

# City of Kewaunee Integrated Plan 2019



Adopted, March 11, 2019





**Funded by:**

**Wisconsin Coastal Management Program  
National Oceanic and Atmospheric Administration,  
Office for Coastal Management under the Coastal Zone Management Act,  
Grant # NA 15NOS4190094**



# TABLE OF CONTENTS

<b>Chapter 1 Introduction .....</b>	<b>1</b>
<b>Chapter 2 Summary Recommendations .....</b>	<b>5</b>
<b>Chapter 3 Community Characteristics .....</b>	<b>19</b>
<b>Chapter 4 Housing .....</b>	<b>27</b>
<b>Chapter 5 Economic Development .....</b>	<b>44</b>
<b>Chapter 6 Transportation .....</b>	<b>54</b>
<b>Chapter 7 Cultural and Natural Resources.....</b>	<b>74</b>
<b>Chapter 8 Parks and Outdoor Recreation.....</b>	<b>89</b>
<b>Chapter 9 Zoning and Regulatory Tools .....</b>	<b>116</b>
<b>Chapter 10 Retail Analysis City of Kewaunee 2018 .....</b>	<b>124</b>

## **Maps**

**Map 1 Master Map**

**Map 2 Location Map**

**Map 3 Traffic Count**

**Map 4 Proposed Bike and Pedestrian Routes**

**Map 5 Wetland**

**Map 6 Floodplain**

**Map 7 Park and Recreation Facilities**

**Map 8 City Zoning Map**

## Chapter 1 Introduction

This planning effort is an integrated exercise proposed and funded in part by the Wisconsin Coastal Management Program. The integrated planning effort conducted was a coordinated planning process across multiple plans. The process leveraged the additional resources from Coastal Management and used in-kind city and UW Extension services and citizen committees for major portions of the process.

The *City of Kewaunee's Integrated Plan* is the newest addition to the city's planning portfolio. The *Integrated Plan* references and updates the following plans:

- City of Kewaunee's Comprehensive Plan, March 2007
- City of Kewaunee's Waterfront Plan, September 2009
- City of Kewaunee's Outdoor Recreation Plan, January 2012

The intention is to change both form and function from previous planning efforts. The intended outcome of the *Integrated Plan* is to cut across these plans, and combine the elements within them to assist in prioritizing the needs within the city. There are various economic development and harbor infrastructure improvements the city can seek outside funding to assist with development costs.

As this is an update, there is background data from the 2007 comprehensive plan that is still relevant and therefore is not changed. However, in cases where projections or estimates were updated it is included, and maps or graphs and recommendations will reflect that information.

The document serves as an update to the Outdoor Recreation Plan (Chapter 8), and an update to the Waterfront Plan. There is also a specific economic analysis of the retail market which offers retail insights into the investment potential that is within the City of Kewaunee (Chapter 10). The design of the document is to have it all combined into this Integrated Plan for an easy reference. The Implementation Table in Chapter 2 contains a summary of the recommendations contained within the document. The details of which can be found within.

Implementation of any plan is a challenge for communities and the City of Kewaunee is not an exception to this experience. The city has a limited staff, and works with several committees of volunteers, stakeholders, and elected officials. Within this context, silos of information and knowledge can develop without an overall driving force pushing implementation along. The intent of the *Integrated Plan* is to push the process forward and avoid segmentation.

## **Process**

Because the Integrated Plan is an update to the *City of Kewaunee's Comprehensive Plan (March 2007)* the city can use the procedures for adopting the Integrating Plan with the outlined process in the 2007 plan which is also in compliance with r Section 66.1001(2)(i) of state statutes. That process is the following:

- City of Kewaunee Plan Commission reviewed and recommend the adoption (of update/amendment) by resolution on January 24, 2019.
- A public hearing was held by the City's Plan Commission on January 24, 2019, which was the date of the regularly scheduled monthly meeting. This public hearing occurred after a Class 1 notice.
- The Kewaunee City Council, by unanimous vote, adopted the Integrated Plan by ordinance at their regularly scheduled meeting on March 11, 2019. This was the second reading of the ordinance. The first reading of the ordinance adopting the Integrated Plan was conducted on February 11, 2019.

