



# Town of Ahnapee Comprehensive Plan

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**Town of Ahnapee**  
**Kewaunee County, Wisconsin**



**Chairperson:**

Tom Stoller

**Clerk:**

Phil Steffen

**Treasurer:**

Shelly Anderson

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**Prepared by:**

Bay-Lake Regional Planning  
Commission

2023

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**TOWN OF AHNAPEE PLAN COMMISSION ADOPTION OF THE  
TOWN OF AHNAPEE COMPREHENSIVE PLAN**

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

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

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001;

AND WHEREAS, the draft Comprehensive Plan was prepared by the Bay-Lake Regional Planning Commission as directed by the Town of Ahnapee Plan Commission;

AND WHEREAS, this draft Comprehensive Plan was thoroughly reviewed by the Town of Ahnapee Plan Commission to ensure the document incorporates the needs of the town and will serve to guide the Town of Ahnapee in recommending or making future land use decisions;

NOW, THEREFORE BE IT RESOLVED the Town of Ahnapee Plan Commission hereby recommends to the Ahnapee Town Board that the *Town of Ahnapee Comprehensive Plan* be adopted by the Ahnapee Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 14 day of December, 2023.

Resolution introduced and adoption moved by Lee Heasch

Motion for adoption seconded by Don Hass

Voting Aye: 5 Nay: 0

APPROVED:

Mike Merow  
Mike Merow, Plan Commission Chairperson

ATTEST:

Phil Stoffer  
Phil Stoffer, Town Clerk

Page 2-Ordinance No. 122023  
Ordinance to Adopt a Comprehensive Plan

**TOWN OF AHNAPEE  
ORDINANCE NO. 122023**

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001

WHEREAS, in May 2023, the Town of Ahnapee approved a contract with the Bay-Lake Regional Planning Commission to prepare a comprehensive plan for the Town of Ahnapee under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan for gathering public input during the preparation of the *Town of Ahnapee Comprehensive Plan*, which addressed provisions for the required distribution of the proposed elements of the comprehensive plan and provided an opportunity for written comments to be submitted by the public and for the town to respond to such comments; and,

WHEREAS, the Ahnapee Plan Commission held a public hearing on December 14, 2023, which was preceded by a Class 1 Notice as described in Wisconsin Statutes Chapter 985 that was published at least 30 days before the hearing was held and included all of the following information:

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

WHEREAS, on December 14, 2023, the Ahnapee Plan Commission recommended to the Ahnapee Town Board adoption of the *Town of Ahnapee Comprehensive Plan* by resolution with that vote recorded in the official minutes of the Plan Commission; and,

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

NOW, THEREFORE, the Ahnapee Town Board, Kewaunee County, Wisconsin, DOES  
ORDAIN AS FOLLOWS:

Section 1: The comprehensive plan recommended by the Ahnapee Plan Commission to the Ahnapee Town Board, attached hereto as Exhibit A, is hereby adopted.

Section 2: The Town Clerk is directed to file a copy of the attached comprehensive plan for the Town of Ahnapee with all the following entities:

1. The Clerk of every local governmental unit that is adjacent to Ahnapee;
2. The Wisconsin Department of Administration;
3. The Bay-Lake Regional Planning Commission; and
4. The public library that serves Ahnapee.

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

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

Adopted this 20<sup>th</sup> day of December, 2023, by a majority vote of the members of the Ahnapee Town Board.

Tom Stoller  
Tom Stoller, Town Chair

Attest:  
Phil Stoffer  
Phil Stoffer, Town Clerk



## **Vision Statement**

*“Through careful planning and sound implementation programs, the Town of Ahnapee balances the preservation of its agricultural and natural resources to accommodate the evolving residential, economic, and recreational needs of the community. Ongoing regional cooperation and effective leadership ensures that Ahnapee will always provide a pleasant living environment for its residents.”*

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# Goals & Objectives

## **Economic Development & Cultural Resources**

### **Goal**

**Preserve and enhance the historic, recreational, and cultural locations and structures, while providing opportunities for small-scale economic development that benefits the rural community.**

### **Objectives**

- Locate future businesses in areas which will enhance the rural character of the town.
- Support the enhancement of the historic and cultural resources and facilities in the town.
- Advocate that residents have safe recreational sites within the town that provide a variety of activities to serve various age and interest groups.
- Support local agriculture as an integral part of the town's economy and history.
- Advocate for the preservation of buildings, structures, and other landscape features that are the town's cultural history.
- Coordinate with county, state, and federal agencies to explore innovative ways to preserve farming in the town.
- Promote the many recreational opportunities in the Ahnapee area (e.g., Ahnapee State Trail, Lake Michigan, etc.).

## **Environmental & Agricultural Resources**

### **Goal**

**Manage a clean and orderly natural environment for the residents and visitors of the Town of Ahnapee by preserving and protecting key natural resources.**

### **Objectives**

- Maintain a visually appealing and sustainable natural environment.
- Preserve and restore surface water and groundwater resources.
- Existing and future mining sites should not negatively impact the environmental features or existing developments within the town.
- Work with federal, state, and county agencies to seek funding for natural resource protection, management, and enhancement.
- Preserve and retain the rural atmosphere and character of the town by promoting compatible land uses.

## **Housing**

### **Goal**

**Provide a variety of quality housing opportunities for all segments of the town's current and future population.**

### **Objectives**

- Identify and support policies and programs that help citizens obtain affordable, quality housing.
- Support housing developments for all persons, including Low- to Moderate-Income (LMI), elderly, and minority communities.
- Advocate for the town's zoning ordinance to allow for and/or encourage a range in types, densities and lot sizes.
- Promote housing development that is done in an environmentally conscious and cost-effective manner.
- Work with Kewaunee County and other qualified entities to apply for grants and become involved in programs to address the town's housing needs.
- Encourage the maintenance, preservation, and rehabilitation of the existing housing stock within the town.

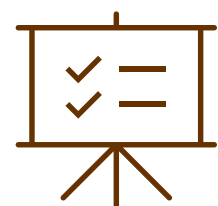
## **Intergovernmental Cooperation**

### **Goal**

**For the *Town of Ahnapee Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town's vision.**

### **Objectives**

- Utilize this long-range planning document to best reflect the interests of all the town's residents, follow an orderly and cost-efficient method when developing and preserving significant features of the community.
- The Town Board and Town Plan Commission have the responsibility to review and update the town's comprehensive plan at least every 10 years, or as needed.
- Promote cooperation between the Town of Ahnapee and any other municipality or government entity that makes decisions impacting the town and surrounding area.
- Coordinate with adjacent communities, Kewaunee County, and other interested groups/agencies on planning projects.



## **Transportation**

### **Goal**

**Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services for all users.**

### **Objectives**

- Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users.
- Encourage a transportation system that complements and enhances the rural character and natural environment of the town.
- Advocate for transportation projects, such as the inclusion of active transportation facilities, that contribute to improved air quality and reduced energy consumption.

## **Utilities/Community Facilities**

### **Goal**

**Balance the town's growth with the cost of providing efficient, reliable, and cost-effective public utilities and community facilities for residents and property owners within the town limits.**

### **Objectives**

- Promote community facilities and public services that are well-maintained and sufficient for the needs of the town residents.
- Continue to coordinate, consolidate, and share governmental facilities and services where possible.





# Chapter 1 - Implementation & Current Land Use

## **Introduction**

This element outlines a variety of actions and activities necessary to implement the intent and vision of this comprehensive plan. Implementation can take many forms, including:

- Striving to achieve the goals, actions, and future land use plan of this comprehensive planning document.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the town and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

## **Role of the Town**

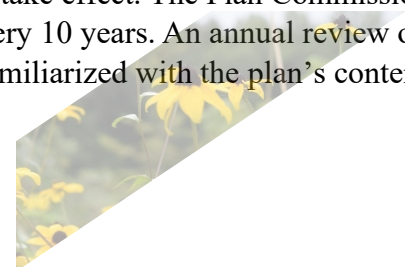
Predominately, town staff, the town plan commission, and the town's elected officials will carry out implementation of this plan.

### *Town Staff*

Town staff, in various departments, will typically carry out the day-to-day operations of implementation. For example, staff may administer new programs, facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.

### *Town Plan Commission*

The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting town ordinances and other land use studies are consistent with the plan, while ultimately providing recommendations to the Town Board for official decision-making. When reviewing any petition of amending any land control within the town, the comprehensive plan shall be reviewed, and a recommendation will derive from its goals, actions, and Future Land Use Plan. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended before the decision can take effect. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's content, goals, actions, and strategies.



## *Elected Officials*

The town's elected officials make decisions from the standpoint of overall community impact – tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations of advisory boards, the Town Plan Commission, and their own judgement. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the Town Plan Commission's recommendations, elected officials should become familiar with this plan and assert that resources are maintained to keep comprehensive plan current and viable.

## **Zoning**

The town currently maintains a general Zoning Ordinance within Chapter 10 of the *Code of Ordinances of the Town of Ahnapee, Kewaunee County, Wisconsin*. Several of the future land use recommendations may need re-zoning in order to take place. Instances of current use and planned use may conflict, yet it would not be appropriate to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's projections.

## **Evaluation and Monitoring**

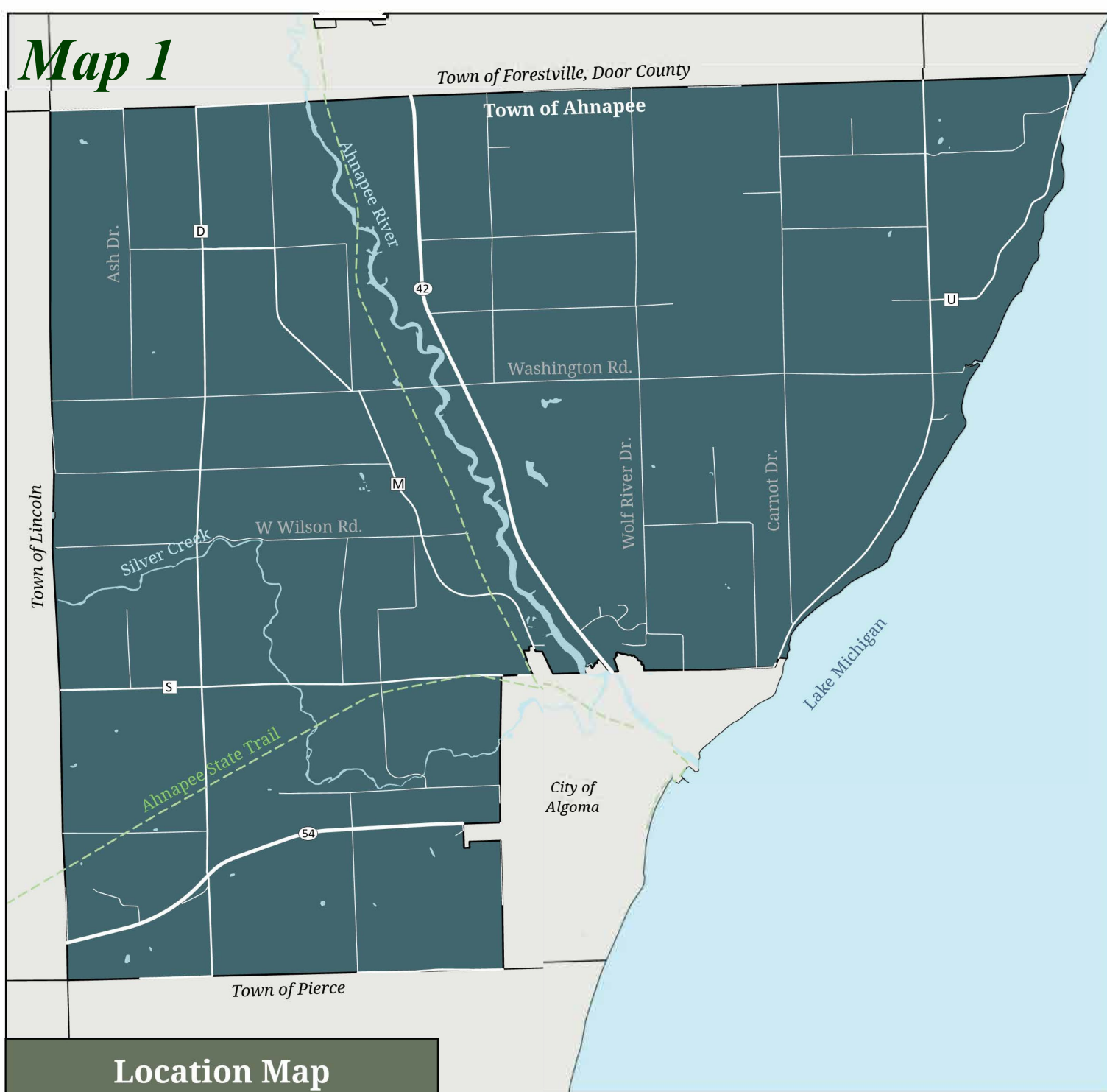
This comprehensive plan should be reviewed annually to ensure that it reflects the existing conditions and development characteristics present at the time. When amendments are required or proposed, the Town of Ahnapee should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, utilities, and social impacts). Changes should reflect the strategies and Future Land Use Plan as detailed in the "Land Use" element of this document.

