

## Chapter 3 Community Characteristics

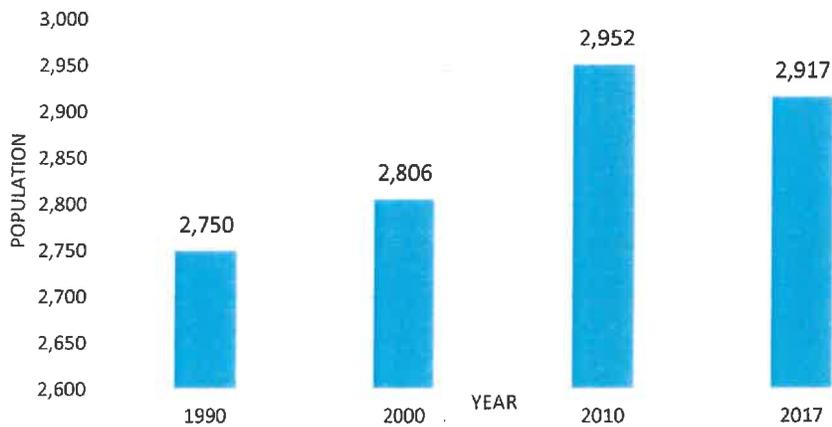
### Overview

The City of Kewaunee is located in the eastern portion of Kewaunee County along the shores of Lake Michigan. The city is less than an hour from Green Bay and situated at the crossroads of STH 29 and STH 42. The community encompasses an area of approximately 3.7 square miles. Neighboring towns are the Town of Pierce to the north and, adjacent to the west, is the Town of West Kewaunee. Map 1 shows the City's location along the Kewaunee River and Lake Michigan.

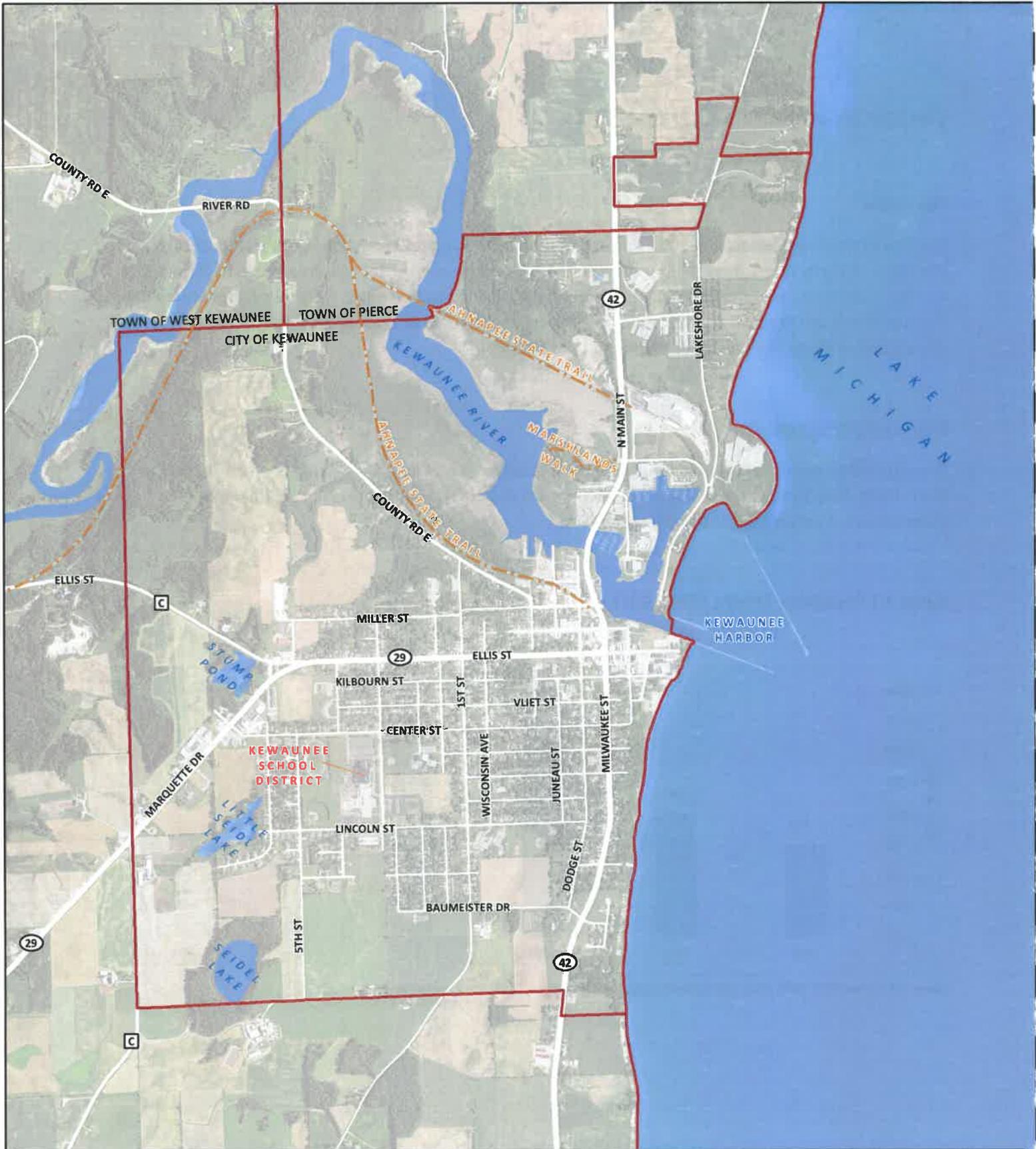
### Community Characteristics

The population trends reflected in Figure 3.1 show small gains and losses occurring between 1990 and 2017. From 2000 to 2017 there was an increase of 4.0 percent; however, focusing on 2010 to 2017, there was a 1.2 percent decline in the population.

**Figure 3.1 Population Trends, 1990 – 2017**



Source: US Census 1990, 2000, 2010. DOA estimates, 2017 and BLRPC.



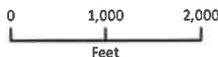
**City of Kewaunee**  
*Integrated Plan*

**Map 2: Location Map**



Location Map

-  Trail
-  Road
-  Municipality



Map Date: August 2018



**BAY LAKE**  
Regional Planning Commission | Since 1972

SOURCE: 2010 Zoning Data (BLRPC), Kewaunee County 2018, Bay-Lake Regional Planning Commission 2018.  
Bay-Lake Regional Planning Commission 2018.  
DISCLAIMER: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25

Population projections can assist with determining future needs related to the economy, housing and services. The projections completed by the Wisconsin Department of Administration shown below indicate a 1.5 percent level of growth in the timeframe of 2020 to 2040.

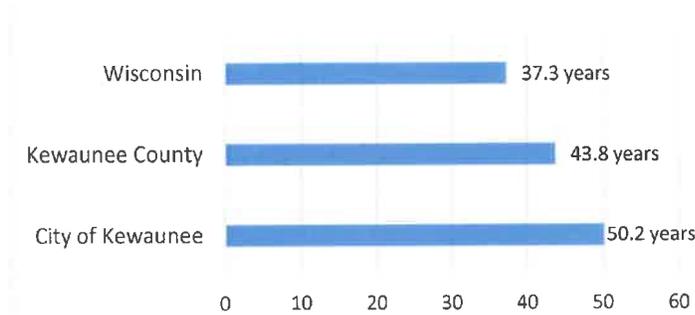
**Table 3.1 Population Projections, 2020 - 2040**

Location	2020	2030	2040	2020 - 2040 Percent Change
Wisconsin	6,005,080	6,375,910	6,491,635	8.1%
Kewaunee County	21,015	21,940	21,475	2.2%
City of Kewaunee	2,970	3,090	3,015	1.5%

Source: DOA 2013 Projections for 2020, 2030, 2040 and BLRPC.

The population in the City of Kewaunee tends to be older when compared to the county and the state. A measure demonstrating this is City's median age of 50.2 years. In contrast shown below are the median ages of the Kewaunee County's, which is 43.8 years and the state's which is even lower at 37.3 years.

**Figure 3.2 Median Age, 2016**



Source: ACS 2012-2016 5 year estimates and BLRPC.

In terms of population distribution, the working age population of 25 to 44 years is an important segment of the population. The working age segment is the age group all areas of the state of Wisconsin are competing for to supplement the workforce as baby boomers retire. In addition, the numbers reflect the aging population, with an emphasis of age groups 55 and older having greater numbers than the younger cohorts. Planning for greater numbers of older residents for service provision, future households, and other needs is necessary.

**Table 3.2 Population by Age Group, 2016**

Age	Estimate	Percent
Under 5 years	118	4.1%
5 - 9 years	50	1.7%
10 - 14 years	258	8.9%
15 - 19 years	76	2.6%
20 -24 years	173	6.0%
25 - 34 years	222	7.6%
35 - 44 years	510	17.5%
45 - 54 years	253	8.7%
55 - 59 years	311	10.7%
60 - 64 years	308	10.6%
65 - 74 years	405	13.9%
75 - 84 years	191	6.6%
85 years +	32	1.1%

Source: ACS 2012-2016 5 year estimates.

Within Kewaunee’s population there are very small shifts within segments of the city’s population relating to diversity. In addition to the shift in aging proportionately, the population is aging faster than the rate of replacement in terms of natural increase, and in-migration into the city, there may be small increases in the non-white population in the city of Kewaunee. If future trends reflect past trends, then the city’s non-white population may experience small pockets of growth. Growth in diversity represents cultural opportunities in the city.

**Table 3.3 Selected Population Data by Race and Ethnicity, 2010 and 2016**

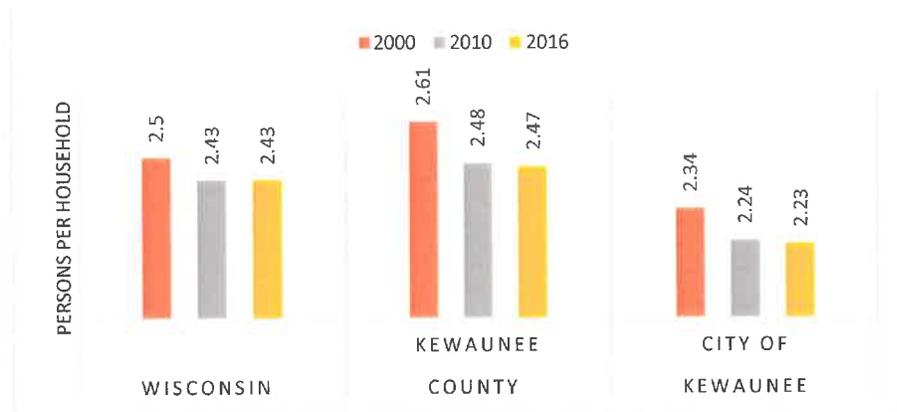
Race / Ethnicity	2010	2016	Numeric Change
White	2,853	2,758	-95
Hispanic or Latino	53	16	-37
Two or More Races	33	85	+52
Asian	13	31	+18
American Indian and Alaska Native	10	0	-10
Black/African American	9	1	-8

Source: ACS 2004-2010 and 2012 – 2016 5 year estimates.

