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the city.	Plan Commission & City Council	WDNR, KC, KCPR & surrounding jurisdictions	Continuous
Continue to consider the development of a youth center for the community.	City Council	Plan Commission	0-5 years
Explore the development of a detailed waterfront plan to enhance the harbor area, Lake front and Kewaunee River.	Plan Commission	WDNR, KCPR, KCHMBR, KCEDC, BLRPC	0-5 years
Continue to promote and utilize natural features for enhancing the recreational opportunities in the city's planning area.	Plan Commission	WDNR, KCPR, KCHMBR	Continuous
<p><u>Goal: Intergovernmental Cooperation</u> <i>To coordinate with adjacent communities, Kewaunee County and other interested groups/agencies on planning projects.</i></p>			
<p><u>Objective:</u> Promote cooperation between the City of Kewaunee and any other municipality or government entity that makes decisions impacting the city and its planning area.</p>			

Table 3.1: City of Kewaunee Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Bottom of Page for Abbreviations)	Time Period
<u>Policies:</u>			
Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.	City Council & Plan Commission	BLRPC, KC & other surrounding jurisdictions	Continuous
Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.	City Council	KC & other surrounding jurisdictions	Continuous
Promote cooperation and communication with the Kewaunee School District to collectively support quality educational opportunities.	City Council	Plan Commission & KSD	Continuous
<u>Goal: Land Use</u> <i>To ensure the city's land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).</i>			

List of Abbreviations:

BLRPC – Bay-Lake Regional Planning Commission
 EPA - Environmental Protection Agency
 KC – Kewaunee County
 KCEDC - Kewaunee County Economic Development Corporation
 KCHMBR – Kewaunee Chamber of Commerce
 KCHWY - Kewaunee County Highway Department
 KCLW - Kewaunee County Land and Water Conservation Department
 KCPR - Kewaunee County Promotions and Recreation Department

KCZ - Kewaunee County Zoning
 KSD – Kewaunee School District
 LCAP – Lakeshore Community Action Program
 NRCS - US Department of Agriculture, Natural Resources Conservation Service
 UWEX – UW Extension
 WDNR - Wisconsin Department of Natural Resources
 WDOT - Wisconsin Department of Transportation
 WHEDA – Wisconsin Housing and Economic Development Authority



Volume II

Community Resources

Chapter 4 - Inventory and Trends

Chapter 5 - Natural, Agricultural and Cultural
Resources

Chapter 6 - Population and Housing

Chapter 7 - Economic Development

Chapter 8 - Transportation

Chapter 9 - Utilities and Community Facilities

Chapter 10 - Intergovernmental Cooperation

Chapter 11 - Land Use Controls and Inventory

CHAPTER 4 INVENTORY AND TRENDS

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Chapter 4 - INVENTORY AND TRENDS

INTRODUCTION

This chapter of the comprehensive plan provides a summary of the following resource elements that comprise Volume II (Community Resources) of the City of Kewaunee Comprehensive Plan.

- (Chapter 5) - Natural, Agricultural and Cultural Resources
- (Chapter 6) - Population and Housing
- (Chapter 7) - Economic Development
- (Chapter 8) - Transportation
- (Chapter 9) - Utilities and Community Facilities
- (Chapter 10) - Intergovernmental Cooperation
- (Chapter 11) - Land Use Controls and Inventory

Each of these resource chapters discusses the importance of evaluating various aspects of the community and how those components can impact planning for the community's future growth and preservation. Ultimately, information provided in these elements form the basis for the development of the Future Land Use Plan found in Chapter 2 of this document.

RESOURCE SUMMARIES

Natural, Agricultural and Cultural Resources – Chapter 5

Natural Resources Summary

Natural resources inventory geology, soils, water resources, woodlands, etc. found within the City of Kewaunee planning area.

- The geology of the city planning area consists of Niagara Dolomite bedrock which is covered with glacial drift consisting primarily of clayey till that may be less than five feet thick and up to 200 feet in depth above the bedrock in some areas.
- The topography of the planning area is nearly level with several areas of steep slope found near the Kewaunee River and Lake Michigan coastline.
- The Soil Survey of Kewaunee County, Wisconsin, is utilized to provide details of all soils in the county, specifying information on the suitability and limitations of soils for private on-site wastewater treatment systems, basements, sand and gravel extraction, and other natural resource and engineering uses.
- The protection of the Kewaunee River watershed, along with ground and surface water resources from the potential impacts of new developments and other land activities is encouraged through best management practices such as erosion controls, preservation of wetlands and vegetative cover, wellhead protection planning, etc.
- Kewaunee River, Mashek Creek, Little Seidl Lake, Seidl Lake, Stump Pond and Lake Michigan, along with the floodplains, shorelands and 966 acres of wetlands in the city's planning area, provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and possible recreational opportunities.

- The 1,515 acres of woodlands within the city maintain watershed cover, help reduce soil erosion and provide wildlife habitat. The city also has an urban forestry program established for the planting and sustained management the community's trees.

Agricultural Summary

- The three classes of prime agricultural soils (i.e. prime farmland, farmland of statewide importance and prime farmland only where drained) cover 72 percent of the city's planning area. Urban or built-up areas of these soils are not considered prime farmland.
- From 1997 to 2002, the total number of farms has declined in Kewaunee County from 948 in to 915.
- In 2002, of the 915 farms in Kewaunee County, dairy along with cattle and poultry farming were the primary operations, with dairy farms accounting for 286 farms.
- Approximately 90 percent of the farms in Kewaunee County are owned by individuals or families, another seven percent are owned by family partnerships, and corporations account for three percent.
- The production, sales, and processing of Kewaunee County's farm products generate employment, economic activity, income and tax revenue. In 2002, agriculture in Kewaunee County accounted for nearly \$189 million, or 24 percent of the county's total economic activity.

Cultural Summary

- The city has 118 sites considered to be of historic significance. The Kewaunee County Jail Museum, Kewaunee Post Office, Marquette Historic District and Tug Ludington are sites in the City of Kewaunee listed in the State and/or National Register of Historic Places

Demographics – Chapter 6

The Population and Housing chapter of this plan inventories the demographics of the city, detailing population and housing trends and projections.

Population Summary

- The city's most dramatic population growth took place between 1920 and 1930, with a 544 person increase. The city's highest population number occurred in 1970, with 2,901 persons. From 1970 to 1990, the City of Kewaunee experienced a decline of 151 people, until an increase occurred during the 2000 Census, resulting in a total of 2,806 people.
- The working age group (16+) accounted for 79 percent of the total population, while the school age group (5-17) accounted for nearly 18 percent of the city's population. The retirement age group (65+) accounted for 22 percent of the total population.
- The City of Kewaunee median age has risen from 33 in 1970, to 41.4 years in 2000.
- According to Wisconsin Department of Administration (WDOA), the city's population is projected to increase to 3,047 persons by 2025.

Housing Summary

- The city has experienced a 21 percent increase in housing units from 1970 to 2000 (1,024 units to 1,237 units).
- The city had 1,149 occupied housing units in 2000, which accounted for 93 percent of the total housing in the city. The other seven percent of housing in the city was vacant. Of the 88 vacant units in the city, 13 units were being used for seasonal, recreational, or occasional use while the other 75 units were considered unoccupied.
- 505 units (over 41 percent) of the existing housing units in the City of Kewaunee were built before 1940.
- In 2000, 67 percent of housing units in the city were valued between \$50,000 and \$99,999.
- Occupied housing unit projections indicate an increase of 146 to 247 new housing units in the city by 2025.

Economic Development – Chapter 7

The chapter details the City of Kewaunee and Kewaunee County's general economic characteristics including labor force and economic base.

Labor Force Summary

- According to the 2000 Census, 82 percent of city residents age 25 and over are high school graduates or are graduates of higher degrees. Fifteen percent of the city residents have a bachelor's degree or higher.
- The median household income for the city increased from \$22,500 in 1989 to \$36,420 in 1999.
- Most of the people in the workforce in the city were employed by the services industry, 31 percent or the manufacturing industry, 25 percent.
- Of the 1,288 working residents in the city, 621 people (48 percent) lived and worked in the City of Kewaunee. Fifty-two percent of city residents were commuting to other communities for work. Approximately 12 percent traveled to the City of Green Bay for work.
- Kewaunee County's unemployment rate and the number of unemployed in 2000 was the lowest for the period 1990 to 2005 (2.7 percent), whereas the unemployment rate in 2003 was the highest during the same time period at 5.8 percent.

Economic Base Summary

- Manufacturing and agriculture have, and continue to be the primary industries for Kewaunee County's economy. Manufacturing contributes over \$80 million to the county's economy, while agriculture contributes \$42 million of the county's total income.
- According to the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study travelers spent an estimated \$34 million in Kewaunee County in 2004.
- Five of the ten largest employers in Kewaunee County are manufacturing industries. Large public sector employers in the county include the Luxemburg-Casco School District, Kewaunee County and Kewaunee School District.

- In 2000, farm employment; manufacturing; and construction were considered “export based”, meaning these areas produce more goods and services than the local economy can use. Conversely, wholesale trade; services; and finance, insurance, and real estate industries were not meeting local demand for given goods or services.
- The most notable changes in the Kewaunee County economy since 1990 are the decline in farm employment and wholesale trade, and the increase in construction employment.

Transportation- Chapter 8

The chapter includes descriptions of the city’s transportation system including a detailed explanation of the city’s street and highway system; rail, waterborne and air service; bicycle transportation; pedestrian transportation; elderly and disabled transportation services; etc.

The detailed description of the street and highway system includes the functional classification of street within the city, traffic counts, vehicle crashes, etc. In addition, local plans are inventoried and compared with transportation plans developed at the county, regional and state level.

- There are more than 20 miles of local street under the jurisdiction of the city, comprising approximately 76 percent of the total mileage within the city. County Roads cover just over two miles of road in the city.
- Milwaukee Street (STH 42) and Ellis Street (STH 29) are the arterial highways located within the city, meaning they move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently.
- The Kewaunee County Human Services Department, Kewaunee County Aging Resource Center and East Shore Industries provide specialized transportation services to the elderly and disabled.

Utilities and Community Facilities – Chapter 9

The chapter inventories of the location, use and capacity of the existing utilities and community facilities that serve the City of Kewaunee.

- Municipal water and sewer service is provided to the majority of the city’s residents and businesses. Some residents own and maintain individual wells along with private on-site wastewater treatment systems
- The city’s police protection, fire protection and ambulance services provided are considered adequate for the city’s current and future growth.
- Kewaunee School District provides public education to the city’s children. Nearby institutions offering higher education include UW-Green Bay, St. Norbert College and Northeast Wisconsin Technical College.
- With over 90 acres of park and recreation sites in the city along with Lake Michigan and the Kewaunee River, residents and visitors have a variety of opportunities to recreate.

Intergovernmental Cooperation – Chapter 10

The city's relationship and cooperative efforts with its neighbors and other government entities is detailed in this chapter of the document.

- The city works with the neighboring communities and Kewaunee County through shared facilities and services including providing fire and ambulance services to the surrounding towns.
- Urban vs. rural development conflict; annexations; lack of medical facility in county; need more communication/cooperation; and protection of water resources are several existing or potential issues identified during an intergovernmental workshop with surrounding communities.
- More open communication and joint meetings; more cooperative planning efforts; agreements between the cities and adjacent towns regarding border developments; and revision of school district lines are several of the potential conflict resolutions generated during the workshop.

Land Use –Chapter 11

This portion of the plan inventories the city's current land uses along with existing land controls that may affect or restrict the use of land for specific purposes.

- Approximately 62 percent of the city is undeveloped. The vast majority of the undeveloped acreage consists of croplands/pasture and natural areas.
- Residential structures account for 40 percent of the developed portions of the city, while the transportation network/facilities account for 26 percent of the city's developed land.

The current pattern of land use serves as the framework for creating the city's future land use plan found in Chapter 2 of this document.

CHAPTER 5 NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

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Chapter 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

INTRODUCTION

This portion of the comprehensive plan provides an inventory of the existing natural, agricultural and cultural resource features within the City of Kewaunee planning area. The inventory provides an understanding of the physical characteristics of the city and surrounding area as these features make-up major determinants of future development options. To understand where and how these resources relate to one another is important to help limit unnecessary public expenditures and minimize negative impacts to these valued environmental/cultural resources of the city.

NATURAL RESOURCES

Materials that occur in nature such as water, air, land, trees, fish and wildlife, plants, topsoil and minerals are natural resources components that are essential or useful to humans. The following text describes the types and locations of these many resources and discusses their importance when planning for the future growth and preservation of the city and surrounding area.

GEOLOGY

Geology underlying the area has important implications for land use. The area's bedrock type, soil composition and depth, etc. affects excavation and foundations, on-site wastewater treatment systems, residential and industrial developments, highway and street development, etc. The soil composition and depths can also have an impact on the natural filtration for surface water drainage while the type of bedrock provides a pathway for groundwater recharge.

In an effort to limit increased construction costs and groundwater contamination, the geology of the area should be considered when planning for growth.

Bedrock

The Niagara Dolomite bedrock formation of the area consists of sedimentary deposits. These sedimentary rocks are solidified marine sediments that dip to the southeast towards Lake Michigan. The Niagara formation makes up the bedrock formation of city planning area and virtually all of Kewaunee County.

Glacial

Glacial deposits in the area consist of both till and glaciofluvial sediment.

Till, or unstratified drift, is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders originating directly from glacial ice.

Glaciofluvial deposits are material, typically consisting of coarse to medium-grained sand and gravel, moved by glaciers and subsequently sorted and deposited by streams flowing from the melting ice. These deposits may occur in the form of outwash plains and deltas.

The majority of the glacial drift in the City of Kewaunee consists of fine loam (i.e., sand and silt) deposits, while the city's planning area consists primarily of clay till. The city's planning area also has glaciofluvial sediments in the form of an outwash plain, consisting of sand and gravel, found adjacent to the Kewaunee River. The soils may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.

- Map 5.1 illustrates the glacial “Pleistocene” geology of the City of Kewaunee planning area.

Geologic makeup, such as soil depth to bedrock (Map 5.2), and the possible implications of development (e.g., increased construction costs, groundwater contamination, etc.) should be taken into account when planning for growth and preservation within the city.

Topography

The topography of the city varies from nearly level to sloping, following the patterns of the glacial geology. Elevations within the Kewaunee planning area vary, with elevations reaching 700 feet above mean sea level in the central and western areas of the city. The lowest elevations, approximately 590 feet above mean sea level, are on the shores of Lake Michigan.

- Map 5.3 illustrates the areas of steep slope (i.e., slope 12 percent or greater) based on soils characteristics within the city. The elevation contours of the city planning area are also displayed on Map 5.4.

Soils characterized as containing steep slopes are more susceptible to erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope.

SOILS

Within the *Soil Survey of Kewaunee County, Wisconsin*, the Natural Resources Conservation Service (NRCS) provides a detailed study of all soils in Kewaunee County. The survey provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. Listed below are descriptions of the general soil types within the city planning area along with the suitability and limitations of soils for development.

The composition and properties of the soils in an area should be evaluated prior to any development taking place.

Soils Description

Soils are grouped into general soil associations that have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. Kewaunee County contains eight diverse soil associations that are divided into three broad categories:

1. soils that formed in glacial till;
 2. soils that formed in glacial outwash and till; and
 3. organic soils.
- The majority of the soils in the City of Kewaunee and its planning area were mainly formed in glacial till consisting of clays and fine loams (i.e., silt and sand). In addition, soils formed in glacial outwash consist of sand and gravel near the Kewaunee River. These soils are nearly level to moderately steep and well drained to somewhat poorly drained.

Soil Limitations

Private Sewage Systems

Private on-site wastewater treatment systems (POWTS) are systems that discharge effluent to groundwater through a subsurface infiltration system. Success of these on-site systems (i.e., drain-fields or mounds) is based on the depth and permeability of the soils where they are installed.

The *Soil Survey of Kewaunee County, Wisconsin*, provides information on the limitations of each type of soil for these sanitary facilities. Soil ratings of severe, moderate or slight limitations are based on soil properties, site features, and observed performance of the soils.

Severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that these systems may require a special design that results in a significant increase in construction costs or possibly costly ongoing maintenance.

Moderate limitations mean soil properties or site features that are not favorable for the indicated use and too may require special planning, design, or maintenance to overcome or minimize these limitations.

Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and therefore easily overcome.

The revised COMM 83 health and safety code allows new technologies for private sewage systems. The code allows the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

More housing and greater population densities may be a result of the revised COMM 83 code. This, in turn, heightens the need for undertaking land use planning and the implementation of various controls (ordinances and regulations) to address the potential negative impacts on the environment associated with increased development.

Basements

The *Soil Survey of Kewaunee County, Wisconsin* provides information on the limitations of each soil for building site development including the construction of dwellings with basements. The limitation ratings are identical to those identified in the abovementioned limitations for private sewage systems.

- Most of severe limitations soils found in the planning area are wetlands and those locations adjacent to surface water features.

Nonmetallic Mineral Resources

Sand, gravel, and crushed stone are the primary minerals mined in the area. They are needed for constructing the sub-base for roads as well as comprise the primary components in concrete for the building of foundations, basement walls and sidewalks.

- There are several mining sites in the surrounding towns that extract sand, gravel and/or crushed stone. The *Soil Survey of Kewaunee County, Wisconsin* identifies soils that would be the best sources for quality sand, gravel, and crushed stone. These minerals are primarily found in the planning area near river and stream channels, outwash plains, dunes, and eskers.

Nonmetallic Mining Reclamation (NR 135)

Any new mines need to have a permit granted by the Wisconsin Department of Natural Resources (WDNR) and are subject to the requirements of NR 135, which includes a reclamation plan.

- The reclamation plan is a detailed technical document with goals to successfully reclaim the area as well as limit the long-term negative impact to the environment once the mine is abandoned.

- The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.”
- Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities, and allows for the desired post-mining land use.”

Water Resources

Watersheds

The City of Kewaunee planning area lies within the Kewaunee River, Ahnapee River and East Twin River watersheds as delineated by the Wisconsin Department of Natural Resources. These watersheds are part of the Lake Michigan Watershed Basin. Map 5.5 displays these watersheds within the city’s planning area.

The Kewaunee River Watershed was designated a Priority Watershed by the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) in 1982. The primary objective of the project was to reduce nonpoint source pollution loads and to enhance and protect the water quality of the streams, lakes and groundwater within the watershed. The project has been completed and has implemented the practices to protect the watershed.

It is important to evaluate any new developments and land activities to determine their potential impacts on the watershed. Nonpoint source activities such as farming, construction, mining, etc. can produce runoff (e.g., sediment, nutrients, pesticides, debris, and toxic chemicals) that enters local waterways and groundwater. Many of these activities may not occur in the planning area; however, the activities undertaken upstream in adjacent communities can adversely impact the water quality in the area and pose a threat to the environment, economy, and health of the community.

Stormwater

Stormwater refers to rainwater and snowmelt along with other sources that does not infiltrate into the soil. These waters generally flow over impervious surfaces (e.g., rooftops, driveways, sidewalks, streets and parking lots), construction sites and certain agricultural practices into storm sewers, culverts and open ditches without the benefit of treatment facilities or filtration naturally by soil or vegetation.

Stormwater run-off can carry pollution directly into our natural water resources; including the lakes, rivers, and streams. The polluted run-off can destroy lake and river ecosystems, contaminate drinking water, and clog streams with sediment increasing the likelihood of flooding.

In October 2002, the state established Run-off Management Administrative Rules to address the uncontrolled run-off from urban and rural land use activities. These administrative rules establish a variety of best management practices, performance standards, regulations, permit issuance, etc. that farms, cities and construction sites are required follow to reduce polluted runoff.

The following are the eight rules written by the WDNR along with one rule by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP):

- Priority Watershed and Priority Lake Program (NR 120)
- Runoff Management (Performance Standards and Prohibitions) (NR 151)
- Model Ordinances for Construction Site Erosion Control and Post-Construction Storm Water Management (NR 152)
- Targeted Runoff Management Grant Program (NR 153)
- Best Management Practices and Cost-Share Conditions (NR 154)
- Urban Nonpoint Source Water Pollution Abatement and Storm Water Management Grant Program (NR 155)
- Storm Water Discharge Permits (NR 216)
- Animal Feeding Operations (NR 243)
- Soil and Water Resource Management Program (ATCP 50)

More development affects the natural infiltration capability of land, leading to greater runoff and increased susceptibility to water pollution. In an effort to protect the water supply, the city should work with neighboring communities to promote best management practices such as advocate for detention ponds, promote artificial wetlands, establish erosion controls, preservation of vegetative cover, contour farming, etc.

Groundwater

The city's groundwater reserves are held in the Eastern Dolomite Aquifer which occurs from Door County to the Wisconsin-Illinois border. This aquifer is the most common in the area and the most widely used source of good quality groundwater supply. Groundwater is also the primary source of water for irrigated agriculture and is very important for industry. Streams, lakes, and wetlands are fed by groundwater; thus fish and other wildlife are as dependent on abundant, clean groundwater as people.

As a way to ensure protection of groundwater the WDNR has adopted maximum contaminant level (MCL) standards, which apply to all public water supplies in the state. The standards regulate concentrations of pollutants in public water supplies (NR 809) and nitrate removal from public drinking water (NR 122).

Under Wisconsin's Groundwater Standards Law (NR 160), state programs for landfills, hazardous wastes, spills, wastewater, septic tanks, salt storage, fertilizer storage, pesticides, and underground storage tanks must comply with the standards established. In addition, Wisconsin Administrative Code chapters NR 140, 141, and 142 regulate groundwater quality, groundwater monitoring well requirements and water management and conservation.

With aquifer levels lessening, high water consumption demands, new water quality standards and the high price of treating drinking water; efforts to protect the long-term drinking water supply and quality need to be considered when planning for future growth.

It is especially important to ensure protection of groundwater within the county from construction and agricultural runoff events. These events can lead to contamination of private wells, fish kills, and an influx of nutrients into surface waters which cause harmful algal blooms.

Wellhead Protection Planning

Wellhead protection plans can be an effective method of protecting groundwater quality and quantity. Proactively protecting the area's groundwater supply before it becomes contaminated is

both wise and cost-effective. Wellhead protection plans manage and protect surface and subsurface land surrounding a well, which is commonly defined as the wellhead protection area (WHPA). WHPAs identify the primary contributing sources of groundwater for the area. It then allows the community to focus their management efforts on potential contamination sources and take appropriate step to prevent or mitigate any problems.

Surface Water

The City of Kewaunee planning area contains the following water features (Map 5.6):

Lakes

1. Little Seidl Lake
2. Seidl Lake
3. Stump Pond
4. Lake Michigan

River/Creek

1. Kewaunee River
2. Mashek Creek

The surface waters of the planning area provide quality habitat for waterfowl and wildlife in addition to recreational opportunities.

Shorelands

Shorelands (Map 5.7) are considered lands within the following distances from the ordinary high water mark of navigable waters:

- 1,000 feet from a lake, pond or flowage; and
- 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.

Shorelands are viewed as valuable environmental resources both in rural and urbanized areas. As a result, the State of Wisconsin requires counties and incorporated communities to adopt shoreland/floodplain regulations to address the problems associated with development in shoreland and floodplain areas.

The authority to enact and enforce shoreland and other zoning provisions in counties is set forth in Chapter 59.692 of the Wisconsin Statutes and Wisconsin Administrative Code NR 115. The same authority for cities is found in Chapter 62.23 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116.

Development within shoreland areas is generally permitted, however specific design techniques must be considered. In more environmentally sensitive locations, any alteration of the shoreland is strictly regulated, and in some cases, not permitted under any circumstances.

Coastal Resources

The Lake Michigan coastline offers a variety of natural resources (e.g., bluffs, beaches, wetlands, etc.); living resources (i.e., flora and fauna and unique habitats of the coast); and cultural resources (e.g., history, recreation and agriculture). It is important to protect these valuable assets as development in coastal areas typically leads to greater land disturbance, runoff, and pollutants.



Coastal development can affect the shape and use of the shoreline. Several issues to consider when planning include shoreline/bluff erosion, impact to coastal wetlands, fluctuating lake levels, increased non-point pollution, economic impacts, wildlife habitats, and the unique historic and archeological resources of the area.

The preservation of coastal resources will go a long way in maintaining/improving community health and safety, aesthetics and economic viability (tourism, clean parks and beaches, recreational fishing, etc.).

Refer to the *Lake Michigan Shoreline Recession and Bluff Stability in Northeastern Wisconsin: 1996* study for information regarding bluff erosion and stability in the City of Kewaunee planning area and other coastal communities along Lake Michigan. Lake bluffs extend to the north and south of the city's harbor entrance. The bluffs gradually increase in elevation to a height of 10 to 30 feet north of the city and are in excess of 50 feet one-to-two miles south of the city.

Floodplains

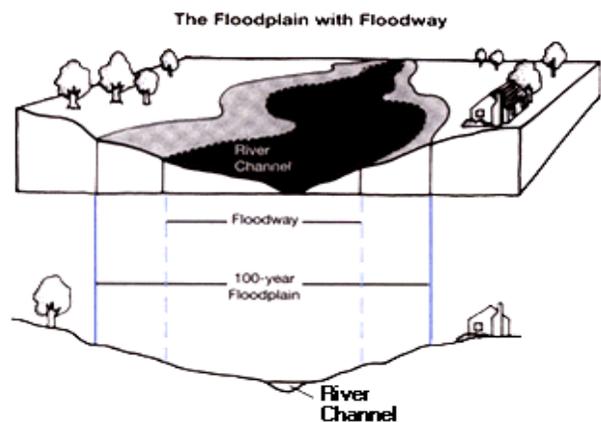
Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- The majority of the floodplains within the city's planning area are located adjacent to the Kewaunee River (Map 5.8).

Floodplains, as identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), provide for storm water retention, groundwater recharge, habitat for various types of waterfowl and wildlife and are considered a valuable recreational resource.

Section 87.30(1) of the Wisconsin Statutes and Wisconsin Administrative Code NR 116 requires counties, cities and villages to adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Any development adjacent to or within a designated floodplain should be discouraged, if not strictly prohibited.

Figure 5.1: Floodplain Diagram



Source: www.friendsoftheriver.org

Wetlands

According to the WDNR, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, and marshes.

Wetlands...

- provide scenic open spaces;
 - act as natural pollution filters for lakes, streams and drinking water;
 - act as groundwater discharge areas, and retain floodwaters; and
 - provide valuable and irreplaceable habitat for many plants and animals.
- Within the City of Kewaunee planning area there are 966 acres of wetlands. The majority of the wetlands are located adjacent to the identified surface water features. Map 5.9 illustrates the WDNR inventoried wetlands greater than two acres.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes fall under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in both the rural and urban areas of the state.

Wetlands not in the shoreland zone are protected from development by the federal government through Section 404 of the Clean Water Act and Wisconsin Administrative Code NR 103.

It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations, if they meet the state definition.

Woodlands

There are a total of 1,515 acres of woodlands within the city and its 1.5 mile planning area. Woodlands are displayed on Map 5.10 and depict upland woodlands (Lands not within wetlands) and lowland woodlands (lands within wetlands). Upland woodlands constitute approximately 1,137 acres, whereas the lowland woodlands comprise of 378 acres of land in the city planning area.

The City of Kewaunee has an urban forestry program established for the planting and sustained management the community's trees.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide the arrangement of food, water, cover, and space required to meet the biological needs of an animal. Different wildlife species have different requirements, and these requirements vary over the course of a year. Also, different plants provide fruit and food in different seasons. Maintaining a variety of habitats generally benefits a much desired diverse wildlife. Woodlands, wetlands, floodplains and the water features within the city's planning area provide habitat for many species of wildlife.

White-tailed deer, turkey, grouse, gray squirrel, and chipmunks are some of the more well known species found in the area. Migratory fowl also frequent the area during the summer months utilizing the streams and wetland areas to raise their young. Lake Michigan and the Kewaunee River provide habitat for fish.

Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Kewaunee County. Appendix J

lists these animals, plants and natural communities in both the aquatic and terrestrial occurrences in the city's planning area as identified in the Wisconsin DNR Natural Heritage Inventory.

- According to the WDNR, aquatic rare species occurrences have taken place in or adjacent to the Kewaunee River.

Potential impacts should be discussed before any development occurs in order not to disturb habitat for any plant or animal species especially those noted on the threatened or endangered list.

Significant Natural Feature

A number of sites located within Kewaunee County may be considered significant natural features. These areas may be designated as WDNR State Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, Land Legacy Places; or be included in the "Natural Areas Inventory," conducted by the Scientific Areas Preservation Council of the WDNR.

Map 5.11 illustrates the Kewaunee River Marshes, which is a significant natural feature found in the city's planning area.

Kewaunee River Marshes

This 1,930 acre area located in eastern Kewaunee County contains 810 total acres of wetland making it the largest marsh and wet meadow complex on the west shore of southern Lake Michigan. The complex is known to support a wide range of wildlife habitat, particularly for songbirds. The majority of land surrounding the complex is highly developed with agricultural and urban land uses.

Environmental Corridors

Environmental corridors within the Bay-Lake Regional Planning Commission (BLRPC) region have uniform regulations on the following:

- WDNR wetlands w/50-foot buffer;
- 100-year FEMA floodplains;
- Slopes equal to 12 percent or greater;
- 75-foot lake and river setback; and
- surface water.

Other features considered part of the environmental corridor definition on an area-by-area basis include:

- designated scientific and natural areas;
- unique and isolated woodland areas;
- scenic viewsheds;
- historic and archaeological sites;
- unique geology;
- wetland mitigation sites;
- isolated wooded areas;
- unique wildlife habitats; and
- parks and recreation areas.

- The City of Kewaunee planning area contains approximately 3,085 acres of environmental corridors as determined using the BLRPC definition. Map 5.12 illustrates the environmental corridors of the planning area.

When considering future development, it is important to understand that environmental corridors serve many purposes:

- They protect local water quality.
- They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration.
- They can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses.

Parks and Open Space

Various natural settings in the city are utilized as recreational sites by the public. Refer to Chapter 9 and Map 9.4 of this document for a listing of city parks and open space areas in the planning area.

AGRICULTURAL RESOURCES

Agriculture is a major part of Kewaunee County's heritage as significant farmlands and working farms dominate the landscape and define the county's identity. Kewaunee County farmers own and manage the resources on 174,212 acres of land, or 79 percent of all land in the county. This includes pastures, cropland and tree farms.

Climate

The climate of the City of Kewaunee is classified as continental. This climate type is characterized by an extreme disparity between summer and winter temperatures, including cold, snowy winters and warm summers with periods of hot, humid conditions. The nearby waters of Lake Michigan can have a modifying influence on the climate. Spring and summer are delayed by the cool water, and the first freeze in fall is delayed by the then relatively warm lake. The annual precipitation in Kewaunee County is 31 inches, with over half (54 percent) falling from May through September. This time period also makes up the growing season.

The climate is also suitable for most urban and rural outdoor activities and does not severely interfere with the movement of vehicles and other materials; however, extreme cold spells during the winter can affect construction activities.

Prime Agricultural Soils

According to the NRCS, there are three classes of prime farmland that cover 72 percent of the city's planning area (Map 5.13). These classes include the following:

1. *Prime farmland*: land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods.
2. *Farmland of statewide importance*: land not identified as prime farmland on a nationwide basis, but is important in Wisconsin for the production of various food, feed, fiber and forage crops.

3. *Prime farmland only where drained:* These are areas where soils have wetness limitations, but can be or are used effectively for agricultural production with installation of a tile drainage system.

Urban or built-up areas of these soils are not considered prime farmland. Many of the soils in the city's planning area contain enough silt and clay to hold moisture and nutrients and thereby support soil organisms, making the soils often highly fertile for crop production. Since agriculture plays an important role in the economic, cultural and social structure of Kewaunee County, it is important to identify these prime agricultural soils as development occurs beyond current city limits.

Farm Numbers and Types

- According to the United States Department of Agriculture (USDA), there were a total of 915 farms in Kewaunee County in 2002. Dairy farms are the primary operations in addition to cattle and poultry farming. Greenhouses, tree farms, nurseries and other horticultural businesses add to the diversity of agriculture in the county.
- According to the Program on Agricultural Technology Studies (PATs), Kewaunee County had 286 dairy farms in 2002.
- Approximately 90 percent of the farms in Kewaunee County are owned by individuals or families, another seven percent are owned by family partnerships, and corporations account for three percent.
- According to PATs, the average size of the dairy herd in Kewaunee County has increased from 72 in 1999, to 92 in 2002.

Farm Household Demographics

According to the US Census, nearly 14 percent of Kewaunee County's population lives on a farm.

The age structure of the farm operators can often tell a lot about the future longevity of agriculture in a community. If a significant proportion of the farm operators are over the age of 55, it is likely that many farmers will be retiring over the coming 10-20 years.

- The average age of farmers in Kewaunee County is 52.7, with the largest group of farmers ranging from 45 to 54 years of age.

Similarly, the number of farmers under 40 years old can provide an indication of the amount of recent entry of new operators into the farm sector.

- Out of a total of 915 principal farm operators in Kewaunee County, less than 100 are under 40 years of age.

Trends in Agriculture

The 2002 Census of Agriculture indicates that the total number of farms has declined in Kewaunee County from 948 in 1997, to 915 in 2002.

The reduction in number of farms may be attributed to retirement of farm operators, increasing operational costs or the conversion of traditional dairy farms to other types of farming operations such as those focusing on horticulture.

The 2002 Census of Agriculture also indicates that harvested cropland in Kewaunee County dropped by 4,313 acres from 1997 to 2002. The reduction in harvested croplands may be an indicator of the development pressures within the county.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 5.1 illustrates that 2,871 acres of agricultural land was sold between 2001 and 2004 in Kewaunee County.

- 408 acres, or 14 percent, of these 2,871 acres was converted to non-agricultural uses, with the remainder kept in agriculture.
- The value of each acre diverted from agriculture to non-agriculture use has risen from \$1,399 per acre in 2001 to \$3,766 per acre in 2004. Recent trends in Kewaunee County and surrounding counties are showing that more sold agricultural land is being used for non-farm uses.

Table 5.1: Kewaunee County Agricultural Land Sales

Year	Acres Sold Continuing as Agriculture	Average Cost per Acre	Acres Sold Diverted from Agriculture	Average Cost per Acre	Total Acres Sold
2001	619	\$1,518	72	\$1,399	691
2002	540	\$1,774	119	\$3,548	659
2003	555	\$2,150	40	\$1,963	595
2004	749	\$2,357	177	\$3,766	926
Total	2,463	\$1,950	408	\$2,669	2,871

Source: Wisconsin Agricultural Statistical Service.

Overall, although farming is most associated with rural life, the City of Kewaunee is encouraged to cooperate with the surrounding towns in planning for agriculture. Cooperative planning for lands along the rural-urban edge could help minimize potential conflicts between farm and non-farm neighbors. Cooperation also enhances the possibility of achieving extraterritorial zoning and other joint controls to deal with future farming activities within the city’s planning area.

Environmental Impacts of Agriculture

Soil erosion from farm fields and the surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, lakes and underground aquifers, ultimately impacting drinking water supplies. Specific crop rotations, livestock and tillage practices all affect the amount of soil erosion and nutrient losses.

As a result, farm operators are encouraged to work with their local land conservation and UW-Extension staff to identify and implement specific resource conservation practices to better protect the environmental features in and around farms.

If properly managed, agricultural lands and those areas not cropped, such as woodlots and stream corridors, have a positive impact on a community. These lands provide balanced habitat for wildlife and waterfowl, in addition to providing open space lands.

Economic Impacts of Agriculture

Agriculture is an important economic element in Kewaunee County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of Kewaunee County's farm products generate employment, economic activity, income and tax revenue.

- According to UW-Extension, 2002, agriculture in Kewaunee County accounts for nearly \$189 million, or 24 percent of the county's total economic activity.

For more information on Kewaunee County's agricultural industry, refer to the Economic Development element (Chapter 7) of this document.

AIR QUALITY ISSUES

According to the U.S. Environmental Protection Agency (EPA), all of Kewaunee County and other adjacent lakeshore counties are identified as "nonattainment" areas, or areas that do not meet the EPA's 8-hour ozone national air quality standard (i.e. 85 parts per billion).

By law, nonattainment areas may be subject to certain requirements to reduce ozone-forming pollution and requires states to submit plans for reducing the levels of ozone. Several methods to meet the ozone standard may include stricter controls on emissions by industrial sources, transportation emissions, etc.

Designed to protect the public from breathing unsafe air, the EPA's 8-hour ozone standard could also have a negative impact on economic development efforts for Kewaunee County. The ozone reducing requirements identified in the state's plan may end up costing potential employers for pollution offsets or emission-cutting technology rather than enabling them to make investments in expanding the companies operations.

CULTURAL RESOURCES

Cultural resources are typically sites, structures, features and/or objects of some importance to a culture or community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural or historic reasons.

Historic and Archeological Resources

The State Historical Society of Wisconsin's Architecture and History Inventory (AHI) is a list compiled by many individuals on the belief that various structures contain historical significance.

- The city has 118 sites considered to be of historic significance. Please note that these sites are not all eligible by the State Historical Society of Wisconsin. These are sites that individuals believe should be considered for eligibility.

Below is a list and a brief description of the sites in the city listed in the State and/or National Register of Historic Places (Map 5.14).

1. ***Kewaunee County Sheriff's House and Jail***, known as the Kewaunee County Jail Museum was listed in the State and National Register on July 5, 1996. Located at the Court House Square at the junction of Dodge and Vliet Streets. The Italianate structures are from the period between 1875 and 1949.

2. ***Kewaunee Post Office*** was listed in the National Register on October 24, 2000. The Post Office is located at 119 Ellis Street. This Modern Art governmental structure dates back to 1940.
3. ***Marquette Historic District*** was listed in the State and National Register on November 4, 1993. It contains over 40 buildings in Italianate, Queen Anne, and Colonial Revivals from the late 1800's to early 1900's.
4. ***Tug "Major Wilbur Fr. Browder"***, known as the Tug Ludington, was listed in the State and National Register on March 28, 2002. This tug boat is located in the Kewaunee Harbor at the Harbor Park near Kilbourn Street. The tug dates back to 1943.

Other structures of historic significance in the city that are not on the State and/or National Register, but are listed in the state's AHI inventory consist of the county courthouse, churches, hotels, historic homes, historic markers, etc. There is a possibility that several structures or sites may not be listed, and some of the listed structures may have been torn down.

The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so the State Historical Society can do an investigation. Also, land developers trying to obtain state permits from the WDNR or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin.

Community Design

Community design (character) deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space around them. Often times, the inventory is subjectively based on the interpretation of what residents feel most significantly and appropriately distinguishes their community. For the City of Kewaunee, the following makes their communities unique:

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. The following landmarks exist within the City of Kewaunee:

- Kewaunee City Hall
- Water tower
- Courthouse
- Tug Ludington
- Church hill
- Lighthouse
- Father Marquette Historical Marker
- Kewaunee Harbor
- Harbor Park
- World's largest Grandfather clock

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street,

or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the community's character.

Major:

- State Highways 29 and 42.

Secondary:

- County Highways C and E.

Minor Pathways:

- City road network
- Kewaunee River
- Ice Age Trail
- Future Recreation Trail (Rails-to-Trails)

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be soft or hard, real or perceived. They become increasingly important as a community grows so as to visually distinguish the edges of the community. These edges do not necessarily coincide with jurisdictional boundaries.