The Town of Ahnapee should also consult with other governmental agencies and neighboring communities to obtain their input, particularly on the goals and actions recommended in this plan.

Finally, at a minimum of once every 10 years, the Town of Ahnapee should formally update its comprehensive plan, as required by Wisconsin State statute. The update should continue to provide an opportunity for public and stakeholder input throughout the planning process and adoption of the updated plan by ordinance.



# Map 1



## Location Map

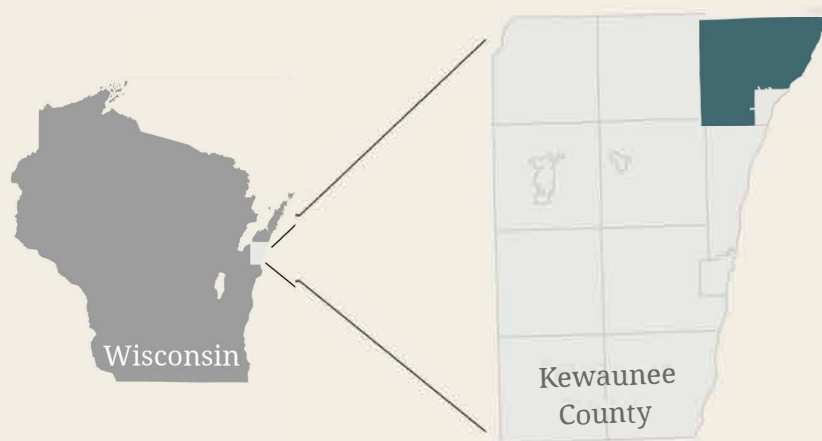
Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



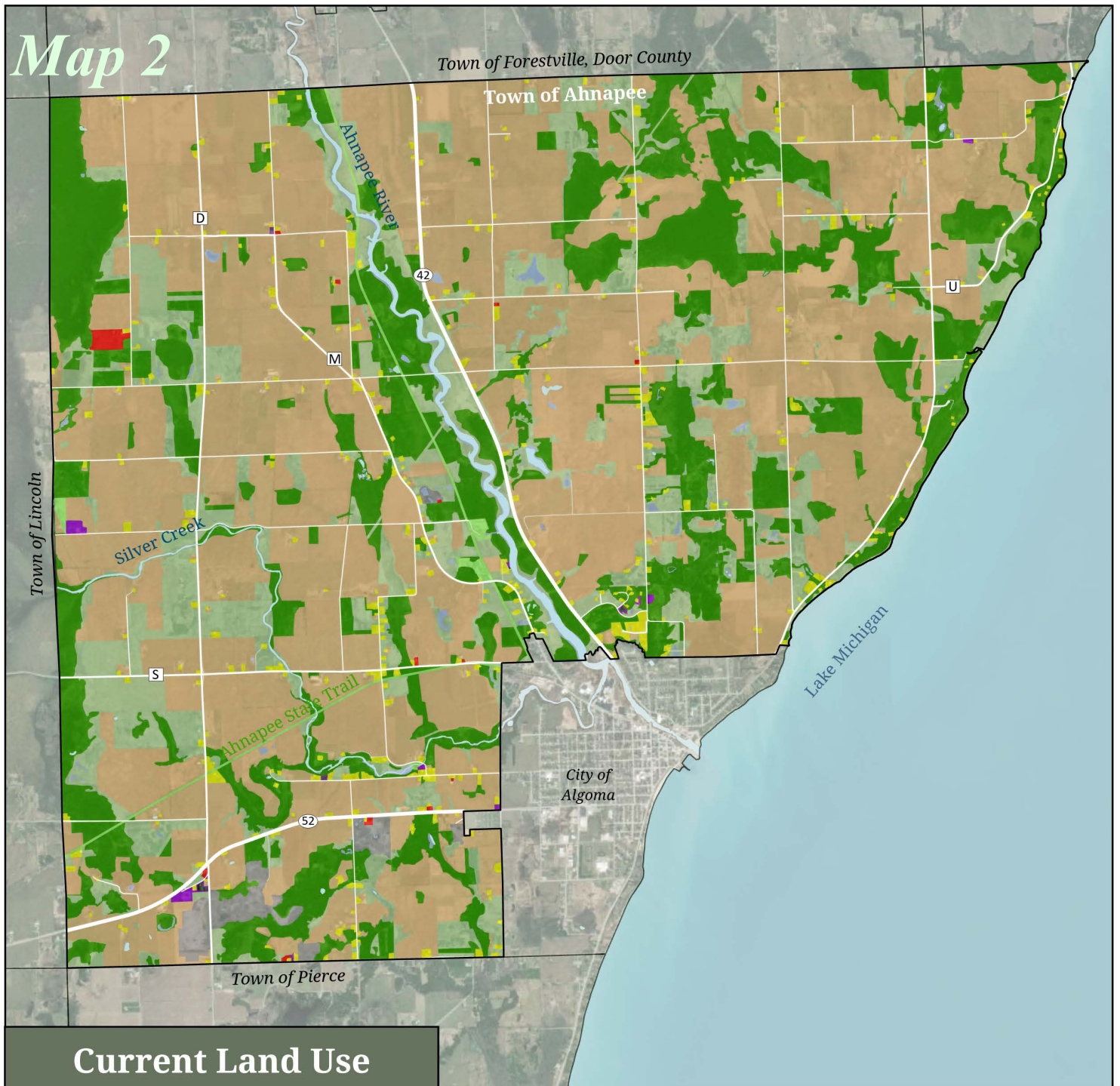
**BAY LAKE**  
Regional Planning Commission | Since 1972

Source: WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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.





# Map 2



## Current Land Use

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



**BAY LAKE**  
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### Land Use Categories

Agriculture	Natural Areas
Commercial	Park & Recreation
Industrial	Residential
Institutional/Government	Water
Multi-Family	Woodlands

Source: WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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.



## History

Upon the establishment of Kewaunee County in 1856, three towns were established: Kewaunee, Wolf River, and Sandy Bay. The Town of Wolf River included what are now the towns of Ahnapee, Lincoln, and Red River along with the City of Algoma. The name 'Wolf River' came from the Native American term "ah-ne-pee".

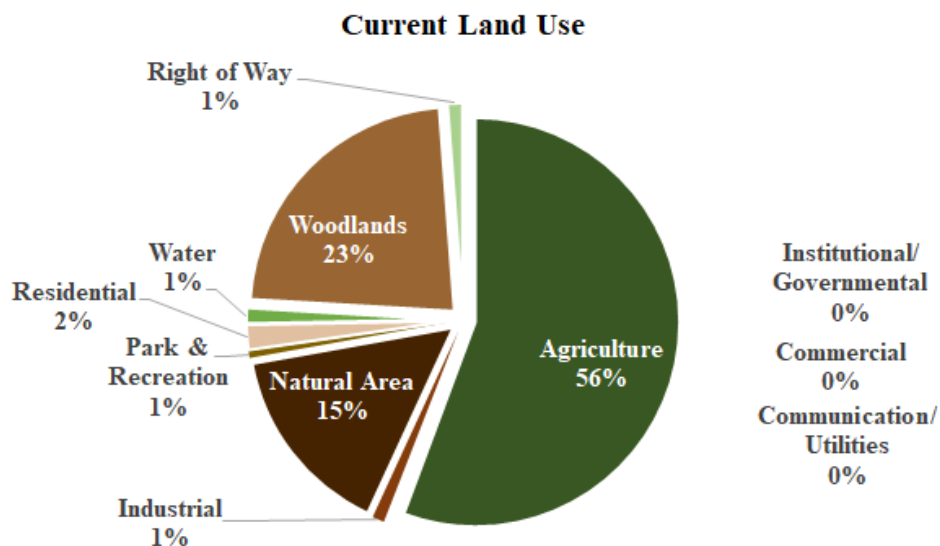
In 1857, the towns of Carlton, Frederickton, Montpelier, Coryville, Casco, Kewaunee, Wolf, and Red River were established. Two years later, the Town of Wolf was changed its name to Ahnapee.

## Planning Area

The Town of Ahnapee is a rural community located in northeast Kewaunee County covering an area of 31 square miles, or 19,898 acres. The town is bordered by Lake Michigan on the east and is dissected by the Ahnapee River. The City of Algoma occupies the southeastern corner of the town. State Highways 54 and 42 pass through the town--as does the Ahnapee State Trail.

## Current Land Use

An inventory of land use in the Town of Ahnapee is depicted below using 2022 Kewaunee County Imagery.



## Chapter 2 – Future Land Use

### **Introduction**

Present land use and trends and future land use needs, along with a basic strategy and physical plan to guide the location, density, and intensity of land use development, are contained within this chapter.

### **Land Use Issues and Conflicts**

- An increased development in the agricultural lands affects the rural landscape, increases stormwater runoff to the water resources, disturbs wildlife habitat and negatively affects the town and Kewaunee County from an economic standpoint.
- Development of the Lake Michigan shoreline, if permitted, should be limited, and not impact the environment or scenic views.
- Work to preserve and enhance the inland water features through local regulations.
- The incompatibilities with farm and non-farm developments as development pressures increase.
- Work cooperatively with the City of Algoma and surrounding towns regarding development patterns near municipal boundaries.
- The town will review its zoning map to reflect current land uses within the Town of Ahnapee.

### **Anticipated Land Use Trends**

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

- The demand for larger lot sizes will likely increase while the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- An increase in seasonal housing will place development pressure on open space areas and lakeshore areas of the town.
- Agricultural lands in the town will continue to be preserved to the greatest extent possible.
- The rural character will continue to be maintained in the town, preserving the natural, open space landscape resulting in the protection of wildlife habitats and environment.

- Alternative design techniques should be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing development to occur.
- The use of on-site wastewater septic systems and individual groundwater wells will continue within the town.
- If commercial uses begin to increase, small businesses should be directed to concentrated areas near STH 54, adjacent to the City of Algoma.
- The town will continue to work with the City of Algoma and surrounding towns to conduct cooperative planning efforts to ensure efficient and cost-effective development patterns and to lessen potential conflict.

## **Development Considerations**

### Environmental and Public Utility Considerations

- Protect the abundance of agricultural lands and open space features which add significantly to the aesthetic appeal of the town. These features also provide important ecological and environmental functions such as stormwater retention and flood control.
- Conserve potential mineral resources within the town for future mining consideration.
- The town should closely monitor all public utility costs and supporting services associated with future development to best control future property taxes.
- Continue to work cooperatively with the City of Algoma, surrounding towns and Kewaunee County to provide quality, cost-effective road maintenance, protection services, etc. Proposed developments should be reviewed by the fire department, ambulance, etc. to ensure access and proper response time.

### Redevelopment Opportunities

- Identify areas within the town that could be redeveloped in a way that maintains/improves the overall rural character, including scale.
- Advocate that non-metallic mining sites in the town are successfully reclaimed and restored to a condition that allows for productive post-mining use.
- Utilize natural areas in the town for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining the natural beauty and function.