Figure 3.3 indicates from 2000 to 2016 that house size is declining but maybe leveling off in that decline from 2010 to 2016. The household size for the City has decreased in size. In 2000 there were 1,149 occupied housing units and in 2016, the American Community Survey indicated there were 1,386

occupied housing units, which is a 21 percent increase in the number of housing units during this time. Despite fluctuations in population, the numbers of households are getting smaller and are increasing in number. As household sizes shrink, and older residents increase in numbers, and young working age residents start their careers, there will be a need for sufficient, reliable housing units.

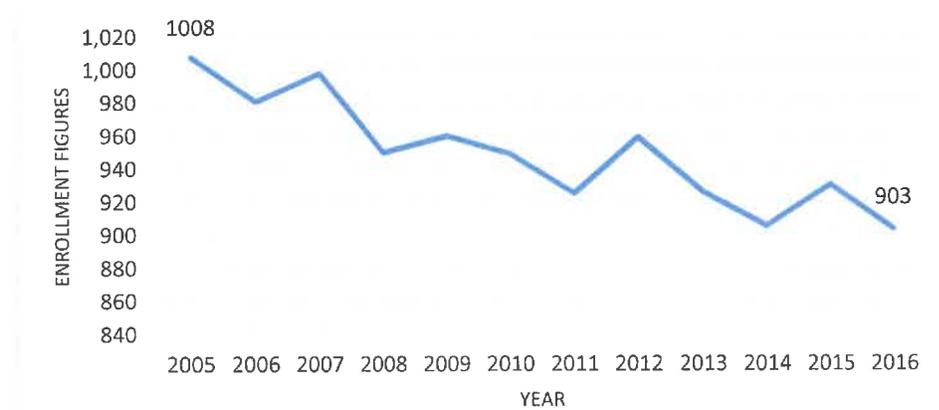
**Figure 3.3 Persons Per Household**



Source: ACS 2000, 2010, and 2012-2016 estimates and BLRPC.

Figure 3.4 shows school enrollment numbers for the Kewaunee School District. The district includes an elementary school, middle school and high school. The enrollment figures indicate that the number of students enrolled has declined from 2005 to 2016 from 1008 students to 903 students, a change of 105 students during this time. Despite this change in enrollment, there were improvements made to two of the district’s school buildings.

**Figure 3.4 School Enrollment, 2005 - 2016**

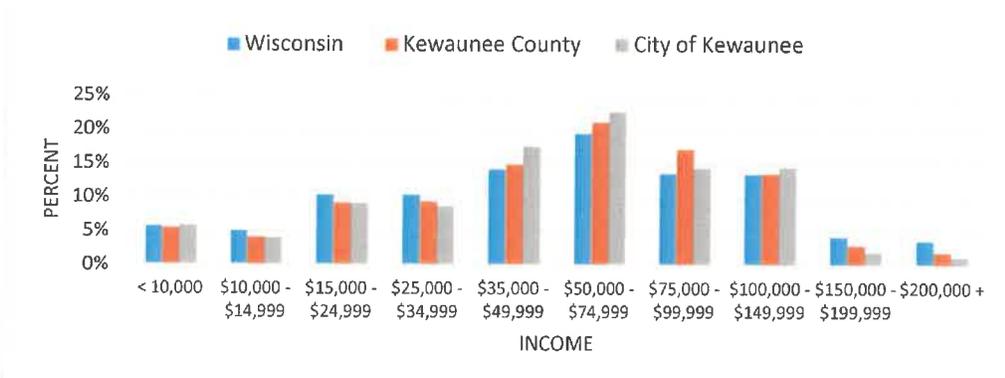


Source: Wisconsin Department of Public Instruction, 2005 – 2016 and BLRPC.

The Kewaunee high school and grade school were the two buildings updated in 2017. The high school had system upgrades including heating, cooling, and plumbing. There was an addition for fitness and an expansion to the agricultural lab and greenhouse facilities.

The grade school received a roof replacement and minor updates to the heating, ventilation, plumbing and flooring. Additionally, both buildings were updated with secure entrances.

**Figure 3.5 Household Income, 2016**

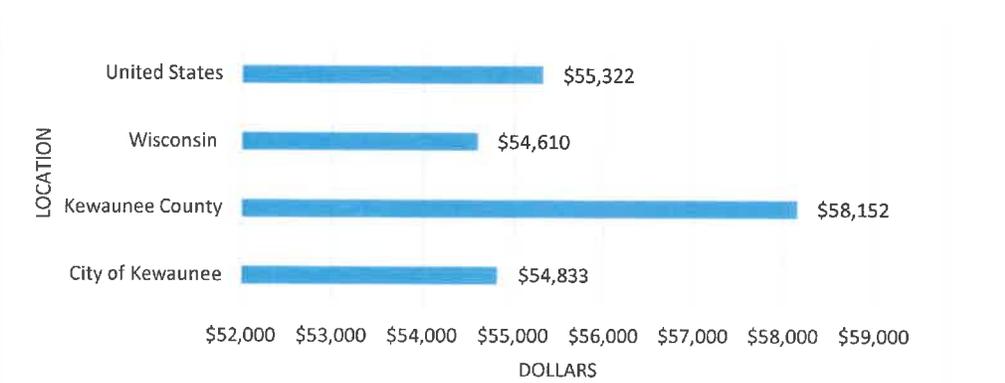


Source: ACS 2012-2016 5 year estimates. Inflation adjusted dollars. BLRPC.

Figures 3.5 and 3.6 show income distribution for the city, county and the state. The city has the greatest share in the \$35,000 to \$74,000 household income range. More city residents are within the \$100,000 to \$149,999 income range than the county or the state. This demonstrates there are households in mid and upper income ranges within the city of Kewaunee. This could be linked to the city’s greater share of an older, established population.

The median household income is the mid-point where one-half of the income levels are above the median and one-half are below. The City of Kewaunee’s median income is slightly above the state’s median income, but is below the county and the U. S. median income levels.

**Figure 3.6 Median Household Income, 2016**



Source: ACS 2012-2016 5 year estimates. Inflation adjusted dollars. BLRPC.



## Chapter 4 Housing

A community's housing stock is a critical part of its overall identity. Housing can serve as a component of attracting new residents and as a tool to maintain long term residents. Ideally, a range of well-maintained housing options are available to meet the needs of a person through one's life cycle. The majority of housing structures in the City of Kewaunee are single-family; however, there are apartment units and mobile homes in the city. As with any community, ensuring the inventory of housing is adequate and maintained can be a challenge. Unlike public parks, streets or other programs that the city directly builds and maintains, housing in the city is a function of private enterprise. Therefore, establishing and maintaining relationships with the private sector to emphasize the City of Kewaunee's housing needs is a key component to the future growth.

This chapter looks at the existing housing inventory and its characteristics while providing strategies that existing needs. The strategies include action items and funding information specific to the recommendations. The integration of existing plans and policies are used to highlight trends and characteristics of the housing market and provide recommendations on how to improve the existing housing stock and encourage the development of new and innovative housing practices.

### Ownership

The quantity and ownership status of existing housing units in the City is a key piece of information needed to forecast additional housing needs for the City of Kewaunee. In 2010, there were 1,462 housing units. Of these, 60 percent, or 883, were owner-occupied and 27 percent, or 395, were renter-occupied. About 13 percent, or 184 units, were vacant housing units.



**Table 4.1 Housing Units by Ownership and Vacancy Status, 2000 and 2010**

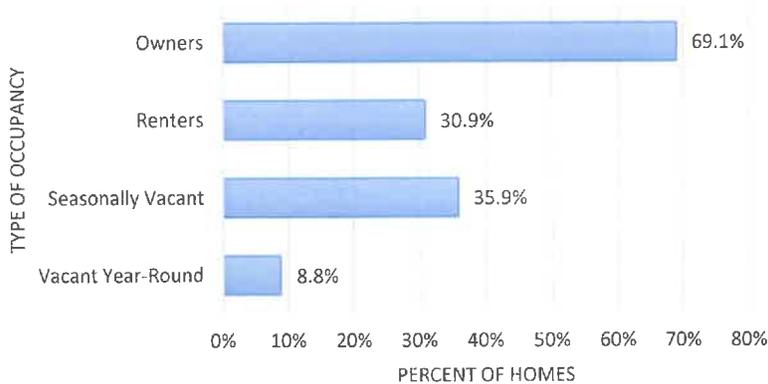
	2000	%	2010	%	Change 2000- 2010	% Change 2000- 2010
Total Housing Units	1,237	100%	1,462	100%	225	18.2%
Occupied Housing Units	1,149	92.9%	1,278	87.4%	129	11.2%
Owner	881	76.7%	883	69.1%	2	0.2%
Renter	268	23.3%	395	30.9%	127	47.3%
Vacant Housing Units	88	7.1%	184	12.6%	96	109.1%
For Rent	23	26.1%	43	23.4%	20	87.0%
For Sale Only	27	30.7%	33	17.9%	6	22.2%
Rented or Sold, Not Occupied	11	12.5%	7	3.8%	- 4	- 36.4%
Seasonal, Recreational, Occasional Use	13	14.8%	66	35.9%	53	407.7%
Other Vacant	14	15.9%	30	16.3%	16	114.3%

Source: U.S. Census 2000, 2010 and BLRPC

In 2000 there were 1,149 occupied housing units, and in 2010, there were 1,278 occupied housing units. There was an increase of 129 units, 11.2 percent, in the number of occupied units during this time. Of the occupied units, the occupancies occurred in the rental units. Of the 129 additional units, 127 were identified as rental units.

Also, to be noted is the significant increase in vacant units between 2000 and 2010. The increase is within the “seasonal, recreational, or occasional use” classification. The numbers increased from 13 in 2000 to 66 in 2010, an increase of 53 (407.7%) seasonal units.

**Figure 4.1 Ownership Status, 2010**



Source: Census, 2010 and BLRPC.

Figure 4.1 depicts 2010 ownership information. The breakdown of housing units shows the mix of owner and renter-occupied housing options for its residents along with vacant units as well. Some vacancies are necessary for a healthy housing market. The Federal Department of Housing and Urban Development (HUD) states that an area needs a minimum overall vacancy rate of 3 percent to ensure adequate housing choices.