**Resolution No. PC 1218-19**

**Resolution to Approve an Update to the City of Kewaunee's  
20 Year Comprehensive Plan**

**WHEREAS**, the City of Kewaunee, Wisconsin, pursuant to Section 62.23 Wisconsin Statutes, adopted a comprehensive plan in March 2007; and

**WHEREAS**, the City of Kewaunee, is hereby updating its 2007 Comprehensive Plan by combining the update of three documents: 2007 Comprehensive Plan, the 2012 Waterfront Plan, and the 2012 Outdoor Recreation Plan. The combined document is named the City of Kewaunee Integrated Plan 2018; and

**WHEREAS**, the City of Kewaunee Integrated Plan includes updates to population, housing, economic development, outdoor park and recreation, transportation, natural resources, and waterfront areas and includes a Future Land Use Plan Map, designed to guide future land use elements in conjunction with the comprehensive plan elements to extend the plan to 2038 in this 20 year planning period; and

**WHEREAS**, the City of Kewaunee, Plan Commission, does, by supporting this resolution, recommend for adoption the City of Kewaunee Parks and Outdoor Recreation Plan, 2019-2024 (Chapter 8), as a component of, and an update to, the city's 2007 Comprehensive Plan; and .

**NOW THEREFORE IT BE RESOLVED**, that pursuant to Sections 62.23 3 (b) and 66.1001 (4) (b) of the Statutes, the City of Kewaunee Plan Commission hereby recommends adoption of the City of Kewaunee Integrated Plan: 2018 as the City's updated Comprehensive Plan.

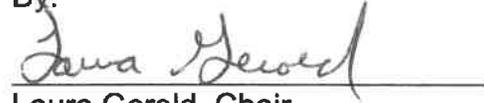
**BE IT FUTHER RESOLVED**, that the Plan Commission does hereby recommend that the City Council enact an Ordinance adopting the Comprehensive Plan amendment.

Adopted by the Plan Commission of the City of Kewaunee on this 24th day  
of January 2019.

Ayes 5 Noes 0 Absent 2 Abstained 0

City of Kewaunee

By:

A handwritten signature in cursive script, appearing to read "Laura Gerold", written over a horizontal line.

Laura Gerold, Chair  
City of Kewaunee Plan Commission

Attest:

A handwritten signature in cursive script, appearing to read "Terri S. Decur", written over a horizontal line.

Terri S. Decur  
City Clerk/Treasurer

**Insert Resolution of Adoption**

**Insert**  
**Ordinance of Plan Adoption**

**ORDINANCE NO. 600-19**

**AN ORDINANCE ADOPTING A NEW INTEGRATED PLAN AS AN AMENDMENT TO THE CITY OF KEWAUNEE'S 20 YEAR COMPREHENSIVE PLAN, WATERFRONT PLAN AND OUTRECREATION PLAN**

The Common Council of the City of Kewaunee, Wisconsin does ordain the following:

**SECTION 1.** Pursuant to Sections 61.35 and 62.23 of the Wisconsin Statutes, the City of Kewaunee, Wisconsin, is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

**SECTION 2.** The City Council by the enactment of an ordinance on March 12, 2007 adopted the document titled *City of Kewaunee 20 Year Comprehensive Plan* as the City's Comprehensive Plan.

**SECTION 3.** The City's Plan Commission, by a majority vote of the entire Commission at a meeting held on January 24, 2019, approved a resolution for the adoption of the document titled *City of Kewaunee Integrated Plan 2019*.

**SECTION 4.** The *City Council of the City of Kewaunee, Wisconsin* does, by the enactment of this Ordinance, adopt the document titled *City of Kewaunee Integrated Plan 2019*, as a component of, and an amendment to the City's *2007 Comprehensive Plan and the City of Kewaunee's 2012 Outdoor Recreation Plan*. The combined document is named the *City of Kewaunee Integrated Plan 2019*.