## Land Supply and Value

### *Amount and Demand*

While there is a significant amount of land available for future development within the town, the town also contains many natural features. It is the town's intent to preserve these natural features along with its many farmlands. The recommended development strategy portion of this chapter, in addition to the General Plan Design Map, identifies which areas of the town are envisioned for future growth and which areas should be maintained in their natural state.

The rural nature of the town, in addition to an increasing seasonal population expanding from Door County, is resulting in a greater demand for larger lot sizes, open spaces properties and lakeshore lands. The Town of Ahnapee should monitor the building permits for new home construction annually to analyze the trends occurring in the town.

The demand for highway commercial lands in the Town of Ahnapee may also increase along STH 54, STH 42, and CTH S during the 20-year planning period.

### *Price*

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

## **Design Year Land Use Projections**

### Five Year Incremental Land Use Projections

Wisconsin statutes require projections, in five-year increments, for future residential, commercial, industrial, and agricultural land uses in the community to be included in comprehensive planning documents.

### *Residential and Commercial Projections*

The Town of Ahnapee has a minimum lot size of 1.5 acres. Future residential development was projected utilizing the town's 2013 WDOA Household Projections at an average of 1/3 of an acre per dwelling unit. Commercial projections were calculated by comparing the ratio of current residential acreage to existing commercial land use acreage in the town.



### *Industrial Projections*

Industrial lands are projected in the same manner as commercial lands. However, the town envisions very little industrial growth for the next 20 years, therefore, industrial projections were not developed.

### *Agricultural Projections*

Agricultural lands make up the primary land use in the Town of Ahnapee, and it is the town's intention to preserve as much of these remaining farmlands as possible over the next 20 years. As development pressures continue to grow, developments in these farmlands should be directed to areas not considered productive agricultural land or to areas where services are more readily available.

## **Recommended Development Strategy**

The following land use classifications associated with the Town of Ahnapee Future Land Use Plan best represent the community's character and are in the best interest of the town's future growth.

- Residential
- Rural Residential
- Commercial/Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Natural Areas/Woodlands
- Transportation
- Environmental Corridors



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



## Residential

It is the intent of this classification to promote orderly and efficient growth patterns.

### *Recommendations:*

1. Developments concentrated adjacent to the City of Algoma are expected to be higher density developments and may have the potential to access public utilities and services. Directing development to more concentrated growth areas of the town should also help minimize the fragmentation of agricultural and open space lands.
2. Existing residential developments are envisioned to remain, with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
3. Single family residences will be the primary development in the designated residential areas within the town.
4. New residential development types are encouraged to conform to surrounding uses. Developments that are out of context due to size or use may detract from existing properties.
5. Cooperative planning activities with the City of Algoma are encouraged for these residential areas to achieve consistency and limit conflicts. The town should work cooperatively with the city to determine a density that fits the character and future development patterns of the communities.  
In addition, the City of Algoma has a 1.5-mile extraterritorial plat review boundary beyond its corporate limits. Therefore, a cooperative boundary agreement is encouraged to ensure each community's cooperation regarding future development and the provision of services.
6. Future residential development shall be sensitive to natural features. Environmentally sensitive areas (i.e., woodlands, wetlands, floodplains, etc.) in new areas of residential development should be preserved.

## Rural Residential

This classification is intended to provide spacious living while maintaining visual and environmental integrity. The Rural Residential areas contain existing development, sloping topography, and lands generally not conducive to farming.

### *Recommendations*

1. Rural residential development is recommended at a minimum lot size of one unit per 1.5 acres.
2. Lands in close proximity to the City of Algoma allow for a more orderly and efficient development pattern outward from the city while providing a transition from the city to the countryside.
3. Shoreline residences proposed in this classification should be designed in a manner that fits the integrity of the area through scale and design.

4. The town should continually assess residential impacts along the shoreline. As views and access to the Lake Michigan shoreline dwindle, the town should gauge community interest for a lakeshore park to allow for public access and enjoyment of this resource.
5. It is recommended that areas zoned upland or lowland conservancy *not* be rezoned for residential development to preserve natural resources and to be consistent with the “purpose statement” of the zoning districts.
6. Recommend that the landowners consider conservation easements to protect portions of the Lakeshore area.
7. Infilling within these areas is encouraged where feasible. The practice of infilling assists in creating efficient development patterns. In addition, new infill should co-exist well with existing structures in terms of scale and design.
8. Development shall be sensitive to natural features. Environmentally sensitive lands (e.g., wetlands, floodplains, shorelands, steep slopes, etc.) in areas of proposed residential development should be preserved.

#### Agricultural/Woodlands/Open Space Areas (for Residential Development)

The town’s agricultural, wooded, and open space areas will likely encounter residential development pressure during the 20-year planning period. The following recommendations provide methods to best protect the town’s rural landscape from increased fragmentation.

#### *Recommendations:*

1. Future residential development is highly encouraged toward areas in the *Residential* or *Rural Residential* classifications.
2. If residential development is permitted, low density development should be considered as long as steps are taken to preserve agricultural and natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved.
3. Encourage new development techniques which maintain a balance between agricultural/natural areas and new development. Utilize various development techniques such as conservation/cluster subdivisions to protect the surrounding environmental features, allow for more open spaces, and preserve farmland, woodlands, and wildlife habitats within the town.
4. Future residential development shall be sensitive to natural features. New residential developments should be designed in a way that helps preserve areas sensitive to development (e.g., wetlands, floodplains, steep slopes, etc.). This will help to maintain the town’s rural atmosphere, the water resources and preserve the wildlife habitat.
5. Any non-agricultural development proposed for areas in the Agricultural designation should be considered on their own merit. The development shall be evaluated on a list of criteria set by the town. Approval or denial will be based on the criteria. The following are examples of general criteria that should be analyzed by the Town Plan Commission and Town Board prior to making a decision.
  - a. Inventory of surrounding land uses

- b. Physical measurements and topography
- c. Geology, hydrology, and vegetation
- d. Structure, utility, and roadway locations and dimensions
- e. Effects on neighboring properties
- f. Economic impacts
- g. Natural resource impacts
- h. Necessary permits from other agencies

Various criteria are found in this comprehensive plan and the town's zoning ordinance to assist with much of the decision-making process.

### Commercial/Light Industrial Development

The town does not view itself as a community that would attract large commercial or industrial businesses during the 20-year planning period. These large businesses are expected to locate within the City of Algoma or other nearby communities that have adequate infrastructure.

#### *Recommendations:*

1. If commercial/light industrial uses occur within the Town of Ahnapee, they are recommended to be concentrated adjacent to the City of Algoma, and not dispersed throughout the town.
2. Businesses locating within the Town of Ahnapee should be compatible with the character of the town. Any new commercial or industrial company must be consistent with the scale of the town and be environmentally friendly.
3. Consider neighborhood and tourist-type businesses. The town should evaluate the need for neighborhood businesses, tourist businesses, and specialty shops that would fit with the rural nature of the town.
4. Control the appearance of commercial and industrial structures. The town should review the designs, signage, and landscaping of future commercial establishments through building scale and appearance.
5. Monitor the expansion of existing commercial/industrial establishments within the town to avoid incompatible land uses.
6. Home-based businesses are envisioned to remain and are permitted. With greater access to the internet and better telecommunications systems, working from home is a viable alternative to traditional employment practices. These uses do not need a zoning change and rarely disrupt neighboring uses. The town will need to ensure that the home occupational businesses do not outgrow their current location or become a nuisance to adjoining property owners.
7. Mining operations should show that they have little negative impact on the neighboring properties or other portions of the town and surrounding areas. Mining operations may adversely affect the groundwater and may place significant wear on local roads.



8. Ensure mining operations are properly closed. The town should work with surrounding communities, Kewaunee County, and state agencies to ensure that mining sites are reclaimed to a natural setting.

### Governmental/Institutional/Utilities

Due to the town's rural nature, many of the governmental/institutional facilities and utilities are provided and/or located in the City of Algoma or other surrounding communities.

#### *Recommendations:*

1. The Town Board will continue to monitor services provided to the town residents although many of these services are being provided by other municipalities and private contractors. The Town Board should work with adjoining communities and Kewaunee County to help provide future services as effectively and efficiently as reasonably possible.  
This includes fire, police and emergency services, road maintenance, etc.
2. The town is encouraged to become actively involved with the Algoma School District. Be involved with the long-range plans of the district to be informed on future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
3. Promote the use of shared on-site wastewater treatment systems where appropriate. With developments in the rural portions of the town recommended for cluster-type developments, discuss shared on-site systems as an option with developers.
4. Be aware of the changing issues on telecommunication towers and antennas. Work with adjacent communities to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. Remain informed as to when and where possible telecommunication towers may be constructed in the area.
5. Explore renewable energy options where feasible. More homeowners are utilizing individual renewable energy systems for power. Discuss any possible impacts to the town's landscape prior to allowing individual systems.



## Parks and Recreation

Recognize the importance of the state, county, and other recreational facilities in the town and nearby City of Algoma.

### *Recommendations:*

1. Be involved in updates to the Kewaunee County Comprehensive Outdoor Recreation Plan.
2. Cooperation in planning park and recreational facilities. If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the City of Algoma, surrounding towns, Kewaunee County, etc. to promote connectivity of recreational uses such as trails.
3. Continue to promote the Ahnapee State Trail as a valuable recreation resource in the town.
4. Protect the water quality of Lake Michigan and the rivers for fishing, swimming, etc.
5. Cooperate with the Algoma School District to discuss their future development plans for park facilities and the option of sharing facilities for non-school related events.

## Agricultural

The vision of this classification is to preserve existing lands devoted to the growing of crops and the raising of livestock.

### *Recommendations:*

1. Encourage the preservation of agricultural lands and the farmer's right to farm. In addition, preserving farmland allows the town to maintain its rural atmosphere.
2. Future residential developments are encouraged to be directed toward areas in the *Residential* and *Rural Residential* classifications. To create orderly and efficient development patterns, in addition to providing efficient services, the town should encourage residential developments to the areas indicated on the General Plan Design Map.
3. Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible. Utilize various development techniques such as conservation/cluster subdivisions to help protect the farmlands within the town.
4. As development pressure increases, the town will need to weigh the cost of converting farmland into other uses.
5. Encourage natural buffers for development. Adequate buffers are encouraged between farming and future non-farming operations in these areas to lessen conflict between land uses.
6. Advocate that agricultural lands are under adequate farming practices. It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater resources unless properly managed.

7. Address the issue of large-scale farming operations. It is recommended that the town, along with UW-Extension, Kewaunee County, and other professional agencies develop a program to discuss large-scale farming issues including the potential economic, environmental, and community character impacts that these farms can have on the area.
8. If large-scale farming operations are proposed, they are recommended to be located in areas of the town that avoid environmental corridors and surface water features.

### Natural Areas/Woodlands

The intent of this classification is to preserve and protect the natural areas within the town as population and development pressures increase. Natural features enhance the appearance of the town, are unsuitable for development, and have characteristics critical to the environmental enhancement, ecological stability, and water quality of the area.

#### *Recommendations:*

1. Utilize existing natural areas to enhance the character of the town. Preserve large natural areas and/or features to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
2. Maintain the town's wooded areas. Rarely should the woodlands be developed with great densities. Lands adjacent to woodlands may be developed at the same or at higher densities by utilizing unique development options such as conservation subdivision designed or clustering.
3. Encourage the replacement of woodlands (reforestation). Efforts to replenish woodlands would be beneficial to the natural makeup of the area. Several benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.
4. Protect the town's many natural features and open space areas of the town to enhance the recreational opportunities in the community.



## Transportation

This section identifies the existing road network in addition to recommendations for safety and improved traffic movement in the town.

### *Recommendations:*

1. Require Area Development Plans. If any new subdivisions are proposed within the town, the Ahnapee Plan Commission and Town Board should require Area Development Plans. This will allow the town to review and ensure that future roads are well-designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs or be disruptive for fire, police, or rescue services.
2. Preserve town views along major transportation routes. Limiting driveways and recommending landscaping/buffers along major transportation corridors assists in preserving the rural atmosphere that the town currently maintains.
3. Ensure a cost-effective road system management plan. Utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
4. Consider adopting an Official Map to delineate future road extensions. An Official Map allows the Town Board to review development requests to ensure that all new developments and roads conform to the town's Official Map.