The City’s proportions of owner and renter housing options appears to be a good mix for residents. It is important that the share of housing types does not disproportionately swing in one direction, or type of housing.

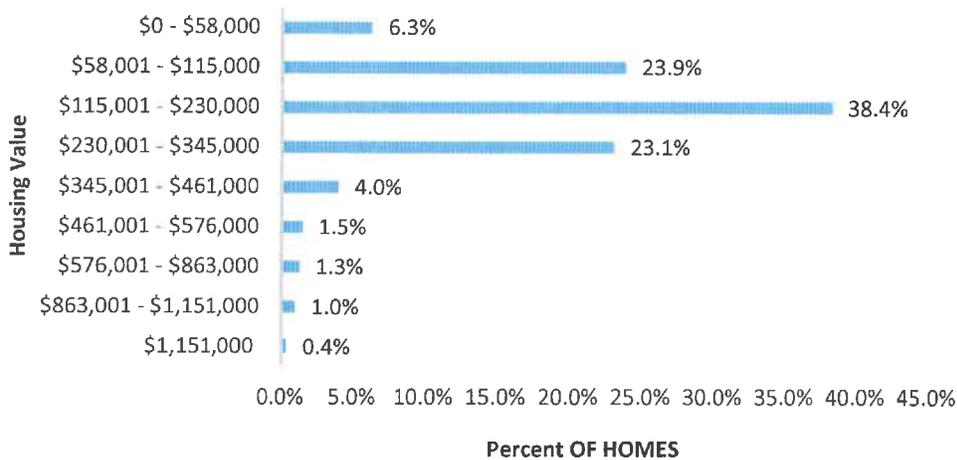
**Value**



The value of owner-occupied housing units can be used to determine if there are opportunities for home ownership for residents of all income levels. The largest segment of the city's homes were valued between \$115,001 and \$230,000 (see Figure 4.2). The lower housing value ranges allows for first time home buyers to enter the housing market and retirees the option to downsize to smaller, less expensive homes.

The median value for owner-occupied housing units in the city in 2010 was \$164,916.

**Figure 4.2 City of Kewaunee Estimated Value, 2010**



Source: Census 2010 and BLRPC.

## Rental



*Lakeview Estates Apartments and Harbour Pointe Villas*

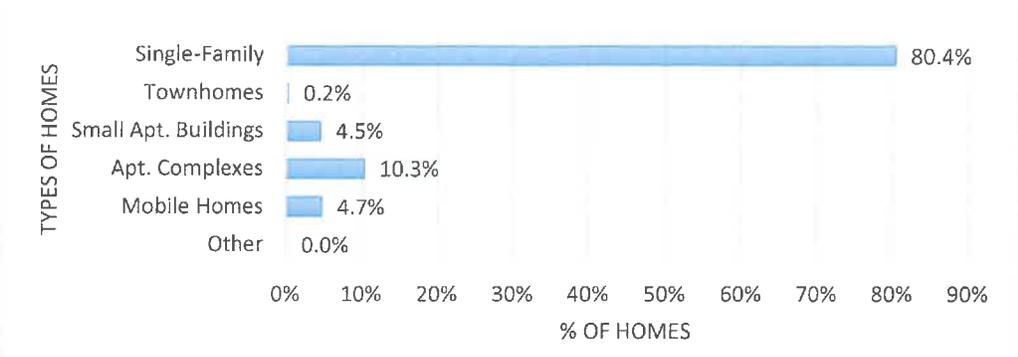
Figure 4.3 shows average rental costs for the City of Kewaunee. The information is compared to the average rental rates for the state and national level. Comparatively, the city's average rent is lowest. The City of Kewaunee's monthly rental average is lower than the state's average. The average rent is \$700/month.

**Figure 4.3 City, State, and National Monthly Average Rental Rates, 2010**



Source: Census 2010 and BLRPC.

**Figure 4.4 Types of Homes, 2010**



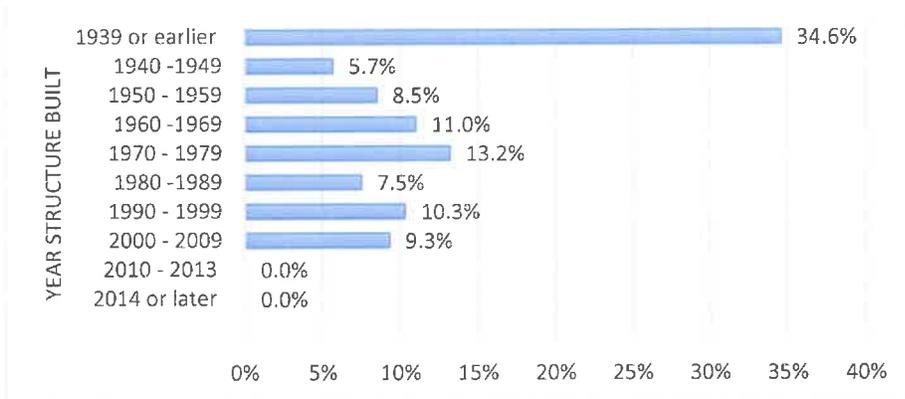
Source: Census 2010 and BLRPC.

In terms of variety in design of housing units, the City of Kewaunee has a low percentage of townhouses, row-houses and other attached homes. The majority of housing structures are single-family homes and apartment complexes.

**Age**

The City of Kewaunee contains a number of older housing units in locations near downtown and within the center core along the grid pattern streets, and in historic districts such as the Marquette District. Newer single family housing is located near Little Siedl Lake, in the southwest portion of Kewaunee. Figure 4.5 shows estimates of when housing structures were built according to the 2012 -2016 American Community Survey. An estimated 19.6 percent of the structures are 25 or fewer years old. Figure 5.5 shows that 9.3 percent of structures were constructed since 2000, indicating they are newer and most likely in good condition. The estimates show over one-third of the city’s inventory was built in 1939 or earlier.

**Figure 4.5 Age of Homes, 2016**



*Source: ACS 2012- 2016 estimates and BLRPC.*

Figure 4.5 shows the concentration of older housing in the City of Kewaunee. This amount, or share of older homes, indicates there is a need to monitor the condition of aging homes. The city has been working with property owners and has established a funding set aside to, when necessary, assist with the costs of necessary repairs under circumstances when homeowners are unable to afford repairs.

Additionally, it is important to note for homes built prior to 1975 there may be lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it via the mouth, nose and enter the blood stream. This can be a serious health concern.



*Examples of homes with peeling paint*

If renovations are to be started in or on a home that was constructed prior to 1975 that will involve painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home, as well the person doing the work. The U.S. Environmental Protection Agency prepared the document *“The Lead- Safe Certified Guide to Renovate Right”* which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated.

### Historic District in Kewaunee

The Marquette Historic District is listed a historic district on the National Registry of Historic Places. The district is bounded by Lake Michigan, Center, Juneau and Lincoln Streets. There are 43 homes with various architectural styles within the district ranging from Queen Anne to Prairie to Italianate from the periods of 1880 to the 1930s. An attractive historic district such as this one is a cultural asset to the City of Kewaunee.



*Homes located in the Marquette Historic District*

### **Recommendations**

This section includes housing recommendations and steps for moving forward on housing policies and goals identified in planning efforts for the City of Kewaunee.

#### **1. Encourage reinvestment and rehabilitation of existing housing.**

The 2010 Census figures indicate, approximately 35 percent of the existing homes in the City of Kewaunee were built in 1939 or earlier. The vast majority of homes are not in need of repair, however, for those that are, and for the owners that are not able to afford the repairs, there is a regional program that the City of Kewaunee can continue to market locally to assist qualifying residents:

### Northeast Wisconsin Community Development Block Grant (CDBG) Housing Program

This program offers a zero percent interest, deferred payment loan for low and moderate income qualifying homeowners. The program is for repairs/replacements of roofs, siding, windows, electrical, plumbing, lead paint removal, and other improvements. The loan payments are deferred until the home is no longer the principal place of residence for the applicant. Then the loan is payable in full. This program, the [Northeast Wisconsin CDBG Housing Program](#), applies to ten counties in Northeast Wisconsin and Kewaunee County and the communities within it are included.

### USDA Single Family Housing and Repair Loans

Also known as the Section 504 Home Repair program, this program provides loans to very-low-income homeowners to repair, improve or modernize their homes or grants to elderly very-low-income homeowners to remove health and safety hazards. The loans can be used to repair, improve or modernize homes or remove health and safety hazards. Those eligible for a grant must be 62 years and older, and must meet income requirements. The program criteria are located at the [Rural Development website](#) and the City of Kewaunee has directed homeowners to this program.

### Inform and provide information about housing programs that assist with the goal of home ownership.

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financing institutions to fixed rate financing options for

- WHEDA Advantage: Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage: Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage: Provides a 10 year low cost loan for WHEDA Advantage borrowers to help pay for a down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage: Provides a tax credit to qualified borrowers to reduce their federal income liability over the life of the mortgage.
- WHEDA First Time Home Buyer Advantage: Provides a preferred, fixed interest rate for qualified first time home buyers.

**2. To move forward with addressing properties in need of repair, or nuisance or public health concerns the city should continue with active inspection and enforcement when necessary.**

For properties that are a public health or safety concern, the municipal code sections regarding building maintenance can be cited for enforcement when necessary. The city is in the process of developing a system that reviews property conditions and contacts the owners. A systematic approach includes outreach and information to the owners. The opportunity is provided to the owners to work with city to make improvements or explain the barriers from making improvements. The city can then offer information regarding financial assistance for repairs, or other resources that may be needed to facilitate repairs or action necessary for the property.

Addressing property disrepair is also a component of the city's economic development goals. Property improvement, the overall community visual appearance and resulting pride, contributes to a positive environment and an atmosphere that is attractive to others. Community appearance does matter. City staff is working with property owners to make repairs where possible.

To support these efforts, the city has established local fund availability for home repairs. The city is in the process of developing an application process and criteria for eligible projects loan terms and conditions. The city can refer to programs in other communities as a resource to build from in developing these home/property repair programs.

**3. Provide information about historic rehabilitation to eligible property owners.**

[Tax Credit Program for Historic Homes](#)

Under this program, a house does not initially have to be listed in the State Register or National Register of Historic Places to qualify. The Historical Society can make a determination of a property within Part 1 of the tax credit application submittal via photographs and information to indicate that a property meets listed criteria of the State Register or National Register of Historic Places.

The historic homeowners' tax credit is a dollar-for-dollar reduction in what is owed in Wisconsin income taxes. The amount of the credit is 25 percent of the costs to carry out eligible work. Unused balances can be carried into future tax years, up to 15 years into the future, until the credit is used up.