**SECTION 5.** Public participation procedures for the plan amendment complied with the Public Participation Plan for Comprehensive Plan Amendments and the City has duly noticed and held a public hearing on January 24, 2019.

**SECTION 6.** All ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

**SECTION 7.** This Ordinance shall take effect upon passage by a majority vote of the full membership of the *City Council* and publication or posting as required by law.

Introduced by Alderperson Dwoeak

Vote: For 5 Against -

ADOPTED this 11<sup>th</sup> day of March 2019.

CITY OF KEWAUNEE



Sandra C. Christman, Mayor

ATTEST:

  
Terri Decur, City Clerk/Treasurer

Published: March 18, 2019

## Chapter 2 Summary Recommendations

The completion of a plan is a significant milestone for the City of Kewaunee. However, the key to success is its implementation. There are regulatory tools, administrative, and other techniques that can be used for moving the plan into action. While this chapter does not include all of the recommendations contained within each chapter of this document, it does have a summary of the significant action/recommendations in the tables below. Additionally, Map 1 identifies future recommendations and land uses that have resulted from the planning exercises completed by the city.

Adopting a comprehensive plan, or this integrated plan, which is serving as a Comprehensive Plan and Outdoor Park and Recreation Plan Update requires that future ordinances used to implement these plan(s), including zoning, land division, official map, and shoreland zoning are consistent with the direction of the comprehensive plan. Therefore, following adoption of this integrated plan, these ordinances should be reviewed and updated as necessary to ensure consistency.

### Housing, Chapter 4

Action Step	Process	Responsible Party/Department
Invest in and rehabilitate housing.	<p>Promote investment programs for rehabilitation, repair, and homeownership.</p> <p>Promote property maintenance and identify blighted properties for improvements.</p> <p>Develop application for local repair fund.</p> <p>Provide information about historic state and federal tax credit programs.</p>	<p>Building Inspection</p> <p>Zoning Administration</p> <p>Plan Commission</p>
Encourage design flexibility for housing options.	<p>Add housing as a topic monthly for the Plan Commission or create a Housing Committee to address this pressing issue.</p> <p>When working with developers encourage accessible/near universal design.</p> <p>Support alternative financing models, for example, housing cooperatives.</p>	<p>Zoning Administration</p> <p>Plan Commission/City Council</p>

	<p>Encourage small lot single family, townhomes and duplexes.</p> <p>Use incentives to attract housing development in a competitive market by:</p> <ul style="list-style-type: none"> <li>• The City buying lots and re-selling at reduced prices.</li> <li>• Waiving building fees, other fees.</li> <li>• Other incentives.</li> </ul> <p>Work with and/or form partnerships with banks, credit unions, and real estate professionals working together to incentivize housing development.</p>	<p>Economic Development Committee (Sub-Committee of Plan Commission)</p>
<p>Encourage residential on the second and/or upper floors in the downtown.</p>	<p>Work with property owners and developers to encourage upper floor restoration and improvements.</p> <p>Contact property owners to see if there is any interest in selling to provide opportunities.</p> <p>Inform property owners of city façade improvement funds, and other state and federal programs that are applicable to building improvements.</p>	<p>Zoning Administration Building Inspection Economic Development Committee</p>
<p>At Fisherman’s Point:</p>	<p>An area identified as a redevelopment, containing private and city owned property.</p> <ul style="list-style-type: none"> <li>• Potential for the city to work with the property owner to join the parcels together for increased market possibilities.</li> <li>• Location on the waterfront provides redevelopment options of housing, additional commercial, water related businesses, and lodging. The access to</li> </ul>	<p>Building Inspection Economic Development Committee</p>

Housing continued:

	<p>two marinas provide many possibilities.</p> <p>The private building is starting to appear blighted and the city may want to consider that as part of this process.</p>	
--	---	--