## Environmental Corridors

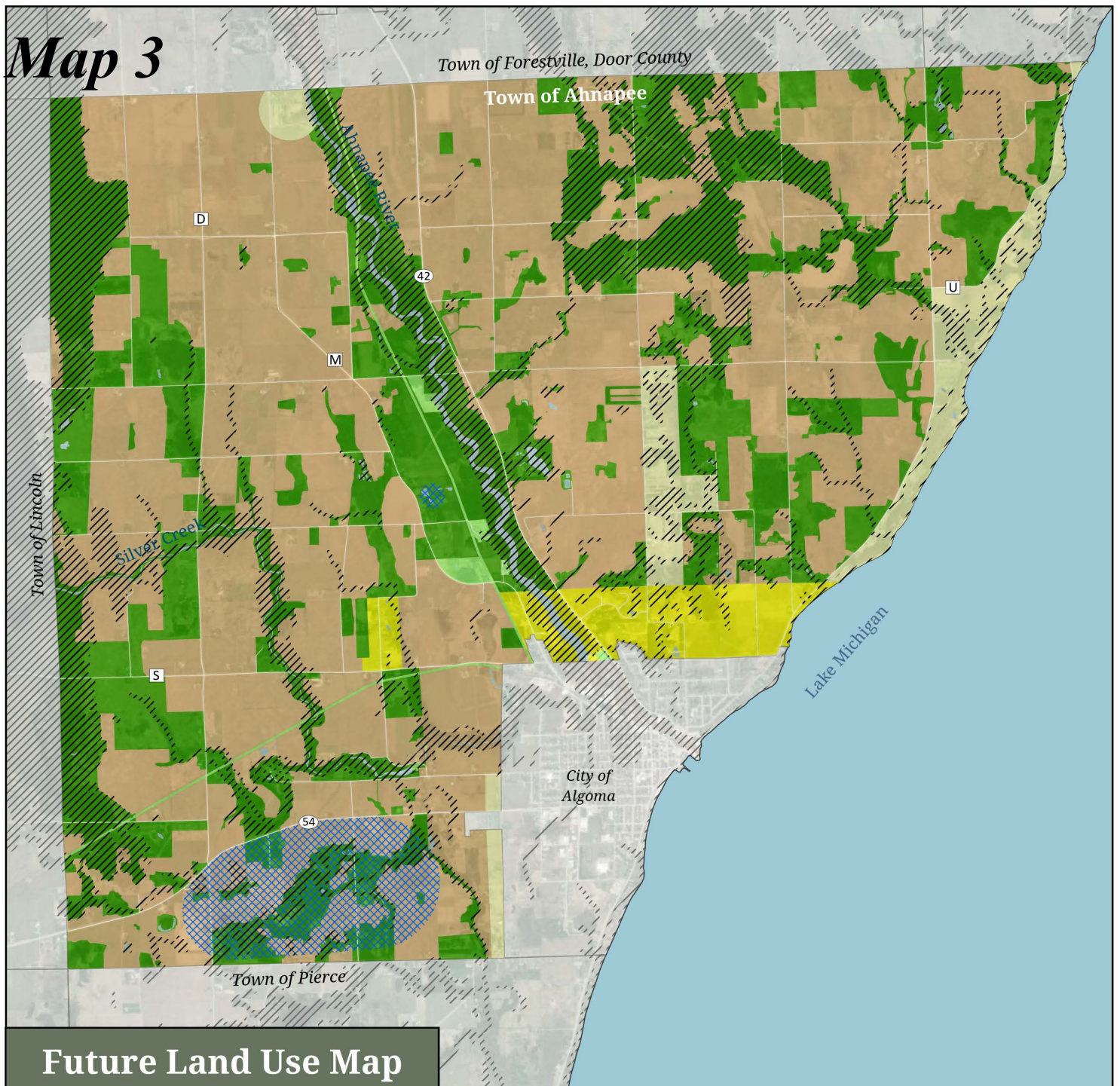
Environmental corridors contain four elements, including: 100-year floodplain as defined by FEMA; WDNR wetlands with a 25-foot setback; the steep slopes of 12% or greater; and setback from all navigable waterways as defined by the Kewaunee County Shoreland/Wetland Zoning Ordinance. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved. In addition, many of these features are generally regulated by either the federal, state, or county government.

### *Recommendations:*

1. This plan should serve as a guide for the preservation of environmental corridors. Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town's natural resource base.
2. Direct development away from environmental corridors as much as possible – or have them sensitively designed within development which will help minimize the negative effects on water resources, wildlife habitats, and the overall character of the town.
3. Maintain wildlife corridors. Development near environmental features in the town should be carefully reviewed to maintain ample wildlife corridors.



# Map 3



## Future Land Use Map

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



Source: WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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.

### Land Use Categories

- |                        |                         |
|------------------------|-------------------------|
| Agriculture            | Rural Residential       |
| Natural Area/Woodlands | Water                   |
| Park & Recreation      | Environmental Corridors |
| Residential            | Mineral Resources       |

## Identified “Smart Growth Areas”

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

During the planning process the Town of Ahnapee identified lands located adjacent to the City of Algoma as “smart growth areas.”

- Locating areas of new development adjacent to lands of existing development allows for more orderly and efficient development patterns.
- Assists the Town of Ahnapee in maintaining its rural character by preserving the many valuable agricultural lands, natural areas, and open space that make up much of the town’s landscape.

The table below contains a summary of the year 2040 land uses, along with their approximate acreage totals, which have been designated on the Town of Ahnapee Future Land Use Map.

Land Use Category	Acreage	Percentage
Agriculture	11536.3	58.09%
Residential	633.5	3.19%
Rural Residential	783.7	3.95%
Water	207.1	1.04%
Park/Recreation	145.4	0.73%
Woodlands/Natural Area	6324.2	31.85%
Roads	228.7	1.15%
<b>Total</b>	<b>19,859</b>	<b>100.00%</b>



## Chapter 3 – Economic Development & Cultural Resources

### **Introduction**

The economic development element details the town's general economic characteristics including workforce, economic base and economic opportunities, along with a complete listing of economic development resources. These characteristics are compared to Kewaunee County and the State of Wisconsin.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the Town of Ahnapee. Since the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community characteristics such as natural resources, housing, transportation, utilities, and land use.

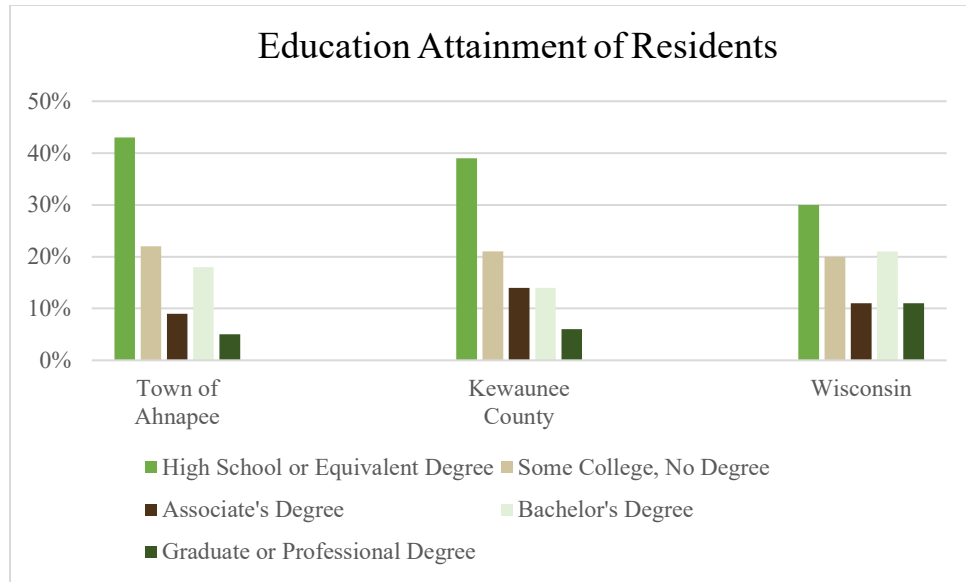
### **Labor Force Characteristics**

As a key component to economic development, the quality and quantity of the area's labor force dictates what types of business the Town of Ahnapee will be able to attract and support in the future. This section focuses on characteristics of the local and county labor force.

#### *Education Attainment*

The education levels attained by the residents of a community will often be an indicator of the type of jobs in the area and the general standard of living. The graph below shows the education levels of the population in the town in comparison to the county and state. The number of residents with Bachelor's Degrees is on par with the state, but they have significantly less with Graduate or higher degrees.

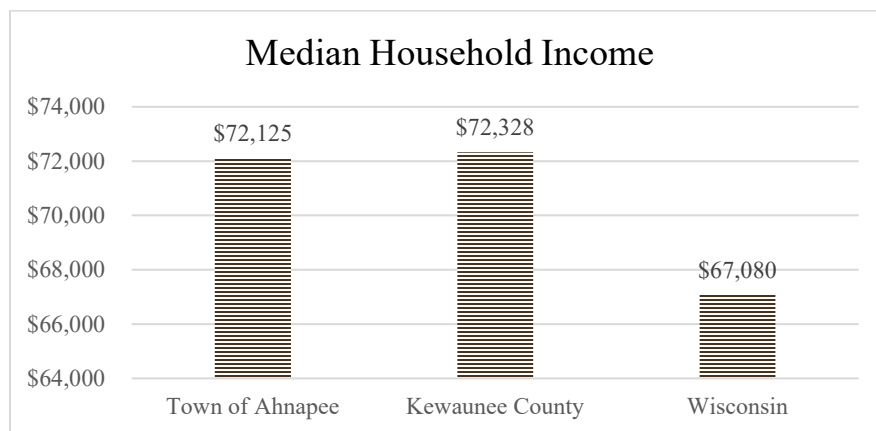




Source: U.S. 2021 ACS Data

### *Median Household Income*

The median household income is a general indicator of the economic well-being of all households in the community. The graph below indicates the median household income to be over five thousand dollars higher than the state, and within a few hundred dollars of Kewaunee County's median household income.

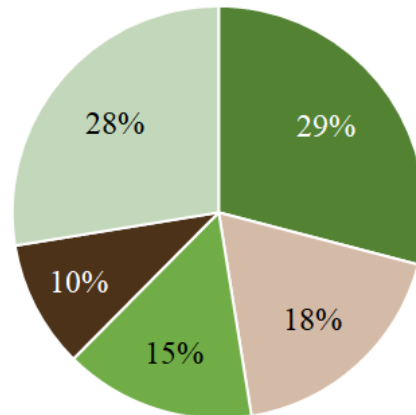


Source: U.S. 2021 ACS Data

## Occupation

The occupation of the labor force is helpful in describing the employment requirements and trends of the labor force.