Historic income-producing properties in Wisconsin may be eligible for two other income tax credits that can help pay for their building's rehabilitation:

[Federal Historic Preservation Tax Credit Program](#)

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a federal income tax credit. If an owner plans to spend an amount equal to or greater than the building's adjusted basis value or **\$5,000**, whichever is greater, then the owner can apply for a 20 percent federal tax credit.

[Wisconsin Historic Preservation Tax Credit Program](#)

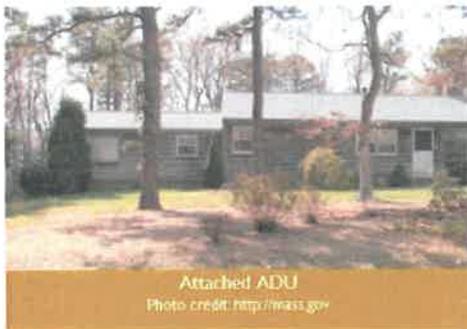
The homeowners program returns 25 percent of the cost of approved rehabilitation as a Wisconsin income tax credit. As of May 1, 2018, the Wisconsin Economic Development Corporation (WEDC) will send its application directly to Tax Credit applicants.

**4. Encourage flexibility in design and zoning to accommodate a variety of housing options.**

There are circumstances when a traditional, single family home is not the best solution for a person or family's circumstances. Below are alternatives for consideration to the traditional choice of a single family dwelling unit.

[Allow Accessory Dwelling Units / In-Law Suites](#)

Whether it is an affordability issue, or help with maintenance, an accessory dwelling unit may provide the solution. The unit allows for an alternative in the form of a small, attached or detached accessory dwelling unit or an in-law suite placed on one residential parcel. These may sometimes be called a backyard cottage, but they are not a new idea. Accessory dwelling units can look like a lower level "apartment". These units allow for independent living quarters with opportunities for interaction with the principal residence.



Encourage varying designs for accessibility when working with developers:

As people age and/or are mobility impaired, even the presence of a single stair can be difficult for movement. The provider, *Options for Independent Living*, has coined the phrase “visitability” meaning visit-able by people with mobility issues. These homes typically have:

- 1 entrance with no steps;
- A minimum 32 inch clear passage through all main floor doors and hallways;
- A useable bathroom on the main floor.

While this is not a full universal design, these elements facilitate living in a home like this longer.

Support alternative financial models for housing developments: Cooperative Housing

As the population ages, various approaches to housing will be created. Whether it is downsizing to smaller homes, staying in place, or moving to other shared developments, there will be changes. One option for retiring baby boomers, or new individuals entering the workforce is cooperative housing.

In the City of Keweenaw, there may be homes too large to feasibly be maintained as a single family home but is an iconic part of the cultural identity of the Keweenaw. These structures may be candidates for a flexible housing option. Cooperatives can be a unique opportunity and attraction tool for certain segments of the population. Examples in the photos below include [Spaulding Place](#), a cooperative for seniors 62 years and older in Black River Falls, which is in western Wisconsin and [Lorthlorien](#) a cooperative for students and professionals in downtown Madison. There are cooperatives that are very high end and market the service aspect of the housing while others market the community component of this type of housing. Both types exist in Wisconsin, and other states, and perhaps in Keweenaw’s future.



*Lorthlorien Cooperative, Madison, WI*



*Spaulding Place, Senior Cooperative Black River Falls, WI*

Encourage smaller lots for single-family homes, duplexes on corners, and townhouses for diverse options in the housing market.

Relatively smaller lot sizes can help keep housing costs down and provide greater efficiencies for service provision, while increasing connectedness. The City's core has a traditional street grid pattern and a smaller lot pattern.

The housing data collected did not show any information for duplexes. Corner lots are good locations for higher density residential uses such as a duplex. The scale of the unit needs to be in keeping with surrounding housing, but it can be an effective means of integrating additional density within a neighborhood environment.

Townhouses, a design that tends to be more expensive for developers. Shown below are units in De Pere, Wisconsin. From the City's perspective, when approached by developers, designs are reviewed and discussed through an established site plan review. More is discussed about this process in the Zoning Chapter.



*Townhouses in City of De Pere, Wisconsin*

Consider incentives for developers such as reducing or waiving application fees, streamlining the permit process, or other incentives for the type of housing the city is interested in bringing in.

There is a need to attract and retain younger members of the workforce. A workforce needs housing. Because workforce is a regional concern, housing policies have been discussed and some of the ideas suggested include:

- Create a program of attraction where parcels are reduced in cost with local funding assistance. For example, the City of Waupaca is seeking to advance more affordable housing options. The city acquired 20 residential lots to facilitate residential development.
- Building permit fees are waived;
- Create other incentives at the local level.

**The City should actively encourage redevelopment of residential on the second floor of structures in the downtown where the first floor is typically a commercial use.**



*Downtown Kewaunee – Second Floor Residential*

Residential uses in the downtown provide a customer base for downtown businesses. Many are also historic buildings that could be redeveloped. The option of downtown living diversifies housing options. It also is an attractive alternative to ages 18 to 39 years and 55 to 79 years, many in these age groups do not want the responsibility of property management tasks. Attractions nearby include the Kewaunee Harbor and Lake Michigan, along with possible employers.

Programs to improve building facades:

- The city is establishing guidelines for its own local funding for small loans or grants for façade improvements. The loans will be on the city's terms once they are finalized.

**In Kewaunee's Harbor, Fisherman's Point is currently underutilized and well-positioned for new development opportunities because of the existing infrastructure and proximity to the water.**

Fisherman's Point is identified as a potential redevelopment area. Just to the north is Kewaunee Fabrication, an important employer, there are marinas, a restaurant and land belonging to the US Coast guard.

There are similarities between Fisherman Point in Kewaunee, and the development shown in Ashwaubenon, Wisconsin. It is adjacent to the 172 bridge and along the Fox River. In this location, there is a manufacturing business, four new condominium units with access to a marina and a new hotel. Below are pictures.



*Ashwaubenon, Wisconsin: Condominiums, marina, lodging, and manufacturing*



*Condominiums on the Fox River with access to a private marina*

The City is encouraged to consider the following for Fisherman's Point:

- Work with the private land owners to implement a vision for the property, perhaps the Ashwaubenon scenario may be a reality from which Fisherman's Point can draw from.
- Consider modification of the Waterfront district for additional housing options such as condominiums and/or duplex developments in Fisherman Point and at *Ellis Point* (Klockner Redevelopment site).
- In Fisherman's Point, consider incentivizing development by offering the City owned parcel(s) to the project to maximize development potential. There are 3.15 acres of private land and approximately 0.85 acres of adjacent city-owned land.

**Encourage infill development, mixed uses to maximize land use and services.**

Promote the availability of land within sewer service areas for development or redevelopment. Infill development can bring many benefits, including financial savings for the city, increased property values for residents and businesses, and easier travel and connectivity.

A co-location of a new “mixed” use building with a commercial use on the bottom floor and a residential use on the upper floor(s) is desired by many communities. However, having the mix of traffic volume, demographics, economic, income composition and other analytics for this type of development is not always easy to attain. The *Retail Analysis Report 2018* indicates there are many dollars invested outside of the City of Kewaunee zip code area that can perhaps be recaptured by entrepreneurs taking advantage of one of the opportunities listed in the report in Chapter 9 in the form of a mixed use development and locate at Fishman’s or Ellis Points.

An example of a mixed-use development in the region is below:



*City of De Pere, Mixed Use Development*

**Funding & Housing Programs**

**U.S. Department of Housing and Urban Development (HUD)**

- Community Development Block Grant (CDBG) Program
- The Federal HOME Investment Partnership Program (HOME)
- HOME Ownership Mortgage Loan Program
- HOME Plus Loan Program
- American Dream Down-Payment Initiative (ADDI)
- Housing Choice Voucher Program – Section 8
- Section 202 Supportive Housing for the Elderly Program
- Section 811 Supportive Housing for Persons with Disabilities
- Rehabilitation Mortgage Insurance – Section 203 (k)

- Property Improvement Loan Insurance (Title I)
- Department of Veteran Affairs Home Loan Program

#### DHCD Programs

- Housing Cost Reduction Initiative (HCRI) Homebuyer Program
- Continuum of Care Supportive Housing
- Housing Opportunities for people with AIDS (HOPWA)
- State Shelter Subsidy Grant Program (SSSG)
- Emergency Shelter Grant (ESG), Transitional Housing Grant (THP), and Homeless Prevention Program (HPP)
- Interest Bearing Real Estate Trust Account (IBRETA)

#### The Federal Housing Administration (FHA)

#### Wisconsin Housing and Economic Development Authority (WHEDA)

- Low-Income Housing Tax Credit Program (LIHTC)
- Fixed-Interest Only Loan Program
- WisLoan
- Wisconsin Historical Society's Historic Homeowners Income Tax Credit Program
- Housing Trust Funds

#### Government Sponsored Housing Programs

#### Habitat for Humanity (HFH)

#### "Green Development Related Programs

- Energy Star Qualified Homes
- Focus on Energy-Energy Star Mortgages
- Green Built Home
- LEED Program



## Chapter 5 Economic Development

Local governments play an increasingly important role in promoting private sector economic development. A key to a municipal economic development strategy is having a quality product/community to market. Physical, cultural amenities are significant to a community's economic development strategy to attracting and retaining people for job growth and innovation.

### Economic Base

The economic base of the City of Kewaunee, as indicated by employment and export information, is agriculture and manufacturing industries. Table 5.1 shows location quotient calculations listing industry sectors in the city and county.

Location Quotients (LQ) are a measure of industries and if they are export industries, producing more of a product or service than is needed to meet local demand, or import industries, producing less than enough to meet local demand. An LQ greater than 1 indicates the industry is producing more of the product than is consumed locally and there is a surplus for export. A high LQ in a specific industry may translate into a competitive advantage in that industry. An LQ significantly less than 1.0, may indicate an economic opportunity for business development to meet demands locally that are currently being imported. The numbers show the city's exceptional concentration of manufacturing employment with an LQ of 25.27%.