- Lake Michigan

Districts

Districts encompass areas of commonality. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Downtown
- Kewaunee Harbor
- Industrial Areas
- Marquette Historic District

Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts.

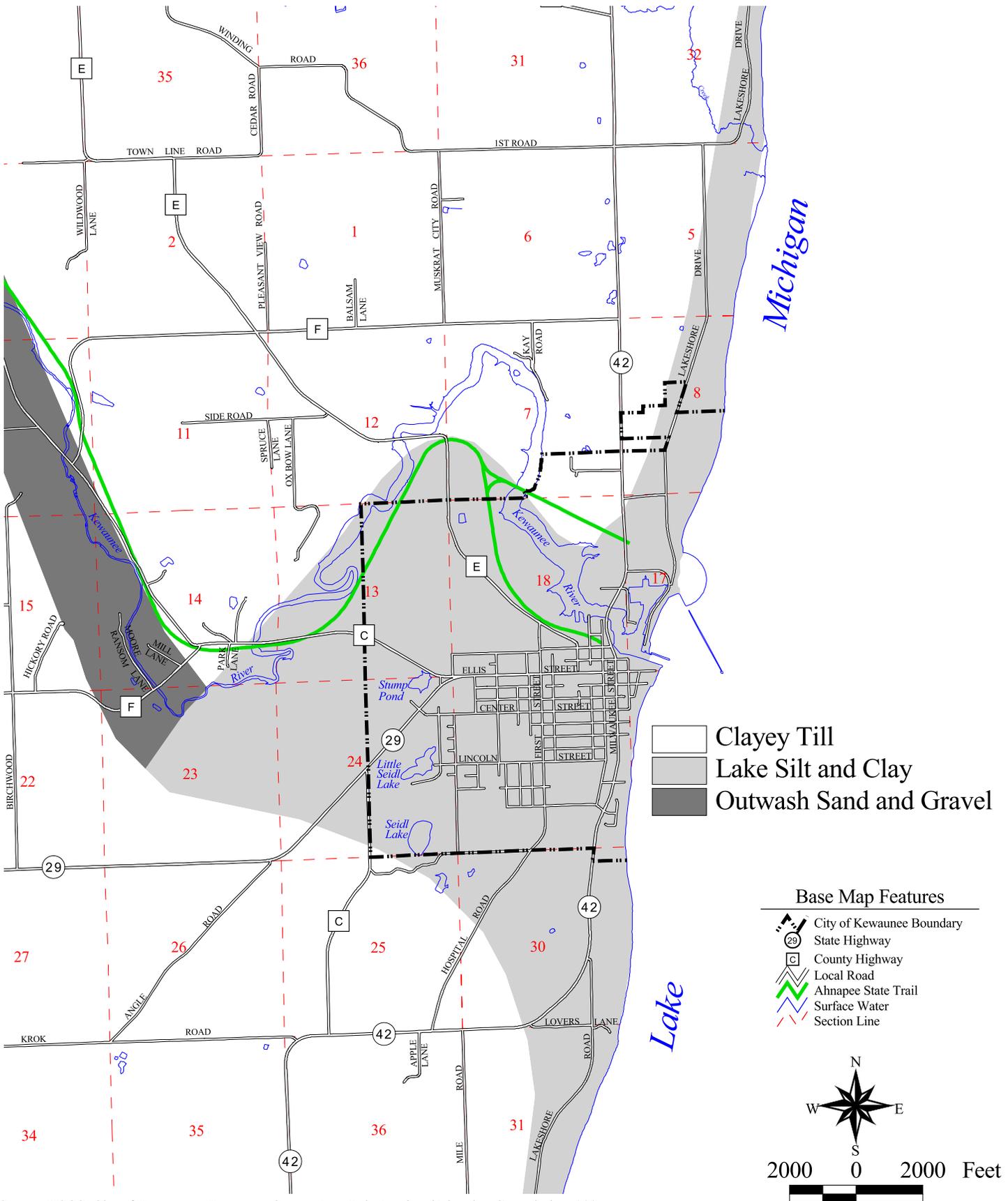
- Lighthouse
- Inner Harbor Marina
- Hathaway Landing peninsula

Pleistocene Geology

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

Map 5.1



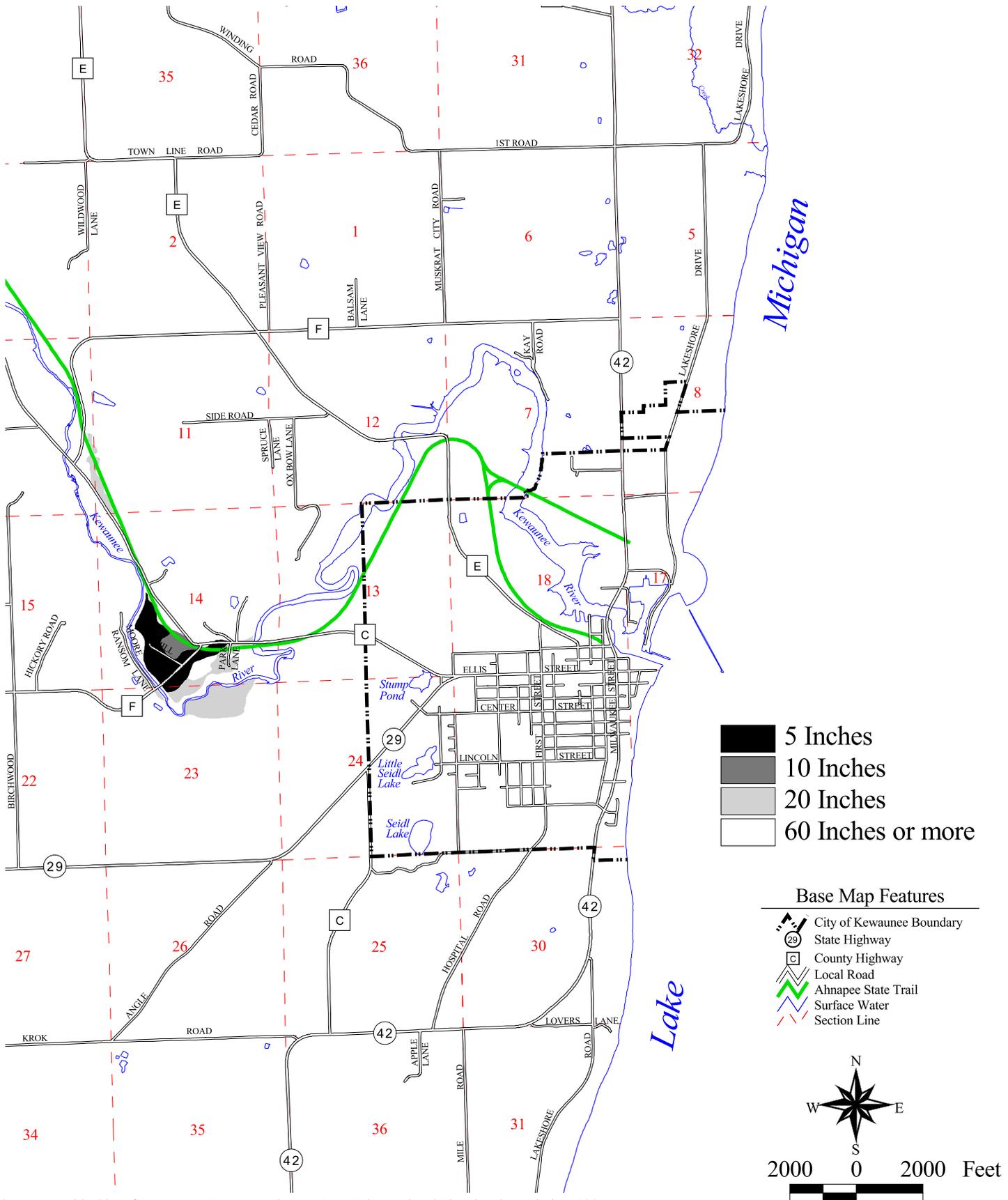
Source: USGS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Depth to Bedrock

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

Map 5.2

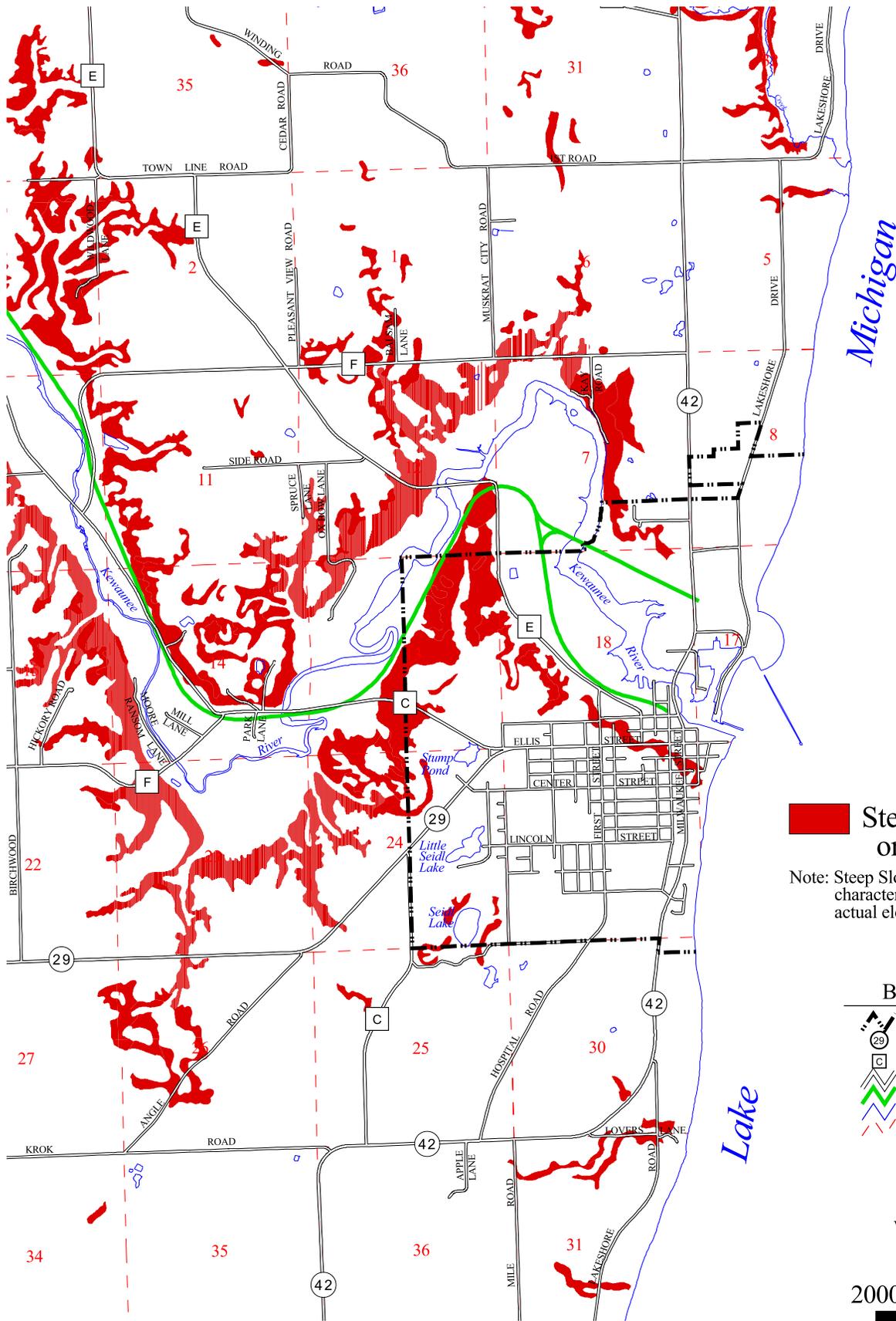


Source: NRCS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Steep Slope

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

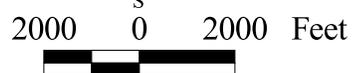


Steep Slope 12% or Greater

Note: Steep Slopes are derived from soil characteristics and do not represent actual elevation.

Base Map Features

- City of Kewaunee Boundary
- State Highway
- County Highway
- Local Road
- Ahnapee State Trail
- Surface Water
- Section Line

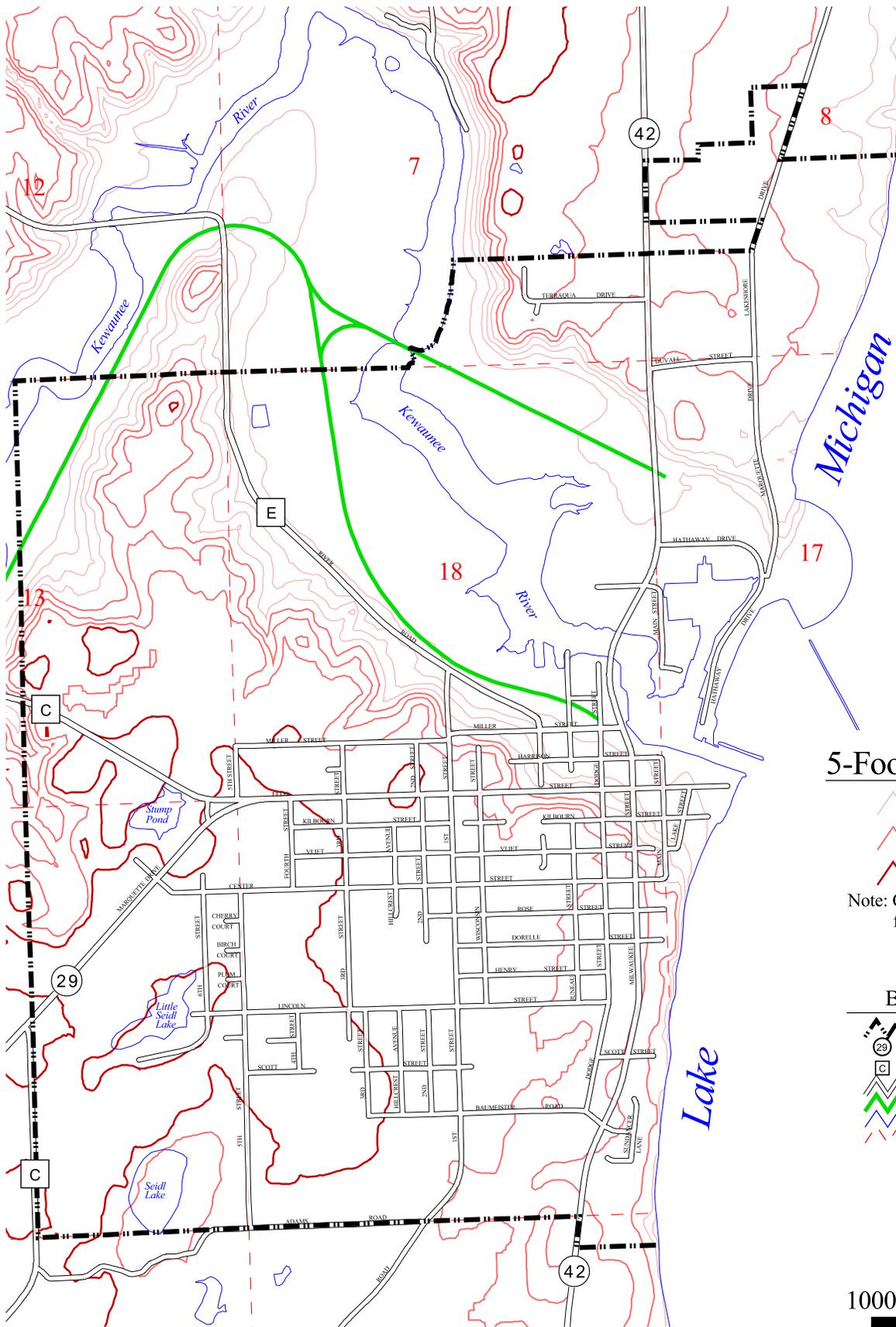


Source: NRCS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Elevation Contours

Map 5.4

City of Kewaunee
Kewaunee County, Wisconsin



5-Foot Contour Lines

-  180 - 195
-  195 - 210
-  211 - 225

Note: Contour Lines are General for Planning Applications

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line

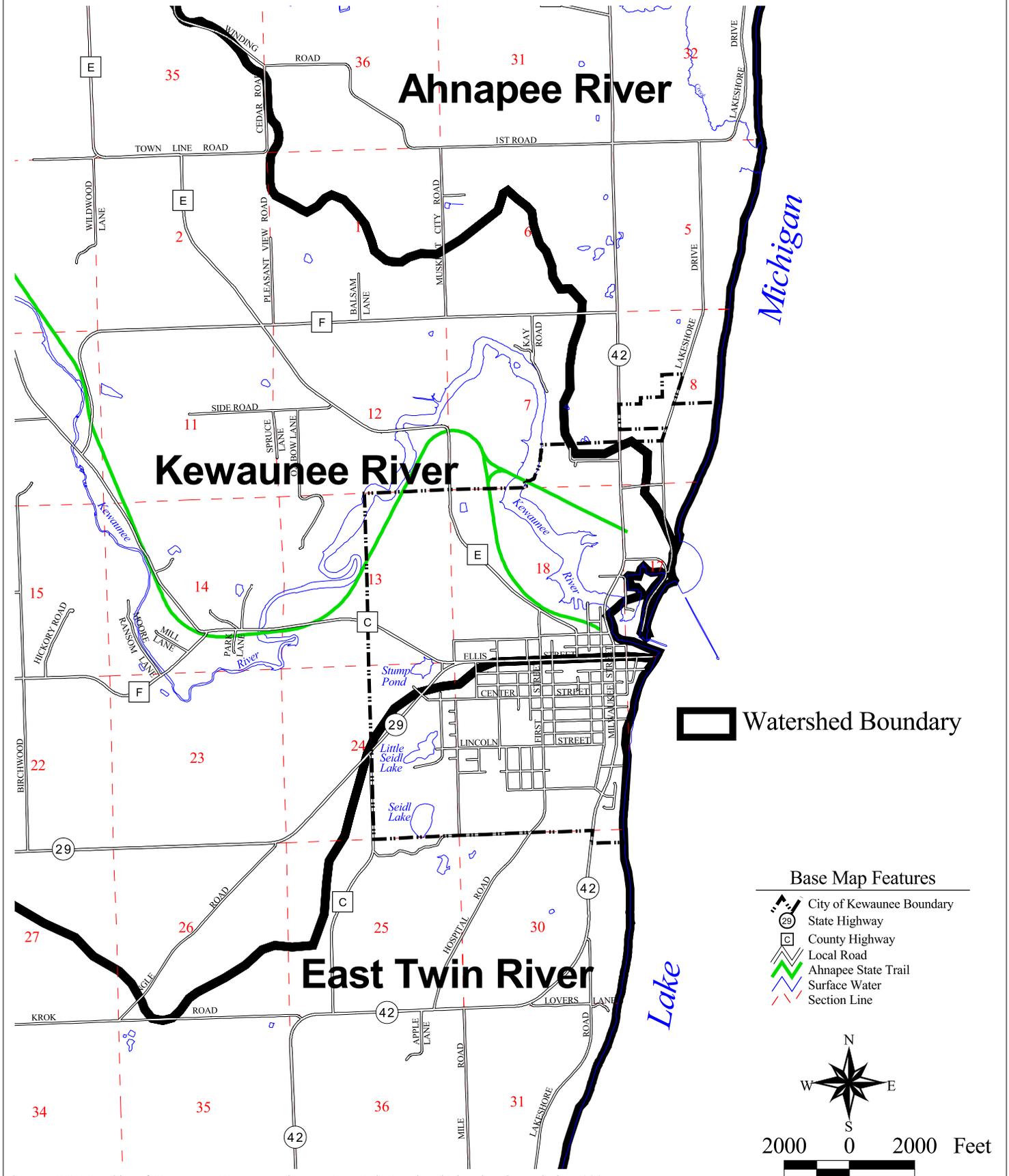


Source: USGS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Watersheds

City of Kewaunee Planning Area

Kewaunee County, Wisconsin



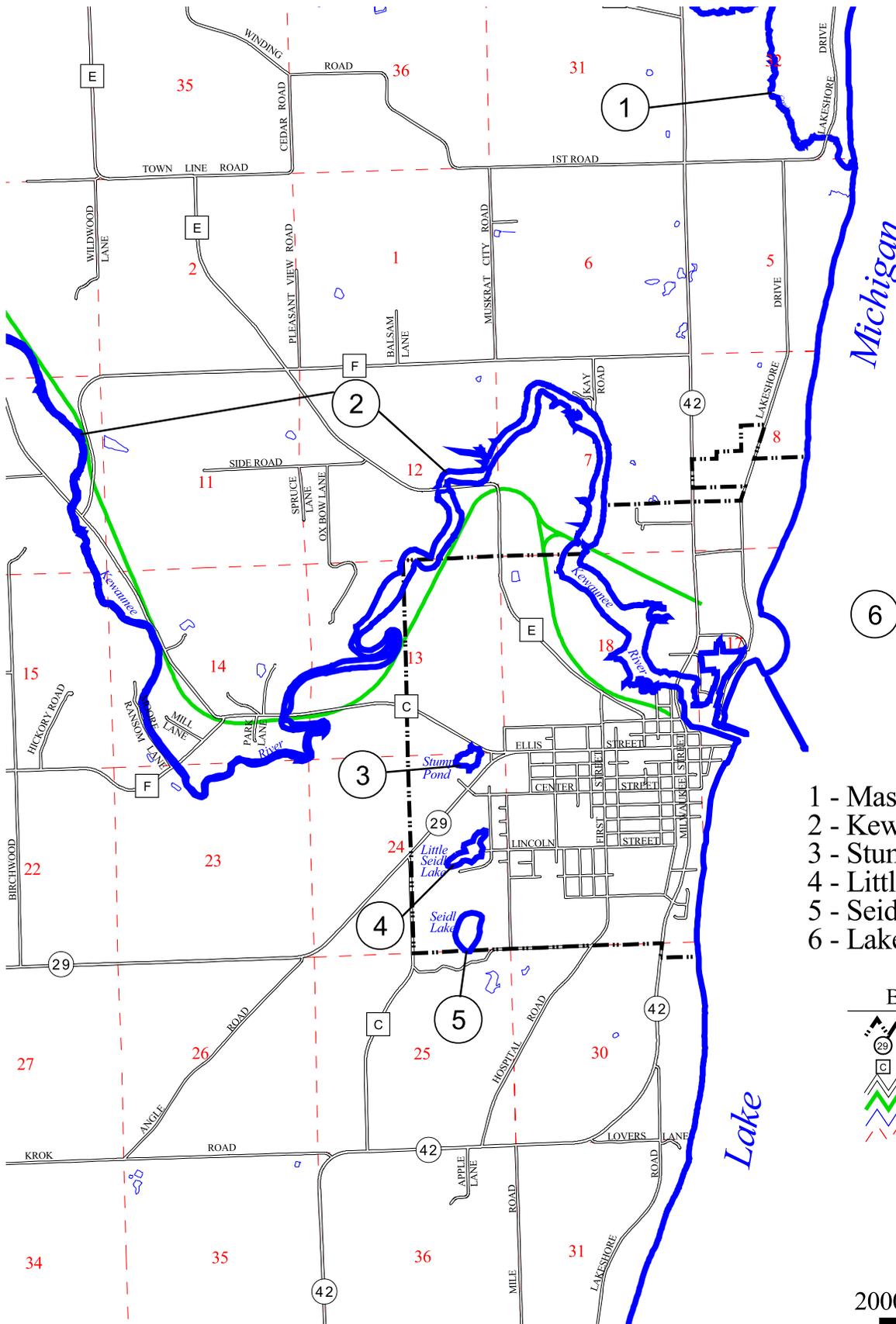
Source: WDNR; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Surface Water Features

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

Map 5.6



- 1 - Mashek Creek
- 2 - Kewaunee River
- 3 - Stump Pond
- 4 - Little Seidl Lake
- 5 - Seidl Lake
- 6 - Lake Michigan

Base Map Features

- City of Kewaunee Boundary
- State Highway
- County Highway
- Local Road
- Ahnapee State Trail
- Surface Water
- Section Line

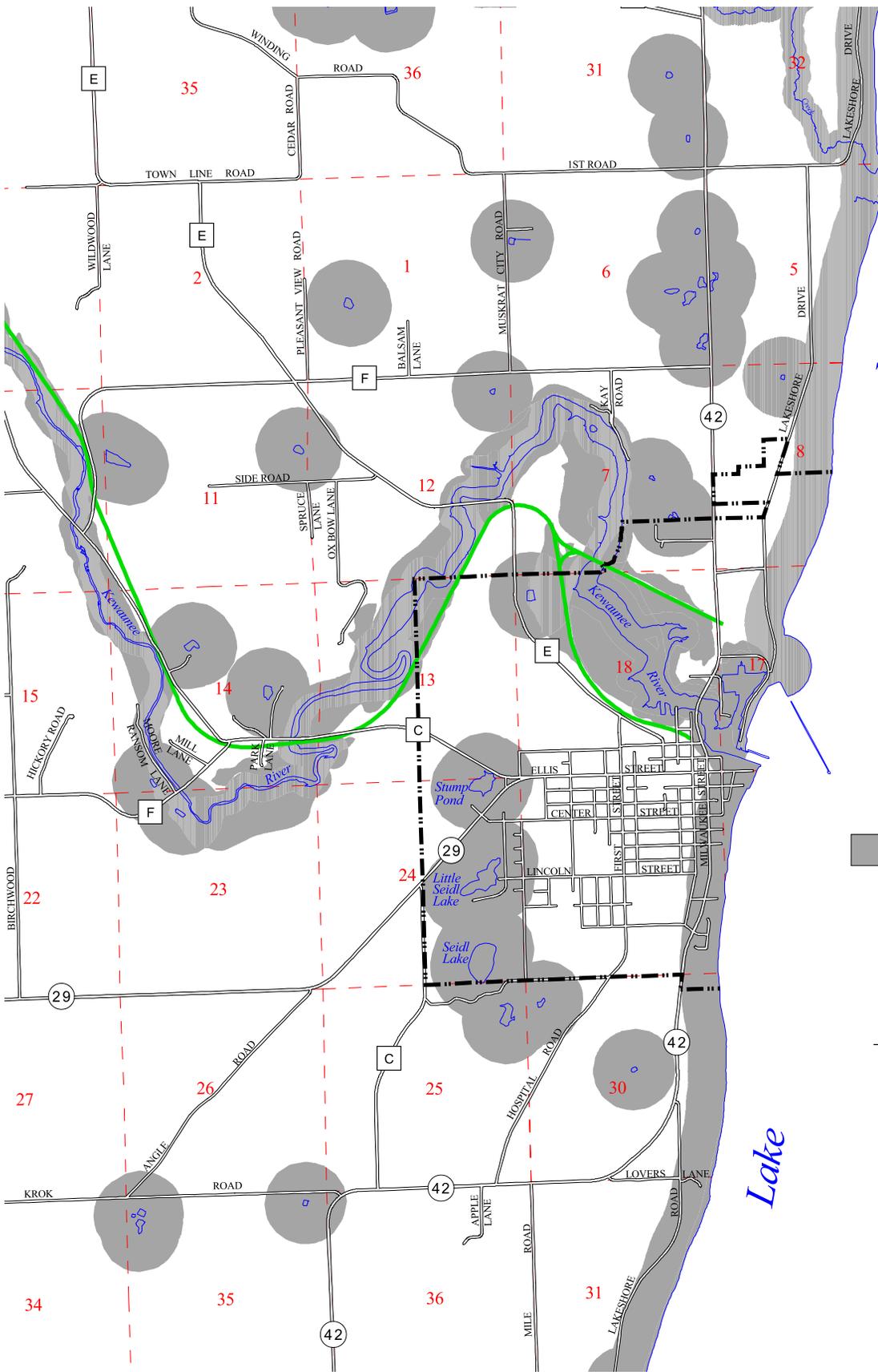
2000 0 2000 Feet

Source: WDNR; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Shorelands

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

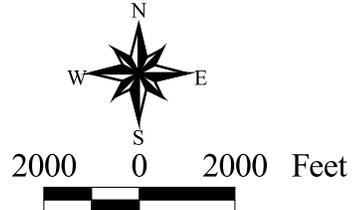


Michigan

Lake

Shorelands

- Base Map Features**
- City of Kewaunee Boundary
 - State Highway
 - County Highway
 - Local Road
 - Ahnapee State Trail
 - Surface Water
 - Section Line



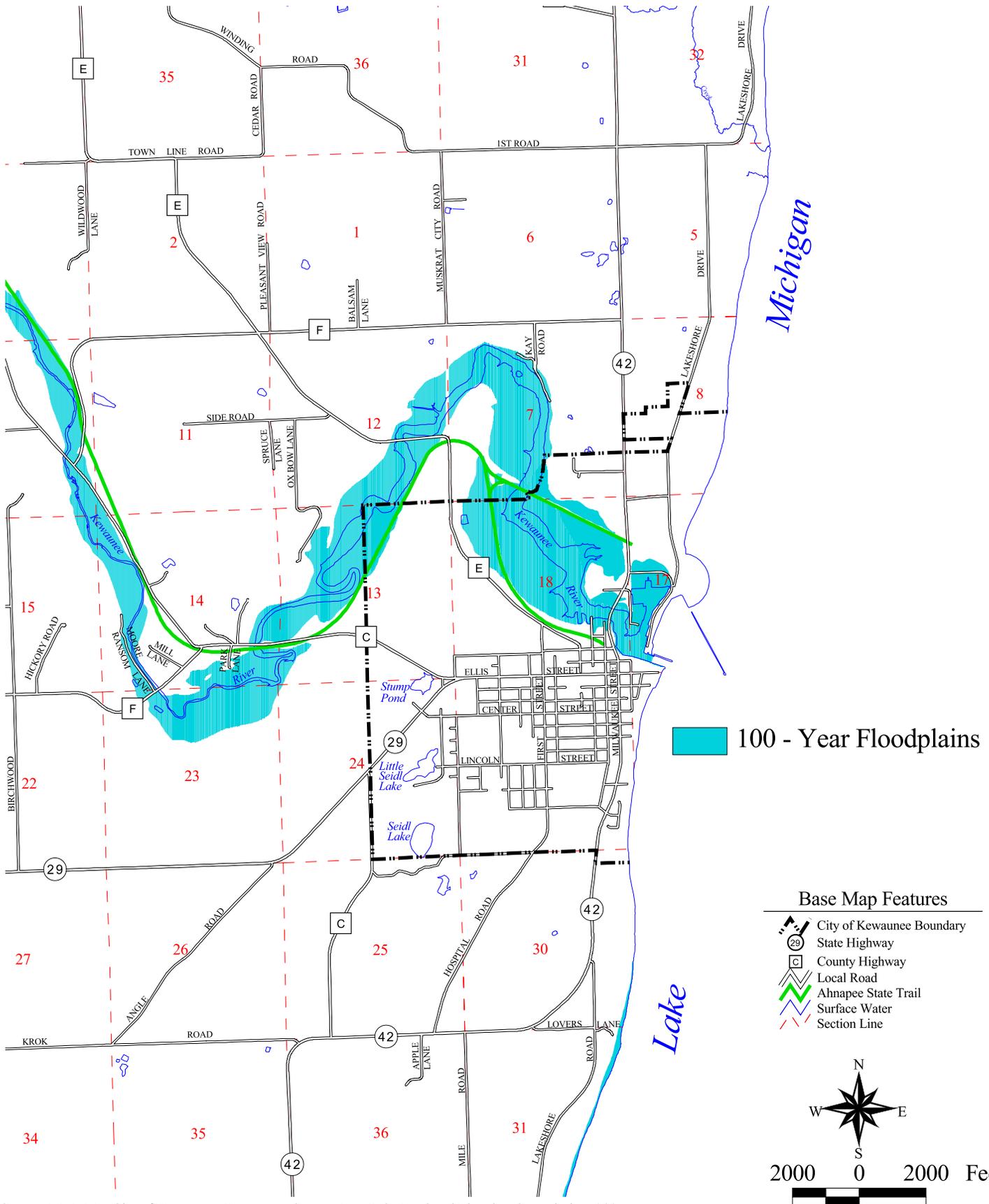
Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Floodplains

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

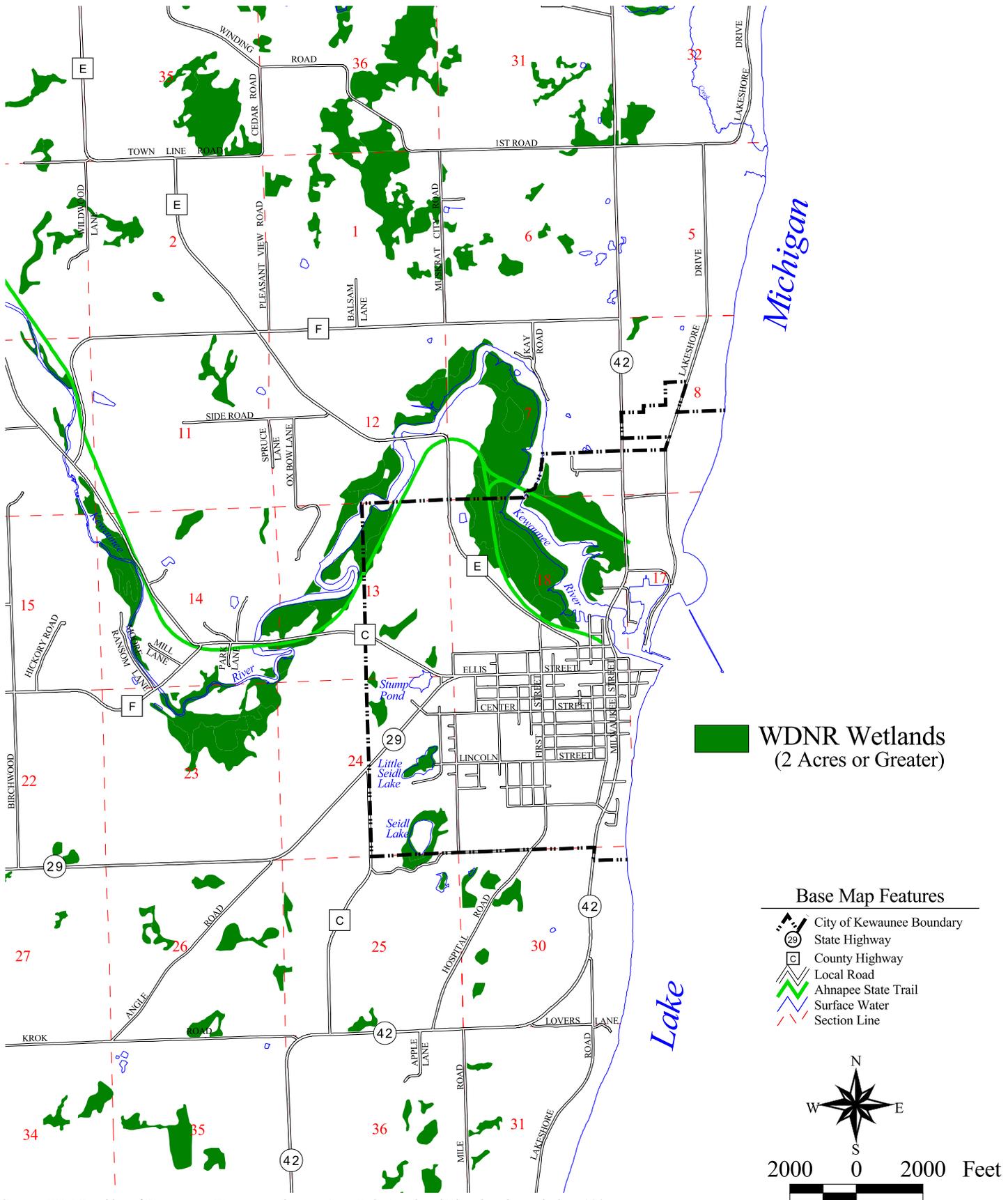
Map 5.8



Source: F.E.M.A.; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Wetlands

City of Kewaunee Planning Area Kewaunee County, Wisconsin



 **WDNR Wetlands**
(2 Acres or Greater)

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line

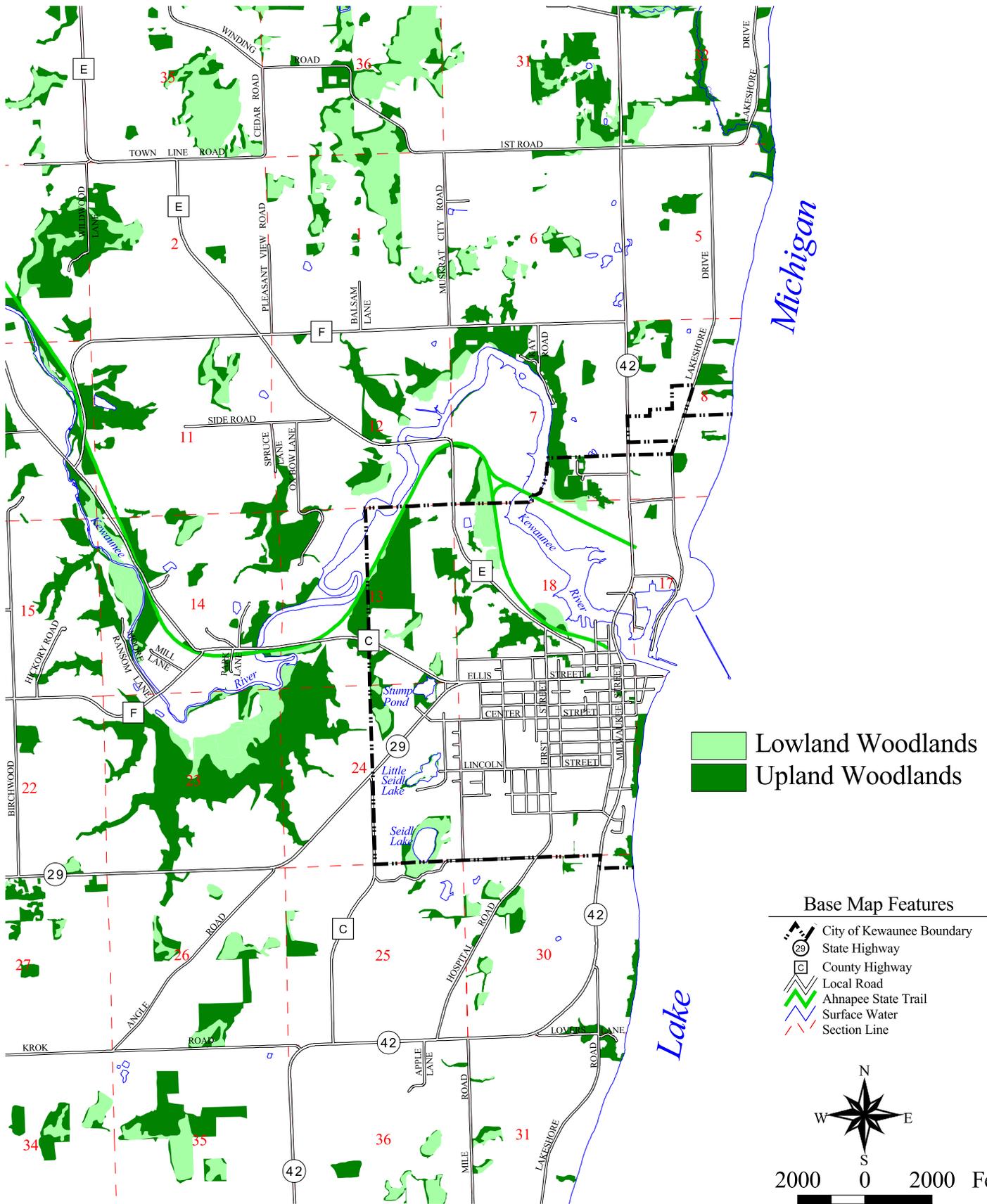
Source: WDNR; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Woodlands