Occupation



- Management, business, science and arts occupations
- Service occupations
- Sales and office occupations
- Natural resources, construction, and maintenance occupations
- Production, transportation, and material moving occupations

Source: U.S. 2021 ACS Data

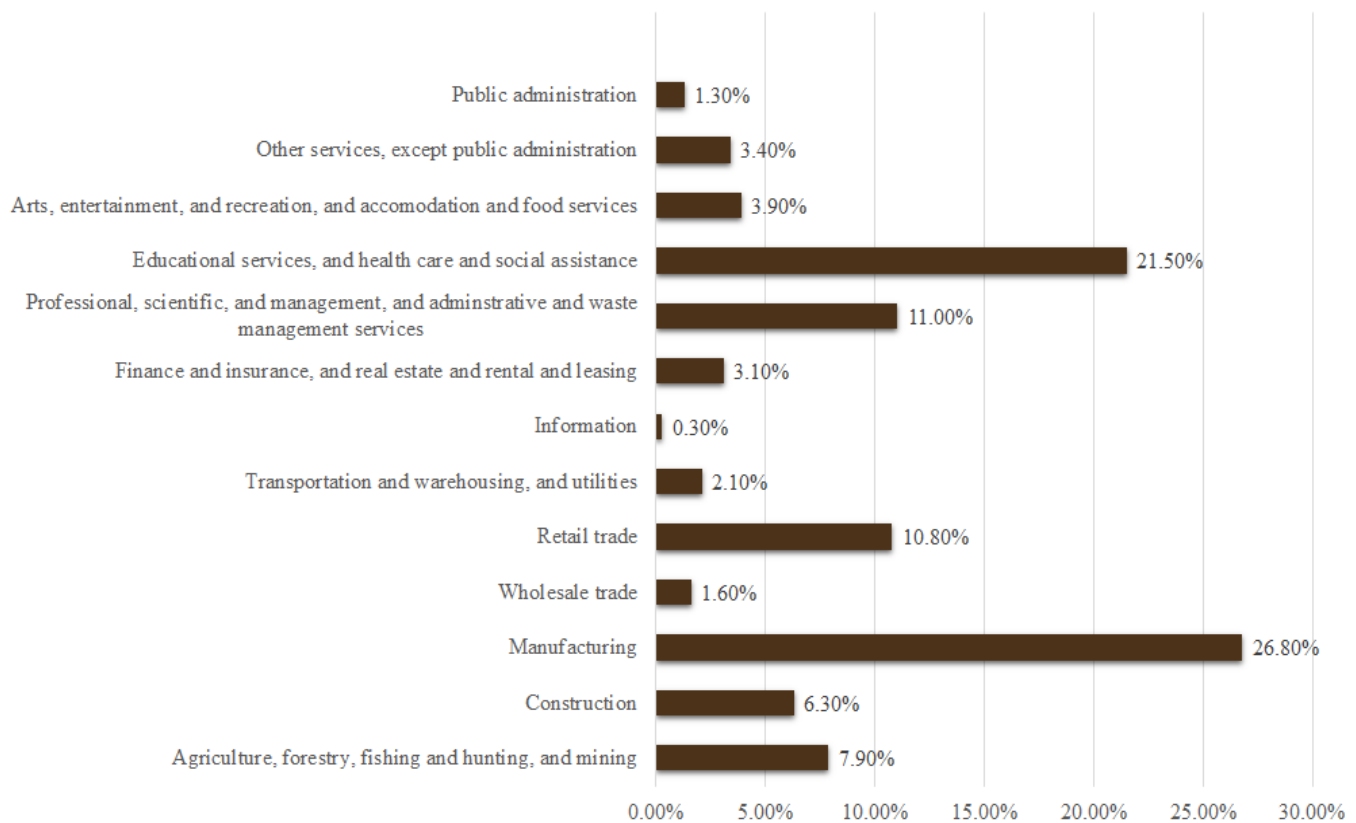


## Industry

According to the 2021 ACS data, the below industries rank in the top four for the Town of Ahnapee:

1. Manufacturing
2. Educational services, and health care and social assistance
3. Professional, scientific, and management, and administrative and waste management services
4. Retail Trade

### Top Industries in Ahnapee



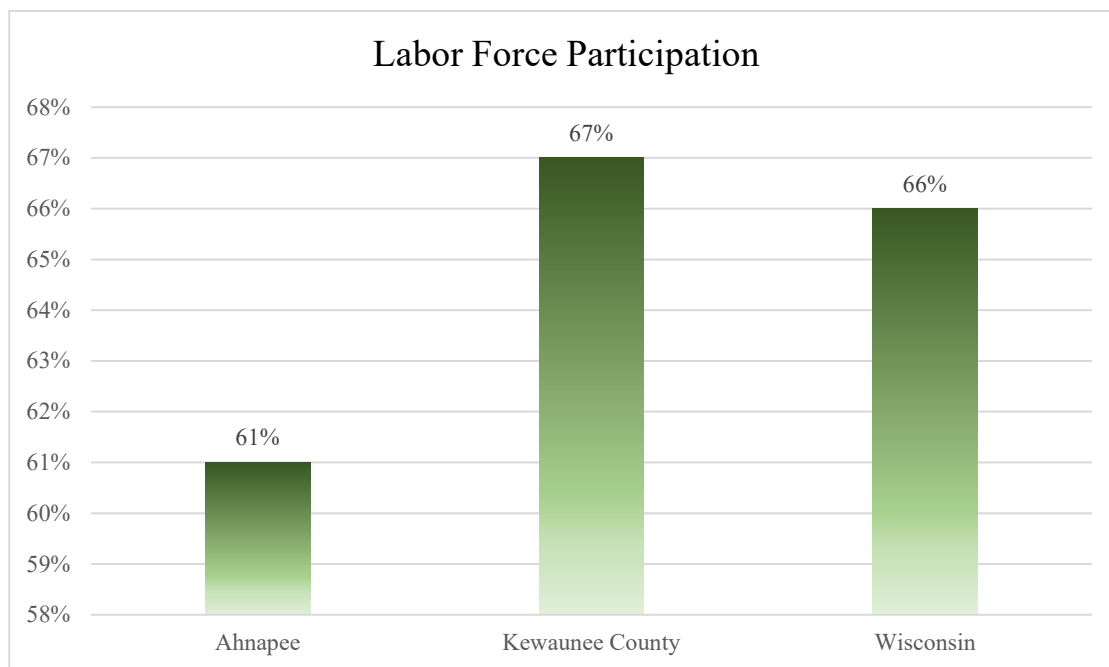
Source: U.S. 2021 ACS Data

## *Labor Force and Employment*

Labor force and employment data can indicate the size and stability of the local economy as measured by the local workforce. Employment and labor force trends can be used to help understand the strengths, weaknesses, and predictability of the area economy.

The Labor Force Participation Rate shows the number of employed and unemployed people in the labor force as a share of the total working-age population (those 16 and older). Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and sex characteristics of the population; changes in the number of residents aged 16 and over; the proportion of citizens aged 16 and over working or seeking employment; and seasonal conditions.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area to locate is available labor. However, continued high unemployment rates is the result of a much greater problem that may indicate an under-skilled, or under-educated workforce, or an area that lacks sufficient infrastructure or capital investment to support economic expansion.



Source: U.S. 2021 ACS Data

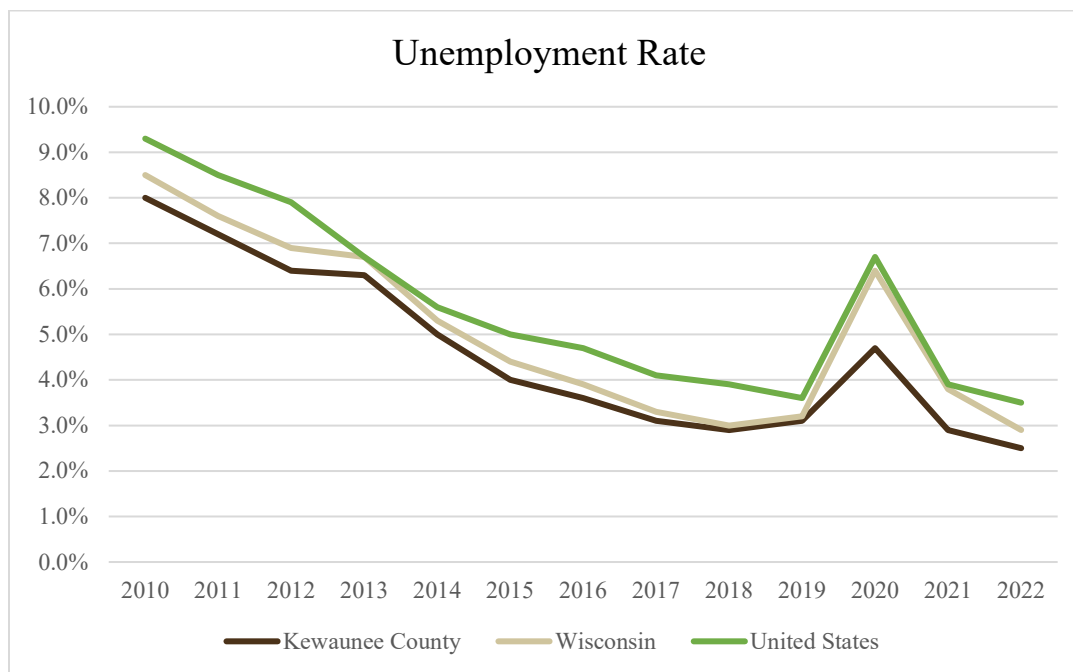
## Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force and therefore not counted as unemployed. The graph below shows the fluctuations in Kewaunee County's civilian labor force since 2010, with the state and national averages to compare.

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Since 2010, the unemployment rate in Kewaunee County has steadily declined, excluding the year 2020 due to the global coronavirus pandemic that had shut down nearly all businesses/industries for several months, and in some cases permanently, leaving millions without work throughout the country.



Source: U.S. Bureau of Labor Statistics

### Local Employment Forecast

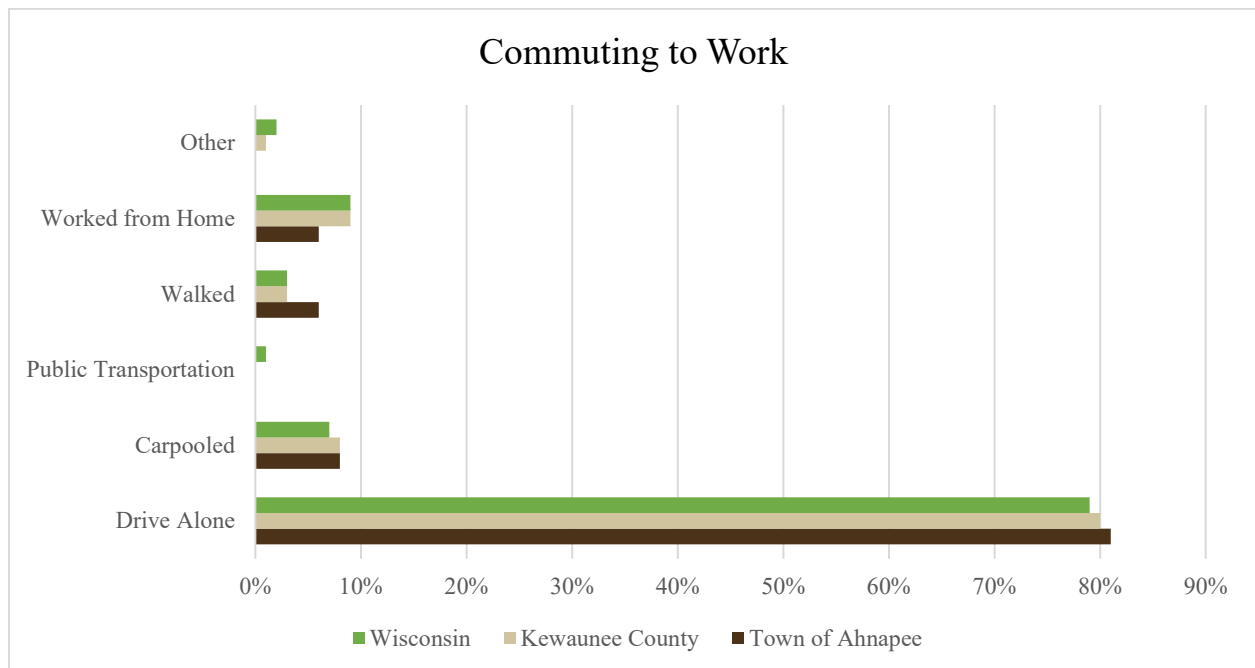
According to the Wisconsin Department of Workforce Development there are a number of occupations that will be in great demand in the Bay Area by the year 2030.

1. Fast Food and Counter Workers
2. Cashiers
3. Retail Salespersons
4. Customer Service Representatives
5. Home Health and Personal Care Aides

The COVID-19 pandemic highlighted the changes taking place in the workforce, with more workers demanding higher pay and a flexible workplace. This not only led to a shortage of workers in “low-skill” jobs, but also a shortage in the medical field.