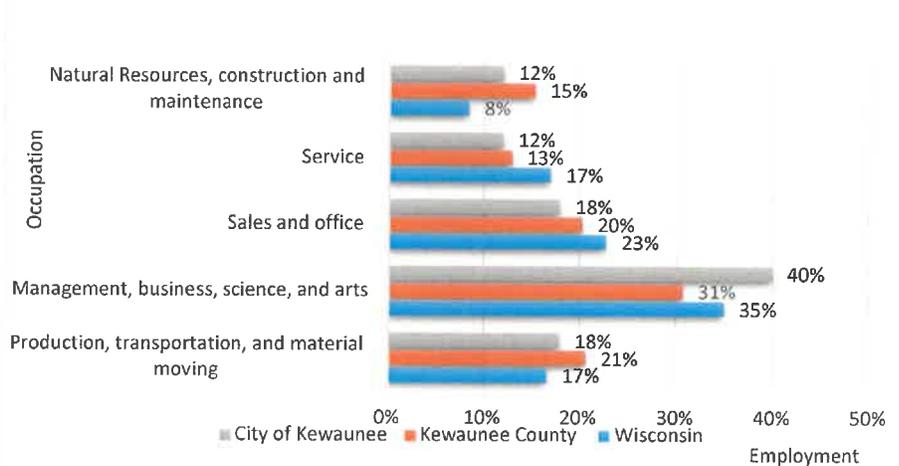
**Table 5.1. Percent of Employment and Location Quotient, 2017**

	US LQ	Kewaunee City LQ	Kewaunee County LQ
<b>Agriculture, Forestry, Fishing, Hunting, and Mining</b>	<b>0.94%</b>	<b>16.53%</b>	<b>17.64</b>
Mining, Quarrying and Oil, Gas Extraction	0.41%	--	0.23
<b>Utilities</b>	<b>0.37%</b>	<b>2.17%</b>	<b>5.90</b>
<b>Construction</b>	<b>4.72%</b>	<b>4.91%</b>	<b>1.04</b>
<b>Manufacturing</b>	<b>8.25%</b>	<b>25.27%</b>	<b>3.06</b>
Wholesale Trade	3.93%	1.80%	0.46
Retail Trade	10.58%	7.15%	0.68
Transportation and Warehousing	3.71%	2.34%	0.68
Information	1.87%	0.16%	0.09
Finance and Insurance	4.00%	2.21%	0.55
Real Estate and Leasing	1.46%	--	0.09
Professional, Scientific, and Technical Services	5.99%	2.02%	0.34
Management of Companies and Enterprises	1.51%	--	0.06
Administrative and Support and Waste Management	6.02%	0.71%	0.12
Educational Services	2.56%	1.13%	0.44
Health Care and Social Assistance	12.94%	5.86%	0.45
Arts, Entertainment, and Recreation	1.52%	1.43%	0.94
Accommodation and Food Services	9.03%	5.93%	0.66
Other Services (except Public Administration)	3.95%	3.43%	0.87
<b>Government</b>	<b>16.35%</b>	<b>16.64%</b>	<b>1.02</b>

Source: Emsi Q2, 2018 and BLRPC.

The occupational profile shows, in general, the city, county and the country. The higher management and production occupations in the city are likely due to Kewaunee Fabrication LLC located in the City of Kewaunee. These two occupational categories include related work to this employer, such as engineering occupations. The lower share of service occupations may be due to the relative few retail service businesses operating in the City of Kewaunee when compared to proportion of these occupations at the county and state level.

**Figure 5.1. Occupations, 2016**



Source: ACS 2012-2016 and BLRPC.

Industry clusters are defined as concentrations of companies and industries that are interconnected by markets, suppliers, and trade in a geographic area. Kewaunee County has established industry clusters including agricultural input and services, food processing and manufacturing and downstream metal products.

Supply chain connections for industries within and outside of the county are a priority for cluster businesses. A part of the supply chain process is to create partnerships and opportunities for expanding the customer base.

**Table 5.2. City of Kewaunee, Education Level and Median Earnings, 2018**

<b>Education Level of Attainment</b>	<b>Estimate</b>
Less than High school graduate	**
High school graduate ( includes equivalency)	\$33,062
Some college or associate’s degree	\$33,681
Bachelor’s degree	\$65,446
Graduate or professional degree	\$60,927

Source: ACS 2012-2016 and BLRPC.

### Workforce

Population growth is linked to the health of the workforce supporting community businesses and subsequently the growth of the economy. The population projections for the city and county indicate very little growth, which can create pressure on the labor force and on local businesses. The numbers indicate that business and industry have to find and maintain a skilled workforce, in both the near and long term. Businesses have been participating in pathway programs in high schools throughout the county to demonstrate skills and equipment needed. These types of public – private partnerships will need to be continued within the city and county because a lack of workforce can potentially create a negative impact on business growth and expansion.

Generally, education is correlated with higher earnings. Making that case is important for students, the future workforce of Kewaunee. There are reasons to be cautious in attributing causation, because of differences in gender, age or other demographic considerations, but education in the form of two year degrees, four year, apprenticeships or various combinations benefit those going into the workforce. Table 5.2 shows median earnings and education attainment within the City of Kewaunee.

### **Recommendations**

#### **Create an economic development program focusing on business retention, attraction and development.**

##### Retention

- Engage with local businesses and keep lines of communication open to build relationships. A retention program can include meeting with major employers on a yearly basis, and/or meeting with representatives at association meetings. A retention program is a means of interacting with employers in the community.
- Provide information about potential sites for expansion and funding, as well as a staff person with the City of Kewaunee as a contact to answer questions regarding business development opportunities.

### Attraction

Business attraction involves sharing information to businesses outside the community about what the City of Kewaunee has to offer. Some of the activities that the city should move forward on:

- Update the city's website.
- Include information about available industrial sites and infrastructure on the website and keep the information current.
- Market sites to businesses that complement existing businesses in the city and to businesses that provide diversity to the local economy.
- The city should consider offers of low cost land, and state and federal funding incentives to encourage businesses to locate in the City of Kewaunee.

### New Business Creation/Development

Fostering a climate for new business development that attracts or inspire entrepreneurs, includes a desirable place to live. Technology provides the flexibility to live and work in many locations, therefore making a city a desirable choice to live becomes a priority for new business creation. Elements that entrepreneurs find appealing in a community are:

- Clean, safe and attractive communities
- Opportunities and places to socialize and recreate
- Welcoming and diverse population
- Cultural amenities including art, music, sports, restaurants, and available activities day and night.

Programs and agencies that assist with these elements of business retention, attraction and development include:

### Kewaunee County Revolving Loan Fund (RLF)

Kewaunee County administers a revolving loan fund that will provide assistance with gap financing of businesses, land acquisition, equipment purchase, site preparation and some other eligible expenses. Program information is located at the Kewaunee County webpage, clicking on Kewaunee County, [RLF Business Assistance](#). The Department of Administration may be recalling these loans October 2018 and then eligible entities can reapply.

### Kewaunee County Economic Development Corporation (KCEDC)

The [Kewaunee County Economic Development Corporation](#) is currently being restructured but is still an asset in some capacity with assistance with workforce related and other economic development related activities.

### City of Kewaunee Chamber of Commerce

The [City of Kewaunee Chamber](#) is very involved in event planning. The Chamber maintains a calendar of events taking place in the city and surrounding area. These include Farmers Market, live music, amenities, fishing tournament information and other activities.

### New North

A regional, 501(c) (3) organization that promotes public and private efforts of 18 county Northeast Wisconsin region for increasing economic development. Their work includes business attraction, talent attraction, brand development, facilitating exporting, and maintenance of a supply chain data base.

The [New North Supply Chain Market Place](#) is a registry for businesses to provide information related to their industrial sector. It offers a place for buyers and suppliers to search for supply chain connections and opportunities.

### **Workforce**

Efforts are underway statewide to address the real concern of talent development for companies. Businesses are in need of filling positions as the baby boom generation ages and leaves the workforce. In Kewaunee County, there are industries working with school districts to inform and teach high school students about the different, and evolving manufacturing processes. It also serves as an awareness campaign of the employment opportunities available for students.

Activities that the City of Kewaunee should pursue:

- Continue working with KCEDC, New North and the school districts to connect students with local industries leaders.
- Monitor state agencies that are working on the talent attraction component of economic development.

**Consider applying for a Connect Communities or Main Street program status to assist with promoting, growing and attracting retail business to downtown.**

There are two programs offered by the Wisconsin Economic Development Corporation (WEDC) the city could pursue: the Connect Communities or the Main Street Program.

### [Connect Communities](#)

This program provides technical assistance and training, façade renderings, and small business consultations. Connect Communities will also help with the hiring of outside consultants to address business retention and recruitment, branding, historic preservation planning and event development.

Connect Communities applications are competitive and generally 20 applicants are selected each year. Applications are accepted in the spring and fall annually.

### [Main Street Program](#)

Goals for the program are based on reinvestment categories such as private and public development, building rehabilitation projects, new businesses and jobs created. The Main Street program is intended to support efforts in revitalizing downtowns, an economic development network to drive business start-ups, retention and expansion. It also offers technical assistance like the Connect Communities program.

Main Street applications are competitive and generally only 5 applicants are selected each year. Applications are accepted in mid-April on an annual basis.

### **Continue working with downtown businesses and building property owners to fill vacant spaces.**

For businesses to succeed in smaller communities, it is necessary for local residents to patronize them rather than travel to a larger community. KCEDC has a [Buy Local Program](#), of which many City of Kewaunee businesses are members. This type of program is important and should continue to be promoted for to promote local business patronage and money staying in the community.

Services industries such as personal fitness, crafts such as thread/yarn shops, bicycle repair, food, or others could occupy store front locations. As indicated in the industry data employment, the City has a lower share of employment in service industries. These are opportunities for the City of Kewaunee.

- Include service industry opportunities to the city's potential business development/recruiting on the City's economic development program.
- Work with existing businesses to explore partnerships for sharing of space and market testing of new products.
- Implement a popup program for empty storefronts. This type of program involves a temporary shop in unused first-floor space in downtown buildings. The purpose is to encourage entrepreneurs, restaurateurs, or artists to open on a temporary basis.

KCEDC hosted an information session on this concept, and the City of Kewaunee Chamber was a sponsor. The *Popup* concept can be applied in many different ways:

- As a grant based contest for 1 popup each year;
- Artists working in empty storefronts during art walks to “fill the storefront”. A concept like business as theater. There are many examples that could be successful in Kewaunee;
- Additionally, there is a website called [Storefront](#) which is best described as *Airbnb* for entrepreneurs looking for retail space. The retail spaces vary from full retail spaces for a full popup to shelf space in a half-empty boutique. There is another website called [Appear Here](#), adding another broker for searchable areas for retail space. This may take some time to be applicable to smaller communities.

**Recommend adding an economic development staff member to city staff.**

The above listed program development and others within this document will require additional staff to support these initiatives. It is suggested that the city budget for set aside funds to support an additional position.