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

Map 5.10



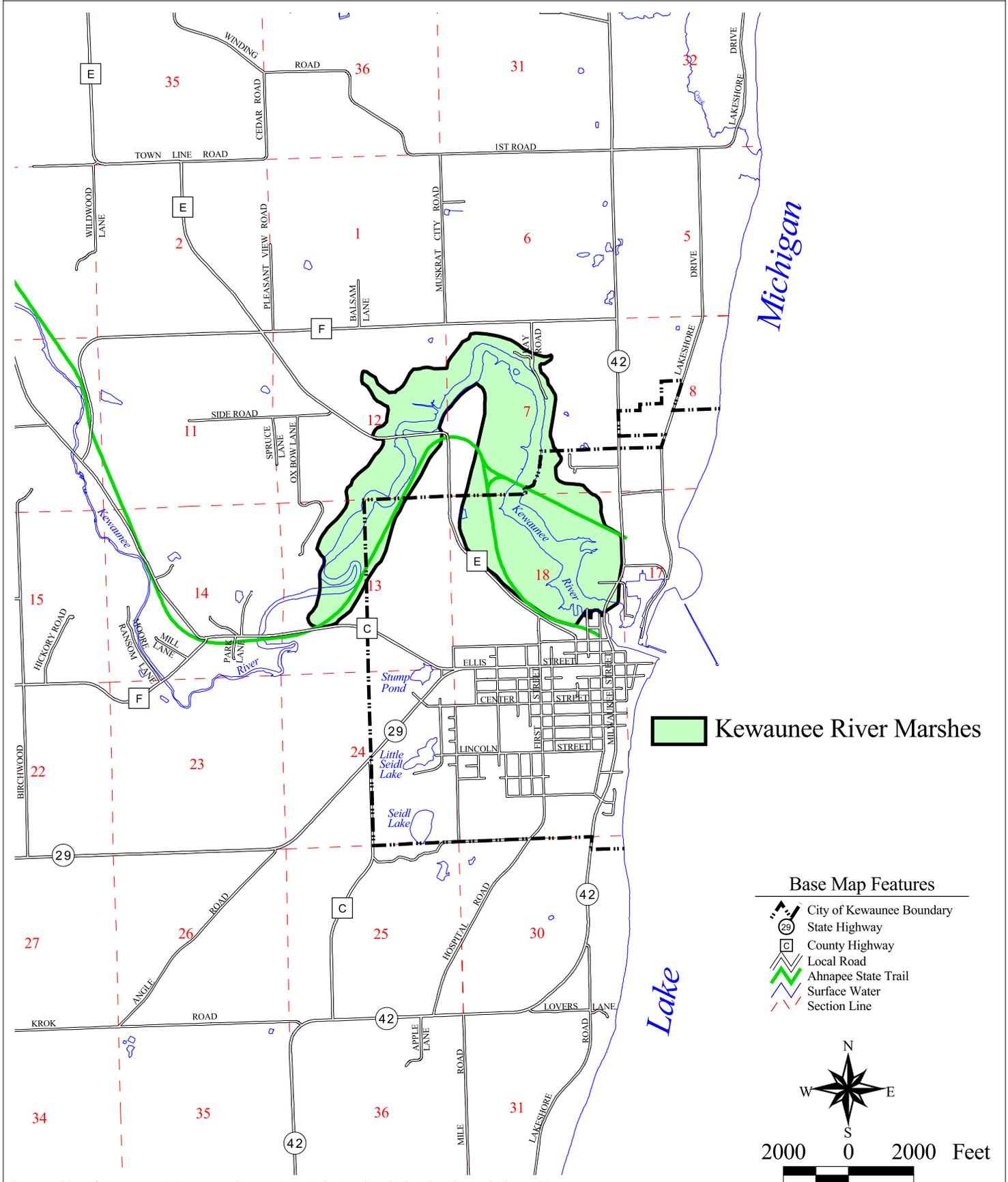
Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Significant Natural Feature

Map 5.11

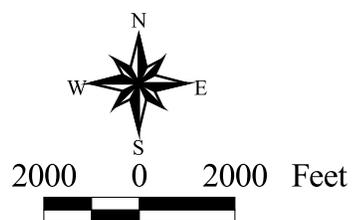
City of Kewaunee Planning Area

Kewaunee County, Wisconsin



 Kewaunee River Marshes

- Base Map Features**
-  City of Kewaunee Boundary
 -  State Highway
 -  County Highway
 -  Local Road
 -  Ahnapee State Trail
 -  Surface Water
 -  Section Line



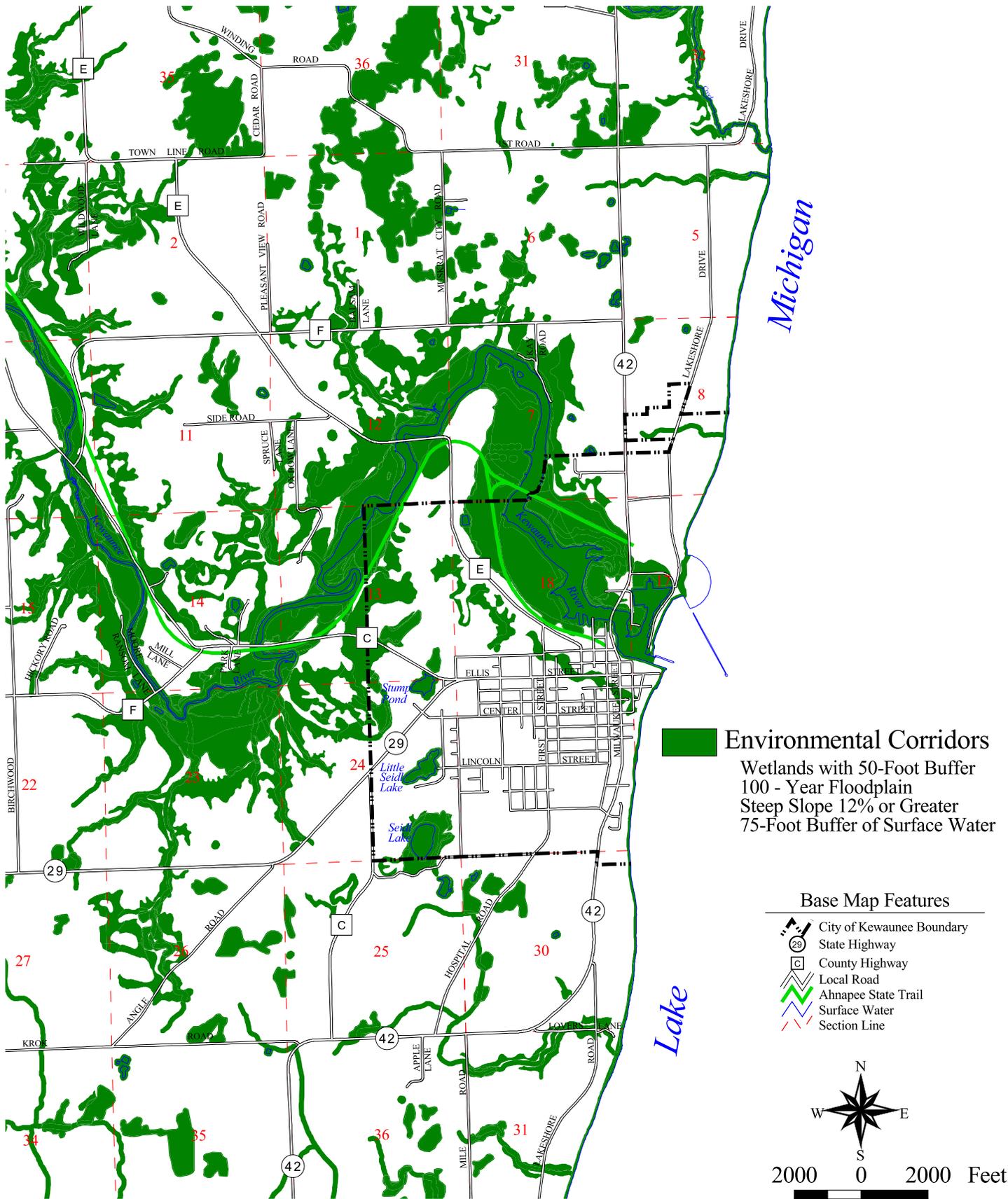
Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Environmental Corridors

Map 5.12

City of Kewaunee Planning Area

Kewaunee County, Wisconsin



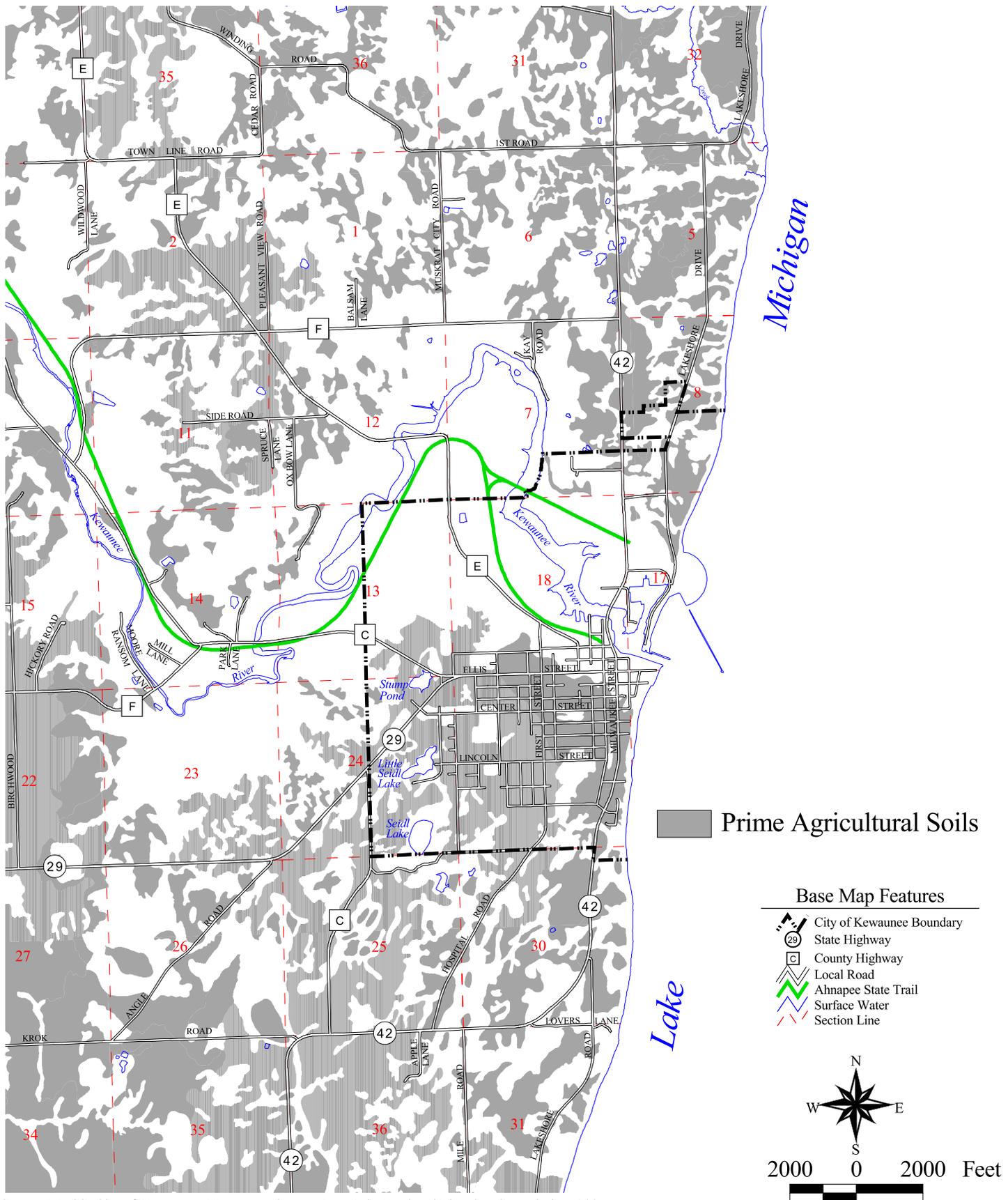
Source: WDNR; F.E.M.A.; NRCS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Prime Agricultural Soils

City of Kewaunee Planning Area

Kewaunee County, Wisconsin

Map 5.13



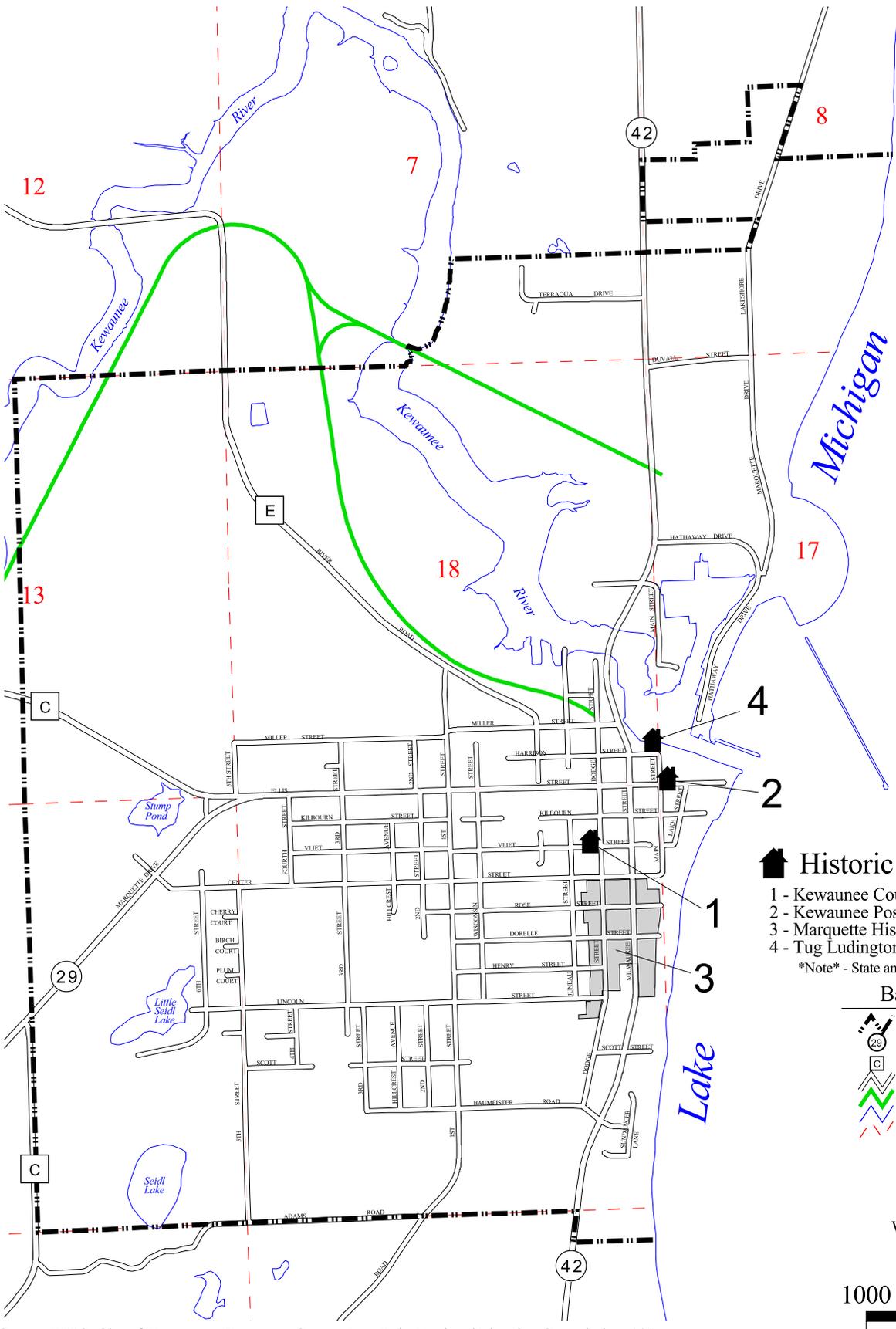
Source: NRCS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Historic Sites

City of Kewaunee

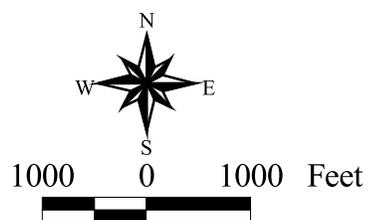
Kewaunee County, Wisconsin

Map 5.14



- Historic Site***
- 1 - Kewaunee County Sheriff's House and Jail
 - 2 - Kewaunee Post Office
 - 3 - Marquette Historic District
 - 4 - Tug Ludington - "Major Wilbur Fr. Browder"
- *Note* - State and National Register Only.

- Base Map Features**
- City of Kewaunee Boundary
 - State Highway
 - County Highway
 - Local Road
 - Ahnapee State Trail
 - Surface Water
 - Section Line



Source: WHS; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

**CHAPTER 6
HOUSING AND POPULATION**

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Chapter 6 - HOUSING AND POPULATION

INTRODUCTION

This section of the comprehensive plan identifies existing demographic and housing trends for the City of Kewaunee. The majority of this chapter is based upon the 2000 Census information along with data provided by the Wisconsin Department of Administration (WDOA) on population estimates and projections.

The demographic information of this chapter analyzes the characteristics of its existing and projected population; including age, household size, location, etc. The housing data identifies the characteristics of the existing and expected housing supply, including location, size, cost, and condition.

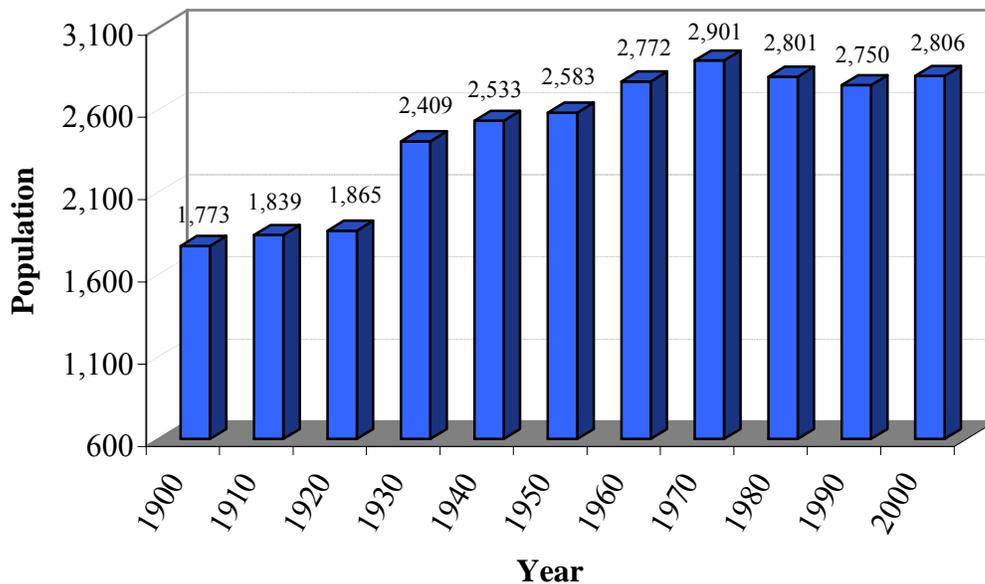
The inventory of the city's demographics and housing may help determine the demand for housing the future population and also the influences on the city's educational, recreational and community facility capacities over the 20-year planning period.

POPULATION CHARACTERISTICS

Historic Population Trends

According to the U.S. Census, the City of Kewaunee population gradually increased from 1900 to 1970 and fluctuated slightly since 1970 to the 2000 Census population of 2,806. Figure 6.1 displays the change in the city's population during the past century.

Figure 6.1: Historic Population Levels, 1900-2000, City of Kewaunee



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2004.

- The city’s most dramatic population increase took place between 1920 and 1930. The Census indicates the population of the city had risen by 544 people, a 29 percent increase.
- The City of Kewaunee had its greatest population in 1970, with 2,901 persons.
- The City of Kewaunee experienced a decline of 151 people from 1970 to 1990, until an increase in the 2000 population. The city’s 2000 population of 2,806 persons is second highest in its history only to the 1970 population.

According to the Wisconsin Department of Administration, the City of Kewaunee’s 2005 population is an estimated 2,901 people.

Table 6.1 displays the change in the city’s population levels while making comparisons with the surrounding jurisdictions.

Table 6.1: Historical Population Levels, 1900-2000, City of Kewaunee & Selected Areas

Year	City of Kewaunee	City of Algoma	Town of West Kewaunee	Town of Pierce	Kewaunee County
1900	1,773	1,732	1,622	748	17,212
1910	1,839	2,082	1,367	674	16,784
1920	1,865	1,911	1,244	601	16,091
1930	2,409	2,202	1,186	554	16,037
1940	2,533	2,652	1,063	563	16,680
1950	2,583	3,384	1,118	640	17,366
1960	2,772	3,855	1,060	654	18,282
1970	2,901	4,023	1,195	720	18,961
1980	2,801	3,656	1,294	790	19,539
1990	2,750	3,353	1,215	724	18,878
2000	2,806	3,357	1,287	897	20,187

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2004.

Age and Sex Distribution

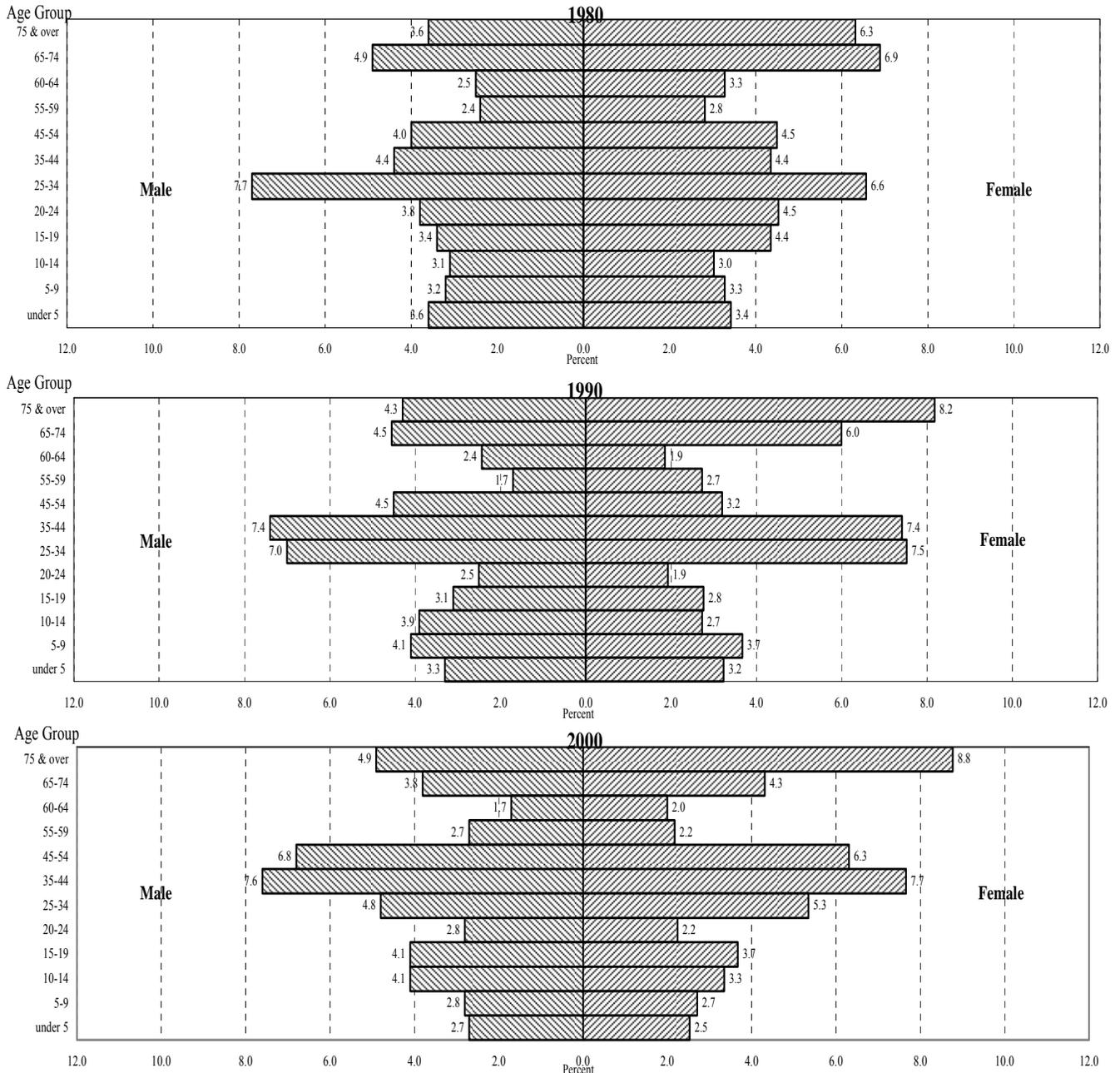
From 1980 to 2000 there have not been significant changes in the male/female population distribution, however there have been shifts in the city’s age distribution (Figure 6.2).

- Over the last three decades, the trend has been towards an aging population. Although the percent of elderly (persons 65 years and older) has remained steady from 1980 to 2000 (21.8 percent), those age 75 and over has steadily increased since 1980 (9.9 percent in 1980 to 13.7 percent in 2000).
- Those individuals age 35 to 54 have increased from 17 percent in 1980 to 28.5 percent of the total population in 2000.
- Individuals age 20 to 24 remains low as many in the age group move elsewhere for work or additional schooling.
- The city also has a low number of children under the age of ten (10 percent).
- In 2000, the largest age group in the city was between the ages of 35-44 (15.3 percent), followed by those age 75 and over (13.7 percent).

Decade Population Pyramids

Figure 6.2 illustrates the City of Kewaunee population through pyramids that compare age groups between males and females. The pyramids show how the city's age groups have fluctuated over the last 20 years.

Figure 6.2: Population Pyramids, 1980-2000, City of Kewaunee



Source: U.S. Bureau of the Census, 2000 Census; 1990 Census of Population and Housing, STF 1A, Table P012; 1980 Census of Population and Housing, STF 3A, Table 15; and Bay-Lake Regional Planning Commission, 2005.

School Age, Working Age, and Retirement Age

Table 6.2 divides the population of the City of Kewaunee into four age groups including: school age group (5-17), working age group (16+), voting age group (18+) and those of retirement age (65+).

- The working age group accounts for 79 percent of the total population. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 57 percent.
- The school age group is approximately 18 percent of the city's total population.

The city will likely continue to experience population shifts towards older age groups, which may result in a greater demand for elderly housing, care facilities and other services for the elderly including transportation and facilities.

Table 6.2: Population by Age Groups and Sex, 2000, City of Kewaunee & Selected Areas

Age Groups	Total	Male	Female	Percent	Kewaunee County Percent	Wisconsin Percent
School Age						
5-11	240	124	116	8.6	9.8	10.1
12-14	122	68	54	4.3	5.1	4.5
15-17	145	77	68	5.2	5.1	4.5
Working and Voting Age						
16+	2,216	1,077	1,139	79.0	77.2	77.5
16-64	1,605	833	772	57.2	62.0	64.4
18+	2,151	1,027	1,124	76.7	74.2	74.5
18-64	1,540	783	757	54.9	59.0	61.4
Retirement Age						
65+	611	244	367	21.8	15.2	13.1
Total Population	2,806	1,373	1,433		20,187	5,363,715

Source: U.S. Bureau of the Census, 2000, through Demographic Services Web Site, WDOA; and Bay-Lake Regional Planning Commission, 2004.

Median Age

Table 6.3 displays the gradual increase of median age for the City of Kewaunee and surrounding areas from 1970 to 2000.

- Over the course of the past several decades, the City of Kewaunee median age has risen from 33 in 1970, to 41.4 years in 2000.

The median age trends should be noted when planning for the future needs of the city and the area, for an aging population generally demands additional community services.

Table 6.3: Median Age, 1970-2000, City of Kewaunee & Selected Areas

Geographic Area	1970	1980	1990	2000
City of Kewaunee	33.0	34.8	37.8	41.4
City of Algoma	32.5	36.6	39.4	41.8
Town of West Kewaunee	23.3	25.2	31.5	37.0
Town of Pierce	27.0	29.6	35.4	38.4
Kewaunee County	26.9	29.3	33.7	37.5
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, 1970 Census of Population, Table 33; 1980 Census of the Population, Table 44; 1990 Census of Population and Housing, STF 1A, General Profile; and Bay-Lake Regional Planning Commission, 2004.

Seasonal Population

The estimated seasonal population is found by multiplying the number of seasonal housing units by the average number of persons per household (Table 6.4).

- In 2000, the City of Kewaunee had 13 seasonal housing units, along with a persons per household of 2.34. As a result, it is estimated the city had an additional 30 people considered seasonal residents.

Table 6.4: Estimated Seasonal Population, 2000, City of Kewaunee & Selected Areas

	Geographic Location				
	City of Kewaunee	City of Algoma	Town of West Kewaunee	Town of Pierce	Kewaunee County
Population	2,806	3,357	1,287	897	20,187
Persons Per Household	2.34	2.19	2.80	2.72	2.61
Total Seasonal Housing Units*	13	44	10	65	270
Estimated Seasonal Population**	30	96	28	177	705

*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

**Estimated Seasonal Population = Total Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2004.

Population Projections

Population projections are an important factor necessary to assess the city's future needs for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the city's future expenditures, revenues and tax receipts.

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025 for the communities and counties of the state utilizing a projection formula that calculates the annual population change over three varying time spans.

- According to the WDOA formula, the City of Kewaunee is projected to have a population of 3,047 by 2025. This represents an increase of 241 persons, or nearly nine percent from the 2000 Census count of 2,806.

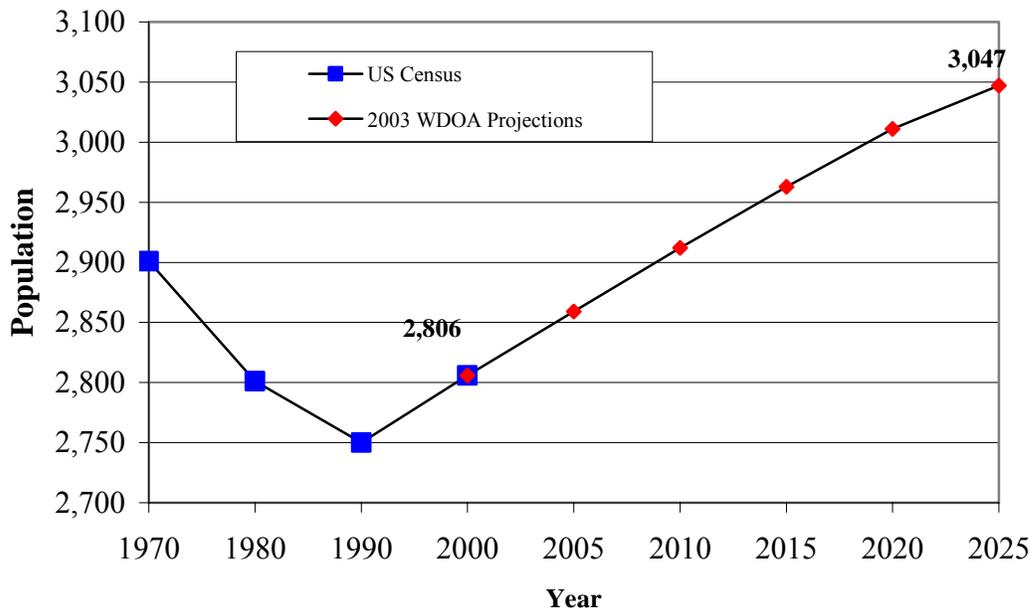
Table 6.5 identifies the past U.S. Census counts and WDOA projections for the city and surrounding areas, while Figure 6.3 illustrates the past population trends and WDOA projections for the City of Kewaunee.

Table 6.5: Population Trends, 1980-2025, City of Kewaunee & Selected Areas

Year	Geographic Location					
	City of Kewaunee	City of Algoma	Town of West Kewaunee	Town of Pierce	Kewaunee County	State of Wisconsin
Actual Population						
1980	2,801	3,656	1,294	790	19,539	4,705,767
1990	2,750	3,353	1,215	724	18,878	4,891,769
2000	2,806	3,357	1,287	897	20,187	5,363,715
WDOA Population Projections						
2005	2,859	3,339	1,324	943	20,765	5,563,896
2010	2,912	3,318	1,361	990	21,343	5,751,470
2015	2,963	3,298	1,397	1,036	21,909	5,931,386
2020	3,011	3,270	1,432	1,082	22,457	6,110,878
2025	3,047	3,234	1,461	1,123	22,917	6,274,867
Number Change						
1980-1990	-51	-303	-79	-66	-661	186,002
1990-2000	56	4	72	173	1,309	471,946
2000-2025	241	-123	174	226	2,730	911,152
Percent Change						
1980-1990	-1.8	-8.3	-6.1	-8.4	-3.4	4.0
1990-2000	2.0	0.1	5.9	23.9	6.9	9.6
2000-2025	8.6	-3.7	13.5	25.2	13.5	17.0

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-1990; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; Census 2000; and Bay-Lake Regional Planning Commission, 2004.

Figure 6.3: Population Trends and Projections, 1970-2025, City of Kewaunee



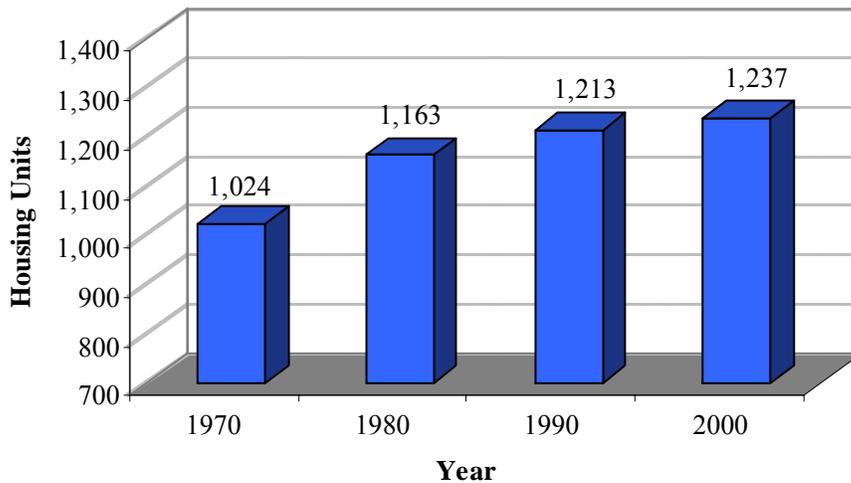
Source: U.S. Bureau of the Census, 1970-2000 Census of Population and Housing; Wisconsin Department of Administration, Official Municipal Population Projections, 1995-2015; Wisconsin Department of Administration, Official Population Estimates, 1991-2000; and Bay-Lake Regional Planning Commission, 2004.

HOUSING INVENTORY

Total Housing Unit Levels by Decade

The total number of housing units within the City of Kewaunee has been gradually increasing since 1970 (Figure 6.4 and Table 6.6). In 2000, there were 1,237 total housing units reported by the U.S. Census, an increase of nearly 21 percent from 1970. Since 1970, the greatest 10-year growth in the City of Kewaunee’s housing units occurred from 1970 to 1980 with a 16.6 percent increase.

Figure 6.4: Historic Total Housing Unit Levels, 1970-2000, City of Kewaunee



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; Table DP-1, Profile of General Demographics: 2000; and Bay-Lake Regional Planning Commission, 2004.

Table 6.6: Total Housing Units, 1970-2000, City of Kewaunee & Selected Areas

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	1970-2000
City of Kewaunee	1,024	1,163	1,213	1,237	13.6	4.3	2.0	20.8
City of Algoma	1,417	1,530	1,564	1,632	8.0	2.2	4.3	15.2
Town of West Kewaunee	329	388	451	485	17.9	16.2	7.5	47.4
Town of Pierce	233	344	369	407	47.6	7.3	10.3	74.7
Kewaunee County	5,888	7,023	7,544	8,221	19.3	7.4	9.0	39.6
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2004.

Housing Types - Units in Structure

The 2000 Census indicates that 77 percent of housing types in the City of Kewaunee are one unit, detached structures. The second largest housing type found in the city was two unit structures (nine percent). Table 6.7 illustrates the breakdown of housing found within the City of Kewaunee and surrounding areas.

Table 6.7: Housing Units by Type of Structure, 2000, City of Kewaunee & Selected Areas

Units	City of Kewaunee		City of Algoma		Town of West Kewaunee		Town of Pierce		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	946	77.0	1,126	69.2	437	86.2	324	80.8	6,521	79.3
1 unit, attached	22	1.8	27	1.7	2	0.4	6	1.5	111	1.4
2 units	113	9.2	190	11.7	24	4.7	2	0.5	522	6.3
3 or 4 units	32	2.6	92	5.7	-	-	-	-	186	2.3
5 to 9 units	19	1.5	34	2.1	-	-	-	-	131	1.6
10 to 19 units	66	5.4	30	1.8	-	-	-	-	106	1.3
20 or more units	-	-	62	3.8	-	-	-	-	79	1.0
Mobile home	31	2.5	66	4.1	44	8.7	66	16.5	558	6.8
Other	-	-	-	-	-	-	3	0.7	7	0.1
Total	1,229	100.0	1,627	100.0	507	100.0	401	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2004.

Housing Occupancy and Tenure

In 2000, the City of Kewaunee had 1,149 occupied housing units, comprising 93 percent of the housing in the city. The city's 88 vacant units made up seven percent of the city's housing (Table 6.8). Of the 1,149 occupied units, 881 units were owner-occupied while 268 housing units were renter-occupied.

Table 6.8: Housing Occupancy and Tenure, 2000, City of Kewaunee & Selected Areas

Units	City of Kewaunee		City of Algoma		Town of West Kewaunee		Town of Pierce		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	1,149	92.9	1,493	91.5	460	94.8	329	80.8	7,623	92.7
Owner	881	71.2	1,086	66.5	418	86.2	301	74.0	6,237	75.9
Renter	268	21.7	407	24.9	42	8.7	28	6.9	1,386	16.9
Vacant	88	7.1	139	8.5	25	5.2	78	19.2	598	7.3
Seasonal, Recreational, or Occasional Use	13	1.1	44	2.7	10	2.1	65	16.0	270	3.3
Other	75	6.1	95	5.8	15	3.1	13	3.2	328	4.0
Total Units	1,237	100.0	1,632	100.0	485	100.0	407	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, Tables H002, H003, and H005; and Bay-Lake Regional Planning Commission, 2004.