### Commuting Patterns

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



Source: U.S. 2021 ACS Data

## *Tourism*

Being situated on the shores of Lake Michigan, the tourism industry plays a vital role in Kewaunee County and businesses that cater to tourism. Resorts, motels, campgrounds, bed and breakfasts, and retail stores complement the hundred miles of snowmobiling and biking trails as well as many parks, golf courses, historic sites, and other area attractions. According to the Wisconsin Department of Tourism:

- Total Business Sales in Kewaunee County increased from \$37 million in 2020 to \$43 million in 2021, which was an increase of 16.3%.
- Direct Visitor Spending in Kewaunee County increased by 25.8% between 2020 and 2021, going from \$22 million to \$27.7 million.
- The number of Kewaunee County employees in the tourism industry rose by 11.7% between 2020 and 2021, totaling 375 workers.
- Total Labor Income in Kewaunee County increased to \$6.7 million in 2021, which was an increase of 8.8% from 2020's income amount of \$6.2 million.
- The amount of state and local taxes brought in from tourism-related sales increased by 17.8% between 2020 and 2021, rising from \$2.5 million to \$2.9 million.





## Cultural Resources

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

### Historic and Archeological Sites

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

The Town of Ahnapee has 21 structures of historic significance. These sites date back to the mid-1800s up to the early 1900s and consist of various houses and barns, Kodan School, Silver Creek School, Kodan Cathedral, etc. A complete list of historic sites can be found on the Wisconsin Historical Society's website.

There are also a few archeological sites within the town uncovering several items such as flint arrows, pebble hammer stones, etc. Historical research of developable lands should be done prior to excavations within the town, since there is the possibility of disturbing a historical or archeological site.

### Wisconsin Shipwrecks

Wisconsin's shipwrecks are reminders that water had been instrumental in shaping the state's history and culture. There are over 25 shipwrecks located off the coast of Kewaunee County, four of which are located near the Town of Ahnapee. According to the Wisconsin Historical Society, there are over 500 identified shipwrecks located in Lake Michigan. In the 19<sup>th</sup> century, the shipping industry made enormous contributions to the development of Wisconsin's economy, bringing people, goods, and other products to the region.



*Source: Wisconsin Historical Society*

## Community Design

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

### *Landmarks*

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

- The “Crossroad” communities that exist within the town (Rankin and Kodan)
- Ahnapee River
- Ahnapee State Trail
- Blahnik Heritage Park

### *Pathways*

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage.

- *Major Pathway*: State Highway 42 and 54, and County Highway S
- *Secondary Pathway*: County Highway M, X, K, D, and U
- *Minor Pathway*: Town Road (internal network); Existing trails/recreational routes

### *Edges*

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

- City of Algoma border
- Door County border
- Lake Michigan shoreline
- Black Ash Swamp
- CTH K

### *Districts*

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

- Community of Rankin
- Community of Kodan
- Community of Bruemmerville

### *Nodes*

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

- Ahnapee Trail
- Blahnik Heritage Park



## Chapter 4 – Intergovernmental Cooperation

### **Introduction**

This element examines the working relationship between the Town of Ahnapee and the City of Algoma, surrounding towns, the Algoma School District, Kewaunee County, Regional Planning Commission, and state and federal government agencies. An inventory of formal intergovernmental agreements, shared resources, and consolidated services is also discussed.

This chapter also stresses the importance of the town working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts, communicating visions, and coordinating plans, policies, and programs. These joint efforts assist the town in resolving issues of mutual interest and promoting consistency between plans.

### **Existing Intergovernmental Activities**

#### **Adjacent Governmental Units**

The Town of Ahnapee is bordered by the towns of Pierce, Casco, and Lincoln in Kewaunee County, and the towns of Brussels, Forestville, and Clay Banks in Door County. In addition, the City of Algoma borders the southeastern portion of the town.

Overall, the town has a good working relationship with neighboring communities. The surrounding towns, along with the Town of Ahnapee work to preserve farmlands and the rural character of the area by monitoring future land uses near borders. Also, being located on the shoreline of Lake Michigan, the town and several surrounding towns are experiencing increased seasonal housing pressure.

With the City of Algoma located to the southeast of the town, the town may experience boundary changes from time to time due to annexations. As a result, boundary disputes are possible.

#### **School Districts**

The Town of Ahnapee is located within the Algoma School District. The town's relationship with the school district is considered open. The town and its residents can provide input on school activities, future development projects, etc.



### Kewaunee County

The Town of Ahnapee and Kewaunee County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The town is included within the county's Park and Recreation Plan, as well as the county's Farmland Preservation Plan. Kewaunee County also has jurisdiction within the town through the county's Shoreland Zoning and Floodplain Zoning.

Law enforcement is also provided by the Kewaunee County Sheriff's Department, while the County Highway Department performs street repairs and maintenance (e.g., snow removal). Kewaunee County also maintains park facilities in the Town of Ahnapee at Bruemmerville County Park and Blahnik Heritage Park.

### Regional Planning Commission

Kewaunee County, including the Town of Ahnapee, is a member of the Bay-Lake Regional Planning Commission (BLRPC) that covers the northeast region of the State of Wisconsin. The BLRPC's annual work program activities include economic development, natural resources, transportation, and community planning. Through a positive working relationship, the BLRPC has conducted numerous work program activities and developed various local and regional plans, reports, and studies that relate directly to planning within the Town of Ahnapee.

### State Agencies

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). Relationships with state agencies have been limited.



## Collective Decision-Making

The following is a list of services or efforts recommending, or potentially requiring, collaboration/collective decision-making between the Town of Ahnapee and other jurisdictions.

- Shared emergency services (i.e., fire, police, ambulance)
- Preservation, promotion, and enhancement of natural resources and outdoor recreational facilities
- Development adjacent to and in extra-territorial areas
- Preservation of historic character and cultural resources
- Protection of groundwater and surface water quality
- Economic development
- Official mapping, including planned street network and other applicable future infrastructure or utilities.
- Annexation services
- Attend joint meetings on specific issues of interest or importance.
- Attend regularly occurring meetings (monthly or quarterly), with jurisdictions in the region to discuss regional challenges and opportunities.
- Continue to work with entities with a stake in the region (i.e., Kewaunee County, Algoma Area Chamber of Commerce, UW-Extension, and the Bay-Lake Regional Planning Commission).

## Inventory of Plans and Agreements Under S. 66.0301, S. 66.0307, OR S. 66.0309

### Cooperative Boundary Plan

State Statute 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the WDOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Currently, the Town of Ahnapee has not entered a cooperative boundary plan with any municipality.

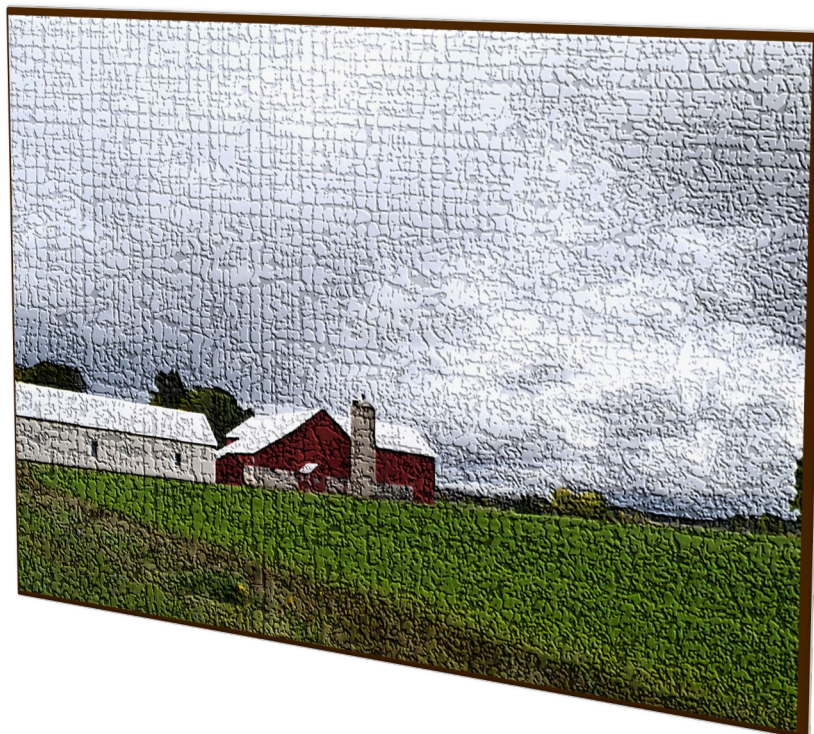


### Extraterritorial Subdivision Regulation

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extraterritorial area for the City of Algoma extends 1.5 miles into the town.

### Extraterritorial Zoning

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. The extraterritorial area for the City of Algoma extends 1.5 miles into the town. However, extraterritorial zoning requires a joint effort between the town and the city to develop a plan for an area to be zoned. The extraterritorial zoning is then established according to the developed plan. Currently, extraterritorial zoning is not being administered in the Town of Ahnapee.





## Chapter 5 – Natural & Agricultural Resources

### **Introduction**

This section provides an inventory of the existing natural and agricultural resources within the Town of Ahnapee. The inventory is to provide an understanding of the physical characteristics of the area as these features are major determinants of the area's development potential. To understand where and how these resources relate to one another is important to help limit unnecessary public expenditures and minimize negative impacts to these valued environmental resources of the town.

### **Natural Resources**

Natural resources are materials that occur in nature and are essential or useful to humans, such as water, air, land, trees, animals, plants, soil, and minerals.

#### *Geology*

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

To limit increased construction costs and groundwater contamination, the geology of the area should be factored in when planning for growth.

#### *Bedrock*

The Niagara Dolomite bedrock formation of the Town of Ahnapee consists of sedimentary deposits formed during the Silurian age. These sedimentary rocks are solidified marine sediments that dip to the southeast towards Lake Michigan. The Niagara formation not only makes up the bedrock formation of the town, but also virtually all of Kewaunee County.

## *Glacial*

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

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

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

Much of the glacial drift in the Town of Ahnapee consists of clay interbedded with other loam (i.e., sand and silt) deposits. The town also has glaciofluvial sediments in the form of an outwash plain, consisting of sand and gravel, found adjacent to the Ahnapee River.

Geologic makeup, such as soil depth to bedrock, and the possible implications of development (e.g., increased construction costs, groundwater contamination, etc.) should be considered when planning for growth within the town.

## *Topography*

The topography within the Town of Ahnapee reflects the Niagara Dolomite bedrock formation with landscapes fluctuating from nearly level to rolling.