**Encourage a mixture of service and retail business, as referenced previously, with residential or office use on second floors in the downtown.**

The appeal of living downtown does exist for segments of the population, just as single family homes in a suburban area appeals to others. The availability of housing choices contributes to the economy by providing alternatives for the workforce. The largest segment of the population, the working age group (25 to 44 years) is not always able to, or wants to, buy a home. Retired individuals (65 years and older) may not always want the commitment of homeownership. The benefits of downtown living is for both parties, the businesses have people in immediate proximity and the residents benefit from less square footage to maintain and as a closer distance to goods, services, and the waterfront. There are more details about housing programs is in the Housing Chapter.

Also, there is the opportunity for buyers and / developers to see some reasonable pricing for near the waterfront within walking distance to Lake Michigan. Opportunities to rehabilitate the structure and market it to entrepreneurs locally or from nearby states, particularly Illinois.

**Encourage façade improvements and updates to downtown buildings.**

In many cases, the buildings in downtown have historical significance, however, some facades are covered up not revealing the true authenticity of the period architecture. If the City decides to pursue a Connect Community, or Main Street Program, there could be assistance from program staff with architecture expertise to assist with buildings that could benefit from updates.

- The city has established a set aside of local funds for a small loan program for façade improvements. The terms and conditions for the loans, and application process, still needs to be developed. Other communities have these programs so it is suggested that the city look to these similar programs and customize a process from existing ones elsewhere.
- Revolving loan programs, funded by Community Development Block Grants – Economic Development (CDBG-ED) are programs that can serve as seed money for revolving loan programs (RLFs). Currently the Wisconsin Department of Administration is proposing a CDBG-CLOSE program to close-out all RLFs. Under the proposed CDBG-CLOSE program, local communities will be required to return all locally held Economic Development Revolving Loan Funds as well as current ED-RLF accounts receivable to the state. Those funds will then be held for communities for non-competitive grants for economic development projects. Kewaunee County has one of these RLF's pending a close.

#### **Consider selling city-owned properties.**

The city currently owns approximately 48 parcels and it is recommended these parcels are evaluated and sold strategically to implement plans the city is ready to move forward on and to raise revenue when the parcels are sold.

#### **Historical Property Improvement in the downtown**

The owners of older downtown structures can potentially receive tax credits for improvements made to the buildings. The [Wisconsin Economic Development Corporation \(WEDC\)](#) states the Historic Tax Credit Program is to incent reinvestment into historic main streets, downtowns, and commercial districts. As of May 2018, WEDC works with these applications and tax credits in conjunction with the Wisconsin Historical Society.

Historic income-producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their building's rehabilitation:

##### [Federal Historic Preservation Tax Credit Program](#)

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a federal income tax credit. If an owner plans to spend an amount equal to or greater than the building's adjusted basis value or **\$5,000**, whichever is greater, then the owner can apply for a 20 percent federal tax credit.

##### [Wisconsin Historic Preservation Tax Credit Program](#)

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a Wisconsin income tax credit. If an owner plans to spend less than the building's adjusted basis value but more than **\$50,000**, the owner can apply for the 20 percent state tax credit.

The City of Kewaunee can inform owners of older structures about these programs and their contacts.

**Continue the city's efforts of streetscaping, beautification with new trash receptacles, plantings, lighting benches.**

Recent improvements along the waterfront included new receptacles and seating. These same investments are recommended to extend into the downtown. Curb bump outs, with benches and increased pedestrian areas to linger are suggested. Streetscaping specifics and guidelines are found in the transportation section in greater detail.

**Develop a site plan review process for commercial, industrial, multifamily, and institutional development proposals.**

It does not appear that a site design review process has been established in the City of Kewaunee. A review of development proposals should be established in order to review commercial, industrial, multifamily, and institutional proposals as a part of the City's review process.

This review process helps to promote quality design and consistent and clear standards for new construction and expansions of existing development. The standards to be established would include the underlying and overlay zoning requirements, building materials, stormwater management, and other design features contributing to future unique development in the City of Kewaunee. More information about this can be found in the zoning chapter.

**Encourage the redevelopment of brownfields and other contaminated sites in the city.**

Maintaining an inventory of existing vacant buildings and land that are, or perceived to be, potentially contaminated, or blighted is beneficial in helping to address potential contamination issues, and years of vacancy. Bay Lake Regional Planning Commission has received a brownfield grant that would be available to the city. Funds in this program can help with an inventory, planning, and Phase I and Phase II environmental assessments of properties.

**Establish a consistent brand for the City of Kewaunee to apply to marketing efforts in business, tourism and overall attraction purposes.**

There appears to be mixed references to the City of Kewaunee including Spirit of Lakeshore, the Lighthouse image, or the current little yellow houses with the authentic Lakeshore. The city should consider working with an expert in branding to develop a brand that ties together the authentic qualities of the City of Kewaunee, bundling the signage, a new City website, and all other materials together to effectively eliminate the mixed imagery and messages currently associated with the City of Kewaunee's brand.



## Chapter 6 Transportation

The transportation network of a community includes the roads, streets and highways but also includes the sidewalks, bike lanes, off street trails and mass transportation. How a community's transportation network is developed can have a dramatic impact on the overall development of the community.

The following is a summary of the city's transportation network including the street and highway system, pedestrian and bicycle and water based transportation. An evaluation of the existing facilities and recommendations for transportation improvements are incorporated in this section, with a focus on multimodal transportation in the city's waterfront – downtown district.

### Streets, Roads and Highways

The City of Kewaunee's transportation network includes facilities ranging from State Trunk Highways (STH) 29 and 42, both serving as gateways into the community. STH 42 is an entry into the city from the south. The roadway declines from a high elevation toward the Kewaunee River intersecting with STH 29 on the eastern side of the city. STH 42 and 29 are designated Long Truck Routes by the Wisconsin Department of Transportation, both serving Vollrath Company and Kewaunee Fabrications in the City of Kewaunee. STH 42 crosses the Kewaunee River, and this bridge, was reconstructed in 1985. The city's local street network composes approximately 19.67 miles in the City of Kewaunee.

### Functional Classification

A component of a road and highway systems is the functional classification network. It is typically based on traffic volumes, land uses, road spacing, and system continuity. The four general functional classifications are freeways, arterials, collectors, and local roads. A description of each is below:

*Arterials:* Principal and minor arterials carry long distance vehicle trips between activity centers. Arterials are designed to provide a high mobility for vehicles and typically have limited access.

*Minor Arterial:* two facilities in the City of Kewaunee are Ellis Street and Milwaukee/Main Street.



(Ellis St.)



(Milwaukee Street - Main St.)

*Collectors:* Link local roads with arterial roads. These facilities collect traffic in local areas and serve as through routes to the adjacent land uses.

*Major Collector:* CTH C

*Minor Collector:* Facilities in the City of Kewaunee are CTH E (River Road/Miller Street), 1st Street, 3<sup>rd</sup> Street, Center Street, Lincoln Street, Dodge Street, and Main Street.

Local roads are intended to be used for short trips. Their function is for access to adjacent land uses. Remaining roads in the City of Kewaunee are local roads and the speeds and traffic volumes generally should be relatively low.

Drivers will typically drive at a speed they feel comfortable driving in based upon the street design. Typically, the wider the street, the more comfortable the driver feels at high speeds. Conversely, the more narrow the street appears or is designed, typically lower speeds are the result.

Roadway standards shown in Table 6.1 are based on recommendations from the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Associations of Homebuilders and American Society of Civil Engineers. These standards provide guidance in limiting the land used for needed for streets, sidewalks and terraces. The result will be a street that accommodates a neighborhood friendly design for pedestrians, bicyclists and vehicles.

**Table 6.1 Street and Right of Way (ROW) Width Standards Summary**

Street Type	ROW width**	Pavement Width Curb to curb	Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?
<b>Arterials*</b>					
Collectors	60 feet	34 feet	9-10 feet	Both sides	Yes
<b>Local Streets</b>					
No parking	40 feet	18 feet	9 feet	None	No
Parking 1 side	46 - 48 feet	22- 24 feet	14 - 16 feet	One side	If needed
Parking both sides	50-52 feet	26-28 feet	10-12 feet	Both sides	If needed
<b>Industrial Streets</b>	50-52 feet	24-26 feet	12 -13feet	None	No
Alleys	16 feet	12 feet	--	--	--

*\*Design of arterials may vary, but their design should be consistent with recommendations where possible.*

**\*\*** ROW width includes the widths of the driving are, parking area, curbs, terraces, and sidewalks.

**Average Annual Daily Traffic, AADT 2006, 2009, 2012, & 2015**

Automobile and truck traffic has been the principal mode of movement for people and goods in the city. The traffic counts, as shown in Table 7.2 and Map 5 indicate the levels are increasing according to *Wisconsin Highway Traffic Volume Data*. The highest traffic volumes in City found on STH 42 at Ahnapee Trailhead/Harbor Park an area where much activity occurs and for pedestrians, bicyclists and vehicles.



**Traffic Counts:**

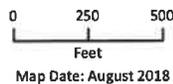
- 1** STH 42 - At Bridge  
2009 - 4,500  
2012 - 5,400  
2015 - 5,600
- 2** Miller St - West of Milwaukee St  
2009 - 970
- 3** STH 42 - North of Ellis  
2009 - 4,700  
2012 - 5,300  
2015 - 6,700
- 4** Ellis St - West of Milwaukee St  
2006 - 3,100  
2009 - 3,300  
2012 - 3,300
- 5** Ellis St - East of Milwaukee St  
2009 - 980
- 6** STH 42 - South of Ellis St  
2009 - 3,100  
2015 - 3,200

**City of Kewaunee**  
*Integrated Plan*

**Map 3: Traffic Counts**



- Trail
- Traffic Count Area



*SOURCE: 2010 Zoning Data (BLRPC), Kewaunee County 2018, Bay-Lake Regional Planning Commission 2018, Bay-Lake Regional Planning Commission 2018.*

*DISCLAIMER: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.*

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28  
29  
30  
31  
32  
33  
34  
35  
36  
37  
38  
39  
40  
41  
42  
43  
44  
45  
46  
47  
48  
49  
50  
51  
52  
53  
54  
55  
56  
57  
58  
59  
60  
61  
62  
63  
64  
65  
66  
67  
68  
69  
70  
71  
72  
73  
74  
75  
76  
77  
78  
79  
80  
81  
82  
83  
84  
85  
86  
87  
88  
89  
90  
91  
92  
93  
94  
95  
96  
97  
98  
99  
100

**Table 6.2 Average Annual Daily Traffic**

<b>Count Location</b>	<b>2006</b>	<b>2009</b>	<b>2012</b>	<b>2015</b>
<b>STH 42</b>				
South of Ellis		3,100		3,200
North of Ellis at Harbor Park		4,700	5,300	6,700
At bridge		4,500	5,400	5,600
North of Duvall Street at Coho Motel	3,700	4,600	4,600	
<b>Ellis Street</b>				
West of Milwaukee Street	3,100	3,300	3,300	
East of Milwaukee Street		980		
<b>Miller Street</b>				
West of Milwaukee Street		970		

Source: WisDOT Traffic Count Data 2006, 2009, 2012, and 2015.