Seasonal Housing

Of the 88 vacant housing units in the city, 13 units are for seasonal, recreational, or occasional use (Table 6.8). Sixteen percent of the housing in the adjacent Town of Pierce is utilized for seasonal or occasional uses.

Household Relationship

In 2000, 96 percent of the people in the City of Kewaunee lived in family households. The remaining four percent lived in group quarters (Table 6.9). Group quarters population, broken down into institutionalized and non-institutionalized, includes all people not living in households.

Institutionalized group quarters includes people under formally authorized supervised care or custody such as correctional institutions, nursing homes, and juvenile institutions.

Non-institutionalized group quarters may include college dormitories, rooming houses, religious group homes, communes, military quarters and halfway houses.

Table 6.9: Household Relationship, 2000, City of Kewaunee & Selected Areas

Relationship	City of Kewaunee		City of Algoma		Kewaunee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
In Households	2,685	95.7	3,274	97.5	19,929	98.7	5,207,717	97.1
Householder	1149	40.9	1493	44.5	7623	37.8	2,084,544	38.9
Spouse	610	21.7	735	21.9	4753	23.5	1,108,597	20.7
Child	789	28.1	847	25.2	6479	32.1	1,577,549	29.4
Other Relative	51	1.8	82	2.4	435	2.2	158,295	3.0
Non Relative	86	3.1	117	3.5	639	3.2	278,732	5.2
In Group Quarters	121	4.3	83	2.5	258	1.3	155,958	2.9
Institutionalized	97	3.5	58	1.7	155	0.8	79,073	1.5
Noninstitutionalized	24	0.9	25	0.7	103	0.5	76,885	1.4
Total Persons	2,806	100.0	3,357	100.0	20,187	100.0	5,363,675	100.0

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, P015; and Bay-Lake Regional Planning Commission, 2004.

Age of Housing

According to the 2000 Census, of the 1,229 total housing units in the City of Kewaunee, 41 percent were built prior to 1940 (Table 6.10). The second highest percentage of housing units in the city was built between 1940 and 1959.

Table 6.10: Housing Units by Year Structure Built, 2000, City of Kewaunee & Selected Areas

Units	City of Kewaunee		City of Algoma		Town of West Kewaunee		Town of Pierce		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	946	77.0	1,126	69.2	437	86.2	324	80.8	6,521	79.3
1 unit, attached	22	1.8	27	1.7	2	0.4	6	1.5	111	1.4
2 units	113	9.2	190	11.7	24	4.7	2	0.5	522	6.3
3 or 4 units	32	2.6	92	5.7	-	-	-	-	186	2.3
5 to 9 units	19	1.5	34	2.1	-	-	-	-	131	1.6
10 to 19 units	66	5.4	30	1.8	-	-	-	-	106	1.3
20 or more units	-	-	62	3.8	-	-	-	-	79	1.0
Mobile home	31	2.5	66	4.1	44	8.7	66	16.5	558	6.8
Other	-	-	-	-	-	-	3	0.7	7	0.1
Total	1,229	100.0	1,627	100.0	507	100.0	401	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2004.

Condition of Housing Stock

The number of substandard housing units in the City of Kewaunee is generally an indication of the condition of the overall housing stock.

According to the Department of Commerce, the definition of a substandard unit is a housing unit which is in need of major repair or replacement in three or more of the following areas: roof, electrical, heating, plumbing, foundation/structure (including interior walls/floors/ceilings), siding, doors/windows and well/septic or water/sewer laterals.

The possibility exists that several of 505 units in the city built prior to 1940 (Table 6.10) may be substandard based on conditions mentioned in the Department of Commerce definition.

Housing Values

In 2000, the housing value category with the largest percentage in the City of Kewaunee was between \$50,000 and \$99,999 (Table 6.11). In the surrounding communities and Kewaunee County, the majority of housing units were in the same owner specified value range.

The median value of specified owner-occupied housing units in the City of Kewaunee in 2000 was \$80,100.

Table 6.11: Value of Specified Owner-Occupied Housing Units, 2000, City of Kewaunee and Kewaunee County

Value*	City of Kewaunee		City of Algoma		Town of West Kewaunee		Town of Pierce		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	87	11.2	127	14.0	35	14.0	16	10.8	384	9.1
\$50,000 to \$99,999	521	66.9	592	65.1	93	37.2	59	39.9	2096	49.8
\$100,000 to \$149,999	129	16.6	153	16.8	73	29.2	31	20.9	1106	26.3
\$150,000 to \$199,999	23	3.0	25	2.7	29	11.6	23	15.5	379	9.0
\$200,000 to \$299,999	17	2.2	7	0.8	13	5.2	16	10.8	174	4.1
\$300,000 to \$499,999	2	0.3	0	0.0	7	2.8	0	0.0	51	1.2
\$500,000 to \$999,999	0	0.0	0	0.0	0	0.0	0	0.0	5	0.1
\$1,000,000 or more	0	0.0	6	0.7	0	0.0	3	2.0	16	0.4
Total Units	779	100.0	910	100.0	250	100.0	148	100.0	4,211	100.0
Median Value	\$80,100		\$73,600		\$98,100		\$99,500		\$92,100	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2004.

*Note: Census housing values may not be the actual assessed values; they are based on what the homeowner perceives the housing unit is worth.

Housing Costs - Rents and Mortgage

Providing affordable housing which meets the needs of future city residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing.

Rent and Income Comparison

According to the 2000 census, the median gross rent for renter-occupied housing units was \$419 in the City of Kewaunee.

70 renters out of 266 renter-occupied housing units paid 30 percent or more of their income in rent. These occupants are considered as living in non-affordable housing.

Owner Costs and Income Comparison

The 2000 census indicates that owners in 124 out of 779 owner-occupied housing units paid 30 percent or more of their income for monthly owner costs. These occupants are considered as living in non-affordable housing.

For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$804 for the City of Kewaunee. For owner-occupied units without a mortgage, the median monthly cost was \$303.

Projected Occupied Housing Units

Three methods were used for determining the most likely housing projection to the year 2025 for the City of Kewaunee. The following methods were used to estimate the future occupied housing unit demand within the city.

Methods one and two used the year 2000 “occupied housing” count of 1,149 units as a base figure to create growth trend and linear trend projections. Method three used the 2003 Department of Administration (WDOA) population projections along with the city’s projected persons per household.

Household Size

According to the Wisconsin Department of Administration, the household size within the City of Kewaunee is projected to decrease throughout the planning period. Table 6.12 indicates that the

number of persons per household in the city will consistently decrease during the planning period, from 2.34 in 2000 to 2.18 in 2025.

The three occupied housing unit projections for the City of Kewaunee are detailed in the following:

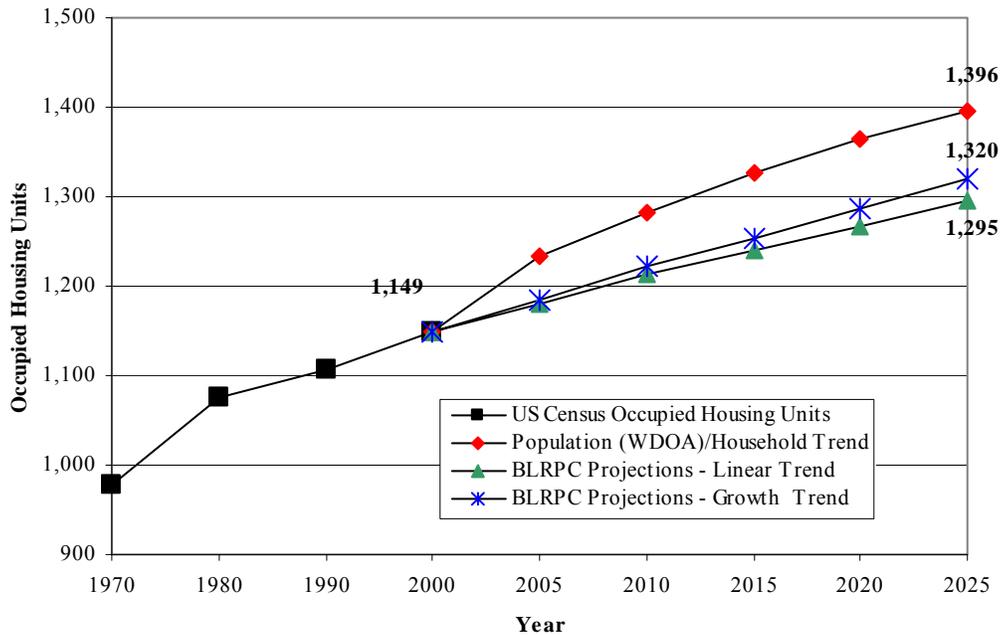
- **Growth Trend Projection** - Using the census “occupied” housing counts from 1970 to 2000, a “*growth trend*” was created to the year 2025. This created a housing unit projection that indicated the City of Kewaunee would have 1,320 total occupied housing units by 2025, or an increase of 171 occupied housing units from the 2000 Census (Table 6.12 and Figure 6.5).
- **Linear Trend Projection** - A “*linear trend*” to the year 2025 was also created utilizing the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection indicating that by 2025 the City of Kewaunee would have 1,295 total occupied housing units, or an increase of 146 occupied housing units from the 2000 Census.
- **WDOA Population Projections/Persons per Household** - Using the 2003 WDOA population projection to 2025, and the projected persons per household number to 2025, the city is able to determine the possible number of occupied housing units by 2025. The WDOA population projection shows an increase of 241 persons by 2025 and a decline in persons per household of 2.34 to 2.18 from 2000 to 2025. The result equals 1,396 total occupied housing units, or an increase of 247 occupied housing units from the 2000 Census.

Table 6.12: Housing Unit Trends & Projections, City of Kewaunee, 1970-2025

City of Kewaunee	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	978	1,075	1,106	1,149					
BLRPC Projections - Growth Trend				1,149	1,186	1,222	1,254	1,286	1,320
BLRPC Projections - Linear Trend				1,149	1,181	1,213	1,240	1,267	1,295
Population (WDOA)/Household Trend				1,149	1,234	1,282	1,327	1,364	1,396
Household Size			2.31	2.34	2.32	2.27	2.23	2.21	2.18

Source: Wisconsin Department of Administration, 2004; Bay-Lake Regional Planning Commission, 2004.

Figure 6.5: Occupied Housing Unit Trends & Projections, 1970-2020, City of Kewaunee



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2004.

The occupied housing unit projections for the city are based primarily on past census trends and WDOA projections, however several additional factors need to be considered in conjunction with these housing projections:

- In 2000, six percent (75 units) of the housing units in the city were vacant (Table 6.8). By 2025, it is anticipated that a number of individuals will occupy these units rather than building new or purchasing an existing home.
- The city's group quarter population (Table 6.9) may continue to grow as the people increase in age. More of the elderly population may vacate their homes to reside in assisted living facilities, nursing homes, etc. creating more vacant housing structures.
- Low interest rates may motivate many people to build new or buy homes, resulting in an increase in vacant apartment units.
- Any future dramatic increase in interest rates, utility costs and building supplies may make renting a more affordable option. As a result, apartment vacancy rates decline and the demand for more rental units possibly increase. The market for existing homes will soften and the option for many to build a new home may be eliminated.

Subsidized and Special Needs Housing

Within the Kewaunee County area exists a variety of agencies which help find and develop housing for persons with various physical and mental disabilities or other special needs. The

Kewaunee County Department of Human Services has information regarding the following agencies: WHEDA, Lakeshore CAP and Housing Management Services. Appendix C provides more information on available housing programs and organizations.

The following is a listing of the subsidized and special needs housing that currently exists within the City of Kewaunee:

- Kewaunee Health Care Center
- Centerview East and West
- Sunset Manor North and South
- Meadow View Apartments
- Homestead Ridge Assisted Living - Community Based Residential Facility (CBRF¹)
- Silver Leaf Manor – CBRF
- Linden Manor – CBRF
- Empowerment Options – Adult Family Home (AFH²)
- Gaedtke Adult Family Home Inc. - AFH

¹ - CBRF's are facilities where five or more unrelated people live together in a community setting. Services provided include room and board, supervision, support services, and may include up to three hours of nursing care per week.

² - AFH's are facilities where three or four adults who are not related to the operator reside and receive care, treatment or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident.

Within the city, it is expected that assistance with home improvement and rent will continue to be a great need as the population continues to age.

Housing Development Environment

Within the city exists a number of public services for residential uses including sewer, water, natural gas, electrical service, road maintenance and public protection services. Future housing should develop within well-defined residential neighborhoods, within and adjacent to these existing services utilizing existing transportation corridors as well as newly constructed neighborhood streets.

The city has many acres of developable lands to accommodate future populations. The lands vary in their aesthetic qualities based upon location to natural features. Existing housing regulations allow for a mix in use and density.

CHAPTER 7 ECONOMIC DEVELOPMENT

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Chapter 7 - ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element details the city's general economic characteristics including workforce, economic base and economic opportunities; along with a complete listing of economic development resources. These characteristics are compared to adjacent communities, Kewaunee County and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of businesses and jobs to be encouraged; and a summary of the city's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the City of Kewaunee. Because the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community characteristics such as natural resources, housing, transportation, utilities and land use. See Chapter 1 (Issues and Opportunities) of this document for a detailed listing of these strategies.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) *infrastructure*; 2) *business development*; 3) *workforce development* and 4) *community cash flow*. These components consist of several elements that influence the quality and effectiveness of economic development within a community.

Infrastructure Development

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Infrastructure includes the following:

- Utilities (e.g. water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g. roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services).
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular, etc.)

Communities must identify both current and future needs and work with both public and private sector providers to ensure the provision of adequate infrastructure.

Business Development

This component addresses business retention and expansion, business attraction and new business development.

- A *business retention and expansion* program should identify the businesses' existing and changing needs and address those needs with resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through such things as management training, workforce development programs, technology, etc.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, environment quality of life, workforce, services available, etc.
- *Entrepreneurship and New business development* helps diversify the economic base and creates new jobs, and also provides stability to the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer. This means such things as land with available public infrastructure (e.g., streets and utilities), existing transportation options in place, availability of the Internet with high speed access, permits for home-based business, etc.

Workforce Development

Communities need a quality workforce development program in place to stay competitive, to keep existing businesses strong, to keep young people in the community, and to raise residents' standard of living. Workforce development helps to identify skilled labor supply, educational institutions, workforce training programs, etc.

Community Cash Flow

Communities looking to bring new dollars into a community to ensure a balance of economic activity can look at two sources of new dollars: those brought in by individuals, and those brought in by organizations, businesses or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, government contracts or grants, etc.

STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

Planning for economic development requires recognition of the community's assets and liabilities through a thorough evaluation of the four aforementioned economic components. This analysis of the city's economic strengths, weaknesses, opportunities and threats provides a broad overview of where the City of Kewaunee is currently, and what its economic composition may be in the future. If the community is to develop and maintain a vibrant and diversified economic foundation, it needs to maximize its strengths, offset weaknesses, take advantage of opportunities, and minimize its threats.

- In March 2005, members of the City of Kewaunee Plan Commission participated in an economic (S.W.O.T.) workshop to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development in the city and surrounding area. The results of the S.W.O.T. workshop are found in Appendix D of this document. The following are highlights from the workshop:

Strengths: Strengths are existing resources and capabilities that can be used as a basis for developing a successful growth plan. The top strengths as voted on by the group include:

1. The beach, boating, fishing (waterfront), attraction
2. Good school system

3. New business park in progress

Weaknesses: A weakness is a limitation or the absence of certain strengths that keep the city from achieving its objectives. The top weaknesses as voted on by the city include:

1. High tax rate
2. Lack of diversity in types of businesses
3. Lack of labor force in specialty skills, i.e. welder, mechanic, technology, truck driver

Opportunities: An opportunity is any favorable situation or resource that could enhance economic development. The following are the top opportunities as voted on by the group:

1. Kewaunee County Economic Development Corporation
2. Waterfront redevelopment
3. Main Street Program

Threats: Threats are potential obstacles the city face concerning economic development. The top threats as voted on by the group include:

1. Health of Lake Michigan
2. Negative attitudes
3. Proximity to Green Bay

The results of the economic S.W.O.T. workshop were instrumental in drafting the economic development strategies located in Chapter 1 and identifying implementation strategies for the Implementation Element (Chapter 3) of this plan.

LABOR FORCE CHARACTERISTICS

This section focuses on the City of Kewaunee and regional labor force trends and characteristics. Labor force characteristics described include occupations, employment and unemployment rates, place of work, etc.

The civilian labor force is comprised of employed persons and those seeking employment who are residents of the City of Kewaunee, and excludes persons in the armed forces and those under age 16.

Education Attainment

The education levels attained by the residents of a community will often be an indicator of the type of jobs in the area and the general standard of living. Table 7.1 illustrates the levels of education that individuals age 25 and older have completed.

- The percentage of high school graduates in the city is 39 percent, which is lower than the Kewaunee County average and higher than the Wisconsin average.
- The percentage of high school graduates or higher in the city is 82 percent, which is slightly lower than the county and state averages.

Table 7.1: Educational Attainment (Age 25 & Over), 2000, City of Kewaunee

Education Level	City of Kewaunee		Kewaunee Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	215	11.1	8.5	5.4
9th to 12th grade, no diploma	142	7.4	7.5	9.6
High school graduate (includes equivalency)	750	38.9	47.5	34.6
Some college, no degree	404	20.9	18.0	20.6
Associate degree	130	6.7	7.1	7.5
Bachelor's degree	191	9.9	8.1	15.3
Graduate or professional degree	98	5.1	3.3	7.2
Percent high school graduate or higher		81.5	84.0	85.1
Percent bachelor's degree or higher		15.0	11.4	22.4

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2006.

Median Household Income

Median household income is one measure of average household income. It divides the household income distribution into two equal parts: one-half of the cases fall below the median household income, and one-half above it. The median household income is a general indicator of the economic well-being of all households in the community.

- The 1999 median household income for the City of Kewaunee was \$36,420 compared to \$22,500 in 1989 (Table 7.2).
- The 1999 median income for the cities of Kewaunee and Algoma were lower than all areas compared. The cities growing elderly population, who are on fixed incomes (i.e. social security), may be the cause.

Table 7.2: Median Household Income, 1989 and 1999, City of Kewaunee & Selected Areas

Area	1989	1999	Percent
			Change
City of Kewaunee	\$22,500	\$36,420	61.9
City of Algoma	\$21,393	\$35,029	63.7
Town of West Kewaunee	\$31,094	\$47,059	51.3
Town of Pierce	\$25,812	\$43,000	66.6
Kewaunee County	\$26,927	\$43,824	62.8
State of Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2004.

Occupation

Table 7.3 illustrates the employed persons by occupation for the City of Kewaunee and Kewaunee County. In 2000, the majority of employed persons living in the City of Kewaunee were in management, professional and related service (29 percent) or production, transportation and material moving occupations (26.5 percent). The city's occupation percentage breakdown is very similar to that of all Kewaunee County employees.

Table 7.3: Employed Persons by Occupation, 2000, City of Kewaunee & Kewaunee County

Occupation	City of Kewaunee		Kewaunee County	
	Number	Percent of	Number	Percent of
		Total		Total
Management, professional and related	381	29.1	2,826	26.4
Service	182	13.9	1,238	11.6
Sales and office	255	19.5	2,128	19.9
Farming, fishing and forestry	35	2.7	367	3.4
Construction, extraction and maintenance	110	8.4	1,346	12.6
Production, transportation and material moving	348	26.5	2,798	26.1
Total	1,311	100.0	10,703	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2004.

Industry

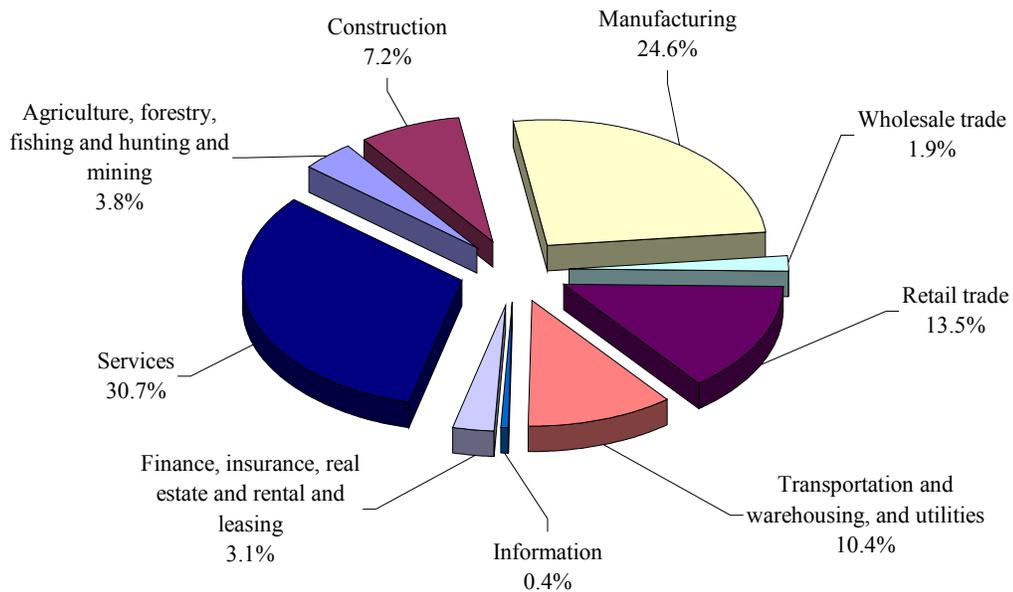
In 2000, employed residents of the City of Kewaunee work mostly in the service industry (30 percent) and manufacturing industry (24.6 percent) groups. Table 7.4 and Figure 7.1 illustrate the employment by major industry group for the City of Kewaunee.

Table 7.4: Employed Persons by Industry Group, 2000, City of Kewaunee & Kewaunee County

Industry	City of Kewaunee		Kewaunee County	
	Number	Percent	Number	Percent
		of Total		of Total
Agriculture, forestry, fishing and hunting and mining	50	3.8	1,076	10.1
Construction	94	7.2	1,004	9.4
Manufacturing	322	24.6	3,128	29.2
Wholesale trade	25	1.9	246	2.3
Retail trade	177	13.5	1,012	9.5
Transportation and warehousing, and utilities	136	10.4	659	6.2
Information	5	0.4	97	0.9
Finance, insurance, real estate and rental and leasing	40	3.1	442	4.1
Professional, scientific, mgt., admin and waste mgt. service	29	2.2	392	3.7
Educational, health and social services	199	15.2	1,473	13.8
Arts, entertainment, recreation, accommodation and food serv	92	7.0	577	5.4
Other services (except public administration)	83	6.3	395	3.7
Public administration	59	4.5	202	1.9
Total	1,311	100.0	10,703	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2004.

Figure 7.1: Percent Employment by Industry Group, 2000, City of Kewaunee



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2004.

Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base and attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as “bedroom” communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations. Table 7.5 provides an illustration of where working residents of the City of Kewaunee are traveling to for their job and where workers of other communities are traveling from to work in the City of Kewaunee.

- In 2000, over 51 percent of city residents were commuting to other communities for work (Table 7.4). Brown County communities and Manitowoc County communities are the greatest sources of out-of-county employment for City of Kewaunee residents.
- Of those who work in the City of Kewaunee, 67.5 percent travel from other communities. The majority of these workers commute from other Kewaunee County municipalities.
- In 2000, approximately 64 percent of City of Kewaunee residents remained within Kewaunee County for employment.

Table 7.5: Place of Work, 2000 City of Kewaunee

Location	Number*	Percent
Work in City of Kewaunee	1,908	100.0
Live In City of Kewaunee	621	32.5
Live Outside City of Kewaunee	1,287	67.5
City Employees Commute From:		
Town of West Kewaunee	204	10.7
Town of Carlton	117	6.1
City of Algoma	77	4.0
Town of Pierce	71	3.7
Town of Casco	64	3.4
Town of Montpelier	61	3.2
City of Green Bay	52	2.7
Other (63 Communities)	641	33.6
Live in City of Kewaunee	1,288	100.0
Work In City of Kewaunee	621	48.2
Work Outside City of Kewaunee	667	51.8
City Residents Commute to:		
City of Green Bay	159	12.3
City of Algoma	100	7.8
Village of Ashwaubenon	86	6.7
Village of Luxemburg	30	2.3
City of Manitowoc	28	2.2
City of Two Rivers	24	1.9
Other (31 Communities)	240	18.6

* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2004.

- Approximately 55 percent of the 10,580 employed Kewaunee County residents worked within Kewaunee County (Table 7.6).
- 4,722 working residents of Kewaunee County commuted out of the county for work, whereas 1,798 workers from other counties traveled into Kewaunee County to work. The result is 2,924 more people leaving Kewaunee County to work in other counties than are commuting into the county for their job.
- Kewaunee County residents primarily traveled to the neighboring counties of Brown, Door and Manitowoc for work.

The commuting patterns are a good indication that the state's well maintained highway and road system make traveling long distances safer and more efficient.

Table 7.6: County-to-County Worker* Flow, 2000, Kewaunee County

Area	Commute Into	Commute From	Net Commute
Brown	3,448	876	-2,572
Door	548	430	-118
Manitowoc	427	292	-135
Outagamie	75	3	-72
Oconto	60	29	-31
Shawano	15	73	58
Elsewhere	149	95	-54
Total	4,722	1,798	-2,924
Work w/in Kewaunee County	5,858		

*Workers 16 years old and over

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. Table 7.7 and Figure 7.2 highlight the fluctuations in Kewaunee County's civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors: shifts in the age and sex characteristics of the population; changes in the number of residents age 16 and over; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

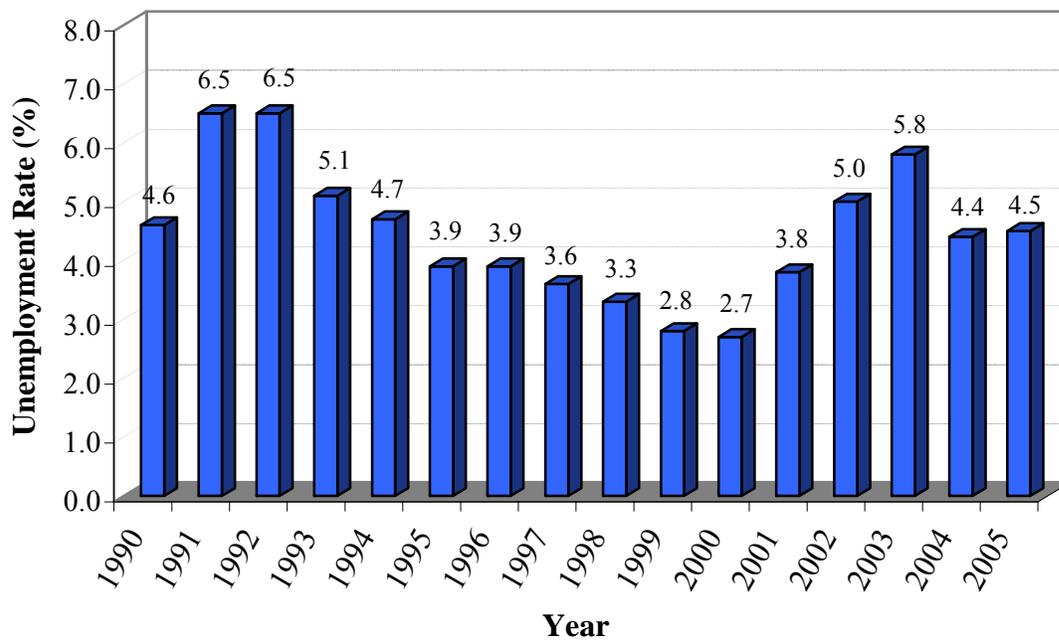
- The civilian labor force comprised 53 percent of Kewaunee County's population in both 1990 and 2000.
- The county's civilian labor force number increased 1,870 workers, or 19 percent from 1990 to 2005.
- The number of individuals unemployed from 1990 to 2005 rose from 458 people to 533 residents, a 16 percent increase.
- The county's unemployment rate and the number of unemployed in 2000 was the lowest for the period 1990 to 2005 (2.7 percent), whereas the unemployment rate in 2003 was the highest during the same time period at 5.8 percent. (Figure 7.2).

Table 7.7: Average Civilian Labor Force Estimates, 1990-2005, Kewaunee County

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	10,063	458	4.6	9,605
1991	9,937	647	6.5	9,290
1992	10,455	684	6.5	9,771
1993	10,443	528	5.1	9,915
1994	10,629	503	4.7	10,126
1995	10,426	407	3.9	10,019
1996	10,458	411	3.9	10,047
1997	10,643	383	3.6	10,260
1998	11,069	362	3.3	10,707
1999	10,680	298	2.8	10,382
2000	11,641	309	2.7	11,332
2001	11,741	450	3.8	11,291
2002	11,869	598	5.0	11,271
2003	12,023	697	5.8	11,326
2004	12,143	529	4.4	11,614
2005	11,933	533	4.5	11,400

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.2: Unemployment Rate, 1990-2005, Kewaunee County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2003; and Bay-Lake Regional Planning Commission, 2006.

Labor Participation Rate

According to the Wisconsin Department of Workforce Development, approximately 72 percent of Kewaunee County's population, 16 years of age and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area's labor market than its unemployment rate. Kewaunee's LFPR is slightly above Wisconsin's and higher than the national rate. Like the state and nation, the county's LFPR is projected to decrease over the coming decades due to an aging, retiring population.

As outlined in the Population and Housing element (Chapter 6) of this comprehensive plan, Kewaunee County currently has an older population, which will continue to mature as the younger portion of the population becomes smaller. From a labor market perspective, the implications of declining labor force participation in a growing and aging population point to labor shortages in certain industries and occupations.

Industry and Employment Forecast

Industry and employment projections have been developed for the 10 county Bay Area Workforce Development region consisting of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Shawano, and Sheboygan Counties. According to the Wisconsin Department of Workforce Development:

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs.
- Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.
- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.
- The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs from 2002 to 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly from 31 percent total employment to 29 percent by 2012.
- The leisure and hospitality industry will demonstrate strong growth by adding nearly 3,600 new jobs by 2012.

Local Employment Forecast

From 1990 to 2000, the educational, health, and social services; and manufacturing industries continued to have the largest share of employment for residents of the City of Kewaunee and Kewaunee County (Table 7.4). This movement does follow the regional trend and is expected to continue for the city and county.

- According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012. They include:

1. Teachers
2. Waiters and Waitresses
3. Machinists
4. Welders, Cutters, Solderers, and Brazers
5. Registered Nurses
6. Nursing Aids, Orderlies, and Attendants

ECONOMIC BASE

Revenue by Industry

Table 7.8 and Figure 7.3 provide an overview of how much each industry contributes to the overall Kewaunee Economy. *Note: agriculture is mentioned later in this section.*

Manufacturing has, and continues to be the primary industry for the county’s economy by contributing over \$80 million, or approximately 39 percent of the total income provided by all seven industries. The construction industry grew over 430 percent in the last 20 years. Overall, income from all industries rose 94 percent.

Table 7.8: Income by Industry Type*, 1980-2000, Kewaunee County

Area	1980	1990	2000	Percent Change
Mining	\$357	\$84	(DS)	NA
Construction	\$5,395	\$12,906	\$28,619	430.5
Manufacturing	\$57,779	\$40,556	\$80,476	39.3
Transportation and Public Utilities	\$5,691	\$13,108	(DS)	NA
Trade	\$11,474	\$16,092	\$22,051	92.2
Services	\$12,838	\$23,717	\$38,667	201.2
Government	\$13,090	\$22,092	\$36,680	180.2
Total	\$106,624	\$128,555	\$206,493	93.7

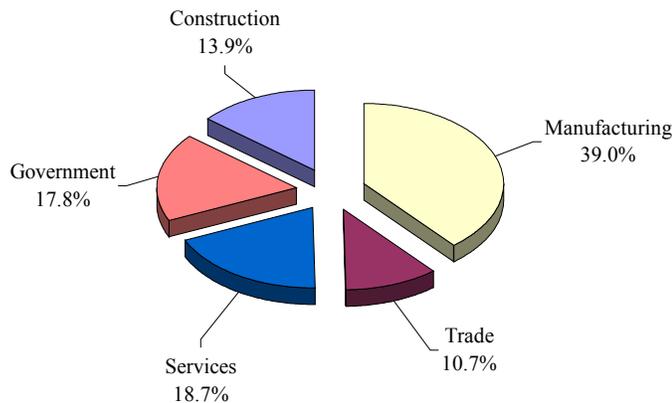
Source: Wisconsin Department of Commerce 2006

*Figures in thousands

DS - Data suppressed, not shown to avoid disclosure of confidential information.

NA - Not available

Figure 7.3: Percent Revenue by Industry Type, 2000, Kewaunee County



Source: Wisconsin Department of Commerce 2006.

Agriculture

The *agricultural industry* in Kewaunee also continues to be a major contributor to the county's economy. According to UW-Extension, 2002, agriculture in Kewaunee County...

- Provides jobs for 2,199 county residents, or over 22 percent of the county's entire workforce.
- Contributes \$42 million, or 12 percent of the county's total income.
- Accounts for nearly \$189 million, or 24 percent of the total economic activity for the county. Of this \$143 million is the result of the sale of all farm and value-added products, nearly \$40 million in business to business purchases, and about \$6 million in the spending of earnings of those in agriculture related occupations.
- Pays approximately \$4.6 million in taxes (not including all property taxes paid to local schools).

Dairy is the largest part of Kewaunee County's agriculture activity.

- The county's milk producers and dairy industry contribute over \$119 million to the county's economy. The on-farm production and sale of milk accounts for \$70 million, whereas the processing accounts for an additional \$49 million.
- Kewaunee County's on-farm milk production and dairy processing also account for 760 jobs.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of Kewaunee County's agricultural industry.

- Greenhouses, tree farms and other horticultural businesses generate \$1.5 million in county economic activity and provides over 36 full-time and seasonal jobs.

Sales by dollar value of the county's primary commodities in 2002:

- milk (\$67 million)
- cattle and calves (\$12 million)
- grain (\$7.6 million)
- hay, haylage and straw (\$0.8 million)
- apples and strawberries (\$0.3 million)

The county's milk producers and dairy industry contribute over \$119 million to the county's economy. The on-farm production and sale of milk accounts for \$70 million whereas the processing accounts for an additional \$49 million.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of the Kewaunee County's agricultural industry. Horticulture generates \$1.53 million in county economic activity and provides over 36 full-time and seasonal jobs.

Tourism

Being situated on shores of Lake Michigan, the *tourism industry* also plays a vital role in Kewaunee County and businesses that cater to tourism. Resorts, motels, campgrounds, bed and

breakfasts and retail stores complement the hundred miles of snowmobiling and biking trails as well as the many parks, golf courses, historic sites, and other area attractions. According to the Wisconsin Department of Tourism’s 2005 Tourism Economic Impact Study:

- Kewaunee County ranks 64th in the State for traveler spending down from 62nd in 2004.
- Travelers spent an estimated \$33 million in Kewaunee County.
- Ten percent of all expenditures were made in the winter, which amounted to \$3 million; 14 percent were made in the spring (\$5 million); 50 percent in the summer (\$16 million) and 25 percent in the fall (\$8 million).
- It is estimated that employees earned \$16 million in wages generated from tourist spending.
- Traveler spending supported 775 full-time equivalent jobs.
- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated \$1.4 million.
- Travelers generated \$3 million in state revenues (lodging, sales and meal taxes, etc.).

When this study was first initiated in 1993, travelers spent \$21 million in Kewaunee County. In the year 2005 travelers spent \$33 million, representing an increase of 57 percent.

Major Employers

Kewaunee County boasts a variety of large employers from both the public and private sectors (Table 7.9).

- The public sector employers include the Luxemburg-Casco School District, Kewaunee County and Kewaunee School District.
- The private industries are from a number of different sectors including manufacturing, construction, and power generation. The size and diversity of these employers provide a solid economic foundation for the county and its many communities. Residents of the City of Kewaunee have a number of employment opportunities within the county and the nearby Green Bay Metropolitan Area.

Table 7.9: Top Employers, 2004, Kewaunee County

Establishment	Product or Service	Size (Dec. 2004)
Wisconsin Label Corp	Commercial flexographic printing	250-499 employees
Algoma Hardwoods Inc	Wood window & door mfg.	250-499 employees
Dominion Energy Kewaunee Inc.	Nuclear electric power generation	250-499 employees
Luxemburg-Casco Public School	Elementary & secondary schools	250-499 employees
Kewaunee Fabrications LLC	Misc. general purpose machinery mfg.	250-499 employees
County of Kewaunee	Executive & legislative offices, combined	100-249 employees
Kewaunee School District	Elementary & secondary schools	100-249 employees
N E W Plastics Corp	Plastics bottle mfg.	100-249 employees
The Vollrath Co LLC	Kitchen utensil, pot, & pan mfg.	100-249 employees

Source: DWD, Bureau of Workforce Information, ES-202, July 2005.

Employment by Economic Division

The future of the City of Kewaunee requires an understanding of the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors.

Basic Sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms depend principally upon non-local factors and usually export their goods.

Non-basic Sector is comprised of those firms that depend largely upon local business conditions.

Location Quotient Analysis

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. To conduct a Location Quotient (LQ) Analysis, there are nine basic economic divisions that are used:

Four goods-producing sectors: agriculture, forestry and fishing; mining; construction; and manufacturing.

Five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services.

The LQ technique is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the local economy (Table 7.10).

- If the LQ is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being “imported” into the locale from somewhere else within the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 7.10: Employment by Industry Group, 1990-2000, Kewaunee County and United States, Location Quotient Analysis

Item	Kewaunee County		United States		Percent Change 1990-2000		Kewaunee County Location Quotient	
	1990	2000	1990	2000	Kewaunee	U.S.	1990	2000
Total full-time and part-time employment	8,764	9,675	139,380,900	166,758,800	10.4	19.6		
Farm employment	1,676	1,389	3,153,000	3,113,000	-17.1	-1.3	8.45	7.69
Nonfarm employment	7,088	8,286	136,227,900	163,645,800	16.9	20.1	0.83	0.87
Private employment	6,087	7,104	114,995,900	140,701,800	16.7	22.4	0.84	0.87
Ag. Services, forestry, fishing & other	129	(D)	1,454,000	2,121,100	NA	45.9	1.41	NA
Mining	(L)	(D)	1,044,100	784,200	NA	-24.9	NA	NA
Construction	480	720	7,261,800	9,446,300	50.0	30.1	1.05	1.31
Manufacturing	1,731	2,227	19,694,200	19,114,800	28.7	-2.9	1.40	2.01
Transportation and public utilities	395	(D)	6,550,600	8,244,400	NA	25.9	0.96	NA
Wholesale trade	233	173	6,720,500	7,584,100	-25.8	12.9	0.55	0.39
Retail trade	1,193	1,275	22,885,500	27,222,300	6.9	18.9	0.83	0.81
Finance, insurance and real estate	339	434	10,714,600	13,193,800	28.0	23.1	0.50	0.57
Services	1,579	1,625	38,670,600	52,990,800	2.9	37.0	0.65	0.53
Government and government enterprises	1,001	1,182	21,232,000	22,944,000	18.1	8.1	0.75	0.89
Federal, civilian	78	86	3,233,000	2,892,000	10.3	-10.5	0.38	0.51
Military	92	67	2,718,000	2,075,000	-27.2	-23.7	0.54	0.56
State and local	831	1,029	15,281,000	17,977,000	23.8	17.6	0.86	0.99
State	14	(D)	4,404,000	4,949,000	NA	12.4	0.05	NA
Local	817	(D)	10,877,000	13,028,000	NA	19.8	1.19	NA

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-00; and Bay-Lake Regional Planning Commission, 2005.