**Economic Development, Chapter 5**

<b>Action Step</b>	<b>Process</b>	<b>Responsible Party/Department</b>
Establish a consistent brand for the City of Kewaunee.	An authentic brand for the city should be established and used for business, marketing, and signage. Working with a branding expert to tie these together is recommended.	City Council Plan Commission Zoning Administration
Build an economic development program.	<p>Develop a retention program to build a relationship with businesses.</p> <p>Develop an attraction program to inform let others know what the city has to offer.</p> <p>Create a local environment that inspires business development and entrepreneurship with:</p> <ul style="list-style-type: none"> <li>• An attractive community</li> <li>• An inclusive and inviting community: (“Do I behave in a welcoming manner?”)</li> <li>• Have cultural, social, and entertainment activities scheduled regularly.</li> </ul>	Economic Development Committee
Partner in workforce elements the city can assist with.	<p>Related to workforce are the following:</p> <ul style="list-style-type: none"> <li>• Housing development</li> <li>• Community amenities</li> <li>• Community schools and</li> <li>• Community industries</li> </ul> <p>The city can be directly involved or partner with the institutions / entities above to facilitate workforce progress.</p>	Zoning Administration Plan Commission Bay Area Workforce Development Board

<p>Encourage downtown investment for business creation, and additional housing serves as a customer base in the immediate area.</p>	<p>Consider the Connect Communities or Main Street Program to assist with promoting and improving the downtown.</p> <p>Inform property owners of state and federal historic tax credit programs for restoration possibilities. Inform property owners of city funding for façade improvements.</p> <p>Brownfield funds are a possible source for “blighted” properties.</p> <p>Continue with streetscaping and beautification efforts.</p>	<p>Economic Development Committee Zoning Administration</p>
---	--	---

### Transportation, Chapter 6

Action Step	Process	Responsible Party/Department
<p>Establish street design guidelines.</p>	<p>Create design standards for roadways. It would be a part of the city’s subdivision ordinance.</p>	<p>Plan Commission</p>
<p>Develop a streetscape plan or build on plans already created.</p>	<p>Plans including lighting, benches, bicycle racks, enhanced crosswalks, and bump outs for Ellis Street and Milwaukee Street, and green infrastructure.</p>	<p>Plan Commission Parks and Recreation City Council</p>
<p>Develop or build upon the preliminary bicycle and pedestrian plan included in this document.</p>	<p>Assess preliminary routes proposed for bicyclists and pedestrians. Add routes and signage when segments are approved.</p>	<p>Plan Commission Parks and Recreation City Council</p>
<p>Assess existing parking availability for vehicles and bicycles in the downtown and waterfront area.</p>	<p>Vehicle parking during high season may be challenging and additional parking areas and signage for parking may need to be added.</p> <p>Additional bicycle racks may also be needed at destinations such as parks, the library, larger public sidewalk locations near business hubs and other areas to be determined.</p>	<p>Plan Commission Parks and Recreation City Council</p>



Cultural and Natural Resources continued:

	<p>being held more frequently. Perhaps an indoor winter market could develop if the right location is available.</p>	
--	--	--

**Park and Recreation, Chapter 8**

<b>Action Step</b>	<b>Process</b>	<b>Responsible Party/Department</b>
<p>Support winter and warm weather water activities for all age groups.</p>	<p>Plan for activities in different seasons:</p> <ul style="list-style-type: none"> <li>• Ice skating rink</li> <li>• Outdoor hockey opportunity (Rec League)</li> <li>• Ice fishing</li> <li>• Splash pads</li> </ul>	<p>Park and Recreation Committee</p>
<p>Maintain multi-function green space for community activities.</p>	<p>Harbor Park and currently the eastern open space along Ellis Street has flexible open space for community classes such as:</p> <ul style="list-style-type: none"> <li>• Yoga in the Park</li> <li>• Pilates in the Park</li> <li>• Mental Fitness: Meditation</li> <li>• Tai Chi in the Park</li> </ul>	<p>Park and Recreation Committee</p>
<p>Continue beautification with public art, landscaping and additional public seating.</p>	<p>Seating encourages people to stay awhile and see the area.</p> <p>Public art is a way to beautify and can reinforce the city's brand.</p>	<p>Beautification Committee</p> <p>Park and Recreation Committee</p>
<p>Boating and fishing are significant recreation and economic activities in the City of Kewaunee.</p>	<p>Improvements for these two activities include:</p> <p>Future boat slips and boating amenities at the <i>River Landing</i> are planned to be added in the future.</p> <p>Improve the fish cleaning station at the city's marina.</p>	<p>City Marina</p>