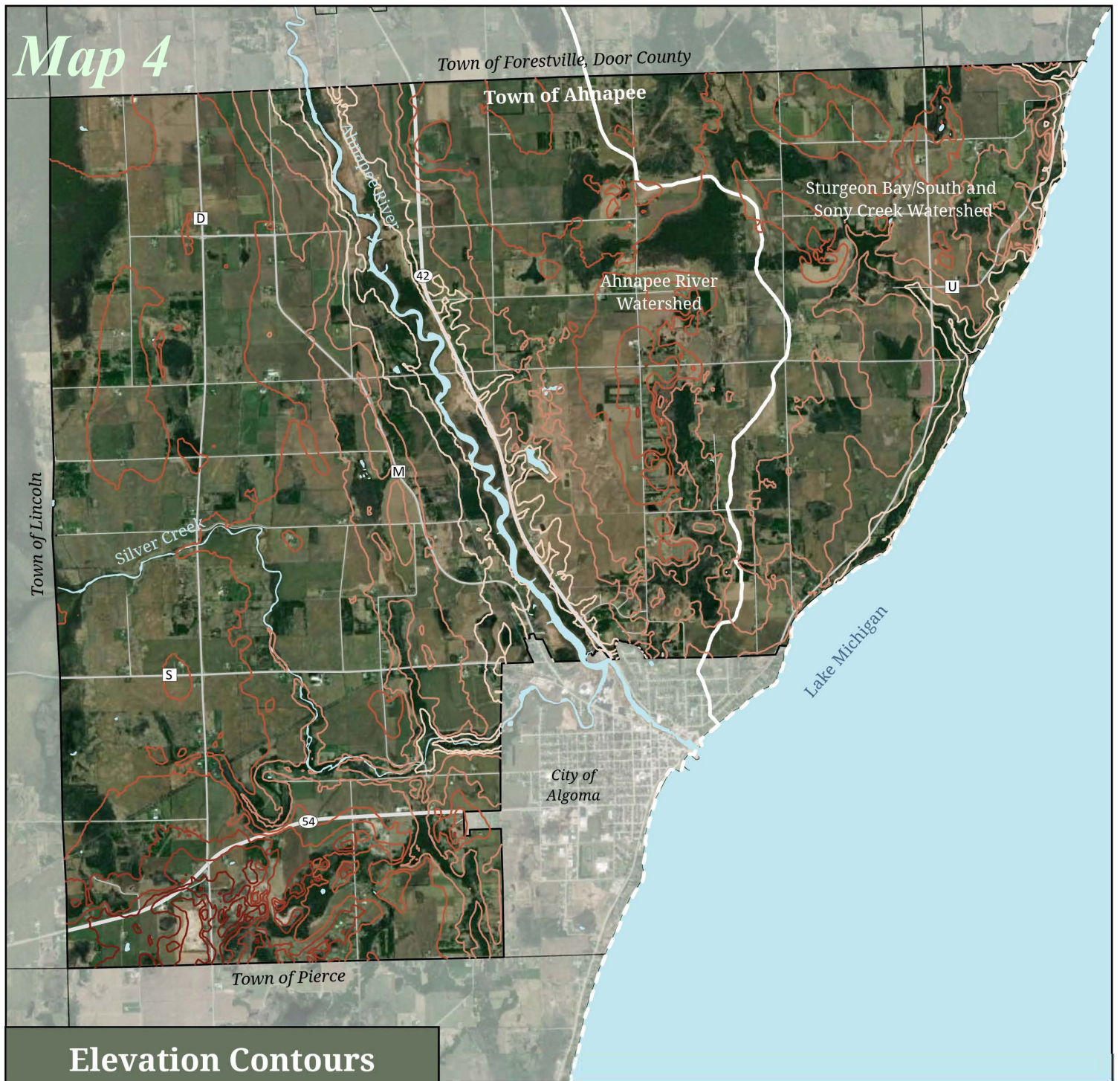
Soils characterized as containing steep slopes are more susceptible to erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the steep slope.

## *Soils*

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

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

# Map 4



## Elevation Contours & Watersheds

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



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

### 5-Foot Contour Lines

- 180 - 185
- 186 - 195
- 196 - 205
- 206 - 215
- 216 - 230

**\*Note: Contour Lines are General  
for Planning Applications**

Source: USGS; WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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.



## Soils Description

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

1. Soils that formed in glacial till
2. Soils that formed in glacial outwash and till
3. Organic soils

Most of the soils in the Town of Ahnapee were formed primarily in glacial till consisting of clays and fine loams (i.e., silt and sand). In addition, soils formed in glacial outwash consisting of sand and gravel occur near the Ahnapee River. These soils are nearly level to moderately steep and well drained to somewhat poorly drained.

## *Nonmetallic Mineral Resources*

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

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

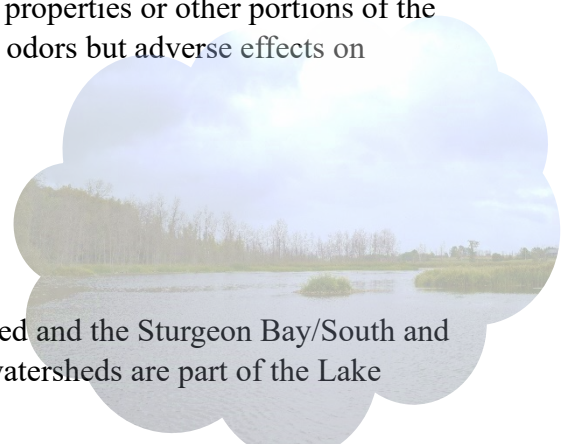
When planning for growth, care needs to be taken to ensure that the potential mineral resources within the town are conserved for future mining consideration. Also, mining operations should show that they have little negative impact on the neighboring properties or other portions of the town and surrounding areas. This not only includes noise and odors but adverse effects on groundwater and significant wear on local roads.

## *Water Resources*

### Watersheds

The Town of Ahnapee lies within the Ahnapee River Watershed and the Sturgeon Bay/South and Stony Creek Watershed as delineated by the WDNR. These watersheds are part of the Lake Michigan Watershed Basin.

*Ahnapee River Watershed* – The majority of the Town of Ahnapee is within the Ahnapee River Watershed. This watershed covers 136 square miles in northern Kewaunee County and southern Door County.



*Sturgeon Bay (South) and Stony Creek Watershed* – The Sturgeon Bay (South) and Stony Creek Watershed covers eastern Door County with a portion extending into northeastern Kewaunee County. This watershed covers the northeastern portion of the Town of Ahnapee.

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

### Stormwater

Runoff refers to water from precipitation (stormwater), irrigation, or other sources—such as overwatering of lawns—that moves over and through the ground. These waters generally flow over impervious surfaces such as rooftops, driveways, sidewalks, streets, and parking lots. As the water flows over these impervious surfaces, it picks up and carries away natural and man-made pollutants, eventually depositing them into lakes, rivers, wetlands, coastal waters, and groundwater supplies. The polluted runoff can destroy lake and river ecosystems, contaminate drinking water, and clog drainage ways with sediment thereby increasing the likelihood of flooding.

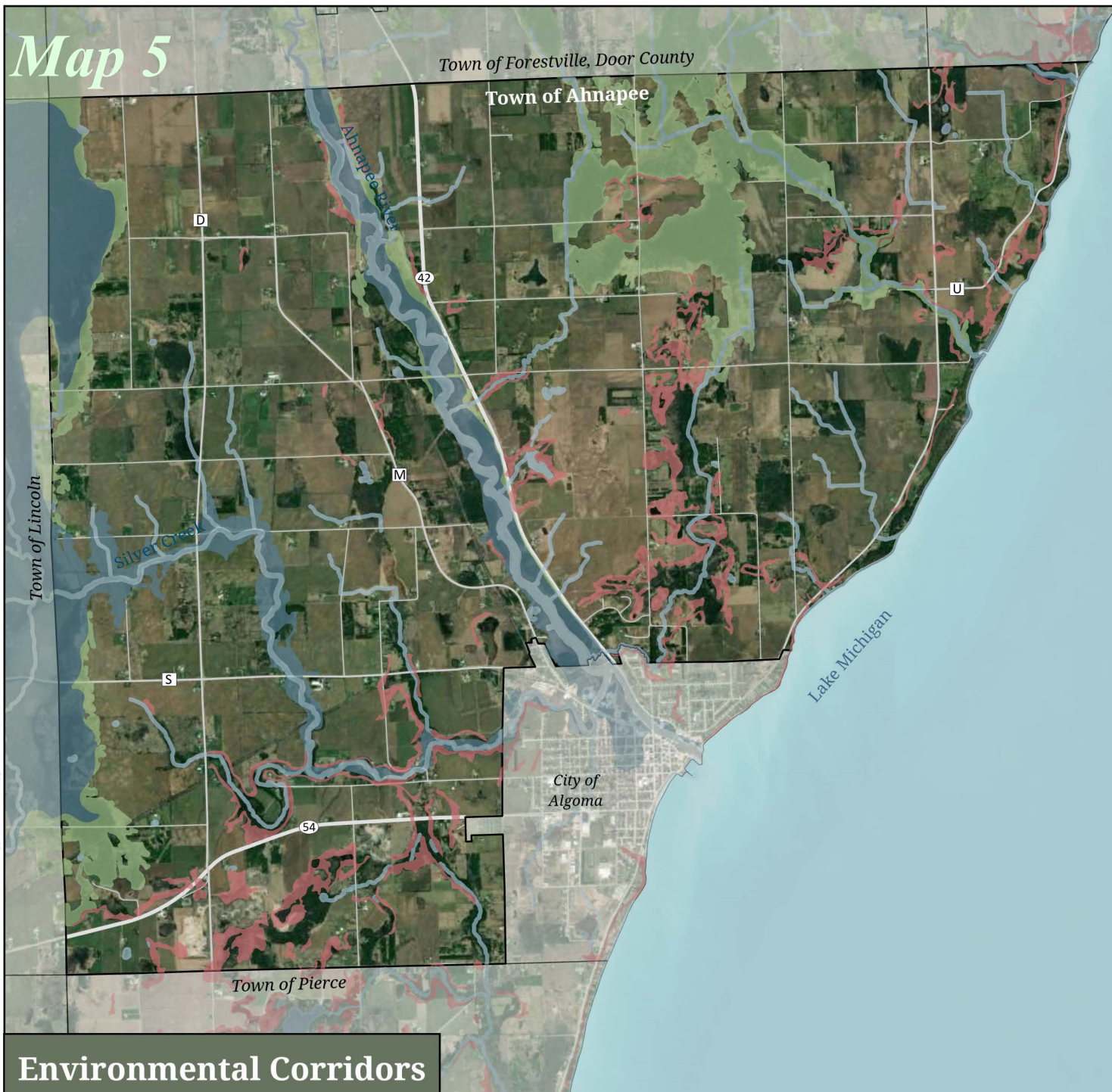
### Groundwater

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

It is especially important to ensure protection of groundwater within the town from construction and agricultural runoff events. These events can lead to contamination of private wells, fish kills, and an influx of nutrients into surface waters which cause harmful algal blooms. Furthermore, areas adjacent to the Ahnapee River are highly vulnerable to contamination and efforts to protect the water supply should be considered.



# Map 5



## Environmental Corridors

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



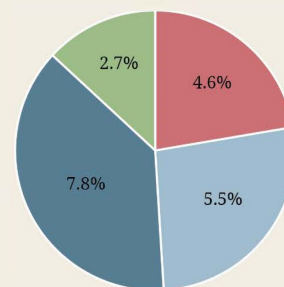
**BAY LAKE**  
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Source: FEMA, 2009; WDNR, 2019; NRCS, 2010; WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.

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.

### Environmental Corridors

- Steep Slope  
(12% or Greater)
- Surface Water  
(With a 75-Foot Setback)
- 100-Year Floodplain
- Wetlands  
(With a 50-Foot Setback)



## Wellhead Protection Planning

Wellhead protection plans can be an effective method of protecting groundwater quality and quantity. Proactively protecting the area's groundwater supply before it becomes contaminated is both wise and cost-effective. Wellhead protection plans manage and protect surface and subsurface land surrounding a well, which is commonly defined as the wellhead protection area (WHPA). WHPAs identify the primary contributing sources of groundwater for the area. It then allows the community to focus management efforts on potential contamination sources and take appropriate steps to prevent or mitigate any problems.

## Surface Water

The Town of Ahnapee contains several water features that help provide quality habitat for waterfowl and other wildlife. In addition, the surface waters in and adjacent to the town offer recreational activities such as fishing, boating, swimming, etc. The following is a list of the surface water features located in the town:

### *Lakes*

- Lake Michigan

### *Rivers/Creeks*

- Ahnapee River
- Silver Creek
- Silver Creek (NE)
- Stony Creek



## Shorelands

Shorelands are considered lands within the following distances from the ordinary high-water mark of navigable waters:

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

Shorelands are viewed as valuable environmental resources in rural areas. As a result, the State of Wisconsin requires counties to adopt shoreland/floodplain regulations for the protection of all shorelands in unincorporated areas.

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

## Coastal Resources

The Lake Michigan coastline offers a variety of natural and living resources. It is important to protect these valuable assets as development in coastal areas typically leads to greater land disturbance, runoff, and pollutants.

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

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

The Town of Ahnapee contains approximately five miles of Lake Michigan shoreline.

## Floodplains

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

Within the Town of Ahnapee, floodplains are located adjacent to the Ahnapee River and Silver Creek, in addition to a portion of the Black Ash Swamp in the northwest corner of the town.