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

(L) Less than 10 jobs, but the estimates for this item are included in the totals.

Threshold Analysis

Export Base (“Basic Employment”)

In 2000, three areas within the Kewaunee County economy were considered “basic employment areas”: farm employment, manufacturing and construction (Table 7.10). These areas produce more goods and services than the local economy can use.

When the location quotient increases over time, this suggests that the county’s economy is getting closer to reaching and exceeding local demands. Having strong basic sector employment and industry will strengthen the local economy.

Non-Export Base (“Non-Basic Employment”)

Several industries stand out with lower LQs within Kewaunee County: wholesale trade; services; and finance, insurance, and real estate. These industries are not meeting local demand for given goods or services.

Overall, the Kewaunee County economic situation is quite diversified providing a number of different opportunities for residents. The most notable changes in the Kewaunee County economy since 1990 are the decline in farm employment and wholesale trade, and the increase in construction employment.

COMMUNITY FINANCES

Tables 7.11 and 7.12 provide a history of the taxes levied in the City of Kewaunee.

- The city's full value increased by over 34 percent for the period 2000 to 2004. The total property tax also increased 16 percent for the same period.

Table 7.11: Comparative Tax Appropriations, 2000-2004, City of Kewaunee

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	115,815,600	93.21	3,167,502	192,618	0.02734	0.02568	1,141,861	150,076	732,768	904,607	238,190
2001	130,722,200	85.80	3,122,417	187,710	0.02388	0.02244	1,008,921	195,990	785,290	873,466	258,749
2002	139,606,600	84.40	3,437,540	175,273	0.02462	0.02336	1,171,869	203,148	826,167	867,164	369,192
2003	150,254,500	79.80	3,621,312	169,049	0.02410	0.02297	1,247,947	210,166	878,271	877,731	407,197
2004	155,390,300	78.11	3,681,901	166,462	0.02369	0.02262	1,320,017	211,810	837,503	884,764	427,807

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2006.

The ability to finance community projects is measured by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality.

- The city's existing debt as of December 31, 2004, was \$1,900,000, leaving a debt margin of \$5,869,515.

Table 7.12: Public Indebtedness, City of Kewaunee, 2000-2004

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	115,815,600	5,790,780	2,660,500	3,130,280
2001	130,722,200	6,536,110	3,671,000	2,865,110
2002	139,606,600	6,980,330	3,490,000	3,490,330
2003	150,254,500	7,512,725	2,135,000	5,377,725
2004	155,390,300	7,769,515	1,900,000	5,869,515

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2004.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The city's established commercial lands total 77 acres consisting of retail services, health-related services, automobile related services, professional offices, financial services, restaurants, agricultural businesses, etc.

The city has a well-defined commercial core due to its location along the transportation corridors of STH 29 and STH 42. Several structures, especially in the downtown area, are showing signs of aging or have been recently removed leaving empty lots. Efforts should be made upgrade several of the structures and revitalize the downtown area in order to make it thrive economically. The city should also consider improving upon the signage, architectural characteristics, etc. of the downtown areas making it more recognizable.

The city also has well defined industrial areas that total approximately 40 acres of land, consisting primarily of businesses which are associated with the manufacturing and wholesaling of products.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial uses:

Contaminated industrial and commercial properties have been underutilized due to the environmental liability associated with these parcels. These properties blight the local landscape resulting in lost taxes and a decline in community character. The WDNR and EPA promote the clean up of these contaminated areas in an effort to utilize them for more productive uses. The following is a list of contaminated sites in the City of Kewaunee listed under the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website.

Note: This is a list of open status remediation projects in the city at the time this document was published.

- Three Environmental Repair Program (ERP) sites exist in the city. ERP sites are sites other than leaking underground storage tanks (LUST's) that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination.
- One spill site exists in the City of Kewaunee. A spill is considered a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

Refer to the WDNR website, or contact the WDNR for a detailed list of these contaminated sites.

Designation of Business and Industrial Development

The future of commercial development in the City of Kewaunee includes an emphasis in tourism development, services (social, health, educational) and the redevelopment of the downtown area.

The Kewaunee Harbor is a major focal point of tourism. Making this area attractive will go a long way in improving the frequency of visitors.

Commercial locations are to have good visibility and access, and may require additional buffering and landscaping to meet the city's desired vision on aesthetics and community character. In addition, architectural requirements are an option for new and upgraded structures in order to revitalize the city's downtown.

Future industries should be landscaped with a buffer to add to the aesthetic quality of the site and not detract or negatively impact adjacent properties or environmental features. It is important that if industrial uses were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be suggested.

ECONOMIC DEVELOPMENT PROGRAMS

There are several programs available on each government level that could potentially help build economic development capacity through infrastructure expansion and offer businesses the resources necessary to develop and grow. See Appendix E for a list of these economic development programs and resources.

CHAPTER 8 TRANSPORTATION

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Chapter 8 - TRANSPORTATION

INTRODUCTION

This chapter provides an inventory of the existing transportation facilities that serve the City of Kewaunee. The inventory includes descriptions of the various modal elements of the city's transportation system. Those elements include: the city's street and highway system; elderly and disabled transportation services; bicycle transportation; pedestrian transportation; waterborne; rail; and air service. The description of the street and highway system includes the functional classification of streets within the city, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system.

This chapter also includes an inventory and analysis of applicable transportation plans; transportation corridor plans; rural transportation plans; state and local airport plans; state railroad plans; state, regional and local bicycle plans; state and local transit plans, as well as any other special transportation plans that are applicable to the city.

In addition, transportation system recommendations are discussed and include design standards; recommended improvements; capacity additions to existing facilities; new street alignments; highway expansion projects; and improvements to other transportation modes

INVENTORY OF TRANSPORTATION FACILITIES AND SERVICES

Highways and Streets

There are several basic considerations useful in assessing the street system within a community. Those considerations include the functional classification of the existing street system, the annual average daily traffic on streets within the city, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to street safety. This information can provide an indication of the street improvements that may be needed during the planning period.

Functional Class

Streets/Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of streets are determined by the function that the street serves in relation to traffic patterns, land use, land access needs and traffic volumes. The street system for the City of Kewaunee shown in Map 8.1 has been functionally classified based on criteria identified in Table 8.1.

Arterial Streets and Roads

The function of an arterial street is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial streets are further categorized into either "major" or "minor" arterial streets based on traffic volumes. Milwaukee Street (STH 42) and Ellis Street (STH 29) are two minor arterial streets located within the City of Kewaunee.

Collector Streets

The primary function of streets classified as “collectors” is to provide general "area to area" routes for local traffic. Collector streets take traffic from the local streets (and the land based activities supported by the local streets) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector streets generally serve the same function but with different trip purposes. Collector streets typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector streets serve to distribute traffic between local and arterial streets, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.

- CTH C (to its terminus with STH 29) is classified as a major collector street.
- Minor collectors include CTH E or River Road; Miller Street; First Street; Center Street; and Main Street. Major and minor collector streets within the City of Kewaunee comprise approximately 4 miles, or 16 percent of the total system.

Local Streets

The primary and most important function of local streets is to provide direct access to land adjacent to the street. Local streets are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the city. All streets that are not classified as arterial or collector facilities within the city are classified as local streets

Local streets should be designed to move traffic from an individual lot (more often than not, a person's home,) to collector streets that in turn serve areas of business, commerce and employment. Local streets should not be designed or located in such a manner that they would or might be utilized by through traffic.

- In total, there are approximately 20 miles of local streets under the jurisdiction of the city, comprising approximately 90 percent of the city’s total street mileage (Table 8.2).

Table 8.1: Functional Classification Criteria for Rural Roads and Highways

RURAL PRINCIPAL ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				None	
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places $\geq 50,000$ with other places $\geq 50,000$ Connect places 5,000 - 49,999 with places $\geq 50,000$	Provide access to major recreation areas of the state.	Maximum: 30 miles between Principal Arterials	$\geq 6,000$		
*A place is considered served by a principal arterial if the principal arterial either penetrates its boundary or comes within 10 miles of the center of the place and penetrating service is provided by a minor arterial.					
RURAL MINOR ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				Must meet both of the criteria below plus 90% of Current ADT	
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places 1,000 - 4,999 to places $\geq 50,000$ Connect places 5,000 - 49,999 to other places 5,000 - 49,999 Connect places 1,000 - 4,999 to places 5,000 - 49,999, or with principal arterials	Serve all traffic generating activities with an annual visitation of 300,000, if not served by a principal arterial.	Maximum: 30 miles between Arterials	$\geq 2,000$		1. Alternate population connection 2. Major river crossing/restrictive topography
*A place is considered served by a minor arterial if the minor arterial either penetrates its boundary or comes within two miles of the center of the place and a major collector provides penetrating service.					

Table 8.1: Functional Classification Criteria for Rural Roads and Highways (Continued)

RURAL MAJOR COLLECTORS*					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service**	Land Use Service	Spacing	Current ADT***		
Connect places 1,000 - 4,999 to other places 1,000 - 4,999	Land Use Service Index ≥ 16 .	Maximum: 10 Miles between Major Collectors or Higher Function Routes	$\geq 1,000$ ($\geq 4,000$)	<ol style="list-style-type: none"> 1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial 	<p>5.0% to 18.0% countywide</p> <p>Most counties should be at 7.0% to 14.0%</p>
Connect places 500 - 999 to places $\geq 50,000$					
Connect places 500 - 999 to places 5,000 - 49,999					
Connect places 500 - 999 to places 1,000 - 4,999					
Connect places 500 - 999 to other places 500 - 999					
Connect places 100 - 499 to places $\geq 50,000$					
Connect places 100 - 499 to places 5,000 - 49,999					
Connect places 100 - 499 to places 1,000 - 4,999					
Connect places 100 - 499 to places 500 - 999, or with higher function routes					

*Loop routes and stub ended routes less than five miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.
 **A place is considered served by a major collector if the major collector comes within a half mile of the center of the place.
 ***The roadway or highway segment must be a minimum of a half mile long.

Table 8.1: Functional Classification Criteria for Rural Roads and Highways (Continued)

RURAL MINOR COLLECTORS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service*	Land Use Service (served if within one half mile of place)	Spacing	Current ADT**		
Connect places 100 - 999 to other places 100 - 999 Connect places 50 - 99 to places \geq 50,000 Connect places 50 - 99 to places 5,000 - 49,999 Connect places 50 - 99 to places 1,000 - 4,999 Connect places 50 - 99 to places 500 - 999 Connect places 50 - 99 to places 100 - 499, or with higher function routes	Land Use Service Index \geq 8	Maximum: 10 Miles between Minor Collectors or Higher Function Routes	\geq 400 (\geq 1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial	5.0% to 10.0% countywide
*A place is considered served by a minor collector if the minor collector comes within a half mile of the center of the place. **The roadway or highway segment must be a minimum of a half mile long.					
RURAL LOCAL ROADS					
All public roads not classified as arterials or collectors.				65.0% to 75.0% countywide	
				Most counties should be at 68.0% to 72.0%	
Source: Wisconsin Department of Transportation, <i>Functional Classification Criteria</i> , 2003; and Bay-Lake Regional Planning Commission, 2006.					

Table 8.1: Functional Classification Criteria for Rural Roads and Highways (Continued).

RURAL MINOR COLLECTORS in COMMUNITIES under 5,000 (RMIC)			
Must meet one of the below plus Traffic Volume or the Parenthetic Traffic Volume Alone:		Current ADT	System Mileage Percent
Land Use Service	CBD Circulation		
<p>The following land uses should be within 1/8 mile:</p> <ul style="list-style-type: none"> a. Type 1, 2, 3, 4 & 5 b. Regional, community or neighborhood shopping center c. College and school (high, middle, intermediate, or elementary) d. Community/regional , sub-community, or neighborhood park e. Industrial Park f. Office buildings g. Hospital or Clinic h. Golf course i. Warehouse j. Marina k. Arena or stadium 	<p>Should include the logical street system for circulation in the CBD.</p>	<p>≥450 (≥1,750)</p>	<p>Minor collectors in these communities should be included as part of the total minor collector mileage for the affected county.</p>

Table 8.2: Road and Highway Mileage by Road Classification, Kewaunee County, 2004

Municipality Name	Gross Miles	County Miles	Municipal Miles	County Jurisdiction			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Ahnapee	70.56	22.31	48.25		18.25	4.06			48.25
Town of Carlton	73.05	20.96	52.09		20.96				52.09
Town of Casco	64.04	19.74	44.30		16.07	3.67			44.30
Town of Franklin	77.07	26.00	51.07		25.50	0.50			51.07
Town of Lincoln	74.55	24.00	50.55		18.03	5.97			50.55
Town of Luxemburg	71.99	14.34	57.65		11.32	3.02			57.65
Town of Montpelier	68.97	21.49	47.48		14.46	7.03			47.48
Town of Pierce	36.42	7.74	28.68		5.41	2.33			28.68
Town of Red River	84.81	25.58	59.23		20.60	4.98			59.23
Town of West Kewaunee	66.07	23.99	42.08		18.42	5.57			42.08
Village of Casco	4.40	0.85	3.55		0.85				3.55
Village of Luxemburg	18.51	2.59	15.92		2.59			0.25	15.67
City of Algoma	25.75	3.25	22.50		3.06	0.19		1.48	21.02
City of Kewaunee	21.92	2.25	19.67		2.25			2.27	17.40
Total Miles	758.11	215.09	543.02	0.00	177.77	37.32	0.00	4.00	539.02

Source: Wisconsin Department of Transportation, *Wisconsin Information System for Local Roads*, 2004.

Traffic Counts

The analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of street. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected streets for all state communities on a rotating basis, providing those counts for a community once every three years.

- The average daily traffic volumes on principal and minor arterial streets within the city are shown on Map 8.2 and listed in Table 8.3. The daily traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 8.3: Average Annual Daily Traffic, 1998, 2001 and 2003, City of Kewaunee

Map 8.2 Number	Count Location	1998	2001	2003	No. Change 2001 to 2003	Percent Change 2001 to 2003
STH 42						
1	North of south city limit	1,800	2,300	2,000	(300)	-13.0
2	South of Center Street	2,500	3,300	2,600	(700)	-21.2
3	South of Ellis	3,200	4,100	3,600	(500)	-12.2
4	North of Ellis	4,900	5,400	5,600	200	3.7
5	At Bridge	4,700	5,200	5,000	(200)	-3.8
6	North of Duvall Street	4,100	4,100	4,000	(100)	-2.4
STH 29						
7	East of west city limit	3,800	3,600	3,600	-	0.0
Ellis Street						
8	West of 5th Street			1,600	1,600	NA
9	West of 3rd Street	4,100	3,900	3,600	(300)	-7.7
10	West of Milwaukee Street	3,300	3,400	2,900	(500)	-14.7
11	East of Milwaukee Street	1,400	1,500	1,200	(300)	-20.0
Center Street						
12	East of Marquette Drive	2,600	2,300	2,600	300	13.0
13	West of First Street	1,800	1,800	1,900	100	5.6
14	East of First Street	1,400	1,100	1,300	200	18.2
Main Street						
15	South of Ellis Street	610	490	590	100	20.4
3rd Street						
16	South of Center Street	900	690	880	190	27.5
First Street						
17	South of Center Street	2,000	1,600	1,400	(200)	-12.5
18	North of Center Street	1,600	1,300	1,200	(100)	-7.7
River Road						
19	Northwest of First Street	620	520	510	(10)	-1.9
Miller Street						
20	West of Milwaukee Street	1,200	1,100	1,100	-	0.0

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1998, 2001, 2003; and, Bay-Lake Regional Planning Commission, 2005.

Traffic Flow Capacity

The streets that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 8.4). The maximum total capacity of a two-lane, two-way highway (such as STH 42 or STH 29) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic

distribution by direction. The maximum capacity values given in Table 8.4 should be considered as the average maximum volume on various types of streets under ideal conditions.

Table 8.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no streets or street segments located within the city that have approached or appear to be approaching the streets design capacity.

Traffic Crashes

Vehicle crash reports, filed with the Kewaunee County Sheriff’s Department and also with the Wisconsin Department of Transportation, provide information of the time, location, type and severity of the crash that has occurred. These reports are often excellent indicators of problems with street alignments, roadway construction, and geometric design of the street. The information of the crashes can often indicate problem traffic issues which may be alleviated through a variety of physical alterations and adjustments in an effort to make a specific intersection or area safer. Some of these measures include alterations in the street geometry; enlargement of the intersection turning radii, and placement of more prominent signs; relocation of access drives and speed changes.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include: crashes between a vehicle and deer, crashes between a vehicle and a fixed object such as a sign post, mailbox, or a tree; vehicles leaving the street and sliding into a ditch, and crashes between a vehicle traveling on the roadway striking another vehicle entering or exiting the roadway or stopped to turn into a private property access. Intersection crashes are typically characterized by angle crashes; rear-end crashes and head-on crashes within the immediate area of a particular intersection. Intersection crashes often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Evaluation of Current Internal Traffic Circulation System

The city’s internal traffic circulation system consists of a typical north/south and east/west grid street pattern serving residential, commercial and industrial properties along with recreational facilities. The traffic circulation system is influenced by natural features including steep slopes, the Kewaunee River and Lake Michigan.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting streets and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

Driveway Permits

Driveways to local city streets may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow city's to issue permits for all new driveways which can allow the city to prohibit driveways which due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are unsafe. The permit process can also regulate the size and design of driveway.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

Elderly and Disabled Transportation

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the City of Kewaunee are provided through programs coordinated and administered by the Aging Resource Center of Kewaunee County. The Kewaunee County Human Services Department, Kewaunee County Aging Resource Center and East Shore Industries provide specialized transportation services to the elderly and disabled.

Kewaunee County Aging Resource Center provides service by utilization of a wheelchair accessible bus and by volunteer drivers using personal vehicles.

East Shore Industries (ESI) provides specialized transportation services for rehabilitation programs for disabled county residents utilizing four vans, all of which have been converted to provide wheel chair spaces, and one bus, which is also wheelchair accessible. Currently, ESI provides a fixed-route service for approximately 60 clients, to and from the rehabilitation center located at City of Algoma, for employment, social/recreational, nutritional and medical purposes.

The Kewaunee County Human Services Department also provides service utilizing private vehicles and eleven volunteer drivers. Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs.

The elderly and disabled transportation services are coordinated by an advisory committee to the Kewaunee County Board, who sets county policy. The Aging Resource Center also has a sub committee that oversees operations.

Intercity Bus

Intercity bus service is available from the City of Green Bay via a private carrier, with service provided to Milwaukee and Chicago, Madison, Minneapolis/St. Paul, and to Escanaba, Michigan. Intercity bus connections may also be made at the City of Manitowoc.

Bicycle Transportation System

There are no bicycle paths or marked bicycle routes located within the City of Kewaunee.

Pedestrian Transportation System

The city has a system of sidewalks that allows safe pedestrian movement through portions of the city's residential, commercial and institutional areas.

Rail

There is no existing rail service available to the City of Kewaunee. The nearest rail connection is currently located at the Village of Luxemburg, with service provided by the Canadian National Rail Company. In 2004 approximately 17 miles of track between the Village of Luxemburg and the City of Kewaunee was purchased by the State to preserve the right-of-way for possible future rail use.

Port and Harbor

The inner harbor which contains all of the existing dock and mooring facilities, is bounded on the east by a peninsula, on the north by vacant land, on the west by STH 42 and an Army Corps of Engineers facility, and on the south by the city's central business district and industrial area.

The outer harbor is formed by two projecting breakwater walls, one extending from the south side of the river at the river mouth, and the other extending from the base of the peninsula which separates the inner and outer harbors.

The inner harbor is currently used exclusively for recreational boating and a small commercial fishing fleet.

Presently, the city contains a municipal marina and a private marina that exist at the mouth of the Kewaunee River. These marinas contain campgrounds and numerous facilities that assist with water-based activities.

Federal Navigation Channel

A dredged entrance channel leads from deep water in Lake Michigan northwest to an outer harbor basin protected by a breakwater on the northeast side and a pier on the south side. The outer ends of the breakwater and pier are marked by lights. From the outer basin, the channel leads between piers at the mouth of Kewaunee River to a turning basin inside the mouth, then north inside the shoreline to the north harbor basin. The outer end of the pier on the north side of the river mouth is marked by a light.

Bridge

A single bridge provides access across the Kewaunee River for the City of Kewaunee. The STH 42 bridge is a pre-stress girder type bridge which was reconstructed in 1985. Maintenance and repair of the structure is the responsibility of the Wisconsin Department of Transportation. An annual assessment of the bridge is conducted by the state.

Air Service

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest.



At the regional level, the primary commercial-passenger and air freight service for residents of the City of Kewaunee is provided by Austin Straubel International Airport, located near the City of Green Bay.

Austin Straubel International Airport is a full service regional connector providing direct service flights to four major cities, including Milwaukee, Chicago, Detroit, and Minneapolis.

In addition, Manitowoc County Airport, located in the City of Manitowoc, is a Transport/Corporate (T/C) airport. A T/C facility indicates that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The facility is owned and maintained by Manitowoc County.

There are also several privately owned airstrips located within Kewaunee County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers. Private facilities are generally characterized by short (2,000' to 3,000') turf covered runways which can accommodate small single engine and light twin engine aircraft.

Trucking

Significant commercial trucking terminals or truck routes located within the City of Kewaunee include: WN Daul Transfer Lines Inc., The Vollrath Co. and Kewaunee Fabrications. In addition, local cattle haulers and milk haulers utilize multi-axel trucks for transportation purposes.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the city.

Wisconsin State Highway Plan

The Wisconsin State Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyses future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and

safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges,
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

Resurfacing entails provision of a new surface for a better ride and extended pavement life

Reconditioning entails addition of safety features such as wider lanes, or softening of curves and steep grades

Reconstruction entails complete replacement of worn of roads including the road base and rebuilding roads to modern standards.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities requires to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

State Railroad Plan

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

State, Regional and Local Bicycle Plans

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway

guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

There are no county or local bicycle plans currently addressing bicycling or bicycle facilities within the corporate limits of Kewaunee.

FUNDING THE CITY STREET SYSTEM

Appendix F provides a detailed list and a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

The cost of constructing, maintaining and operating roads under local jurisdiction (city streets) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin cities through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the city or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the city. The 2005 funding level has resulted in a share of cost percentage of 20.8 percent for cities. Each community's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2005 flat rate has been set at \$1,825 per mile. Transportation Aids for cities, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

TRANSPORTATION SYSTEM RECOMMENDATIONS

Continue Pavement Management Program

A pavement management program is a Capital Improvement Program geared specifically to the city's streets. The pavement management program provides the city with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding street maintenance and repair.

It is recommended that the City of Kewaunee continue to utilize the PASER (Pavement Surface Evaluation and Rating) system to assess the physical condition of its local streets and prioritize road maintenance.

Employ Adequate Design Standards

New highways and streets, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing streets which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan and the subdivision ordinance.

In examining the design of streets, the "streetscape" of these facilities also should be considered as well. The "streetscape" includes the area adjacent to the street and within the established right-

of-way or the ditch that serves as a vegetative buffer between the street and the adjacent lots, a location for traffic signs and for utility lines.

Apply Traffic Considerations

Traffic considerations which the city should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local street systems should be designed to minimize through traffic movement.
3. The street pattern should minimize excessive travel.
4. A simple and comprehensible system of street names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential streets should clearly indicate their function.
7. The local streets should be designed for a relatively uniform and low volume of traffic.
8. Local streets should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to street uses.
11. Streets are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

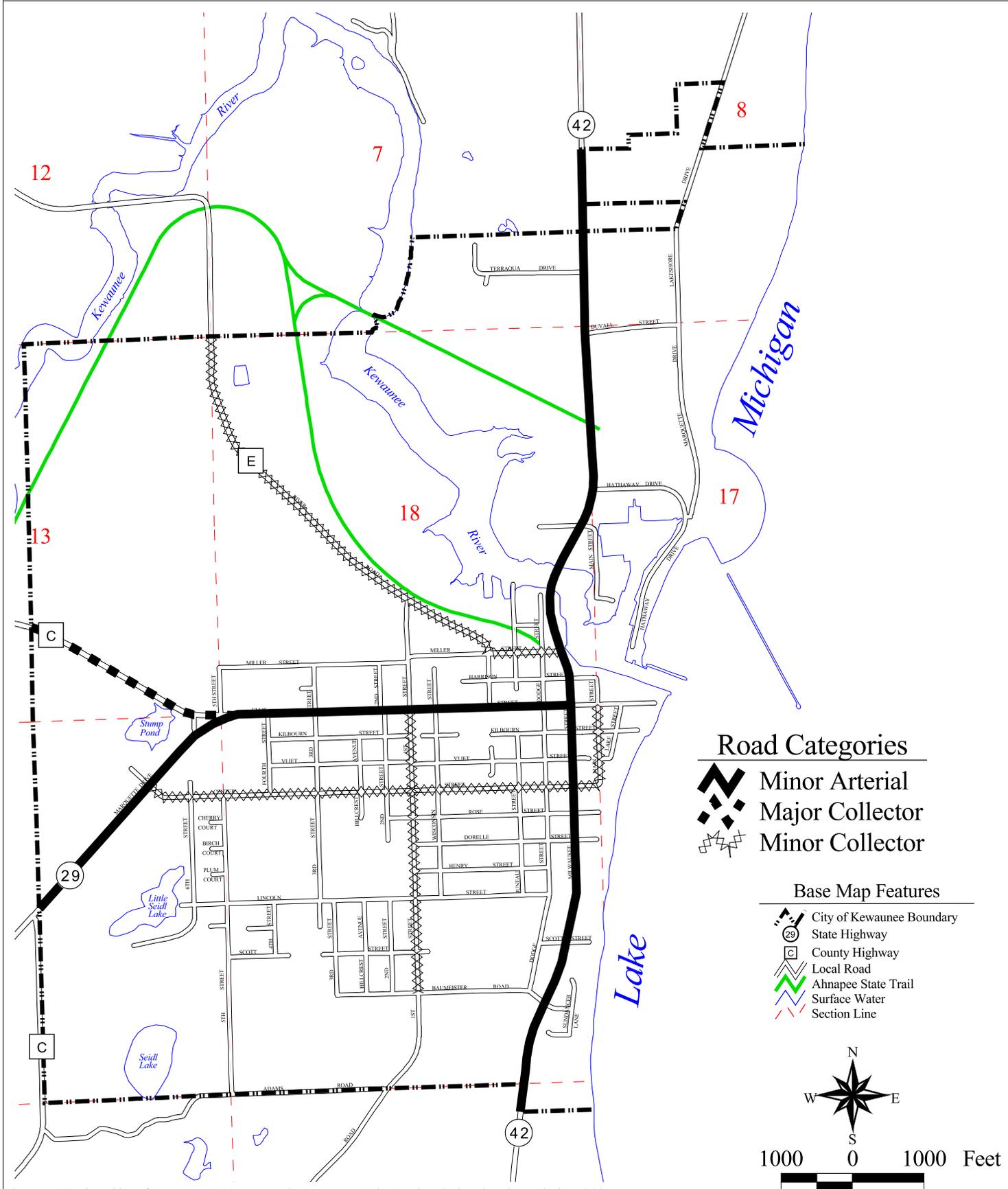
Assess Special Transportation Needs

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The city should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the city.

Functional Classification

Map 8.1

City of Kewaunee
Kewaunee County, Wisconsin



Road Categories

-  Minor Arterial
-  Major Collector
-  Minor Collector

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line



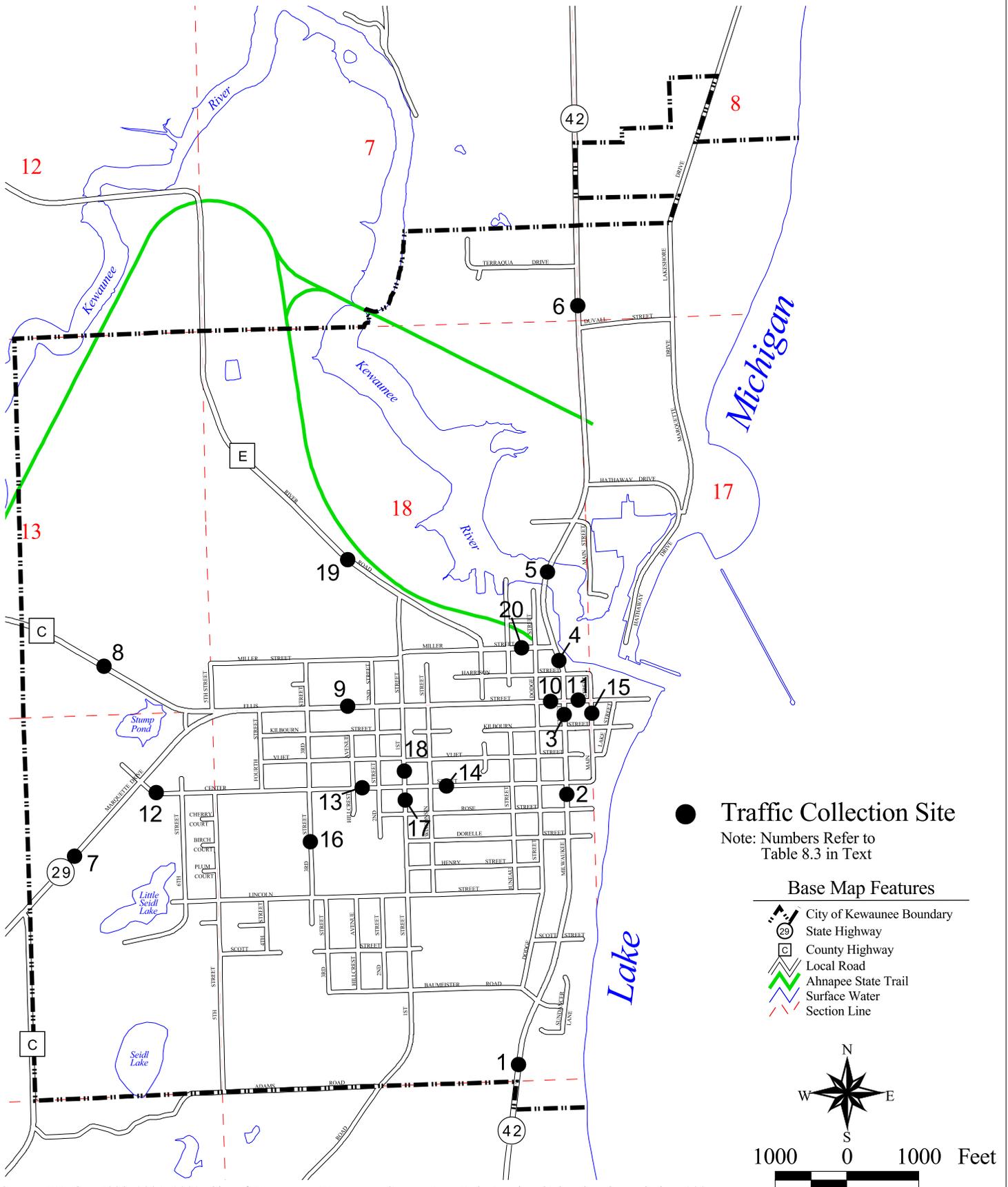
Source: WDOT; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Annual Average Daily Traffic

City of Kewaunee

Kewaunee County, Wisconsin

Map 8.2



Source: WDOT, 1998, 2001, 2003; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 9 UTILITIES AND COMMUNITY FACILITIES

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Chapter 9 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work and recreate. The level of services ranging from emergency services, to healthcare, to educational opportunities are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the location, use and capacity of the existing utilities and community facilities that serve the City of Kewaunee. The existing conditions of these facilities are evaluated to determine deficiencies and ensure their adequacy to meet the city's present and future development needs.

ELECTED OFFICIALS AND COMMITTEES

Kewaunee City Council

Elected City Council members include the Mayor and eight Alderpersons.

City Attorney

The elected attorney advises the City Council and city government and represents the city on legal matters.

City Plan Commission

The City of Kewaunee Plan Commission is a seven member commission established to oversee any planning activities in the city. The Plan Commission is responsible for:

- Making recommendations to the City Council regarding proposed land use decisions.
- Development of the City of Kewaunee Comprehensive Plan and recommending the plan and its subsequent updates to the City Council for adoption.
- Using discretion in determining whether proposed land use changes and zoning requests are consistent with the city's adopted comprehensive plan.
- Helping the City Council utilize, review, amend and eventually update the comprehensive plan.

UTILITIES INVENTORY AND ANALYSIS

Electric Service

Integrys Energy Group supplies the City of Kewaunee with electrical service. The electricity is generated at the Kewaunee Power Station and the Pulliam Power Plant located in Green Bay.

The electricity is transmitted along high voltage electric transmission lines owned and operated by the American Transmission Company (ATC). A 69 kV transmission line enters the city from the west while a 138 kV transmission line travels into the city from the south. Both lines exit the city on the north side. The electric service is considered to be adequate for the city's current and future uses.

Natural Gas

Integrys Energy Group provides natural gas service to the city. The primary natural gas pipeline enters the city from the west. The capacity of the system is considered adequate for current and future growth of the area.

Telecommunication Facilities

Telephone service is available to the City of Kewaunee. A variety of service providers also offer cellular and long distance telephone services to residents.

Special lines are available for accessing the internet including T1, DSL and cable.

Cable television is provided throughout the city. Various satellite dish providers are also available for enhanced television viewing. Satellite providers can also offer broad band solutions.

The telecommunication facilities and service are considered adequate for the city.

Public Water System

The majority of Kewaunee is served by the city's municipal water system which is supplied from groundwater through three community wells. The range in pumping capacity of these wells is 11 gallons per minute/per foot (gpm/ft) to 28 gpm/ft and a total capacity of 66 (gpm/ft). The municipal water system also consists of the aforementioned wells, a reservoir and a water tower. The current system distributes water throughout the city by a series of water lines ranging in size. The water distribution system is displayed on Map 9.1.

The municipal system is considered adequate for the community for the next 10 to 20 years. However, the city will continue to update the aging water mains that exist in the system and seek funding for an additional water storage structure on the north side of the city.

Not all residents of the City of Kewaunee are served by the municipal system. Some residents own and maintain individual wells to meet their water supply needs.



Sanitary Sewer Service

Most residents are served by the city's sanitary sewer system. The current system is primarily gravity flow with a collection system of various sized piping of different materials, plus a number of lift stations (see Map 9.2). The city contains activated sludge, reed beds and ultraviolet treatment systems with the effluent from the system being discharged into the Kewaunee River.

The city's sanitary sewer system capacity is considered adequate for the city's existing and future growth. However, the city will continue to replace the aging system when coordinated with other underground utilities projects. Additionally, the city is currently developing a sanitary sewer facilities plan.

Some property owners within the City of Kewaunee are not served by the municipal system and are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS).

Storm Sewer System

A majority of the city's storm sewer system (Map 9.3) consists of curbed streets, sewer drainage and different sized mains in addition to retainage systems on developed properties.

The developed areas south of the Kewaunee River are served by curb and gutter. The areas of the city north of the Kewaunee River is served by curb and gutter only in commercial/industrial and high density residential areas.

Aging storm sewer mains will be replaced in conjunction with other improvements to the infrastructure. All new developments will meet the requirements of on-site storm water management.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

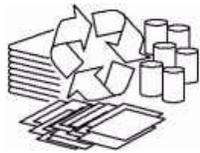
Administrative Facilities

Kewaunee Municipal Building (City Hall)

The city's Municipal Building, located at 401 Fifth Street, houses the Kewaunee City Hall, Police Department, Station #2 of the Kewaunee Fire Department and other administrative offices. The building is utilized primarily for administration, community meetings and elections. The structure is handicapped accessible, has adequate parking and is suitable for the future needs of the city.



Solid Waste Disposal & Recycling Facilities



The city is contracted with a private hauler for curbside pickup of solid waste. The garbage is taken to the Kewaunee County Landfill.

The City of Kewaunee has a recycling program that allows for weekly curbside pickup of recyclables including: paper, cardboard, metal, glass, etc.

The city also operates a compost facility for yard waste generated within the city limits.

Services are adequate and will continue to be monitored for satisfaction and cost effectiveness.

Road and Other Maintenance

Maintenance for the city's road network and other community facilities is provided by the Kewaunee Street Department located at 207 First Street. The city has the necessary machinery to conduct maintenance including snowplows, loader, backhoe, dump trucks, street sweeper, garbage truck as well as mowing equipment, leaf vacuum and chipper.

Equipment needs are addressed in the Capital Replacement Section of the city's Annual Budget.

Postal Services

The City of Kewaunee postal services are provided by U.S. Post Office located at 119 Ellis Street.

The present facility will remain at their current size, and will be able to fit the needs of the area into the future.

Private parcel carriers (UPS, FedEx, etc.) also serve the city.

Protective and Emergency Services

Law Enforcement and Protection

Police protection for the city is provided by the Kewaunee Police Department, located in the city's Municipal Building at 401 Fifth Street.

The Police Department is comprised of the Chief, Assistant Chief and four patrol officers. Part-time officers are utilized as needed.



The police department has a mutual aid agreement with the Kewaunee County Sheriff's Department, and Algoma and Luxemburg Police Departments. Assistance is also provided to fire departments and rescue squads.

Currently the city's police protection is felt to be adequate and will continue to be evaluated as the city continues to grow.

Kewaunee County Jail

The City of Kewaunee Police Department does not maintain a jail; as a result it utilizes the Kewaunee County jail located in the City of Kewaunee. The County Jail has a maximum capacity of 22 inmates. Only male inmates are housed here. Females and juveniles are housed at outside jails. The jail has three maximum security cell blocks and one huber dorm. Kewaunee County utilizes other County jails to house overcrowd inmates.

Fire Station/Protection



Fire protection for the City of Kewaunee is provided by the Kewaunee Fire Department. The department operates out of two buildings: the city's municipal building at 401 Fifth Street and the main fire station located at 320 Harrison Street.

Fire services are accessed by calling the 911 system which in turn pages the "on call" members. Beyond the general equipment used to fight fires, special services are also provided including Haz-mat Basic, ice/cold water rescue, extrication, etc.

The Fire Department's protection area extends beyond the city limits into portions of the towns of Pierce, West Kewaunee, Casco and also the Kewaunee Power Station. The Kewaunee Fire Department also has mutual aid agreements with the Algoma and Carlton Fire Departments in addition to all members of the Door-Kewaunee Fire Association by request.

Overall, the fire protection services are considered adequate with at this time. Potential improvement plans for the future include improved communications, a second water tower on the north side of the city, replacement of water mains and continued upgrades to improve the city's ISO rating.

Insurance Service Office (ISO) - Public Protection Classification (PPC)

ISO collects information on municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS) and assigns a Public Protection Classification (PPC) - a number from 1 to 10. Class 1 represents the best protection, and Class 10 indicates that the area's fire protection does not meet ISO's minimum criteria.