### **Truck and Heavy Vehicle Transportation**

Trucking activities in Kewaunee occur primarily along STH 29 and 42. STH is a primary entrance into the City itself. STH 42 runs north and south and is the corridor for significant industrial employers in the City of Kewaunee. Kewaunee Fabrications, located on the northeast of STH 42, after crossing the Kewaunee River, generates truck traffic and Vollrath, is located to the east also off STH 42 adjacent to Lake Michigan.

The highest traffic counts identified are along STH 42 at 6,700, north of Ellis Street at Harbor Park. In addition to the high traffic volume, this location is a hub for pedestrians and bicyclist to access the Ahnapee Trail and Trailhead at CTH E, Harbor Park, and other uses on both sides of STH 42 at this location.

### **Mass Transit**

There no mass transit, but rather limited options for Kewaunee residents who need transportation alternatives. There is elderly and disabled service offered through the Kewaunee County Human Services Department and East Shore Industries. These provide the majority of the specialized transportation services to the elderly and to individuals with disabilities.

### **Air**

Regional Commercial air service is located at Green Bay Austin Straubel International Airport. The Manitowoc County Airport offers jet service for corporate jets, small passenger and cargo aircraft.

### **Rail**

The nearest rail connection is currently located 17 miles west of the city in the Village of Luxemburg.

## Streetscapes

A streetscape can include a variety of elements such as travel lanes, parking, bicycle lanes, sidewalks utility lines, accent plantings, furniture and others items. Due to the many components, they are often placed into zones for the purposes of organizing the future design a streetscape and determining how elements will interact. The information in this streetscape segment is from the City of Milwaukee's guidelines. The zones are:

*Roadway Zone or Vehicular Zone:* Accommodates movement of vehicles and bicycles through the streetscape

*Parking Zone:* Allows convenient parking for shoppers to patronize businesses and loading and unloading considerations.

*Sidewalk Zone:* In commercial districts, it is a transition zone where pedestrians are traveling, and entering and exiting businesses.

Zones need to be observed for interaction and activity level for the successful design of a streetscape.

There are baseline elements to a streetscape that are repeated: lighting and trees.



*The repetition of decorative lights and trees provide a foundation for a streetscape.*

The other, significantly important component is the sidewalk. The sidewalk width determines the amount of space available to add additional elements into the public realm. Smaller sidewalks place constraints on these possibilities.

### Sidewalk Classification:

#### *Sidewalks less than 9 feet wide:*

A sidewalk this size has limitations for adding elements. There is also the need for a minimum width of 3 feet clearance for ADA accessibility.

Enhancements that can be added in this space are:

- Hanging baskets on light poles
- Planters in the private space
- Curb extensions with planters
- Decorative or wayfinding street signs or kiosks



*Planters in the private space*

*Sidewalks 9 to 12 feet wide:*

- Trees can be planted
- Benches

*Sidewalks 12 wide and greater:*

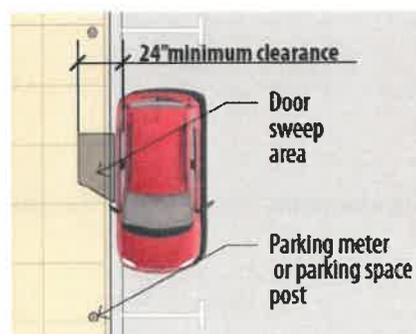
- Can accommodate more street furniture, bicycle racks, public art, artists, and other elements the city is encouraging.



*Sidewalks 9 feet or greater in width*

## Parking

A streetscape program involves commercial, economic, and social components. In the City of Kewaunee, the demand for parking is more seasonal in nature. Along Main Street, Milwaukee, and Ellis Streets, for example, there are both parallel parking and angled parking stalls on the streets. Parking stalls affect the streetscape as it relates to the vehicle door sweeps. Generally a minimum of 24 inches is needed to accommodate streetscape elements along the pedestrian zone for cars that are parallel parked.



*Door sweep and parking*



## Corner Treatments

Corners can be viewed as an opportunity for curb ramps, trash receptacles, regulatory and/or wayfinding signage, and other elements.

### *Bump-outs*

Bump-outs are a variation of a standard corner treatment. A typical bump out is 7 feet wide and 20 to 30 feet long.

The advantages of a bump out include:

- Shortens the distance of a crossing for a pedestrian and can make a pedestrian feel safer in the expanded pedestrian zone;
- Increases the sight distance for the motorist to see the pedestrian crossing the street;
- Creates additional space for pedestrians, amenities and landscaping.

### *Crosswalks*

Crosswalk design is guided by the Manual on Uniform Traffic Control Devices (MUTCD) and is used in combination with an analysis of the location for the crosswalk placement. The jurisdiction of the roadway, traffic volumes, curvature of the roadway and other factors play a role in determining the placement of crosswalks. Crosswalks are an important element of the streetscape by visually linking the streets (zones) together.

### *Bicycle Lanes*

Bicycle lanes promote transportation alternatives, and offer recreational and environmental benefits for residents and visitors. The dimensions of a bicycle lane are five feet. The dimensions of roadway and parking are shown below.



*Widths of streetscape components*

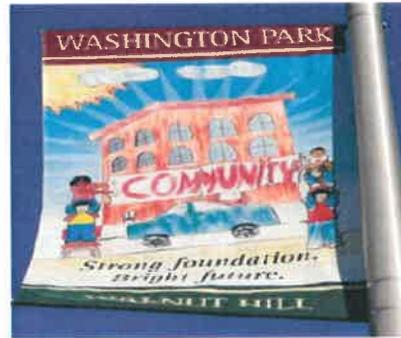
**Branding: Community Identifiers as a part of Streetscaping**

Structural elements within the streetscape can be used to identify and unify a community's branding campaign. Examples of identifiers are:

- Kiosks
- Sidewalk Medallions
- Gateways and Area Markers
- Public Art
- Banners/Pole Identifiers



*Kiosk*



*Banner*



*Gateway Markers*

## Completing the Streetscape

Creating the streetscape can be a combination of many elements depending on traffic volume, pedestrian levels, utility location, parking type, and other physical barriers and opportunities. The other consideration not mentioned but important is the budget for installation and maintenance. The consideration for long term maintenance of the project components must be considered.



*Sample streetscape plan with combined elements.*

## **Pedestrian and Bicycle Facilities**

Sidewalks provide safe areas for people of all ages and abilities to walk. They also provide separation from vehicles and visual cues for drivers. The City of Kewaunee has an ordinance in place, Section 62-5, requiring the installation of sidewalks. There are exceptions for certain land uses and circumstances, however, having this requirement helps in facilitating pedestrian and bicycle transportation within the city. Much of the city's grid pattern street network has sidewalks connecting to destinations. There are locations that do not and these are addressed in the recommendations.

In terms of trails and off road facilities:

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

- *Marshlands Walk*: A 2,430 foot walkway that traverses through the Kewaunee River Marsh. The walkway ends at a viewing area by the Kewaunee River.
- *Ahnapee State Trail*: A 50-mile multi-use trail that extends through Kewaunee and Door counties. The *Ice Age National Scenic Trail* also follows the Ahnapee State Trail corridor for 10 miles from the trailhead found at the intersection of Miller Street and Milwaukee Street.



*Ahnapee State Trail*

Marked bike lanes or signage marking bicycle routes are not present in the City of Kewaunee. Most of residential streets in the city, however, have low enough traffic volumes to allow bicyclist of all abilities to comfortably ride without formal bicycle lanes or paths. However, the higher volume streets, such as Milwaukee Street and Center Street, may not be as comfortable unless the bicyclist is more advanced.

### **Water Transportation**

Freight transportation is available primarily via the Port of Green Bay, located approximately 30 miles from Kewaunee. The City of Kewaunee's harbor has commercial and recreational boat traffic.

### **Harbor**

The city's harbor attracts visitors for the water access, amenities and is an economic driver for the city. The Kewaunee Harbor consists of:

1. The inner harbor contains all of the existing dock and mooring facilities and is separated from the outer harbor by a peninsula. The seawall was replaced on the south side of the city's inner harbor in 2017.
2. The outer harbor is formed by two projecting breakwaters and is the location of the deep water harbor.



### **Access to Lake Michigan**

The following locations provide waterfront access supporting boating, fishing, kayaking, and other water-based opportunities in the city.

- Public and private boating access are available at marinas located in the city’s inner harbor.
- A boat launch is located on the north side of the Kewaunee River at Kewaunee Landing.
- The south side of the city’s inner harbor provides water access following the replacement of the seawall in 2017.
- Lake Michigan State Water Trail is an aquatic pathway identified along the shore of Lake Michigan. Water trails are primarily oriented around non-motorized boating such as kayaking and canoeing. The city has water trail public access points at Selner, Pioneer, and Father Marquette parks.
- Selner, Pioneer, and Father Marquette parks include amenities such as beaches, picnic tables, and playground equipment.



*Harbor Park Improvements*

**Recommendations:**

**Establish street design guidelines in the City’s subdivision ordinance.**

By creating specific standards in the City’s subdivision ordinance, and any land division ordinance (Certified Survey Maps, CSMs) then there will be a standardization of design for local roads within the city for new developments. The standards are recommended to be in keeping with guidelines of the Urban Land Institute referenced in Table 6.1. These standards enhance a pedestrian friendly design while also accommodating vehicles on roadways. These design standards do include a narrower street to achieve the goal of safety for pedestrians and bicyclist.

There are locations, however, where narrowing the width of the entire street is not possible. Design techniques to slow traffic, improve pedestrian visibility, connectedness, and beautification can be implemented. Two of these techniques are curb extensions and high visibility crosswalks.

**Bump – Outs or Curb extensions:**

- Can operate as a traffic calming technique to reduce the space at the turning radius and provide visual cues for pedestrian crossing areas.
- Can be installed at corners and at mid-block. Curb extensions enhance pedestrian safety by increasing pedestrian visibility, shortening crossing distances, slowing turning vehicles, and visually narrowing the roadway.

- See the streetscape section with examples.