	<p>Consider providing storage (racks) for kayaks/canoes to be rented. (via permit system)</p> <p>Seek out third party provider(s) for kayak and canoe rentals.</p>	
At Father Marquette Park:	Upgrade playground equipment and consider this location for laser sailing due to favorable wind.	Park and Recreation Committee
At campground and Kewaunee Landing:	<p>Campground (private) is to be updated</p> <ul style="list-style-type: none"> <li>• Parking lot is need or resurfacing</li> <li>• Landscaping and stormwater best management practices are recommended to be implemented in this location.</li> </ul>	Park and Recreation Committee
Plan and implement connectivity with trails, sidewalks, and waterfront for pedestrians and bicyclist.	<p>Connecting sidewalks, trails, and adding trail connections is a priority for the city. (See bicycle and pedestrian plan Map 8 in Chapter 6)</p> <ul style="list-style-type: none"> <li>• A continues waterfront trail in some locations would require the purchase of easements.</li> </ul> <p>Effective signage directing pedestrians and bicyclist to local destinations will enhance connectivity.</p> <p>Signage should direct people to public water access, trails, fishing, launches, and event announcements to help visitors and residents find places and activities.</p>	Park and Recreation Committee

### Regulatory Steps and Zoning, Chapter 9

Action Step	Process	Responsible Party/Department
Review the Community Business District (B-2)	Consider eliminating the overlay district called the Arts, Culture	Plan Commission Zoning Administration

	and Historic District. It has created some confusion as an overlay and the uses can be retained in the B-2 district.	
Recommend establishing a site design review process.	<p>A process for review, established by ordinance, for all new development and expansions is recommended.</p> <p>The site design standards can contain architectural requirements; however, there could also be a separate set of architectural guidelines created that contain information particularly targeting improvements made for historic downtown structures.</p>	Plan Commission Zoning Administration
Consider the addition of permitted uses in residential housing districts and the waterfront district.	<p>In the housing section, it is suggested that other housing be considered such as accessory dwelling units. There will need to be zoning modifications in order for this to occur.</p> <p>In Fisherman Point and possibly in Ellis Point, the waterfront district only permits single family homes. Added flexibility for housing could provide options to expand market possibilities.</p>	Plan Commission Zoning Administration
Update of the subdivision ordinance is recommended.	The current ordinance for dividing land in the city does not include roadway standards. The ordinance should be reviewed and updated.	Plan Commission Zoning Administration
These ordinances should also be reviewed and updated:	<ul style="list-style-type: none"> <li>• Erosion control</li> <li>• Conditional Use review process</li> <li>• Sign ordinance</li> </ul>	Plan Commission Zoning Administration

City of Kewaunee  
Integrated Plan

Map 1: Summary Plan  
and Future Land Use Map



Location Map

- Trail
- Potential Bicycle and Pedestrian Route
- Streetscape Zone
- Future Land Use
  - Residential
  - Commercial
  - Mixed Use
  - Industrial
  - Park and Recreation
  - Marina/Waterfront
  - Natural Area
  - Governmental/Institutional/Utilities



0 250 500  
Feet

Map Date: June 4, 2018

**BAY LAKE**

Regional Planning Commission | Since 1972  
 SOURCE: WDOOR 2018, Kewaunee County 2018,  
 Bay-Lake Regional Planning Commission 2018.  
 Bay-Lake Regional Planning Commission 2018.  
 This map was prepared using publicly recorded map  
 data and is not intended to be a legal document.  
 Showing is a compilation of records, information and  
 data used for reference purposes only. Bay-Lake RPC is  
 not responsible for any inaccuracies herein contained.