A community's PPC depends on the analysis of several components of fire protection including:

- fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems;
- the fire department, including equipment, staffing, training, and geographic distribution of fire companies;

- the water supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires.

The PPC classification for the City of Kewaunee is a 5.

ISO helps communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. Throughout the United States, insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums.

EMS/Ambulance



Ambulance services are provided by the Kewaunee Area Ambulance Service located at 401 Fifth Street in the City of Kewaunee.

This volunteer service consists of several EMT – Basic and IV Tech’s that provide emergency care and transportation for patients. The Kewaunee Area Ambulance Service also provides services to portions of the towns of Pierce, West Kewaunee, Casco and Carlton.

Emergency services are accessed through the 911 system of the Kewaunee County Sheriffs Department.

The emergency services are considered adequate; however staffing numbers are limited during day calls.

City of Kewaunee Emergency Management

The City of Kewaunee works with the Kewaunee County Emergency Management Office to support response agencies and departments in the event of a disaster or emergency. Emergency Management comprises organized analysis, planning, decision making and assignment of available resources to mitigate (lessen the effect of or prevent), prepare for, respond to and recover from the effects of all hazards. The City of Kewaunee is covered through the City’s Emergency Management Plan.

Education

The City of Kewaunee is located within the Kewaunee School District.

Kewaunee School District facilities include:

- Kewaunee High School (grades 9-12), Third Street in the City of Kewaunee.
- Kewaunee Grade School (PK – grade 8), Third Street in the City of Kewaunee.
- Lakeshore Alternative High School (grades 11-12), Second Street in the City of Kewaunee



One private education facility is also found in the City of Kewaunee which may be utilized by residents.

- Holy Rosary Elementary School (PK – grade 8), Kilbourn Street.

Several children in the city may also be home schooled, rather than enrolled in the previously mentioned public and private educational facilities available.



The city and Kewaunee County are part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System. The main NWTC campus is located in Green Bay, while a nearby Community & Regional Learning Center is located in the Village of Luxemburg at 133 Commerce Drive.

Library

Residents of the city utilize library services provided through the Kewaunee Public Library located at 822 Juneau Street in Kewaunee. The library is part of the Nicolet Federated Library System, an eight county system funded by the state to provide support services to libraries.

The Kewaunee Library holds over 35,000 items including books, videos, CD's, historical collection, etc. Other services include internet access, interlibrary loan delivery, story hour and NWTC classes on video.



The existing space in the library facility may not be suitable for future growth. As a result, evaluating the need for a new facility may be conducted in the future.

Health Care



There are no existing hospital facilities within the City of Kewaunee, however the Bellin Health Center, located on Fourth Street, offers health care services in the city. The city also contains chiropractic, dental, and vision practitioners.

The nearest hospitals include Aurora Bay Care, Bellin, St. Mary's, and St. Vincent's in Green Bay; Door County Memorial in Sturgeon Bay; and Aurora Medical Center in Two Rivers. Additional medical clinics are also available in several nearby communities.

Child Care Facilities

Holy Rosary Day Care, located on Kilbourn Street in the city, is a licensed public childcare. Residents also utilize the Superstars Childcare Center located along First Street adjacent to the Kewaunee County Administrative Center.

Adult Care Facilities

The City of Kewaunee also contains several long-term care and elder care facilities including a nursing home, three Community Based Residential Facilities (CBRF) and two Adult Family Homes (AFH), etc. (See the Subsidized and Special Needs Housing section in Chapter 6 of this document for more information).

Cemeteries

The City of Kewaunee contains two cemeteries:

- Riverview Public Cemetery, located on Miller Street. This cemetery has space available for burials for the next 40 plus years. Future improvement plans include tree planting, road resurfacing, etc.
- Holy Rosary Catholic Cemetery, located west of Holy Rosary Church on the corner of Kilbourn and Beardsley streets. This cemetery is maintained by the church.

Recreation

The City of Kewaunee has over 90 acres of outdoor park/recreational sites providing the public with many opportunities. Many of the sites maintain excellent views of Lake Michigan and the Kewaunee River, while several boat landings also provide access to these water features for fishing or other water sports.

The following is a listing of the public, private and educational facility recreational sites within the city and its surrounding planning area (numbers 1 thru 21 correspond to the sites on Map 9.4). A more detailed description of each site can be found in the city's *Outdoor Recreation Plan*, completed in 2004.

Community-Owned Sites

1. Harbor Park
2. Selner Park
3. Beach Area (east of Selner Park)
4. Father Marquette Memorial Park
5. Memorial Field
6. Kieweg Park
7. Harbor Point Park
8. Kewaunee Marshland Walk
9. City Park (Miller & Sheldon Street)
10. City Park (Scott & Milwaukee Street)
11. Haney Park
12. Kewaunee Landing (Launch Ramp)
13. Open Space area south of Bridge
14. Pioneer Park

School Facilities

15. Kewaunee High School
16. Kewaunee Grade School
17. Hillcrest School
18. Holy Rosary School

Marina and Campground Facilities

19. Kewaunee Marina and Campground
20. Salmon Harbor Marina and Campground
21. Kewaunee Village RV Park

Other Recreation Facilities

The following facilities are within or just outside of the city's 1.5 mile planning area that provide active and passive recreation:

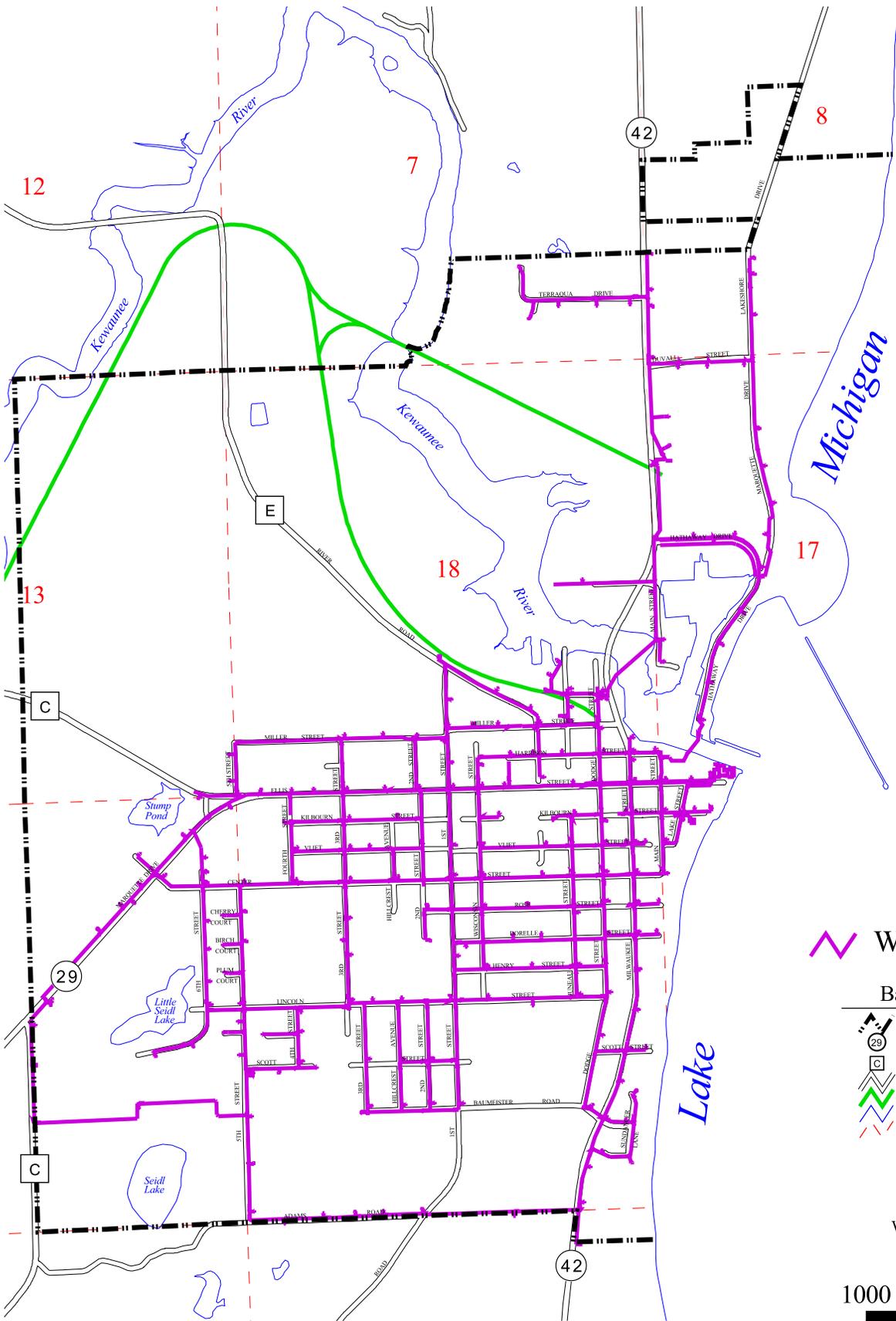
22. Cedar Valley Campground
23. Bruemmer County Park
24. Riverview ATV Park
25. Winter Park Ski area
26. Anadromous Fish Facility
27. Ahnapee State Trail

Water Utilities

City of Kewaunee

Kewaunee County, Wisconsin

Map 9.1



 Water Utility Line

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line



1000 0 1000 Feet

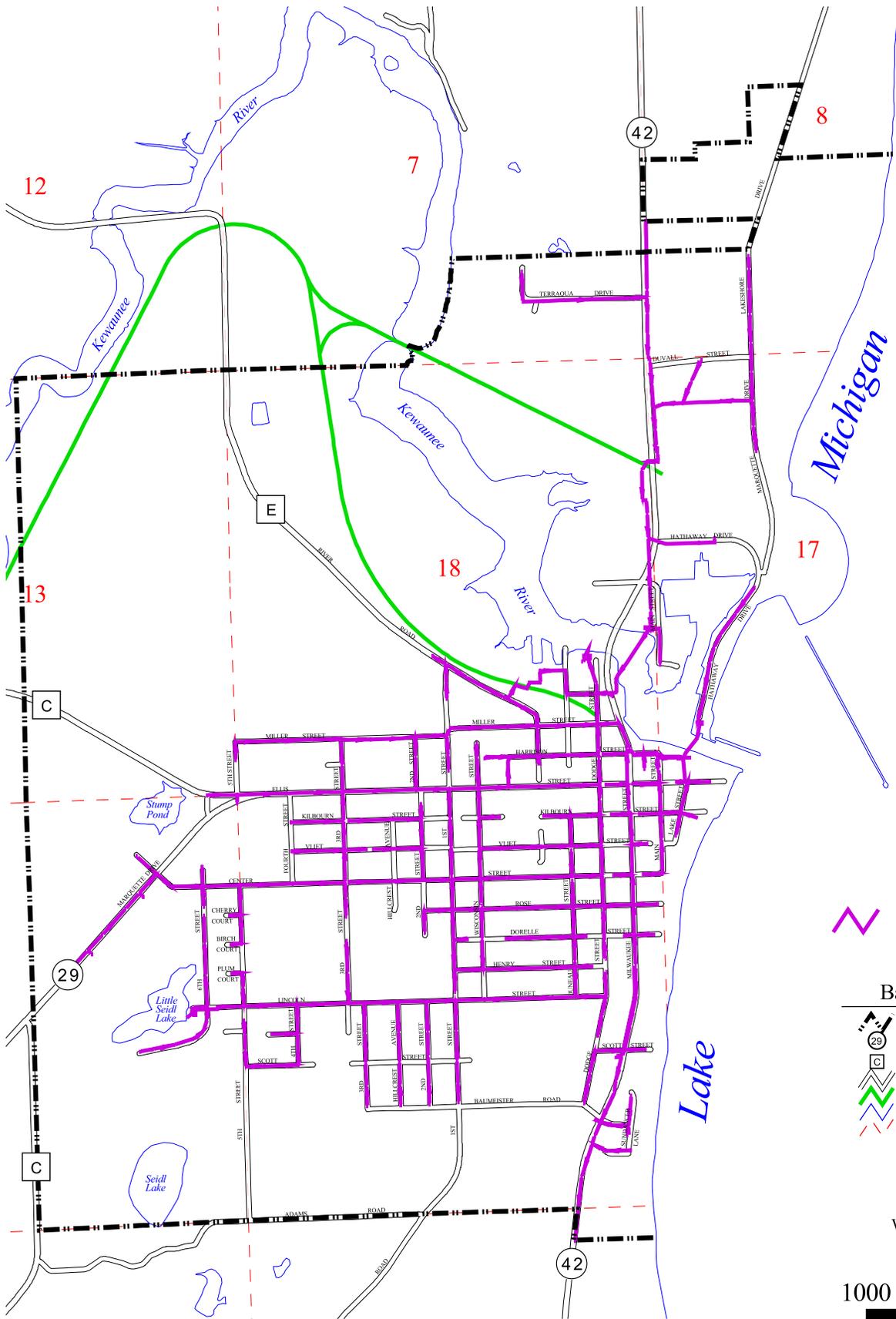


Source: Ayres Associates; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Sanitary Sewer Utilities

Map 9.2

City of Kewaunee
Kewaunee County, Wisconsin



 Sanitary Sewer Utility Line

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line

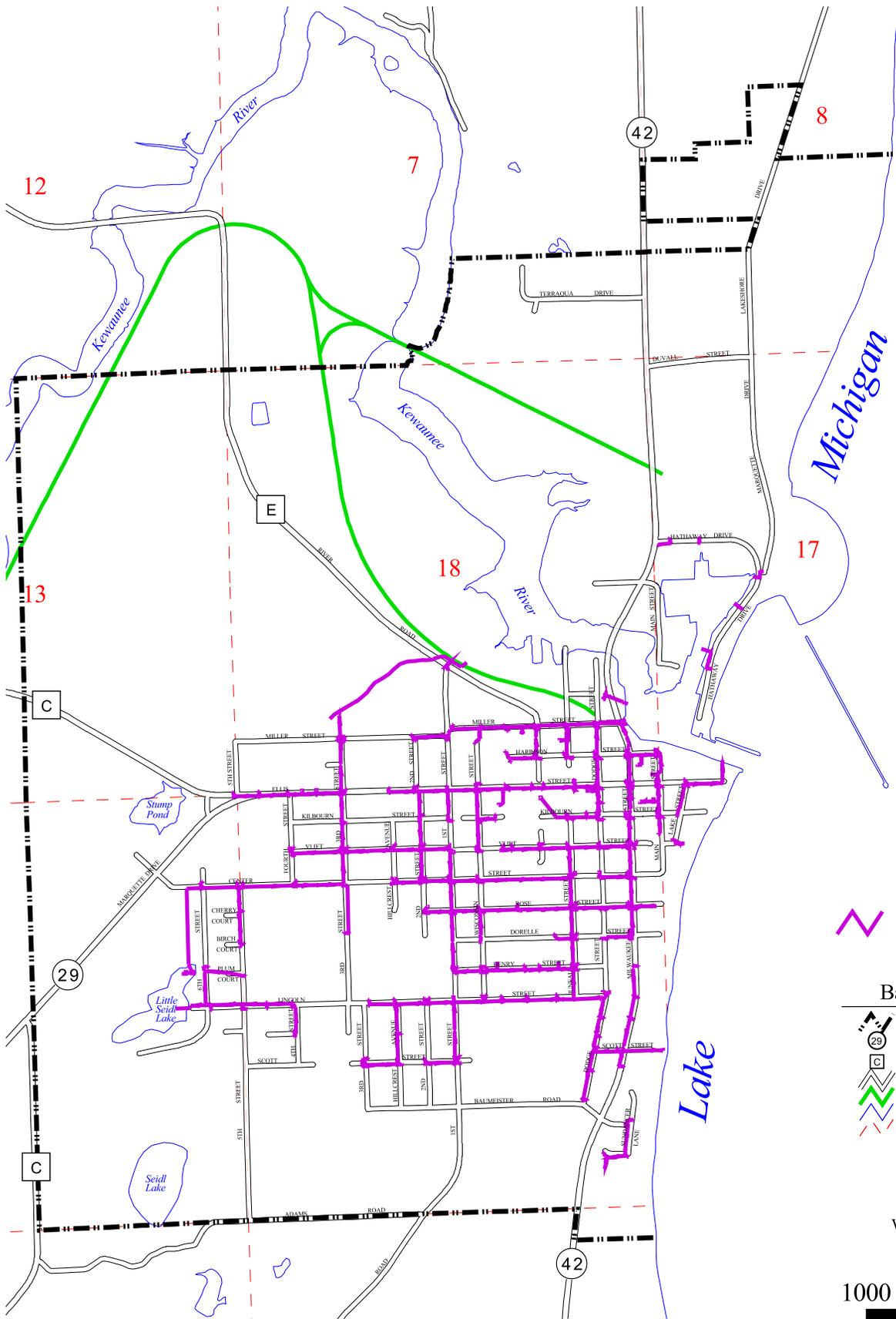


Source: Ayres Associates; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Storm Sewer Utilities

Map 9.3

City of Kewaunee
Kewaunee County, Wisconsin



 Storm Sewer Utility Line

Base Map Features

-  City of Kewaunee Boundary
-  State Highway
-  County Highway
-  Local Road
-  Ahnapee State Trail
-  Surface Water
-  Section Line

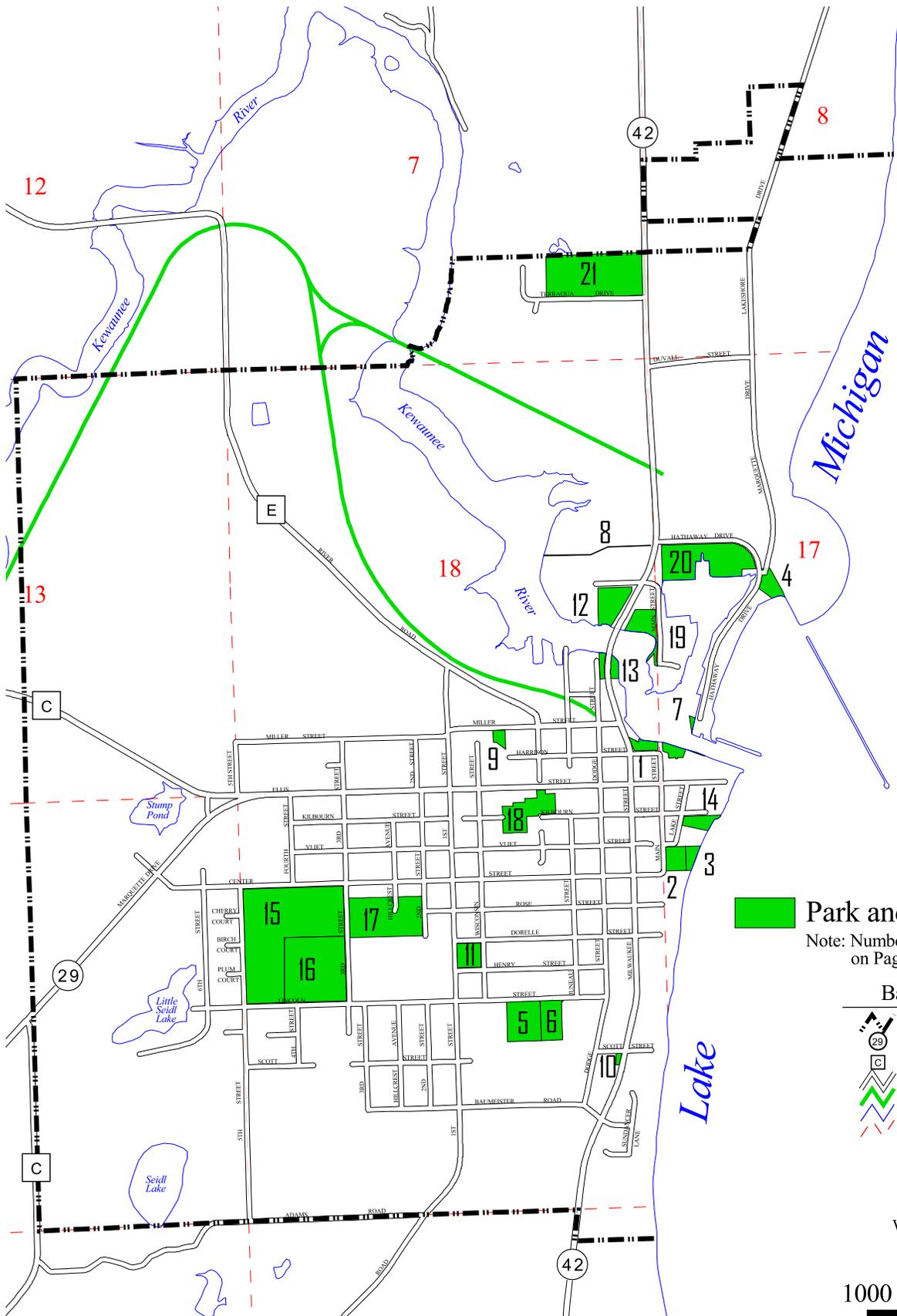


Source: Ayres Associates; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Park and Recreation Facilities

Map 9.4

City of Kewaunee
Kewaunee County, Wisconsin



Park and Recreation Site
Note: Numbers Refer to List on Page 9-7 in Text

Base Map Features

- City of Kewaunee Boundary
- State Highway
- County Highway
- Local Road
- Ahnapee State Trail
- Surface Water
- Section Line

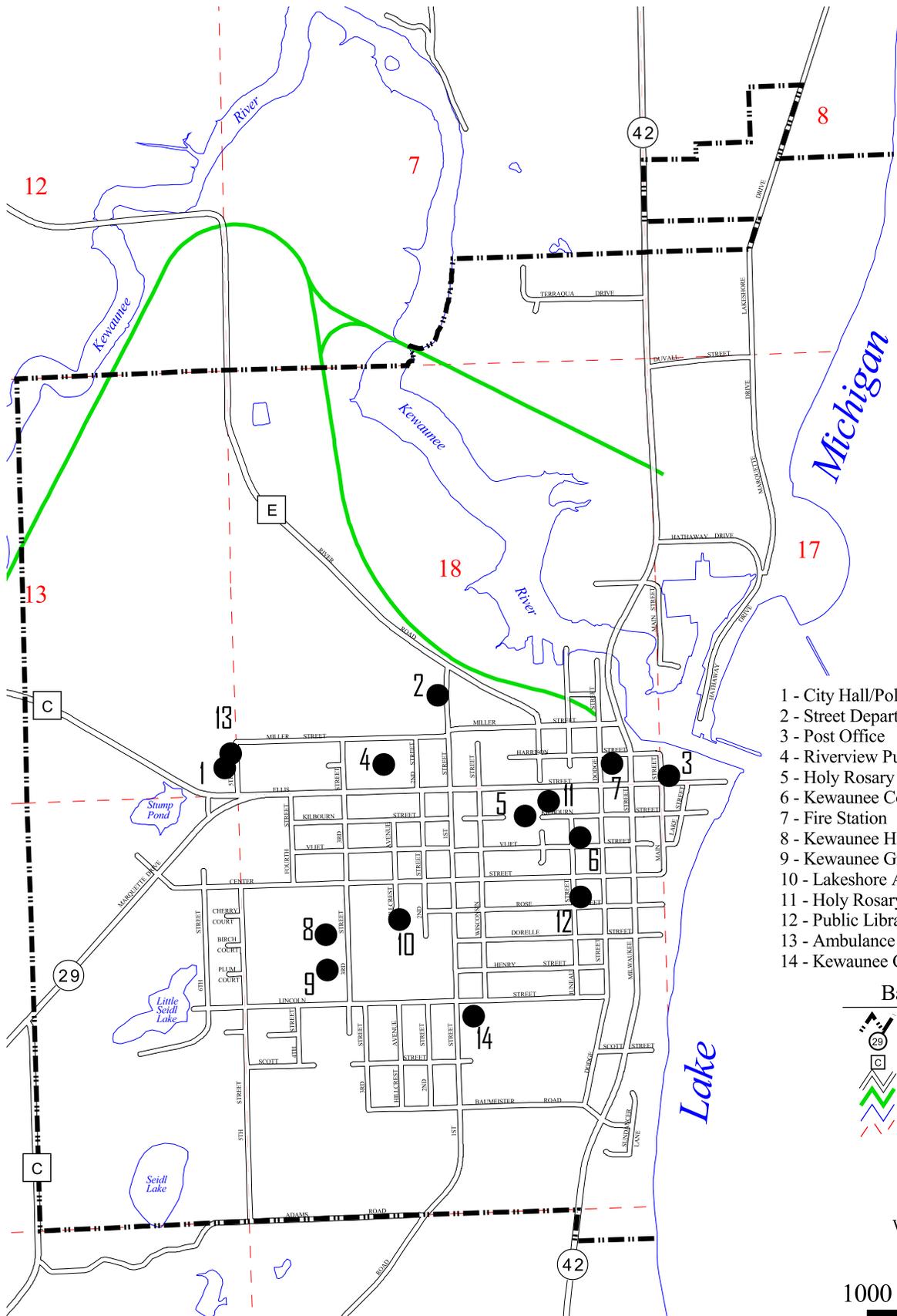


Source: Ayres Associates; City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

Public and Community Facilities

Map 9.5

City of Kewaunee
Kewaunee County, Wisconsin



- 1 - City Hall/Police Station/Fire Station #2
- 2 - Street Department
- 3 - Post Office
- 4 - Riverview Public Cemetery
- 5 - Holy Rosary Catholic Cemetery
- 6 - Kewaunee County Jail
- 7 - Fire Station
- 8 - Kewaunee High School
- 9 - Kewaunee Grade School
- 10 - Lakeshore Alternative High School
- 11 - Holy Rosary Elementary School
- 12 - Public Library
- 13 - Ambulance Station
- 14 - Kewaunee County Administration Center

Base Map Features

- City of Kewaunee Boundary
- State Highway
- County Highway
- Local Road
- Ahnapee State Trail
- Surface Water
- Section Line



Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.

**CHAPTER 10
INTERGOVERNMENTAL COOPERATION**

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Chapter 10 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

This element of the comprehensive plan examines the City of Kewaunee's working relationship with the surrounding towns, Kewaunee School District, Kewaunee County, Regional Planning Commission, and state and federal government. An inventory of formal intergovernmental agreements, shared resources and consolidated services is also discussed.

This chapter also stresses the importance of the city working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts, communicating visions and coordinating plans, policies and programs. These joint efforts assist the city in resolving issues of mutual interest and promoting consistency between plans.

EXISTING INTERGOVERNMENTAL ACTIVITIES

Adjacent Governmental Units

With Lake Michigan making up its eastern border, the City of Kewaunee also shares boundaries with the towns of Pierce and West Kewaunee. The city's planning area (lands within 1.5 miles of its boundaries) also extends into both communities.

Relationship

Pierce and West Kewaunee have adopted Comprehensive Plans and enforce their own zoning. The city is willing to participate in future planning activities with its neighbors in order to ensure future compatibility of goals and visions.

Since the city does have the power to annex land; boundary changes may occur from time-to-time. As a result, boundary disputes are possible.

Siting Public Facilities

Due to the rural nature of the surrounding towns, public services originate from facilities located in City of Kewaunee. Ambulance and fire facilities along with postal facilities are located in the city. The City of Kewaunee also contains many public parks and recreation facilities that are utilized by residents of the surrounding communities.

Sharing Public Services

The city has numerous public services that it provides to the surrounding communities. Kewaunee Fire Department serves areas beyond the city limits into portions of the towns of Pierce, West Kewaunee, Casco and also the Kewaunee Power Station. The Kewaunee Area Ambulance Service also provides services to portions of the towns of Pierce, West Kewaunee, Casco and Carlton.

School District

The City of Kewaunee is located within the Kewaunee School District.

Relationship

The city's relationship with the School District is best described as good. The city officials and residents can provide input on school activities, future development projects, etc.

Siting School Facilities

The siting of new school facilities is mainly conducted by the School District with the community having input.

Sharing School Facilities

The schools outdoor recreational facilities provide recreational opportunities to residents of the city. Presently, there are no formal agreements with the School District for shared use of school facilities.

County

The city enforces its own zoning, subdivision and other ordinances. Therefore, the county has little jurisdiction within the city. However, the county has jurisdiction in the city's planning area in the towns of Pierce and West Kewaunee over shoreland zoning, land divisions, on-site sanitary systems, etc.

The city and Kewaunee County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The Kewaunee County Sheriff's Department is located in the city along with a large number of the County Departments which are found in the Kewaunee County Administration Center.

Region

Kewaunee County, including the City of Kewaunee, is a member of the Bay-Lake Regional Planning Commission (BLRPC) that covers the northeast region of the State of Wisconsin. The BLRPC's annual work program activities include economic development, natural resources, transportation and community planning. Through a positive working relationship, the BLRPC has conducted numerous work program activities and developed various local and regional plans, reports and studies that relate directly to planning within the City of Kewaunee.

State

The city's relationship with the State of Wisconsin is one which deals mainly with issues related to economic development (EDA), transportation (WisDOT) and natural resources (WDNR). Relationships with state agencies are limited.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 OR S. 66.0309

Cooperative Boundary Plan

State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Currently, the City of Kewaunee has not entered into a cooperative boundary plan with any of the surrounding towns.

Extraterritorial Subdivision regulation

State Statutes allow an incorporated village or city to extend Extraterritorial Plat Review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits.

The extraterritorial area for the City of Kewaunee extends 1.5 miles beyond its corporate boundary into the surrounding towns of Pierce and West Kewaunee.

Extraterritorial Zoning

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. The extraterritorial area for the City of Kewaunee extends 1.5 miles beyond its city limits into the surrounding towns. However, Extraterritorial zoning requires a joint effort between the city and surrounding towns to develop a plan for an area to be zoned. The extraterritorial zoning is then established according to the developed plan.

Currently, extraterritorial zoning is not being administered by the City of Kewaunee.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS & POSITIVE RELATIONSHIPS

The following is a listing of existing or potential conflicts facing the City of Kewaunee and surrounding government jurisdictions. In addition, current positive working relationships between communities are also identified. The list was generated in October 2006 during an intergovernmental cooperation workshop with the city, surrounding communities, Kewaunee County and other interested participants. Additional issues not mentioned during the intergovernmental workshop are listed in Appendix G.

- Need emergency medical facility in county (County-wide facility)
- Urban vs. rural development conflict (incorporated)
- Annexation
- Transportation-increase during peak seasonal months-safety issues
- More “clean” businesses needed-conducive to community
- Clean water – Lake Michigan pollution groundwater, inland lakes, rivers, etc.
- Communication between communities to discuss planning issues
- Different value system – rural vs. urban
- Cooperative agreements between towns and cities needed
- Incorporated communities looking for land in rural portions when land exists within their boundaries
- One county Chamber of Commerce
- Development of pedestrian/bicycle path cities/towns/county working and planning together
- Alternative energy sources – farms, wind, etc.
- More cooperation between Kewaunee and Algoma School Districts-possible consolidation, provision of services, etc.
- Revision of school district lines – Kewaunee-Algoma-L.C
- Use of tax dollars

- Maintenance of county parks-needs to be better
- Recruiting and retention of Algoma Fire Department members to serve in a volunteer capacity
- Lack of close medical facilities resulting in long distance health care-rescue transports
- Fire department: excellent mutual aid contract and service and backup
- Fire department: modern communications via radio frequency
- Able to monitor pages of other fire departments
- Well equipped and modern fire and rescue services in both the cities of Kewaunee and Algoma and the Town of Ahnapee.

POSSIBLE RESOLUTIONS OR CONTINUED COOPERATIVE EFFORTS

The following is a list of possible solutions to address the existing or potential concerns and issues listed above. Ways to continue positive cooperative efforts between communities are also identified. This list was also developed during the October 2006 intergovernmental workshop. Additional resolutions and cooperative efforts not mentioned during the intergovernmental workshop are identified in Appendix G.

- More open communication-joint meetings
- Working together on developing land use controls – zoning ordinances, etc.
- Extraterritorial planning and zoning cooperation
- Work together to preserve green space/ag. land
- More cooperative agreements – formal resolution process
- Joint planning sessions
- Need firm enforcement of regulations
- Cooperative agreements for annexation
- More promotion and maintenance of parks and recreation in county – tourism

**CHAPTER 11
LAND USE CONTROLS AND INVENTORY**

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 - Planning Documents 11-1
 - Land Use Regulations 11-2
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Chapter 11 - LAND USE CONTROLS AND INVENTORY

INTRODUCTION

The land use element provides data on existing (2005) land uses and land use controls within the City of Kewaunee and its planning area. This data is used to analyze the current pattern of land use and serves as the framework for creating the city's future land use plan (Chapter 2 of this document).

EXISTING LAND USE CONTROLS

This section inventories and discusses the land use controls (e.g., development plans, zoning ordinances, etc.) that may affect or restrict the use of land for specific purposes within the City of Kewaunee and its planning area. These controls should be reviewed periodically to make certain that they assist in implementing the future development plan of the city.

Planning Documents

Comprehensive Plans

This is the fourth Comprehensive Plan for the City of Kewaunee. Previous comprehensive plans for the city were completed in 1979, 1987 and 1996. This Comprehensive Plan serves as an update to the *City of Kewaunee 1996 Comprehensive Plan Update*.

The surrounding towns of Pierce and West Kewaunee also have comprehensive plans that provide reference to their future development/preservation intentions which may help limit conflicts during future land use decisions.

City Outdoor Recreation Plan

The city's 2004 *Outdoor Recreation Plan* provides guidance to future acquisition, development and improvement of the city's recreational facilities in an effort to meet the present and future outdoor recreation needs of its residents.

The plan provides an inventory of the public recreation and open space areas of the city along with opportunities on school, county and state properties in the area.

Kewaunee County Park and Outdoor Recreation Plan

Kewaunee County has an adopted Park and Recreation Plan which provides a five year eligibility to participate in Federal Land and Water Conservation Fund (LAWCON). This eligibility enables the county and its local units of government to receive grants to assist in the provision of outdoor recreation facilities.

Kewaunee County Farmland Preservation Plan

The purpose of the Wisconsin's Farmland Preservation Act is to help local governments preserve farmland through local planning and zoning, and to provide tax relief to farmers who participate.

The Kewaunee County Farmland Preservation Plan contains the following categories to achieve the goal of preserving and protecting farmland:

Agricultural Preservation Areas--Areas that are currently cultivated (in agricultural use) that are part or wholly consist of 100 contiguous acres at a minimum.

Environmental Corridors--wetlands, woodlands, cultural, historic, or archaeological sites, the 100-year floodplain, public lands, lakes, rivers, and streams.

Transitional Areas--currently in agricultural use, but in the short term are expected to convert to non-farm uses, such as residential, commercial or industrial uses.

Excluded Areas--which are not eligible for tax credits and are deemed developed and not for farming.

The city and portions of the surrounding area are categorized Excluded or Transitional; however a large portion of the rural planning area is classified Agricultural Preservation Areas. Refer to the Kewaunee County Farmland Preservation Plan for a more detailed explanation of categories to determine which areas are eligible for tax credits.

Kewaunee County Coastal Hazard Management Plan

The Coastal Hazard Management Plan, developed in 1988, is used to identify and address erosion problems occurring along the Lake Michigan shoreline. The plan delineates high erosion risk areas along the shoreline, evaluates alternative erosion control measures and recommends an erosion control strategy for the study area.

Land Use Regulations

Zoning Ordinance

The City of Kewaunee Zoning Ordinance is contained in Chapter 94 of the city's Municipal Code. The purpose of the zoning ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the city.

For detailed information on the city's zoning districts, regulations, restrictions, permitted uses and the city's zoning map, please consult the *Municipal Code of the City of Kewaunee, Wisconsin*.

The Wisconsin planning enabling legislation requires that all land use related actions (regulations, etc.) of local governmental units must be consistent with their adopted comprehensive plan. A portion of the city zoning ordinance's intent is to "... implement the community's comprehensive plan or plan components." As a result, the city's zoning ordinance shall be reviewed and updated to be made consistent with this adopted comprehensive plan, and any subsequent updates to this plan.

Subdivision Ordinance

The Subdivision and Platting Ordinance for the City of Kewaunee is contained in Chapter 66 of the city's Municipal Code. The purpose of this chapter is to promote the public health, safety and general welfare of the community, and these regulations are designed to facilitate adequate provision for transportation, water, sewerage and other public requirements. These regulations are made with reasonable consideration, among other things, of the character of the city with a view of conserving the value of buildings placed upon land, providing the best possible environment for human habitation, and encouraging the most appropriate use of land throughout the city.

According to Wisconsin Statutes 236.45 (3), the city may also use the Subdivision and Platting Ordinance to exercise its right to regulate the division or subdivision of land within its 1.5 mile extraterritorial area.

In addition to the city's Zoning Ordinance, the city's Subdivision and Platting Ordinance shall also be reviewed and updated to be made consistent with this comprehensive plan, and any subsequent updates to this plan.

Refer to the *Municipal Code of the City of Kewaunee, Wisconsin* for more information on the city's subdivision and platting ordinance.

City Floodplain Ordinance

The city's Floodplain Ordinance is contained in Chapter 34 of the city's Municipal Code. The purpose of the floodplain ordinance is to:

1. Protect life, health and property;
2. Minimize expenditures of public monies for costly flood control projects;
3. Minimize rescue and relief efforts, generally undertaken at the expense of the general public;
4. Minimize business interruptions;
5. Minimize damage to public facilities on the floodplains, such as water mains, sewer lines, streets and bridges;
6. Minimize the occurrence of future flood blight areas on floodplains; and
7. Discourage the victimization of unwary land and home buyers.

Refer to the *Municipal Code of the City of Kewaunee, Wisconsin* for more information on the city's Floodplain Ordinance.

Kewaunee County Floodplain Zoning Ordinance

The county Floodplain Zoning Ordinance controls development in the unincorporated portions of the city's extraterritorial planning area. The purpose of this ordinance is to regulate development in flood hazard areas to protect life, health and property. The ordinance divides the floodplain into the Floodway District (FW), the Floodfringe District (FF) and the General Floodplain District (GFP).

For more detailed information and regulations, refer to the Kewaunee County Floodplain Zoning Ordinance.

Kewaunee County Shoreland Ordinance

The authority to enact and enforce shoreland zoning provisions is set forth in Chapter 59.692 of the Wisconsin Statutes and Wisconsin Administrative Codes NR 115, 116, and 117.

The Kewaunee County Shoreland Ordinance regulates the shorelands of all navigable waters in the unincorporated areas which are shown either in the WDNR Surface Waters of Kewaunee County, or on USGS quadrangle maps. The ordinance regulates lands which are:

- within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages.
- within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater.
- The ordinance also states there is a 75-foot setback for all structures from the ordinary high water mark of navigable inland waters and Green Bay.

- For lots that abut on Lake Michigan, the required minimum setback for all buildings and structures shall be at least 75 feet from the ordinary highwater mark where the shore bluff height is 10 feet or less, and 125 feet from the ordinary highwater mark where the shore bluff height is greater than 10 feet.

For more detailed information regarding regulations, setbacks, excavating, etc. in shoreland areas, refer to the county's Shoreland Ordinance.

Official Map

An Official Map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use.

It is recommended that the city review and revise its Official Map to maintain an orderly development pattern for the city.

CURRENT LAND USE INVENTORY

Planning Area

The City of Kewaunee planning area extends 1.5 miles beyond the existing corporate limits. The planning area includes portions of the towns of Pierce and West Kewaunee and encompasses a total of approximately 25,007 acres. Of this, 2,377 acres are within Kewaunee's city limits.