### Milwaukee and Ellis Street:

A selected, wide intersection in downtown that is a candidate for curb extensions:



Google image

Although bump outs have many benefits, they may not be appropriate in all circumstances. The application of curb extensions should consider the following:

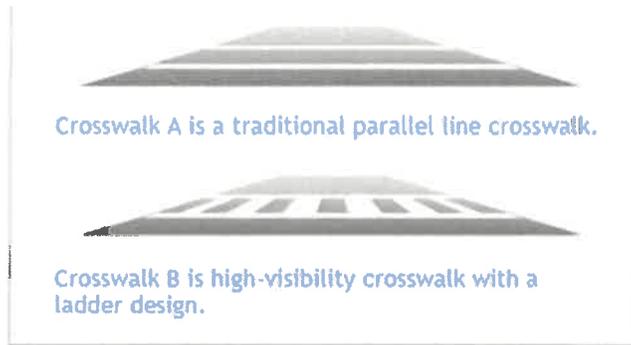
- They can be more expensive than other measures.
- They can reduce flexibility of the roadway in construction routing.
- Curb extensions should also be considered as one of many strategies to enhance pedestrian safety and streetscape character. Others that will be mentioned include high visibility crosswalks and median refuges or a combination of others strategies that may be more appropriate.

### Crosswalks

Marked crosswalks guide pedestrians and alert drivers to a crossing location. It provides for the driver a distant view of the upcoming crossing. To mark a crossing, paint or a longer lasting plastic or epoxy material embedded with reflective glass beads can be used which is more expensive initially but a better value as it is longer-lasting and requires less maintenance.

The Manual on Uniform Traffic Control Devices from the Federal Highway Administration allows for two basic types of crosswalk designs such as (1) traditional parallel lines; or (2) a high-visibility crosswalk pattern, such as a ladder, or a continental design. The traditional versus the ladder more visible is shown below.

## Traditional versus High Visibility Crosswalk



*Saferoutestoschool.org*

An example of an area where a visible crosswalk should be considered for pedestrians participating in activities at the Ahnapee trailhead to the west on Miller Street/CTH E, Harbor Park and public access to the Kewaunee River and Lake Michigan. NOTE: Any crossings on Milwaukee Street/STH 42 would have to be coordinated with the Wisconsin Department of Transportation.



*Location on Milwaukee Street/STH 42 candidate for a crosswalk from Harbor Park to CTH E*

Non-permanent pedestrian crossing signs during high season and community events should be also be considered.

**Two renderings showing an enhanced crosswalk on STH 42:**



Develop a streetscape plan and elements such as lighting, signage, trees, enhanced crosswalks, bump-outs, bicycle racks, identity markers and other amenities.

Consider a consistent design with lighting, benches, pavement stamping, planters, bike racks, and banners.



1. Where feasible, include green infrastructure into the streetscape and parking designs. *Green Infrastructure*

is a patchwork of natural areas that provides flood protection and cleaner water. These natural areas serve as an alternative to the conventional stormwater collection. Permeable pavement, planter boxes, and trees are among the green infrastructure elements that can be incorporated into a street and parking lot design.

3. As a part of the streetscaping plan, include a wayfinding system and design, which shows the community brand and offers directions to key locations such as: Ahnapee State Trail trailhead, Ellis Point (Hamacheck/Klockner property), Lakehaven Hall, and Selner Park are possible locations for wayfinding signage.



Transportation Assistance Program (TAP) is a program through the Wisconsin DOT that offers funding for planning and construction of on and off-road pedestrian and bicycle facilities that include utilitarian trips. In addition eligible items under this program include wayfinding signage and beautification. The next application cycle will be in 2019.

**Develop a bicycle and pedestrian plan** for the city to address multi-modal connectivity for school-to-home routes, signification destinations and to for access to the waterfront and downtown areas.

A preliminary Potential Bicycle and Pedestrian Plan is included in this document as Map 7.

Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.

- For children and persons without access to a motor vehicle or with a mobility limitation, continue to ensure the maintenance of safe and convenient pedestrian facilities.
- To improve safety, work with WisDOT to target high crash locations and hazardous sites for pedestrians and bicyclists within the city's waterfront/downtown.
- Walkways should be planned and developed in conjunction with local streets to establish pedestrian loop systems that connect with community destinations.
- Consider construction of multi-use paths, not served by roads and highways, to serve corridors. The most common uses are along waterfront and utility right-of-ways.

Bicycle routes should direct bicyclists to suitable roadways without significantly compromising directness.

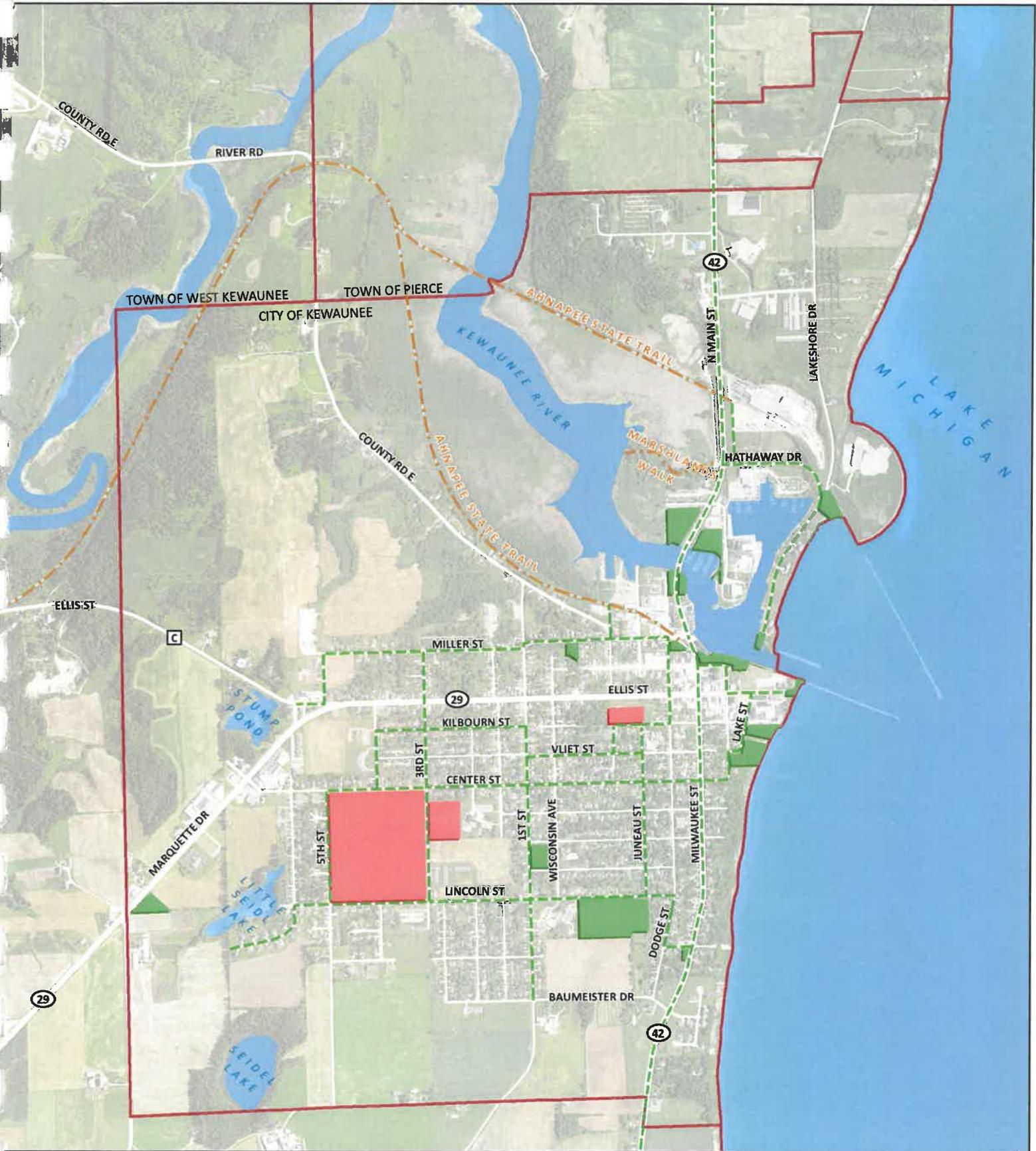
- Reference regional plans including the Bay-Lake Regional Planning Commission's *Regional Bike and Pedestrian Plan* that identifies regional connections for transient-cyclists.
- Plan for bicycle lanes or wide curb lanes on suitable highways and major collectors.
- Consider sharrows, shared lane marking, for narrow streets that have low motor vehicle traffic.



*Example of a curb extension with a sharrow*

Trail and pathways should include a continuous waterfront walkway system to provide direct public access from the proposed Ahnapee Landing site to the marina, downtown, lighthouse, and the beaches at Pioneer Park and Selner Park.

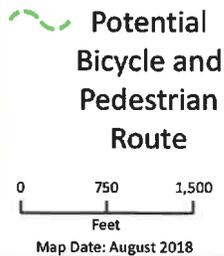
- Extend Ahnapee Trail through Klockner site to Pioneer Park/Selner Beach.
- Secure a waterfront easement around Vollrath for a grade separated path.
- Improve Lake Street with lighting, signage, and markings for pedestrians/bicyclists.
- Consider development of a pedestrian plaza for the eastern terminus of Ellis Street, east of Lake Street and include streetscaping elements.



**City of Kewaunee**  
*Integrated Plan*



**Map 4: Potential Bicycle and Pedestrian Routes**



- Trail
- Park
- School
- Municipality



SOURCE: WDNR 2009, Kewaunee County 2018, Bay-Lake Regional Planning Commission 2018.  
DISCLAIMER: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



Programs to assist with the cost for a plan and /or the construction of pedestrian and bicycle facilities listed above are:

Transportation Assistance Program (TAP) is a program through the Wisconsin DOT that offers funding for planning and construction of on and off-road pedestrian and bicycle facilities that include utilitarian trips. The next application cycle will be in 2019.

Wisconsin Department of Natural Resources Stewardship Program and Recreational Trails Program

Programs through the DNR offer state and federal funds for trails and bicycle facilities. The program application deadline is May 1 each year.

**Manage parking facilities (both vehicle and bicycle) with future improvements to the waterfront/downtown project area.**

- Evaluate public on-street parking with the amount of land possibly needed for additional parking as it relates to future development.
- Identify locations in the downtown and waterfront to for bicycle racks. Recommended locations include Harbor Park, and other City Parks, community facilities such as the library, future public spaces that will connect with areas where events are held.
- Bicycle racks are an important element of the streetscape, both as an aesthetic aspect of the streetscape and as a functional element for those who travel by bike. Bicycle parking is most effective when it is located close to trip destinations, is easy to find and is accessible.
- Bicycle racks should be frequently located in active commercial districts. It is recommended racks are located near major destinations such as schools, libraries, shopping, recreation and service destinations, and other locations with high pedestrian traffic. They can also be located on future bump-outs. A city cost share program with businesses for placing bicycle racks on private property could also be considered for businesses wanting to target a particularly customer base.