Land Use Types and Amount

A detailed field inventory of land uses in the City of Kewaunee and its planning area was completed by the Bay-Lake Regional Planning Commission in 2005 using detailed land use codes (Appendix H). Map 11.1 displays the land use within the city, while Map 11.2 illustrates the land use of the city's planning area.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

Residential--Use of land for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family, Two Family, Multi-Family, Mobile Home* and *Group Quarters*.

Commercial--Use of land for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.

Industrial--Use of land for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.

Transportation-- Use of land corridors for the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail and non-motorized-related transportation.

Communication/Utilities--Use of land for generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of byproducts.

Institutional/Governmental Facilities--Use of land for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.

Outdoor Recreation--Use of land for out-of-doors sport and general recreation facilities, for camping or picnicking facilities, for nature exhibits, and for the preservation or protection of historical and other cultural amenities.

Agriculture/Silviculture--Use of land for growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures. This category also includes the cropland and pasture areas which is land primarily used for the cultivation of plants in addition to grasses for grazing.

Natural Areas--Water areas; land used primarily in a natural state for their natural functions including wetlands, grasslands and prairies, and woodlands; land undergoing change from natural areas to another land use; and conservancy areas.

Other Natural Areas--Wetlands, grassland/prairies, and woodlands not categorized elsewhere.

Water--Open water areas, including natural and impounded lakes and streams.

A breakdown of the City of Kewaunee land uses and acreages is shown on Table 11.1 (Appendix I contains the city's detailed land use calculations).

- 62 percent of the city is classified as undeveloped with the majority of the areas being croplands/pasture and natural areas.
- The city's planning area, containing portions of the towns of Pierce and West Kewaunee, is 91 percent undeveloped
- Residential development accounts for the largest developed classification covering 15 percent of the city's total land.
- The transportation network in the city makes of 10 percent of the city's total land.
- The Kewaunee River, Seidl Lake, Little Seidl Lake and Stump Pond account for six percent of the city's total land use.

Table 11.1: City of Kewaunee 2005 Land Use

Land Use Type	City Total (Acres)	Planning Area Total* (Acres)	Developed City Land (Percent)	Total City Land (Percent)
DEVELOPED				
Residential	366.1	783.1	40.2	15.4
Single Family	343.0	741.9	37.7	14.4
Two Family	1.8	1.8	0.2	0.1
Multi-Family	19.2	19.2	2.1	0.8
Mobile Homes	2.1	14.5	0.2	0.1
Vacant Residential	-	5.7	0.0	0.0
Commercial	77.7	105.9	8.5	3.3
Industrial	40.3	41.2	4.4	1.7
Transportation	240.8	497.2	26.4	10.1
Communications/Utilities	6.9	17.8	0.8	0.3
Institutional/Governmental	86.0	105.3	9.4	3.6
Recreational	80.3	327.3	8.8	3.4
Agricultural Structures	12.6	330.6	1.4	0.5
Total Developed Acres	910.8	2,208.3	100.0	38.3
UNDEVELOPED				
Croplands/Pasture	536.9	15,428.9	36.6	22.6
Woodlands	286.5	3,849.8	19.5	12.1
Other Natural Areas	502.7	3,170.4	34.3	21.1
Water Features	140.4	349.4	9.6	5.9
Total Undeveloped Acres	1,466.4	22,798.5	100.0	61.7
Total Land Area	2,377.2	25,006.9		100.0

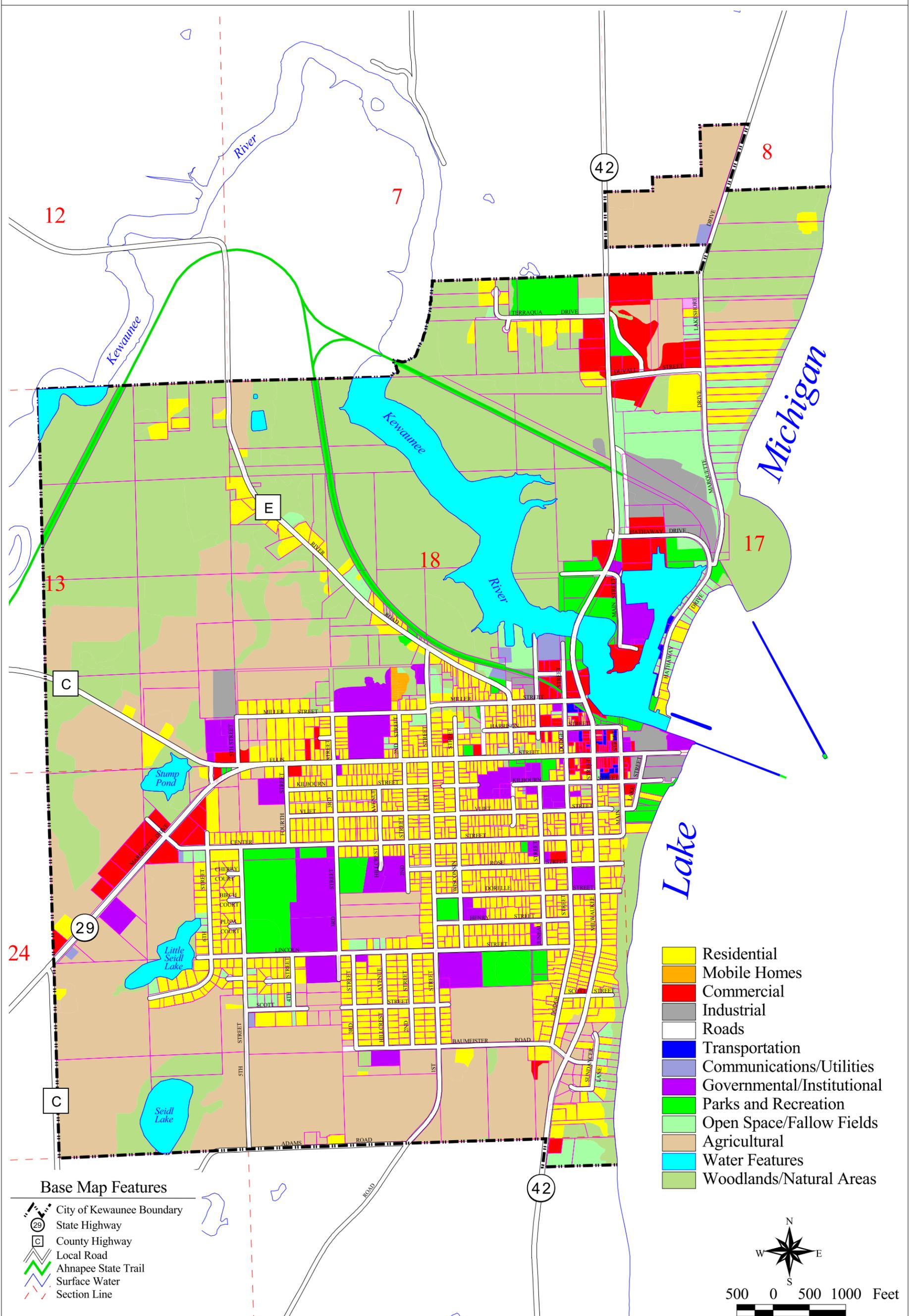
Source: Bay-Lake Regional Planning Commission, 2004.

* Planning Area Total also includes City Total

2005 Land Use

City of Kewaunee

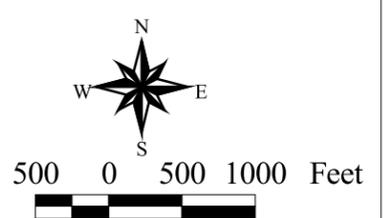
Kewaunee County, Wisconsin



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands/Natural Areas

Base Map Features

- City of Kewaunee Boundary
- State Highway
- County Highway
- Local Road
- Ahnapee State Trail
- Surface Water
- Section Line



Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2006.

2005 Land Use

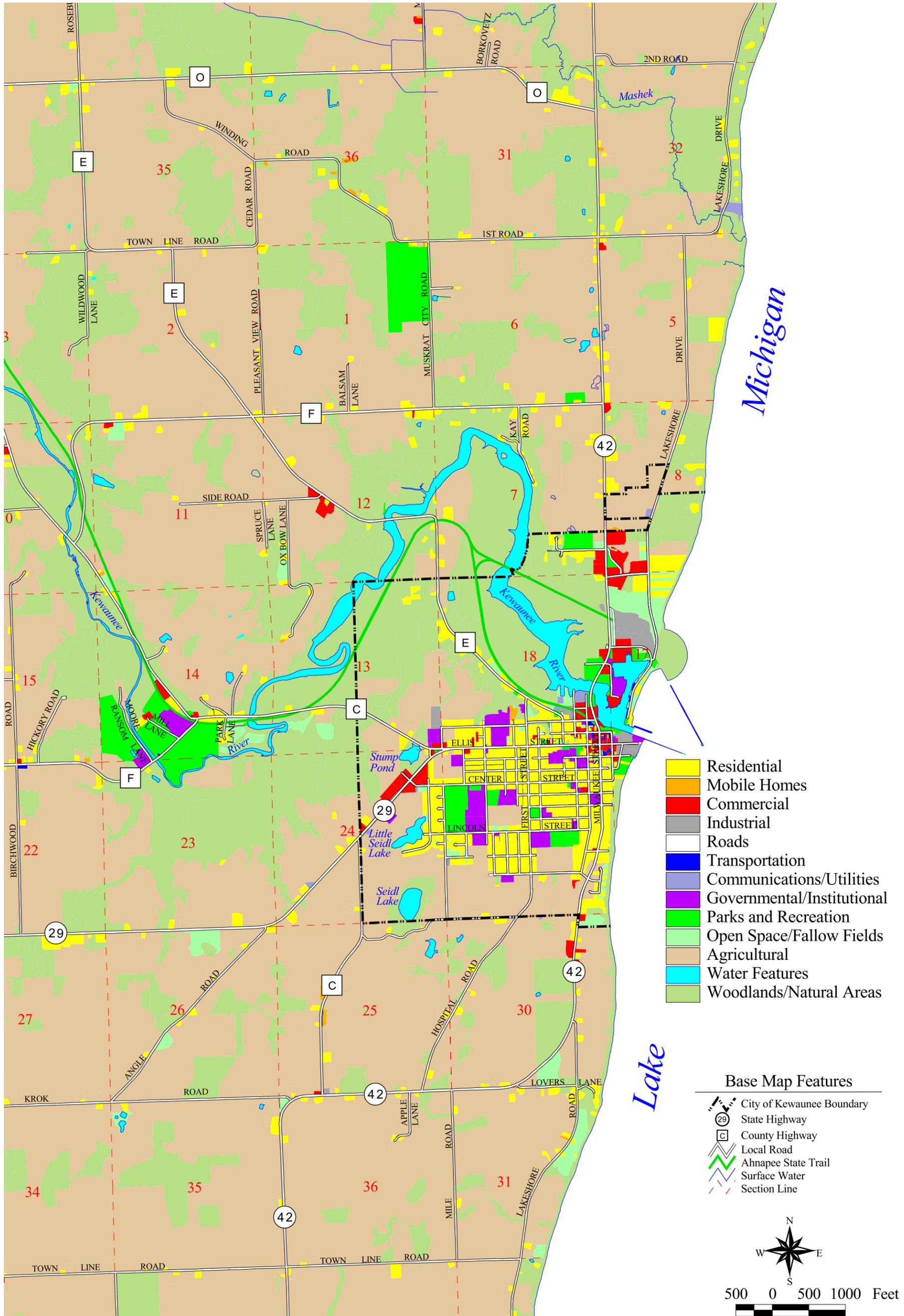
City of Kewaunee Planning Area

Kewaunee County, Wisconsin

City of Kewaunee

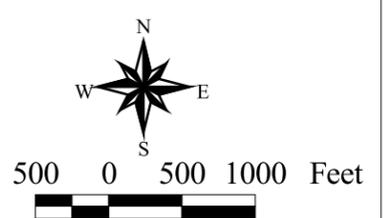
11-8

20-Year Comprehensive Plan



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands/Natural Areas

- Base Map Features**
- City of Kewaunee Boundary
 - State Highway
 - County Highway
 - Local Road
 - Ahnapee State Trail
 - Surface Water
 - Section Line



Source: City of Kewaunee; Kewaunee County; Bay-Lake Regional Planning Commission, 2007.



Appendices

Appendix A - Procedures for Public Participation

Appendix B - 2004 Nominal Group Results

Appendix C - Housing Programs and Resources

Appendix D - Economic S.W.O.T. Workshop

Appendix E - Economic Development Programs
and Resources

Appendix F - Transportation Funding Programs

Appendix G - Intergovernmental Cooperation
Workshop

Appendix H - Land Use Inventory Codes

Appendix I - Detailed Land Use Tabulation

Appendix J - Rare Species & Natural
Communities List

Appendix K - Glossary of Terms

Appendix A
PROCEDURES FOR PUBLIC PARTICIPATION

CITY OF KEWAUNEE

Kewaunee County

COMPREHENSIVE PLAN

“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”

PURPOSE

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

PLAN COMMISSION AND COMMITTEE MEETINGS

The City of Kewaunee Plan Commission will develop and review the comprehensive plan. This body will hold the public hearing, adopt the plan by resolution and petition the City Council to adopt the plan by ordinance.

All meetings of the City of Kewaunee Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Kewaunee County.

COMMUNITY VISIONING AND NOMINAL GROUP EXERCISES

The City will conduct a visioning exercise and be a participant in a nominal group exercise with several adjacent communities and as part of the preparation and update of the City of Kewaunee Comprehensive Plan and any subsequent updates to the plan as appropriate. The results of the Visioning Exercise and Nominal Group session will guide the Plan Commission and City in developing the comprehensive plan and each of its components. Additional issues identified throughout the planning process will also be incorporated into the plan. Residents are encouraged to participate at each of these exercises and throughout the planning process.

OPEN HOUSES

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One open house shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the City Administrator. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Plan Commission and the Bay-Lake Regional Planning Commission.

PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION

The City of Kewaunee Plan Commission may recommend the adoption or amendment of the Comprehensive Plan only by resolution at a regularly scheduled and publicly noticed meeting; but only after holding at least one public hearing at which the resolution relating to the Comprehensive Plan is discussed. A majority vote of the entire Commission is necessary for adoption.

The public hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the City of Kewaunee who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Kewaunee City Hall. Written comments on the plan from members of public will be accepted by the City Plan Commission at any time prior to the public hearing and at the public hearing.

PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the City Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the City Administrator who will record the transmittal and forward copies of the comments to the Plan Commission or City Council for consideration.

The Plan Commission shall respond to written comments either individually or collectively by type of comments. Plan Commission responses may be in the form of written or oral communication, or by a written summary of the City's disposition of the comments in the comprehensive plan.

ADOPTION OF COMPREHENSIVE PLAN BY CITY COUNCIL

After the adoption of a resolution by the City of Kewaunee Plan Commission, the City Council will adopt the Comprehensive Plan by ordinance at a regularly scheduled Council meeting. A majority vote of the members-elect is necessary for adoption.

DISTRIBUTION OF THE RECOMMENDED AND ADOPTED PLANS

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended and adopted plan or amendment shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the City of Kewaunee.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

The City reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include, but are not limited to, informational memos, postcards, letters, posters, fliers or WEB site.

STATE STATUTES

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) *Procedures for Adopting a Comprehensive Plan*, the state statutes shall apply.

AMENDMENTS

The City Council may amend these procedures from time to time.

Appendix B
2004 NOMINAL GROUP RESULTS

Nominal Group Process

A nominal group session allows individuals from a community identify a list of issues and concerns regarding future development in their community. The list is important to the planning process as it will be used in formulating goals and objectives for the Comprehensive Plan. The issues identified will also be used as a checklist to ensure that they are addressed within the plan, and discussed by the Plan Commission during the planning and research phase of the local planning process. The nominal group process includes the following steps:

1. Separate attendees into local community groups –Each community group is assigned to a separate table or seating area, away from the other communities. Those attending that are not residents of one of the local communities can choose a group of most interest to them. Each group has a group leader to facilitate the process.
2. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question: “What characteristics of your community should be maintained, enhanced, added, or eliminated?”
3. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded separately on the flip chart for the entire group to see. This is done in a “round robin” fashion by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader’s job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
4. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 2 and 3. No one in the group should feel obliged to vote for their own ideas.
5. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices, with each choice receiving one point. These scores are placed next to each idea on the flip chart and tallied to identify the top five issues.
6. Review Top Five Choices for all Groups - The five top issues from each group are then rewritten on a flip chart for review by all participating groups. This will help determine if any major issues within the community are similar to the issues identified by other communities.

City of Kewaunee

Nominal Group Results
September 2, 2004

TOP ISSUES

Increase industrial development
 Commercial growth in city-develop more
 Harbor development – improve and enhance (i.e. views)
 Attract more businesses to downtown
 Maintain and expand current historic district
 Preserve and utilize the beachfront
 Continue to maintain and lower property tax

Score	Issues
19	Increase industrial development
18	Commercial growth in city-develop more
13	Harbor development – improve and enhance (i.e. views)
8	Attract more businesses to downtown
3	Maintain and expand current historic district
3	Preserve and utilize the beachfront
3	Continue to maintain and lower property tax
2	Develop fisherman’s point area into multi-family/condo development
2	Growth of tourist related industry
2	Maintain the planning for city infrastructure
1	Develop youth center and continue skate park development
1	Educational facility for adult and transitional students (NWTC)
0	A newly developed and occupied business park (on 42 North)
0	Condition of <u>some</u> downtown building is a concern
0	Consolidation/dispersion of city land/park land
0	Develop a county-wide economic development group
0	Develop more promotional tools to tie in tourism and other city attributes
0	Development of commercial corridor along STH 42-fill downtown and grow northward and southward
0	Discontinue and discourage spot zoning
0	Eliminate old industry sites by lake and harbor and replace with non-industry development
0	Expansion of sewerage district
0	Further growth-commercial and residential north and south of city
0	Further industrial growth on the Hwy 29 Corridor
0	Improve current infrastructure
0	Improve downtown parking
0	Keep areas on the edge of the city attractive for outgrowth
0	Keep WDNR out of planning process
0	Promote service type businesses
0	Recreation trails-develop to link with existing trails in adjacent communities
0	Residential downtown is declining
0	Trees-good

Appendix C
HOUSING PROGRAMS AND RESOURCES

ANALYSIS AND DEVELOPMENT OF COMMUNITY HOUSING POLICIES AND PROGRAMS

The following list of programs and resources (as well as the housing strategy found in Chapter 1) assists the city with maintaining the desired housing environment they wish to provide their residents.

All communities in Wisconsin have a number of housing implementation tools available to them. An important first step to the utilization of those resources is ongoing education of citizens and local officials regarding the contents of this housing chapter and on the importance of housing quality and affordable housing for all types of individuals within the City of Kewaunee. Elected and appointed city officials, as well as the citizens, need to understand the relationship between housing, economic development, natural/cultural resources, land use, community facilities and transportation on the overall well-being of the city.

Some implementation alternatives available to the city include regulatory tools such as zoning and subdivision ordinances; plus governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

Housing Programs

A number of local, state, and federal housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. If there is a gap in service, the city may want to explore developing their own program(s) to address those needs. Below are examples of agencies with available programs that have been established to provide assistance on a wide range of housing issues.

Federal Programs

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. HUD provides subsidized housing through low-income public housing and the Section 8 program, which offers subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) also to other communities through grants to states who distribute the money to non entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Community Development within the Department of Commerce. It awards these funds through a competitive request-for-proposals' process. Funding from other HUD programs is distributed through national competitions.

Rural Development - United States Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

State Programs

Department of Commerce, Division of Community Development administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market. WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Regional Programs

The **Lakeshore Community Action Program** (Lakeshore CAP, Inc.) has an assistance program available to residents in Kewaunee County. This program is the **Section 8 Voucher Housing Assistance** program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

County Programs

Kewaunee County Aging Resource Center focuses their services to enable older citizens in the county to find and make use of the resources in their communities, helping them experience aging with self-sufficiency, security, and dignity. The list of available services include Alzheimer's support, housing counseling, nutrition program, transportation, information and assistance, and benefit specialist.

Kewaunee County Department of Human Services provides a variety of housing related assistance to residents of the county to include information on independent living services, energy assistance, etc.

Housing Trust Fund. A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients, which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include eschewed or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages.

Housing Linkage Programs. Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

Tax increment financing (TIF). TIF is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing could be used to assist in the building or rehabilitation of affordable housing for middle- and lower-income households.

Private Programs

Non-profit housing development corporations. A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizen groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit organizations in other area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Commerce, Division of Community Development.

Appendix D
ECONOMIC S.W.O.T. WORKSHOP

Economic S.W.O.T. Analysis City of Kewaunee Results

As part of the Kewaunee County Multi-jurisdictional planning project, the City of Kewaunee Plan Commission held an Economic SWOT workshop on March 2, 2005 to gather input regarding economic development in the city.

Economic factors internal to the city include strengths (**S**) or weaknesses (**W**), and those external to the city include opportunities (**O**) or threats (**T**). Such an analysis of the economic setting is referred to as a **SWOT analysis**. Gathering this information is helpful in evaluating the city's economic resources and capabilities with the competitive and growing environments in the region. The following issues identified during the economic SWOT workshop will help the city to promote its strengths, minimize weaknesses, take full advantage of the opportunities and lessen potential threats.

STRENGTHS

Strengths are existing resources and capabilities that can be used as a basis for developing a successful growth plan.

TOP 3 STRENGTHS
The beach, boating, fishing (waterfront), attraction
Good school system
New business park in progress

Score	Strengths
8	The beach, boating, fishing (waterfront), attraction
7	Good school system
4	New business park in progress
2	Hwy 42 tourism artery
2	Peaceful/safe community
2	Scenic topography
1	Existing business community
1	Protective services
	Ability to adapt to change
	Affordable housing/good rental availability
	Beautiful lakeshore location
	"Curbside appeal" to the city
	Current city government
	Current industries are strong
	Existing trained labor force
	Friendly people
	Good streets
	Harbor area improving
	Hwy 29 business corridor
	Improved water system
	Kewaunee Fabrications
	Lakeshore region a natural draw for tourism, retirement
	Marina
	Natural river valley & open harbor

	On major “Door County” traffic corridor
	Parks and skate park
	Peaceful living area – low crime area
	Proximity to Green Bay metro area
	Quality medical services
	Recreation facilities
	Skilled labor force in manufacturing
	Skilled labor force, more seeking advanced technical training
	State owned egg stripping facility
	Tourism
	Water Quality has improved

WEAKNESSES

A weakness is a limitation or the absence of certain strengths that keep the city from achieving its objectives.

TOP 3 WEAKNESSES
High tax rate
Lack of diversity in types of businesses
Lack of labor force in specialty skills, i.e. welder, mechanic, technology, truck driver

Score	Weaknesses
8	High tax rate
6	Lack of diversity in types of businesses
6	Lack of labor force in specialty skills, i.e. welder, mechanic, technology, truck driver
2	Lack of industrial development
2	No downtown theme; det. buildings, empty buildings, services
2	Status quo is ok – change is bad
1	No hospital
	½ sphere of influence
	Apathy from businesses (or hesitation)
	Attract tourists
	Decaying buildings in downtown area, residential areas with homes, lots in need of clean-up, repair
	Empty downtown com. buildings
	Few offerings for shopping, entertainment
	Give people a reason to stop – signage “Coming up in Kewaunee”
	Lack of a long range plan to follow
	Lack of diversified housing
	Lack of ED resources (\$\$, tech.)
	Lack of local business support
	Lack of nightlife activities besides bars
	Lack of reason to stop
	Lack of strong “downtown” business
	Lack of tax dollars to rebuild infrastructure
	Lack of workforce for large employer
	Limited resources and dollars to increase tourists
	Little commercial trans. available (airport, ferry, rr)
	Max. sewer capacity
	More commercial development
	Need to promote more proactive rather than reactive cohesive business groups to promote areas

	No youth center
	Older population
	Public school system needs to stay competitive with offerings (not just sports) (Families have relocated to Luxemburg to take advantage of schools there) Why?
	Putting personalities before principles
	Shortage of residential platted lots
	Shortness of building sites for business
	Some in workforce not willing to adapt to change
	Too many seasonal jobs
	Too many seasonal jobs to keep younger residents
	Visual appeal linked to what we are about
	We lack at/or need for municipality to assist in business development

OPPORTUNITIES

An opportunity is any favorable situation or resource that could enhance economic development.

TOP 3 OPPORTUNITIES
Kewaunee County EDC
Waterfront redevelopment
MainStreet Program

Score	Opportunities
9	Kewaunee County EDC
8	Waterfront redevelopment
6	MainStreet Program
3	Imp. Partnership between public and private sectors
1	Countywide chamber
	Apply for/take advantage of grants available for lakeshore development
	Area for business to locate
	Beach clean up
	Continue to improve marketing and P.R. (Packerland Country CVB) = Packer Country Sports & Ports
	Desirable community to live in will attract a work force if the industry is here
	Desirable place to live – capture travelers passing through
	Establish area as trailhead for biking, walking, kayaking etc. with shops/outfitters to help attract outdoor enthusiasts (downtown quaintness)
	Expansion of public rec. facilities
	Good harbor
	Good school system
	Good utilities and infrastructure
	Good work at Volrath and Kewaunee Fab.
	Increase population increase employment
	Increase tourist
	Large market area
	More industry or businesses to employ more people
	Partnership with Chamber
	Piggy-back with surrounding communities (i.e. Algoma, Two Rivers) to further enhance this area for tourism
	Promote land in western shopping area for retail, large areas with multiple parking stalls available; small business also.
	Redevelopment of our “downtown” as city did with Ellis Street and is continuing this year in other locations

	Sign advertising
	Skate park addition of ramps, etc.
	Take advantage of our location
	Urban Hope type program
	Youth center

THREATS

Threats are potential obstacles the city faces concerning economic development.

TOP 3 THREATS
Health of Lake Michigan
Negative attitudes
Proximity to Green Bay

Score	Threats
10	Health of Lake Michigan
5	Negative attitudes
4	Proximity to Green Bay
2	Wal-Mart type businesses
1	Aging population
1	Algoma's progress
1	DNR regulations
1	Increase cost of insurance/health care
1	Nuclear plant safety
	(3) sided land (1) side lake as far as traffic trucking, etc.
	Aging population
	Air quality issues
	Algoma is ahead of the game
	Bigger companies buying out smaller ones and closing them
	Cooperation of "all" players
	Economy is pushing industry out of small towns
	Further decline of retail business
	Growth causes trouble
	Location to Green Bay
	More people – increase crime
	More tourists – more trouble
	Non-attainment area
	Nuclear plant
	Nuclear plant closing
	Pollution of Lake from sources to the "south"
	Poor transportation (freight); lost truck terminal, lost rail service, lost ferry service
	Raising taxes too high
	Rising taxes
	Room for expansion of areas to develop
	Small lot sizes
	Two large factories employ many in this area, need to provide them with reasons to stay located here.
	Vandalism

Appendix E
ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

This section briefly explains the programs and resources available on each government level that are designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow businesses.

FEDERAL

US Department of Commerce, Economic Development Administration (EDA)

EDA was established to work with states and regional planning commissions (economic development districts) to generate new jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas and regions of the United States. The purpose of its program investments is to provide economically distressed communities with a source of funding for planning, infrastructure development, and business financing that will induce private investment in the types of business activities that contribute to long-term economic stability and growth. EDA's investments are strategically targeted to increase local competitiveness and strengthen the local and regional economic base. Programs consist of:

The Public Works Program to empower distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

Economic Adjustment Assistance Program assists state and local interests to design and implement strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. **The Research and Technical Assistance Program** supports research of leading edge, world class economic development practices as well as funds information dissemination efforts. **The Technical Assistance Program** helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. **EDA's Partnership Planning Programs** help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and their outreach to the economic development community on EDA's programs and policies. (source: www.eda.gov)

US Department of Housing and Urban Development

CDBG Entitlement Communities Grants are annual grants given on a formula basis to entitled cities including the cities of Green Bay and Sheboygan and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Entitlement communities develop their own programs and funding priorities. Focus is on serving low-and moderate-income persons, and prevention and elimination of blight. Eligible activities include relocation and demolition; construction of public facilities; and assistance to profit-motivated businesses to carryout economic development and job creation/retention activities. To receive its annual CDBG entitlement grant, a grantee must develop and submit to HUD its Consolidated Plan.

Economic Development Initiative (EDI) provides grants to local governments to enhance both the security of loans guaranteed through Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance. EDI has been the catalyst in the expanded use of loans through the Section 108 Program by decreasing the level of risk to their

CDBG funds or by paying for some of the project costs. There are congressionally earmarked and competitive BDI grants. Competitive EDI grants can be only be used in projects also assisted by the Section 108 Loan Program. Eligible activities include property acquisition, rehabilitation of public owned property, and economic development activities.

Brownfields Economic Development Initiative (BEDI) is a key competitive grant program HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled, and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. The purpose of the BEDI program is to spur the return of brownfields to productive economic use through financial assistance to public entities in the redevelopment of brownfields, and enhance the security or improve the viability of a project financed with Section 108- guaranteed loan authority. Therefore, BEDI grants must be used in conjunction with a new Section 108-guaranteed loan commitment.

Section 108 Loan Guarantee Program loan guarantee provision of the CDBG program. It provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Eligible applicants include entitlement communities. Activities eligible for Section 8 financing include economic development activities eligible under CDBG, acquisition of real property, rehabilitation of public property, installation of public facilities. As an entitlement community, Green Bay may apply for up to five times the latest approved CDBG entitlement amount minus any outstanding Section 108 commitments and/or principal balances of Section 108. The principal security for the loan guarantee is a pledge by the applicant public entity of its current and future CDBG funds. The maximum repayment period for a Section 8 loan is twenty years. (source: www.hud.gov)

USDA Rural Development

The office offers a variety of funding options for many types of business ventures to include agriculture, manufacturing, processing, services, commercial, and retail. Rural Development is also instrumental in providing much needed financial resources to communities for infrastructure improvements and expansions primarily for waste water and water treatment facilities. They have direct and guaranteed loans for businesses and communities in addition to a number of grants. Some of Rural Development's business assistance programs include:

The **Rural Business Opportunity Grant Program** provides technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized. **Rural Economic Development Loans and Grant Program** help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Ineligible purposes are those which directly benefit the borrower, conflicts of interest, and costs incurred prior to the application.

Rural Business Enterprise Grants Program (RBEG) to public bodies, private nonprofit corporations, and federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a City, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small, or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize

technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs. **The Intermediary Relending Program** money is lent to private non-profit organizations, any state or local government, an Indian Tribe, or a cooperative that is relented to by the intermediary to the ultimate recipients. The ultimate recipient must not be able to receive financing at reasonable rates or terms. (source: www.rurdev.usda.gov/wi/programs/index.htm)

US Department of Commerce National Oceanic and Atmospheric Administration (NOAA)

Coastal Zone Management Program (CZMP) assists local and state governments in managing and revitalizing coastal areas for mixed-use development. The competing goals of commercial and industrial development, tourism, environmental protection, transportation and recreation are discussed in coastal management plans. The CZMP supports states through financial contributions, technical advice, participation in state and local forums, and through mediation. Wisconsin CZMP programs currently protect wetland ecosystems, reduce non-point pollution sources, reduce erosion and assist in meeting state and regional coastal goals. (source: www.coastalmanagement.noaa.gov/programs)

US Environmental Protection Agency

Brownfields Assessment and Cleanup Cooperative Agreements objectives are to provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; to capitalize a RLF fund; and to carry out cleanup activities at brownfield sites that are owned by the grant recipient. Eligibility for the assessment, RLF, and cleanup grants includes a general purpose unit of local government. This is a competitive grant program. There are separate guidelines for each of the three areas. Grant amounts are based on size and type of contamination, ranging from \$200,000 to \$350,000. (source: <http://epa.gov/brownfields/pilot/htm>)

US Department of the Interior - National Park Service

Land and Water Conservation Fund (LWCF) provides matching grants to States and local governments for the acquisition and development of public outdoor recreation areas and facilities. The program is intended to create and maintain a nationwide legacy of high quality recreation areas and facilities and to stimulate non-federal investments in the protection and maintenance of recreation resources across the United States. States receive individual allocations of LWCF grant funds based on a national formula. Then states initiate a statewide competition for the amount available to award via matching grants. (source: www.nps.gov/ncrc/programs/lwcf)

Small Business Administration (SBA)

The **SBA** provides financial, business counseling and training, and business advocacy to foster the development and success of small businesses. Under the SBA's loan-guaranty programs, the borrower applies to a lending institution, not the SBA. The lender applies to the SBA for a loan guaranty. The SBA can process the lender's request through a variety of methods including the **SBA Express Loans, Community Express Loans, 7(a) Loan Guarantee, Prequalification**

Loans, 7(m) Micro Loans, Community Development Company/504 Loans, CAPLines Program, and 8(a) Business Development Program.

(source: www.sba.gov/wi/WI_FINANCING.html)

STATE

Wisconsin Department of Commerce

The federally funded **Community Development Block Grant (CDBG)** program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. The **CDBG-Economic Development (ED)** program assists large businesses that will invest substantial private funds and create approximately 100 jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The **Major Economic Development (MED) Program** is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. The **Rural Economic Development (RED) Program** provides working capital or fixed asset financing for businesses with fewer than 50 employees.

Specifically, the **CDBG-Public Facilities for Economic Development (PFED)** program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The **CDBG-Public Facilities (PF)** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. The **Main Street Program** offers a variety of resources to include façade grants and technical and financial assistance to stimulate the revitalization of their respective areas. The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. The **CDBG-Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and to remediate brownfields. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608-266-8934.

Community Development Zone (CDZ) designation is a tax credit program for businesses planning to expand, relocate or start in the designated Community Development Zones (CDZ). *CDZs in the BLRPC district include the Cities of Green Bay, Sturgeon Bay, Two Rivers, and Manitowoc; and the Counties of Florence, Marinette, and Oconto.* These tax credits are to be applied against a company's Wisconsin income tax liability. These credits are based on the number of new jobs that a company creates, and the wage level and benefit package that are offered to the employees. The **Enterprise Development Zone (EDZ)** program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able

to designate an enterprise development zone. A zone is “site specific” and applies to only one business.

To compliment the bricks and mortar component of Commerce, there is funding specifically earmarked for employee training. Eligible businesses looking to train a significant number of its current or incoming workforce can apply for and receive a direct grant from Commerce for **Customized Labor Training (CLT)**. Companies with a few employees seeking training are eligible for the **Business Employees Skills Training (BEST)** program. The focus of both programs is on the training or retraining of employees to incorporate new technologies or manufacturing processes.

Commerce provides financial resources to encourage the development of small businesses. Potential entrepreneurs can access an **Early Planning Grant (EPG)** of up to \$3,000 to obtain professional services necessary to evaluate the feasibility of a proposed start-up or expansion or develop a business plan. The **Entrepreneurial Training Grant Program (ETG)** is a comprehensive course designed to provide hands-on assistance in the writing of a business plan. The technical assistance can be provided by the *Small Business Development Center (SBDC) at UW-Green Bay* or the regional *Service Core of Retired Executives (SCORE)* office. The **Wisconsin Entrepreneur’s Network (WEN)** provides programs and services to small and emerging businesses, resulting in job creation and retention, business start-ups, expansions and acquisitions; and strengthened linkages with the rich network of resources in the state. Key services will include one-on-one consulting, educational workshops, executive level programs, peer learning, and strategies to assess technologies and access capital.

Other programs offered by Commerce include: the **Employee Ownership Assistance Loan (EOP) Program** can help a group of employees purchase a business by providing individual awards up to \$15,000 for feasibility studies or professional assistance. The business under consideration must have expressed its intent to downsize or close. **Industrial Revenue Bonds (IRB)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities, cities, villages, and town are authorized to issue IRBs. The **Technology Development Fund (TDF)** program helps Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. The **Technology Development Loan (TDL)** program helps Wisconsin businesses develop technological innovations that have the potential to provide significant economic benefit to the state. This program is designed to help businesses commercialize new technology. The **Technology Development Zone (TDZ)** program provides tax credits to technology-based businesses that locate or expand in one of eight designated zones. Credits are awarded based on the number of full-time jobs created or retained, capital investments made and environmental remediation expenses incurred. Credits are non-refundable, but may be carried forward for up to 15 years.

The **Minority Business Development (MBD) Loan Program** provides low interest loans to assist minority-owned companies with land and equipment purchase, working capital, and construction. The **Wisconsin Trade Project Program** can help small export-ready firms participate in international trade shows. The **Milk Volume Production (MVP) Loan Program** enables farmers to increase milk production by offering loan interest loans to purchase additional dairy cattle. The **Dairy 20/20 Early Planning Grant Program** covers third party services to assist the applicant with start-up, modernization, or expansion of a dairy operation. For a complete list of community and economic development programs offered by Commerce, please visit their website. (source: www.commerce.state.wi.us)

Wisconsin Department of Transportation

The **Transportation Economic Assistance (TEA)** grants provide up to 50% of costs to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants up to \$1 million are available for transportation improvements that are essential for an economic development project. The amount of DoT provided funding is dependent on the number of jobs being created or retained. The 50% local match portion can come from a combination of local, federal, state, or in-kind services. The **Local Transportation Enhancement (TE) program** funds projects that increase multi-modal transportation alternatives while enhancing communities and the environment. Federal funds administered through this program provide up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping or streetscaping and the preservation of historic transportation structures.

In 1979, the **Harbor Assistance Program (HAP)** was created to assist harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and construction of facilities to hold dredged materials. The **Freight Rail Infrastructure Improvement program (FRIP)** and **Freight Rail Preservation program (FRPP)** were created to maintain and improve rail services throughout Wisconsin.

The **State Infrastructure Bank (SIB) program**, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The money can be used in conjunction with other programs. SIBs offer Wisconsin the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote, and encourage economic development and/or promote transportation efficiency, safety, or mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from money remaining in the bank. Eligible projects include constructing or widening a road linking an intermodal facility and providing better access to commercial and industrial sites. WisDOT charges 2 percent interest on the loan principal, with projects amortized up to 25 years. Eligible applicants are local units of government, Amtrak Railroad, private non-profit organizations, and Transit Commissions. (source: www.dot.wisconsin.gov)

Wisconsin Department of Tourism

Funding is available for local communities and regions to design their own marketing effort. The most popular and utilized program is the **Joint Marketing Grant (JEM)**. The grants are to assist in paying for the costs associated with developing a stronger advertising and public relations campaign. (source: <http://agency.travelwisconsin.com/Programs/programs/shtm>)

Wisconsin Department of Agriculture, Trade, and Consumer Protection

Financial resources are provided to help grow and diversify the state's agriculture industry. The **Agricultural Development and Diversification (ADD)** grant is awarded to projects that may create new opportunities within agriculture through new value-added products, new market research, new production or marketing techniques, or alternative crops or enterprises. Maximum

grants are \$50,000. Eligible applicants are individuals, associations, agri-businesses, and industry groups. (source: <http://datcp.state.wi.us>)

Wisconsin Department of Administration

Wisconsin Coastal Management Program was established in 1978 under the Federal Coastal Zone Management Act. Coastal management is defined as achieving a balance between natural resource preservation and economic development along our Great Lakes coasts. All counties adjacent to Lakes Superior and Michigan are eligible to receive funds. Coastal Management Grants are available for coastal land acquisition, wetland protection and habitat restoration, non-point source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation. (source: www.doa.state.wi.us)

Wisconsin Department of Natural Resources

Environmental (including brownfields) loans and grants help local governments clean-up brownfield sites intended for long-term public benefit, drinking water and wastewater projects, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to apply for funds. Eligible costs include remedial action plans and/or costs to develop a Remedial Action Plan. Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant. (source: <http://dnr.wi.gov/org/caer/cfa/cfindex.html>)

Wisconsin Housing and Economic Development Authority (WHEDA)

is responsible for a number of housing and economic development functions. WHEDA works with local and state economic development professionals, businesses, and lending institutions to help an individual expand or modernize a farm or business. **Loan Guarantees, direct loans, New Market Tax Credits, and interest rate subsidies** are utilized within a financial package to help ensure the project has the best chance for long term success. (source: www.wheda.com)

Other state resources include: *Impact Seven, Inc.*, is one of more recognizable statewide organizations that provide micro-loans for small business start-ups and expansions. (source: www.impactseven.org) The *Wisconsin Women's Business Initiative Corporation (WWBIC)* also provides micro-loans to predominately women, people of color, and those of lower incomes. (source: www.wwbic.com) The *Wisconsin Business Development Finance Corporation* provides financial assistance and resources to business and lenders throughout the state. (source: www.wbd.org) The **Wisconsin Innovation Network (WIN)** is one of the priority areas of the *Wisconsin Technology Council*. WIN is a community-based economic development organization dedicated to fostering innovation and entrepreneurship. (Source: www.wiconsintechnologycouncil.com)

REGIONAL

The Bay-Lake Regional Planning Commission (BLRPC)

The Bay-Lake Regional Planning Commission serves as an economic development district for the US Department of Commerce-Economic Development Administration. Potential EDA funded projects must be reviewed by the BLRPC for eligibility of federal funding. The BLRPC also provides technical assistance to local ED organizations and offers grant writing and

administration services for various state and federal funding sources. (source: www.baylakerpc.org)

Northeast Wisconsin Regional Economic Partnership (NEWREP)

NEWREP administers Commerce's *Eastern Wisconsin Technology Zone* for the 18 counties of northeast Wisconsin. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. (source: www.northeastwisconsin.org)

New North, Inc.

The **New North** is the 18 county region in northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind the 18 counties. This consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders are working to have the area recognized as competitive region for job growth while maintaining our superior quality of life. It represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. (source: www.thenewnorth.org)

Small Business Development Centers (SBDC)

SBDCs are located within the eleven 4-year universities. The SBDCs counselors offer advice, training, and resources to promote entrepreneurship and small business growth. Programs focus on minority entrepreneurship, startup business solutions, and established business solutions. Specific programs include business plan reviews and one-to-one business counseling. Kewaunee County is served by the small business development counselor employed by the University of Wisconsin-Green Bay. (source: www.wisconsinsbdc.org)

SCORE

SCORE is more than 11,500 member volunteer association sponsored by the U.S. Small Business Administration. It matches volunteer business-management counselors with present and prospective small business owners in need of expert advice. **SCORE** has experts in virtually every area of business management. Local SCORE chapters offer workshops and no cost one-to-one counseling. (source: www.sba.gov)

Community Action Agencies

Community Action Agencies are designed to focus all available local, state, private and federal resources on the goal of enabling low-income families and low-income individuals to attain the skills, knowledge, and motivations, and secure the opportunities needed for them to become fully self-sufficient. CAAs operate a variety of programs. And are known statewide for their operation of Head Start, weatherization, housing, employment and training programs, family development, economic development, commodity distribution, senior and youth services, and many other valuable programs. In addition to providing direct services, CAAs often serve as program

sponsors or grantees overseeing, although not necessarily directly operating programs. (source: www.wiscap.org)

Utilities

Area utilities such as the **Integrus Energy Group, Alliant Energy, Rural Energy Cooperatives,** and **SBC** offer economic development assistance to communities and businesses in a number of ways to include the development of business plans, making available grants and loans, providing loan guarantees, and facilitating educational forums.

COUNTY AND LOCAL

University of Wisconsin Extension Office

Community Resource Development Agent/Educator offers small business management assistance workshops or one-on-one counseling, as well as information on county revolving loan funds and other sources of financing. (source: www.uwex.edu)

County Economic Development Officials/Contacts

Kewaunee County formed a countywide non-profit 501(c)3 economic development corporation in late 2004. The organization hired its first executive director, John Rogers, in May 2005. The economic development corporation focuses on job creation, job retention, and the overall economic well-being of the county. The corporation works in conjunction with the county's Promotion and Recreation Department, Mark Kanz Director, to promote existing businesses in the county, offer a marketing outlet for each municipality, and establish events that are unique to each community and county to benefit the area economically.

John Rogers, Executive Director
Kewaunee County Economic Development Corporation
Parkway Avenue, P.O. Box 183
Algoma, Wisconsin 54201
Phone: (920) 255-1661
Email: jmrogers@kcedc.org
Website: www.kcedc.org

Mark Kanz, Director
Promotions and Recreation Department
E4280 County F
Kewaunee, WI 54216
Phone: (920) 388-0444
Email: kanzm@kewauneeco.org
Website: www.kewauneeco.org

Kewaunee County, through the Promotions and Recreation Department, and the City of Kewaunee administer a **small business revolving loan fund** programs.

In addition to having financial resources available to assist businesses, several communities have designated **business or industrial parks** within their municipal boundaries to attract and grow companies. The City of Kewaunee maintains a 20 acre industrial park, the City of Algoma recently expanded their 62 acre industrial park by 40 acres, and the Village of Luxemburg

established a 50 acre industrial park. At this time, the City of Kewaunee's park is full, the City of Algoma's park has 40 acres available with municipal services, and the Village of Luxemburg has 15 acres open for development with infrastructure in place in addition to rail service.

The most utilized tool to develop these designated industrial/business park areas is **Tax Incremental Financing Districts (TIDs)**. The TIDs use the increase in taxes or increment and apply it to the costs associated with site preparation; the building of roads, water, and sewer mains; and upgrading water and wastewater treatment plants without additional revenue needed from the community. According to the Wisconsin Department of Revenue, Kewaunee County currently has four active TIDs in the county. They are located in the Village of Luxemburg, City of Kewaunee, and City of Algoma.

Appendix F
TRANSPORTATION FUNDING PROGRAMS

TRANSPORTATION FUNDING PROGRAMS

The following provides a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

City street improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,825 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage increases have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments are based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length).

This program funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans, etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

1. TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

2. Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Appendix G
INTERGOVERNMENTAL COOPERATION WORKSHOP

CITY OF KEWAUNEE & TOWNS OF PIERCE AND AHNAPÉE INTERGOVERNMENTAL ISSUE IDENTIFICATION & SOLUTION WORKSHOP RESULTS

October 25, 2006

The following list* was generated during the round-robin discussion of issues and solutions during the October 25, 2006 intergovernmental cooperation workshop held at the Pierce Town Hall between the towns of Pierce and Ahnapee, City of Kewaunee and individuals representing the Town of Casco, and Algoma Fire & Rescue.

* Additional issues and proposed resolutions not mentioned during this intergovernmental workshop are listed on pages G-3 thru G-6.

A. EXISTING AND/OR POTENTIAL COOPERATIVE ISSUES

- Need emergency medical facility in county (County-wide facility)
- Urban vs. rural development conflict (incorporated)
- Annexation
- Transportation-increase during peak seasonal months-safety issues
- More “clean” businesses needed-conducive to community
- Clean water – Lake Michigan pollution groundwater, inland lakes, rivers, etc.
- Communication between communities to discuss planning issues
- Different value system – rural vs. urban
- Cooperative agreements between towns and cities needed
- Incorporated communities looking for land in rural portions when land exists within their boundaries
- One county Chamber of Commerce
- Development of pedestrian/bicycle path cities/towns/county working and planning together
- Alternative energy sources – farms, wind, etc.
- More cooperation between Kewaunee and Algoma School Districts-possible consolidation, provision of services, etc.
- Revision of school district lines – Kewaunee-Algoma-L.C
- Use of tax dollars
- Maintenance of county parks-needs to be better
- Recruiting and retention of Algoma Fire Department members to serve in a volunteer capacity
- Lack of close medical facilities resulting in long distance health care-rescue transports
- Fire department: excellent mutual aid contract and service and backup
- Fire department: modern communications via radio frequency
- Able to monitor pages of other fire departments
- Well equipped and modern fire and rescue services in both the cities of Kewaunee and Algoma and the town of Ahnapee

B. PROPOSED COOPERATIVE RESOLUTIONS

- More open communication-joint meetings
- Working together on developing land use controls – zoning ordinances, etc.
- Extraterritorial planning and zoning cooperation
- Work together to preserve green space/ag. land
- More cooperative agreements – formal resolution process
- Joint planning sessions
- Need firm enforcement of regulations
- Cooperative agreements for annexation
- More promotion and maintenance of parks and recreation in county – tourism

INTERGOVERNMENTAL ISSUE IDENTIFICATION & SOLUTION PROCESS

City of Kewaunee, Towns of Pierce and Ahnapee & Surrounding Jurisdictions October 25, 2006

A. PLEASE LIST EXISTING AND/OR POTENTIAL CONFLICTS, ALONG WITH POSITIVE RELATIONSHIPS, BETWEEN COMMUNITIES AND OTHER JURISDICTIONS. The use of “bullet phrases” is recommended, - e.g. “*lack of communication*” or “*shared facilities.*”

Some categories to consider include:

- Bordering issues
 - Cooperative relationships
 - Community ideas and values
 - Development trends
 - Availability of land
 - Housing needs
 - Utilities, public services and facilities (sharing/siting)
 - Transportation
 - Economic development
 - Environmental
 - Agriculture
 - Parks and recreation
 - Ordinances/other regulations
-

Bordering issues

- The potential of annexing into the township on both ends
- Annexation of town land without completed development of open residential and commercial land
- Ahnapee seems to be good neighbor; Kewaunee seems to be constantly encroaching n.ward
- Purchasing town property to annex to city of Kewaunee
- We have a fear of more parcels annexed to the city of Kewaunee
- Work together: the town of Pierce values our land
- Urban vs. rural development relative to growth or expansion

Cooperative relationships

- Cooperative relationships: (cooperation) with the Kewaunee County Economic Development Committee to hire businesses and industry to the county for the benefit of everyone

Community Ideas and Values

- Understanding the concept of the outlook for the municipality’s idea of lifestyle and density
- Positive: we are tied economically to the cities for all/most of our shopping and activities

Development trends

- Kewaunee not sure which way or what to develop north or west; some residential, some commercial
- Open discussion and understanding the values of all parties
- Development to help Kewaunee and Pierce, Algoma
- Development of neighbors to the south (Kewaunee) - development

Housing Needs

- Determine what the needs are and cooperatively arrive at a concept that solves these needs without hardship and disadvantage to either side

Utilities, public services and facilities (sharing/siting)

- Positive sharing of police & fire
- Fire, rescue, police – all good
- On a positive side, there is a good relationship in sharing of utilities such as fire and ambulance and schools
- Sharing utilities
- Sharing of utilities – cable, high speed internet

Transportation

- Need for public transportation
- Transportation gets busy along lakeshore routes in summer months – Co. D, Lakeshore Dr., Hwy 42. The busy roads create unsafe and unrural settings.

Economic Development

- Kewaunee seems to not know what direction they are going with commercial development-north or west

Environmental

- Growth with all towns to insure and encourage environmental areas
- Ahnapee has the mining operations. Hoping they are monitoring water protection
- Clean water lakes, rivers, wells for our future health

Agricultural

- Preserve prime farmland
- Good agriculture practices-we need farms for food and future energy systems

Parks and Recreation

- The parks we have are maintained by the county and could be maintained and promoted much better
- Parks for fun with family
- Preserve woodland

Ordinances/other regulations

- Each municipality has its own ordinances that operate within these jurisdictions
- Ordinances and rules that work for both communities. Simplify land use controls

Not Categorized

- Need for clean business
- Clean up the water
- School districts: better utilization of facilities

- Fire department: Algoma, Kewaunee, Luxemburg, Carlton, Casco – small
- Lack of communication – not knowing what Town of West Kewaunee, Town of Casco and Village of Casco Smart Growth Plans are
- Fire and ambulance mutual aid agreements
- Fire and ambulance protection with Pierce, Casco, West Kewaunee and Carlton (amb. only)
- Creating and providing space for new businesses or their expansion
- Shoreland protection (city vs. county)
- Pedestrian and bicycle paths within and outside of city
- Need some type of emergency medical facility, such as a small hospital for Kewaunee County to share. Major medical emergencies could be shipped or transported to larger city
- Employment – lack of employment in all areas, need to be diversified – countywide
- City of Kewaunee – doesn't have that much land for growth. Some land is available outside the city limits
- Chamber of Commerce – there are 3 chambers in this area. We all need to work together. There should actually only be one chamber to cover Kewaunee County
- Time away from employment/family for rescue calls

B. PLEASE LIST ANY PROPOSED RESOLUTIONS TO EXISTING/POTENTIAL CONFLICTS OR IDENTIFY OTHER POSSIBLE COOPERATIVE EFFORTS. Again, the use of “bullet phrases” is recommended, - e.g. “*improved communication*” or “*increase shared services.*”

Some ideas to consider include:

- Communication/meetings
 - Sharing (planning information, services, facilities, etc.)
 - Consolidating
 - Cooperative Agreements
 - Regulations/ordinances
 - Official mapping
 - Area planning
 - Mutual aid
 - Focus groups
 - Joint plan committees
-

- Area planning: simplify controls for land use
- Area planning: basic communication of concerns and pre-planning before finalization of an idea by one or the other that has an affect on the jurisdictions
- Mutual aid: very positive mutual aid with fire and police
- Joint plan committees: continue with joint plan committees to further community harmony
- Development of border agreement to ensure coordinated development
- Cooperative agreements – agreement to discuss the border areas of the jurisdictions
- Sharing information – discussion and long range planning to better all concerned
- Area planning which is ongoing, is a positive force
- Cooperative agreements could be worked out
- Once a year meeting to stay on track with sharing, planning, ordinances, mapping
- Town and city – joint plan committees. Mutual aid – fire
- Bottom line: use good common sense in any of your planning for the future! Lower property taxes
- Sharing of planning information with West Kewaunee, Town of Casco and Village of Casco
- Extraterritorial planning review process. Joint planning committees
- Cooperative agreement for annexation
- Controlled growth to factor in infrastructure needs. Shoreland protection ordinances similar/alike
- There should be one small hospital available to all Kewaunee County residents – so rescue squads would be able to transport patients to for medical treatment. All other emergencies – more serious injuries could then be sent or transported to Green Bay – Sturgeon Bay, Manitowoc, etc.
- There needs to be a growth plan that includes employment in this area. Kewaunee County namely. A diverse work force of multiple job qualifications. People drive for work 30 miles one way or more to find work at this particular time.
- Solution – possibly extend the city limits of Kewaunee
- Have one Chamber of Commerce for Kewaunee County. All businesses should be working together. We need to each look outside our own little area – and look into the future as a whole.

Appendix H
LAND USE INVENTORY CODES

**Bay-Lake Regional Planning Commission
Land Use Inventory Summary Form**

100	RESIDENTIAL		600	INSTITUTIONAL/GOVERNMENTAL
200	COMMERCIAL		700	OUTDOOR RECREATION
300	INDUSTRIAL		800	AGRICULTURE/SILVICULTURE
400	TRANSPORTATION		900	NATURAL AREAS
500	COMMUNICATION/UTILITIES			
CODE	LAND USE CLASSIFICATION		CODE	LAND USE CLASSIFICATION
100	RESIDENTIAL		500	COMMUNICATION/UTILITIES
110	Single Family Residential		510	Generation/Processing of Communication/Utilities
111	Single Family Residential Garage		511	Electric Power Plants
130	Two Family		512	Wind Turbine
150	Multi-Family		514	Telephone and Telegraph Terminals/Dispatch Centers
151	Multi-Family Garage		516	Radio/Television Stations
170	Group Quarters		521	Natural Gas Terminals/Plants
180	Mobile Homes		525	Other Liquid Fuel Terminal Plants
190	Land Under Residential		535	Water Supply Filter Treatment Plants
	Development		537	Water Supply Wells
199	Vacant Residence		540	Transmission of Communication/Utilities
			541	Major Electric Power Transmission Lines R/W
200	COMMERCIAL		542	Electric Power Substations
210	Retail Sales		546	Radio/Television Transmission Towers/Antennae
230	Shopping Centers		551	Major Natural Gas Transmission Lines R/W
250	Retail Services		552	Natural Gas Substations
270	Office Parks		555	Other Major Liquid Fuel Transmission Lines R/W
299	Vacant Commercial		556	Other Liquid Fuel Substations
			572	Water Supply Booster/Pumping Stations
300	INDUSTRIAL		577	Water Supply Storage Tanks/Reservoirs
310	Manufacturing		580	Waste Processing/Disposal/Recycling
340	Wholesaling		581	Trash/Garbage Landfills
360	Extractive		582	Other Trash/Garbage Dumps
380	Storage		583	Sewage Treatment Plants
381	Open		584	Sewage Sludge or Water Supply Chemical Disposals
382	Enclosed		585	Fly Ash and Other Fire Residue Disposal
399	Vacant Industrial		586	Auto Salvage/Recycling/Disposals
			587	Abandoned Landfill
400	TRANSPORTATION		588	Yard Waste
410	Motor Vehicle Related		591	Solid Waste Separation/Recycling Plants
411	Federal Highways		595	Incinerators
412	State Highways		599	Vacant Communication/Utilities
413	County Highways			
414	Local Streets and Roads			
415	County Forest Roads			
416	Federal Forest Roads			
417	Off-Street Parking			
418	Bus Terminals			
419	Truck Terminals			
420	Other Motor Vehicle Related			
440	Rail Related			
460	Air Related			
480	Marine Related			
484	Piers/Docks			
490	Nonmotorized Related			
499	Vacant Transportation			

CODE	LAND USE CLASSIFICATION	CODE	LAND USE CLASSIFICATION
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	700	OUTDOOR RECREATION
610	Administrative Institutions/Governmental Facilities	710	Cultural/Natural Activities
611	Administrative Buildings	712	Zoos
612	Post Offices	716	Nature Study Areas
613	Military Installations	721	Designated Historic/Cultural/Archaeological Sites
614	Municipal Garages	730	Land Related Activities
630	Safety Institutions/Governmental Facilities	731	Campgrounds
631	Police/Fire Stations/Offices	735	Lawns/Yards
637	Ancillary Municipal Safety Facilities	736	Parks/Parkways/Forest-Related Picnic Areas
638	Prisons or Jails	737	Separate Picnic Areas
640	Educational Institutions/Governmental Facilities	738	Lookout Tower
641	Pre-School/Day Care	741	Playfields/Ball Diamonds/Volleyball Courts
642	Primary Schools	745	Swimming/Wading Pools
643	Middle Schools	746	Tennis Courts
644	Secondary Schools	747	Trails
645	Vocational Schools	751	Athletic Fields
647	Two-Year Colleges/Universities	756	Ice Skating Rinks
648	Four-Year and Graduate Colleges/Universities	757	Roller Skating Rinks
651	Libraries	758	Ski Areas
652	Community Center	761	Golf Courses
655	Museums	762	Golf Driving Ranges
660	Health Institutions/Governmental Facilities	766	Archery/Gun/Skeet Ranges
661	Hospitals	768	Hunting Preserves
663	Clinics	769	Race Tracks
665	Long-Term Health Care Facilities	770	Other
680	Assembly Institutions/Governmental Facilities	780	Water Related Activities
681	Fairgrounds	781	Boat Launching Sites/Areas
682	Gymnasiums	782	Other Water Access Sites/Areas
683	Sports Stadium/Arenas	783	Marinas
684	Fraternal Organizations/Clubhouses	784	Lighthouse
690	Religious and Related Facilities	799	Vacant Outdoor Recreation
691	Churches/Temples/Synagogues		
694	Cemeteries		
699	Vacant Institutional/Governmental		
800	AGRICULTURE/SILVICULTURE	900	NATURAL AREAS
805	Open Space	910	Water
810	Croplands/Pastures	911	Lakes
830	Long-Term Specialty Crops	912	Reservoirs and Ponds
850	Animal Husbandry	913	Rivers and Streams
851	Fish Hatchery/Aquaculture	914	Canals and Channels
870	Farm Buildings/Accessories	930	Vital Natural Functions
880	Commercial Forests	936	Wildlife Refuges
899	Vacant Agriculture	937	Designated Scientific Sites/Areas
		950	Other Natural Areas, including Open Space
		951	Woodlands
		952	Wetlands
		953	Grasslands
		954	Beaches
		955	Bluffs
		960	Other Publicly-Owned Natural Areas
		990	Land Under Development
		99999	City or Village

Appendix I
DETAILED LAND USE TABULATION

2005 CITY OF KEWAUNEE DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	366.1
110	Single Family Residential	335.5
130	Two Family	1.8
150	Multi-Family	19.2
180	Mobile Homes	2.1
190	Land Under Residential Development	7.5
200	COMMERCIAL	77.7
210	Retail Sales	67.8
250	Retail Services	5.2
270	Office Parks	1.9
299	Vacant Commercial	2.9
300	INDUSTRIAL	40.3
310	Manufacturing	22.3
340	Wholesaling	2.0
381	Open Storage	11.7
399	Vacant Industrial	4.3
400	TRANSPORTATION	240.8
412	State Highways	36.8
413	County Highways	15.7
414	Local Streets and Roads	161.2
417	Off-Street Parking	1.9
484	Piers/Docks	3.6
499	Vacant Transportation	21.6
500	COMMUNICATION/UTILITIES	6.9
542	Electric Power Substations	0.6
546	Radio/Television Transmission Towers/Antennae	0.1
556	Other Liquid Fuel Substations	0.3
572	Water Supply Booster/Pumping Stations	0.4
577	Water Supply Storage Tanks/Reservoirs	0.4
583	Sewage Treatment Plants	3.9
588	Yard Waste	1.1
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	86.0
611	Administrative Buildings	12.1
612	Post Offices	0.4
614	Municipal Garages	2.5
631	Police/Fire Stations/Offices	4.5
641	Pre-School/Day Care	0.4
642	Primary Schools	8.8
644	Secondary Schools	11.1
651	Libraries	0.3
652	Community Center	2.7
655	Museums	0.3
663	Clinics	7.0
665	Long-Term Health Care Facilities	5.9
684	Fraternal Organizations/Clubhouses	0.6
690	Religious and Related Facilities	1.1
691	Churches/Temples/Synagogues	2.3
694	Cemeteries	17.4
699	Vacant Institutional/Governmental Facilities	8.6
700	OUTDOOR RECREATION	80.3
731	Campgrounds	16.4
735	Lawns/Yards	6.6
736	Parks/Parkways/Forest-Related Picnic Areas	15.4
741	Playfields/Ball Diamonds/Volleyball Courts	14.4
746	Tennis Courts	1.6
751	Athletic Fields	17.1
781	Boat Launching Sites/Areas	5.5
783	Marinas	3.1
784	Lighthouse	0.1

CODE	LAND USE CLASSIFICATION	ACRES
800	AGRICULTURE/SILVICULTURE	623.8
805	Open Space	74.3
810	Croplands/Pastures	536.9
870	Farm Buildings/Accessories	12.4
899	Vacant Agriculture/Silviculture	0.2
900	NATURAL AREAS	855.3
911	Lakes	26.3
912	Reservoirs and Ponds	1.2
913	Rivers and Streams	112.8
950	Other Natural Areas, including Wetlands	427.7
951	Woodlands	286.5
954	Beaches	0.7
TOTAL		2,377.2

Source: Bay-Lake Regional Planning Commission, 2006

Appendix J
RARE SPECIES & NATURAL COMMUNITIES LIST

Kewaunee County

Rare Species & Natural Communities List

The following list includes Kewaunee County's endangered resources (rare, threatened, or endangered species and high-quality natural communities) that have been recorded in the Wisconsin Natural Heritage Inventory (NHI), September 2005.

AQUATIC OCCURRENCES

ANIMALS

- Banded killifish
- Pugnose shiner
- Shortnose cisco
- Black crowned night heron
- Two spotted skipper
- Redside dace
- Lake sturgeon
- Longear sunfish
- Greater redhorse

PLANTS

- Small yellow lady s slipper
- Showy lady s slipper
- Variegated horsetail
- Slim stem small reedgrass

NATURAL COMMUNITIES

- Hardwood swamp
- Lake deep, hard, seepage
- Northern wet mesic forest
- Emergent aquatic
- Alder thicket
- Northern sedge meadow
- Northern wet forest
- Shrub carr
- Open bog
- Floodplain forest

TERRESTRIAL OCCURRENCES

ANIMALS

- Eightfold pinecone
- Cherrystone drop
- Transparent vitrine snail
- Barn owl
- Dentate supercoil
- Tapered vertigo

PLANTS

- Long spur violet
- Christmas fern
- Sand reed grass
- Cuckooflower
- American sea rocket
- American gromwell
- Harbinger of spring
- Seaside spurge
- Twinleaf
- Climbing fumitory
- Forked aster

NATURAL COMMUNITIES

- Northern mesic forest

Appendix K
GLOSSARY OF TERMS

Planning and Zoning Definitions

- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats* .
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats.*
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See ch. 66, subch. II, Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See ss.59.69, 60.61, 60.62 and 62.23, Wis. Stats* .
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.

Base Flood: a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also "floodplain".*

Benchmark: a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan's goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

Berm: A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

Best Management Practices (BMPs): the conservation measures and management practices intended to lessen or avoid a development's impact on surrounding land and water.

Billboard: a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.

Block: a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.

Board of Appeals/ Board of Adjustment (BOA): a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

Brownfields: lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

Buffer Area: an area separating two incompatible types of development or a development and sensitive natural resources.

Build Out: the maximum, theoretical development of land as permitted under zoning regulations.

Build Out Analysis: a projection, based on the maximum, theoretical development of all lands, of the impact of a community's cumulative growth.

Building Coverage: *See "lot coverage".*

Building Line: the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

Building Scale: the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.

Bulk Regulations: standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

Bundle of Rights Concept of Property: *See "rights".*

Business Improvement Districts (BID): an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of- way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*

Business Incubator: retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

By Right: a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

Capital Improvement: a physical asset that is large in scale or high in cost.

Capital Improvements Plan/ Capital Improvements Program (CIP): a city's or county's proposal of all future development projects and their respective cost estimates listed according to priority.

Capital Improvement Programming/ Capital Improvement Planning: the scheduling of budgetary expenditures for infrastructure to guide and pace development.

Carrying Capacity Analysis: an assessment of a natural resource's or system's ability to accommodate development or use without significant degradation.

Census: The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.

Census Tract: a relatively permanent county subdivision delineated to present census data.

Central Business District (CBD): the primary, downtown commercial center of a city.

Certificate of Appropriateness: a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.

Certificate of Compliance: an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

Cesspool: a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

City: an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, Wis. Stats.

Clear Zone: an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See s.19.81- 19.98, Wis. Stats .*

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Commercial District: a zoning area designated for community services, general business, interchange of services, and commercial recreation.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See s.560.70, Wis. Stats. See also "enterprise development zone".*

Community of Place: *See "sense of place".*

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development's impacts.

Concurrency Test: an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

Congestion Mitigation and Air Quality Program (CMAQ): a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non- attainment and maintenance areas that reduce transportation- related emissions.

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

Conservation Easement: a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*

Conservation Reserve Program: a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.

Consolidated Metropolitan Statistical Area (CMSA): a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*

Contested Case: a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

Contiguous Properties: properties sharing a property line.

Cooperative Agreement: an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*

County: a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*

cul de sac : a circular end to a local street [*French* , “bottom of the bag”]

Dedication: the transfer of property from private to public ownership.

Deed Restriction: a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

Design Guideline: an activity standard that preserves the historic or architectural character of a site or building.

Design Review/ Control: an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community

Design Standards: criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*

Detachment: the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*

Developer: a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

Development: an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

Development Values: the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

District: a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

Down Zoning: a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*

Dwelling Unit: the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single- family attached,” and “single- family detached dwelling”.*

Easement: written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*

Ecological Impact: a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Economic Unit: units of land that, although they may be separated from one another physically, are considered one economically.

Eminent Domain: the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*

Enabling Act: legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*

Enterprise Development Zone: zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also “community development zone”.*

Environmental Corridors: linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmental Impact Ordinance: a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

Environmental Impact Report (EIR): a report that assesses an area's environmental characteristics and then determines the impact that a proposed development will have.

Environmental Impact Statement (EIS): a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91-190, 42 USC 4331, NR 150, *Wis. Admin. Code*.

Environmental Nodes: discrete, inherently non-linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

Estate Management Strategies: strategies enacted during a landowner's lifetime or upon her death to help preserve family lands and farms.

Ex parte Contact: communication, which is normally prohibited, with a decision maker in a quasi-judicial proceeding, which is not part of a public hearing or the official record in a matter.

Exactions: compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community's zoning code or negotiated on a project-by-project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

Executive Session: *See "closed session"*.

Extraterritorial Zoning: a local government's authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See* s.62.23(7a), *Wis. Stats.*

Exurban Area: the area beyond a city's suburbs.

Fee Simple Acquisition: the purchase of property via cash payment.

Fee Simple Interest in Property: absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See "rights"*.

Fiscal Impact Analysis: the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

Fiscal Impact Report: a report projecting the costs and revenues that will result from a proposed development.

Floating Zone: an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

Floodplains: land that has been or may be covered by flood water during a 'regional flood' as is defined in NR 116, *Wis. Adm. Code*. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100-year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also "base flood"*.

Forest Crop Law: a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Front Lot Line: the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

Gentrification: the resettlement of low and moderate-income urban neighborhoods by middle and high-income professionals.

Geographic Information System (GIS): computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision-making, and program operations.

Geologic Review: an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

Gift Credit: a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

Global Positioning System (GPS): a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

Green Spaces: *See* “open spaces”.

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

Growth Trend Series: In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Hamlet: a predominantly rural, residential settlement that compactly accommodates development.

Hamlet Lot: a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

Hazardous Substance: any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*

Heavy Industry: the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.

Highly Erodible Soils: soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

Historic Area: an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

Historic Preservation: the research, protection, restoration, and rehabilitation of historic properties.

Historic Property: a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*

Homeowner’s Association: a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

Home Rule: constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.

Incorporation: orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*

Impact Fees: cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*

Impervious Surface: a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

Improvements: the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

Incentive Zoning: the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.

Industrial District: a district designated as manufacturing, research and development, or industrial park.

Infill: the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also* “redevelopment”.

Infrastructure: public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

Installment Sale: a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA): a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

Intelligent Transportation System (ITS): a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

Interim Zone of Influence: a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

Interim Zone/ Development Controls: *See “moratorium”.*

Judicial Appeal: the review of a local zoning decision by the state judicial system.

Land: soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

Land Banking: the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

Land Exchange: a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

Land use Intensity System (LUI): a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

Land use Inventory: a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

Land use Plan: the element of a comprehensive plan that designates and justifies the future use or reuse of land. *See s.66.1001, Wis. Stats.*

Landfill: a disposal facility for solid wastes. *See ch.289, Wis. Stats.*

Land Trust: a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Large- Lot Zoning: a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

Leapfrog Development: new development separated from existing development by substantial vacant land.

Leaseback: *See “purchase/ leaseback”.*

Level of Service (LOS): a measurement of the quantity and quality of public facilities.

Light Industry: the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*

Limited Development: the development of one portion of a property to finance the protection of another portion.

Linear Trend Series: In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.

Lot: a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*

Lot Area: the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

Lot Averaging: the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

Lot- by- Lot Development: a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

Lot Coverage: the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

Lot Depth: the average horizontal distance between the front and rear lot lines.

Lot Line: the property lines at the perimeter of a lot.

Lot Width: the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

LULU: a locally unwanted land use. *See also “NIMBY,” “NIABY,” and “NIMTOO”.*

Main Street Program: a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

Managed Forest Law: a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*

Manufactured Housing: a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*

Map: a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

Median age: The midpoint age that separates the younger half of a population from the older half.

Metropolitan Statistical Area (MSA): a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.*

Mini- Lot Development: a development containing lots that do not meet the minimum size or other requirements.

Mitigation: the process of compensating for the damages or adverse impacts of a development.

Mitigation Plan: imposed development conditions intended to compensate for the adverse impacts of the development.

Mixed- Use Development: a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Modernization: the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

Moratorium: a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: a building or portion occupied by three or more families living independently of each other.

Multimodal Transportation: an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

Municipality: a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

National Environmental Policy Act (NEPA): a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See P.L. 91- 190, 42 U.S.C. 4321- 4347. See also “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.*

National Register of Historic Places in Wisconsin: places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

Neighborhood Plan: a plan that provides specific design or property- use regulations in a particular neighborhood or district.

Neighborhood Unit: the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

Neotraditional Development: a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also “New Urbanism” and “smart growth”.*

Net Acre: an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

New Urbanism: an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*

NIABY: Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

NIMBY: Not in my backyard. *See also “LULU,” “NIABY,” and “NIMTOO”.*

NIMTOO: Not in my term of office. *See also “LULU,” “NIMBY,” and “NIABY”.*

Nonconforming Activity: an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

Nonconforming Building: any building that does not meet the limitations on building size or location on a lot for its use and district.

Nonconforming by Dimension: a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

Nonconforming Lot: a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

Nonconforming Use: a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

Noncontributing Building: a building or structure that does not add to the historic architecture or association or cultural values of the area.

North American Industry Classification System (NAICS): a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also "Standard Industrial Classification (SIC)".*

Office Park: a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

One-Unit, Attached: This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

One-Unit, Detached: This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

Open Session: a meeting that is in accordance with Wisconsin's 'Open Meetings Law.' *See s.19.85- 19.98, Wis. Stats .*

Open (Green) Spaces: a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also "common open spaces".*

Ordinance: a local law; a legislative enactment of a local governing body.

Orthophoto Quad: an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth's surface, to reflect as accurately as possible the actual topography of the earth's surface.

Outright Donation: the donation of land to a unit of government or a qualified charitable land conservation management organization.

Outright purchase: the acquisition of land for the benefit of the public.

Overlay Zone: an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

Parcel: *See "lot".*

Pedestrian Friendly: a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

Performance Standards: general criteria established to limit the impact of land uses or development. *See also "design standards".*

Pervious Surface: a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

Planned Unit Development: land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Plan Commission: an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See s.62.23, Wis. Stats.*

Plat: a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

Point System: numerical values assigned to a development's impacts on a community's resources.

Political Subdivision: a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

Pre- acquisition: a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

Preservation: leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.

Primary Metropolitan Statistical Area (PMSA): a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*

Prime Agricultural Land: land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*

Prime Farmland: farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*

Principal Building: the building, including all parts connected, where the primary use of the lot is conducted.

Private Road: a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

Privately Owned Waste- Treatment Systems (POWTS): sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

Public Dedication: reserving land in a subdivision for public use such as a school or park.

Public Road: public property dedicated and reserved for street traffic.

Purchase of Development Rights (PDR): a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*

Purchase/ Leaseback: an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

Quarter, Quarter Zoning: a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).

Quasi- Judicial Decisions: “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

Quasi- Public Use/ Facility: a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

Rear- lot Line: a lot line, opposite the front lot line, that generally does not abut a public roadway.

Redevelopment: any proposed replacement of existing development. *See also “infill”.*

Redevelopment Authority: an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 (3)(a) 1, Wis. Stats .*

Reforestation: the planting or replanting of forest plants.

Regional Plan: a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Requests for Proposals (RFP): a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.

Requests for Qualifications (RFQ): a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

Reservation of Site: *See “public dedication”.*

Reserved Life Estate: an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

Revolving Fund: a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Rights (The Bundle of Rights Concept of Property): government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain:* the right to purchase land for public use
- *Escheat:* the right for the succession in title where there is no known heir
- *Regulation*
- *Taxation*

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right-of-way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high-water mark of a lake, pond, or flowage and within 300 feet of the ordinary high-water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single-family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single-family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land-use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart-growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin's comprehensive planning law. See s.66.1001, *Wis. Stats.* See also "New Urbanism" and "Neotraditional development".

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community's or region's well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: See “conditional use”.

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include ‘a stand of hardwood’ or ‘a stand of timber.’

Standard Industrial Classification/ Standard Industrial Code (SIC): an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. See also “North American Industry Classification System (NAICS)”.

Statewide Comprehensive Outdoor Recreation Plan (SCORP): a plan that aims to offer a research base and overall guidance for all providers of Wisconsin’s outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. See also “tax abatement”.

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, “nor shall private property be taken for public use, without just compensation.” Such actions include regulations that have the effect of “taking” property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found “takings” in the following circumstances:

- where a landowner has been denied “all economically viable use” of the land;
- where a regulation forced a landowner to allow someone else to enter onto the property;
- where the regulation imposes burdens or costs on a landowner that do not bear a “reasonable relationship” to the impacts of the project on the community; and
- where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. See also “summary abatement”.

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. See s.66.1105, Wis. Stats.

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* See s.66.1105, Wis. Stats.

Town: the political unit of government; a body corporate and politic, with those powers granted by law. See ch. 60, Wis. Stats.

Township: all land areas in a county not incorporated into municipalities (cities and villages).

Tract: an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

Traditional Neighborhood: a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. See also “Neotraditional development” and “New Urbanism”.

Traffic Calming: the process of increasing pedestrian safety via decreasing automobile speed and volume.

Traffic Impact Analysis: an analysis of the impacts of traffic generated by a development.

Traffic Impact Mitigation Measure: an improvement by a developer intended to reduce the traffic impact created by a development.

Transfer of Development Rights: a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also “rights” and “purchase of development rights”.*

Transit- Oriented Development (TOD): moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.

Transitional Use: a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

TRANSLINKS 21: a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

Transportation Demand Management (TDM): a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

Transportation enhancements (ISTEA & TEA- 21): funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

Underlying Zoning District: a term referring to a zoning district when it is affected by an overly district.

Undevelopable: an area that cannot be developed due to topographic or geologic soil conditions.

Unified Development Code: the combining of development regulations into a single zoning code.

Universal Transverse Mercator Grid (UTM): a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

Unnecessary Hardship: a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

Up Zoning: changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*

Urban Area: the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

Urban Forest: all trees and associated vegetation in and around a city, village, or concentrated development.

Urban Growth Area: an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

Urban Growth Boundary: the perimeter of an urban growth area.

Urban Sprawl: low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

Utility Facilities: any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

Variance: a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*

Vehicle Miles Traveled (VMT): a measure of automobile and roadway use.

Village: an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*

Watershed: the area where precipitation drains to a single body of water such as a river, wetland, or lake.

Wellhead Protection: a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

Wetlands Reserve Program: a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

Wildlife Habitat Incentives Program: a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also* “*environmental impact statement*” and “*National Environmental Policy Act (NEPA)*”. *See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*

Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND): a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*

Woodland Tax Law: a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

Zoning Permit: a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

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