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

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

## Wetlands

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

Wetlands provide scenic open spaces valuable and irreplaceable as habitats for many plants and animals. In addition, wetlands act as natural pollution filters for lakes, streams, and drinking water, as well as groundwater discharge areas and floodwater retention areas.

There are approximately 4,699 acres of wetlands in the Town of Ahnapee, including consideration of a 50-foot setback.



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

Wetlands not in the shoreland zone are protected from development by the federal government through the Clean Water Act and state statutes.

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

### *Woodlands*

There are a total of 4,542 acres of woodlands within the Town of Ahnapee. The woodlands of the area provide aesthetic views, provide wildlife habitat, and offer multiple recreational choices. Woodlands also maintain watershed cover, provide shade, serve as a windbreak, help reduce soil erosion, act as a noise barrier, and screen unsightly developments.

### *Wildlife Habitat*

Wildlife habitat can be defined as areas that provide for the arrangement of food, water, cover, and space required to meet the biological needs of an animal. Each wildlife species has different diets and shelter requirements over the course of a year. The town's woodlands, wetlands, floodplains, and the water features provide habitat for many species of wildlife.

White-tailed deer, turkey, grouse, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well-known species found in the area. Migratory fowl also frequent the town's streams and wetland areas to raise their young. Lake Michigan, the Ahnapee River and several creeks provide habitat for fish, including northern pike, perch, bass, smelt, panfish, etc.

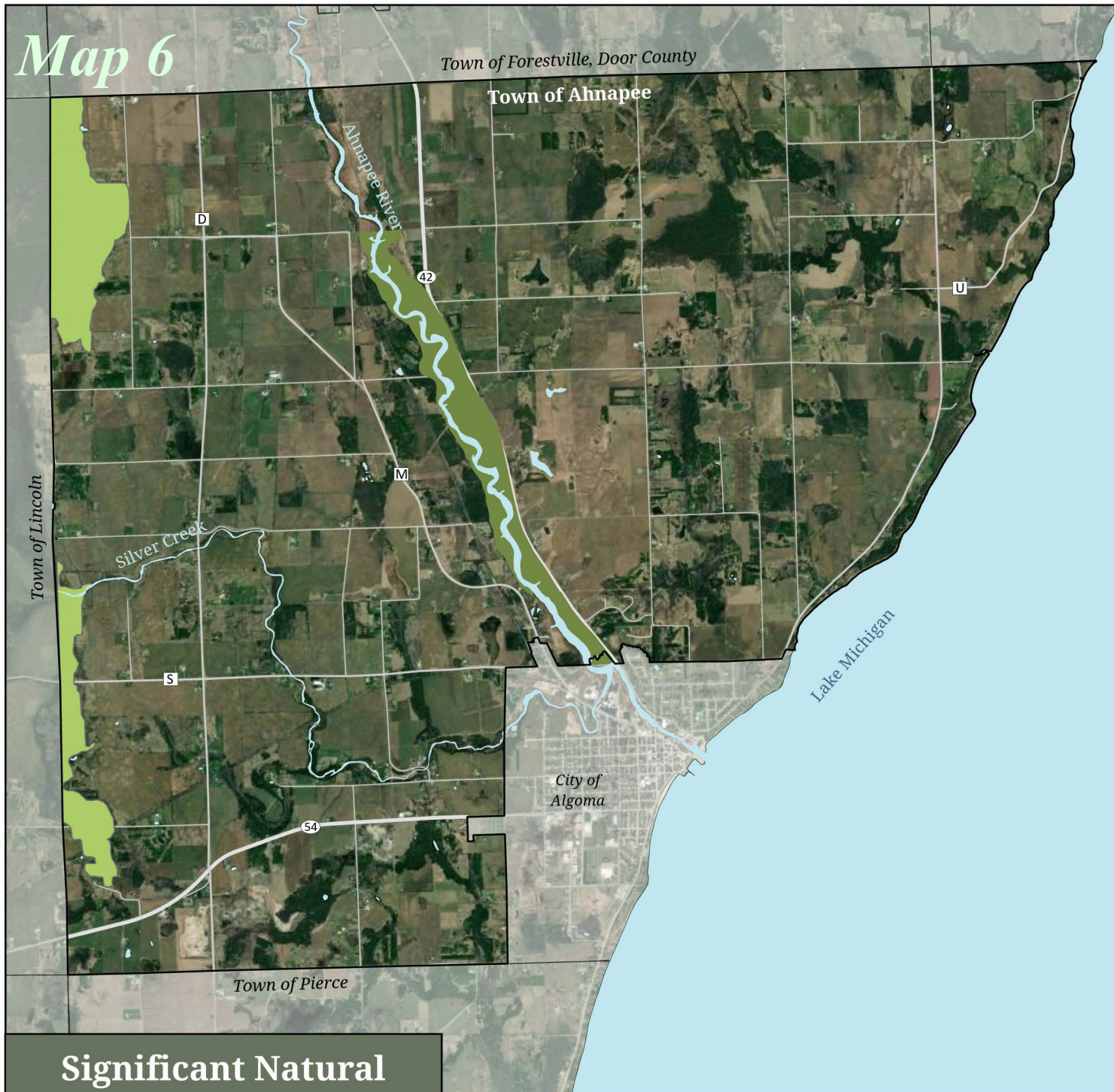


### *Threatened and Endangered Species*

Many rare, threatened, and endangered species are found within Kewaunee County. A current list of the rare species and natural communities that have occurred in Kewaunee County can be found online on the WDNR's Natural Heritage Inventory webpage.

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

# Map 6



## Significant Natural Features

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



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Source: WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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.

### Natural Features

- Ahnapee River Swamp
- Bruemmer Creek Headwaters/  
Black Ash Swamp

### *Significant Natural Features*

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

#### *Ahnapee River Wetlands*

The Ahnapee River Swamps is a 480-acre wetland complex located along the Ahnapee River. This excellent river buffer contains white cedar, white spruce, tamarack, and some hardwoods. The Ahnapee River Wetlands have been identified as a Significant Coastal Wetland by the WDNR and as a significant natural feature by the Natural Areas Inventory.

#### *Bruemmer Creek Headwaters/Black Ash Swamp*

The western portion of the Town of Ahnapee contains a portion of the Bruemmer Creek Headwaters/Black Ash Swamp. This natural area is a large continuous wetland (~4,600 acres) in Kewaunee County that is important for many wildlife and waterfowl species. The Black Ash Swamp Area has been identified as a Significant Coastal Wetland by the WDNR and as a significant natural feature by the Natural Areas Inventory.

#### *Blahnik Heritage Park*

This park is 23 acres of gently sloping land bound by the Ahnapee River and Ahnapee State Trail. The area contains a mix of wildlife habitat including woodlands, wetlands, and meadows.

### *Environmental Corridors and Isolated Natural Areas*

Environmental corridors within the Bay-Lake region have uniform regulations on the following:

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

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

- Designated scientific and natural areas
- Unique and isolated woodland areas
- Scenic viewsheds
- Historic and archeological sites
- Unique geology



- Wetland mitigation sites
- Isolated wooded areas
- Unique wildlife habitats
- Parks and recreation areas



The Town of Ahnapee contains approximately 5,027 acres of environmental corridors as determined using the Bay-Lake RPC definition.

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

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

### *Parks and Open Spaces*

Although the Town of Ahnapee does not maintain any public parks, Kewaunee County maintains the Bruemmerville County Park and Blahnik Heritage Park which are located in the town. The Ahnapee State Recreational Trail is also found in the town, passing through farmland, wooded areas, marshes and adjacent to the Ahnapee River. Various natural settings in and around the town are also utilized as recreational sites by the public.

Residents can utilize the many public parks consisting of playground equipment, athletic fields, and school-related recreation sites within the City of Algoma.

The following is a list of county and state recreational facilities that exist within the Town of Ahnapee:

#### **County and State Facilities**

##### *Bruemmerville County Park*

Approximately two acres in size, this park is primarily a passive recreation area containing scenic views in a somewhat isolated natural area along Silver Creek. Facilities at the park include picnic tables, grills, bathrooms, playground equipment, covered shelter, and walking bridge.

##### *Ahnapee State Trail*

The current Ahnapee State Trail system runs from the City of Kewaunee, through the Luxemburg-Casco area and Algoma before going north to Sturgeon Bay. This 48-mile trail is an abandoned railroad line-turned-trail and provides for activities including hiking, horseback riding, bicycling, backpacking, cross-county skiing, and snowmobiling.



## Other Recreation Facilities

### *Ahnapee River Trails Campground*

Located at the end of Wilson Road, between the Ahnapee River and CTH M, this campground has 65 sites with electric and water hookups. Recreational opportunities available at the campground include a heated swimming pool, playground, volleyball court, horseshoe pits, canoe and paddleboat rentals, fishing along the Ahnapee River, and direct access to the Ahnapee State Trail for jogging, biking, and hiking.

### *Blahnik Heritage Park*

This park is 23 acres of gently sloping land bound by the Ahnapee River and Ahnapee State Trail. The area contains a mix of wildlife habitat including woodlands, wetlands, meadows, and a pond.

### *Timber Trail Campground*

The 30-acre campground adjoins the Ahnapee State Trail and is located between CTH M and the Ahnapee River. The 70 camping sites have electric and water hookups. Recreational opportunities include a heated swimming pool, playground, volleyball court, horseshoe pits, and direct access to the Ahnapee State Trail for jogging, biking, and hiking.

### *Black Ash Gun Club*

This sportsman's club is located west of CTH D on West Wilson Road. The area covers approximately 40 acres.



## Agricultural Resources

Agriculture is a major part of Kewaunee County's heritage as significant farmlands and working farms dominate the landscape and define the county's identity. Kewaunee County farmers own and manage the resources on over 175,000 acres of land. This includes pastures, cropland, and tree farms.

### *Climate*

The climate in and around the Town of Ahnapee is classified as continental, which is characterized by an extreme disparity between summer and winter temperatures, including cold, snowy winters and warm summers with periods of hot, humid conditions. However, the climate is somewhat modified by Lake Michigan. This modification results in fewer days with extreme high or low temperatures. Spring and summer are delayed by the cool water, and the first freeze is also delayed by the then warm water. The average annual rainfall is approximately 31" with over half falling from May through September, which is also the growing season for most crops.

Overall, weather conditions in the town are favorable for agricultural purposes. The climate is also suitable for most outdoor activities and does not severely interfere with the movement of vehicles and other materials; however, extreme cold spells during the winter can affect construction activities.



### *Farm Numbers and Types*

According to the 2017 Census of Agriculture, there are a total of 655 farms in Kewaunee County. The farms produce a variety of products including dairy, cattle and calves, poultry, apples and nursery, and greenhouse. Dairy farming is the largest agricultural use in Kewaunee County.

- Approximately 96% of the farms in Kewaunee County are family farms.



### *Trends in Agriculture*

The 2017 Census of Agriculture indicates that the total number of farms has declined in Kewaunee County by 11% from 2012 to 2017. The reduction in number of farms may be attributed to retirement of farm operators, increasing operational costs or the conversion of traditional dairy farms to other types of farming operations such as those focusing on horticulture.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. The table below illustrates that 3,199 acres of agricultural land was sold between 2018 and 2022 in Kewaunee County.

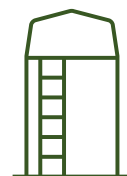
#### **Agricultural Land Sold**

Year	Sales	Acres	Average Price
2018	10	588	\$7,179
2019	11	649	\$4,641
2020	16	916	\$4,725
2021	12	613	\$5,070
2022	6	433	\$4,540

*Source: University of Wisconsin – Extension*

The cost of developing productive agricultural lands needs to be considered. For instance, farmlands provide revenues to local governments and require very few services. Conversely, residential land use may cost communities more to provide services than gained through local property tax increases. This is evident in areas of widespread development such as road maintenance, school transportation, police service, fire protection, etc. will likely increase the overall cost of services throughout the entire community.

Planning for areas of concentrated development will not only help keep the cost of services down but will also help preserve the valuable farmlands and rural landscape that make up the Town of Ahnapee.



## Chapter 6 – Population & Housing

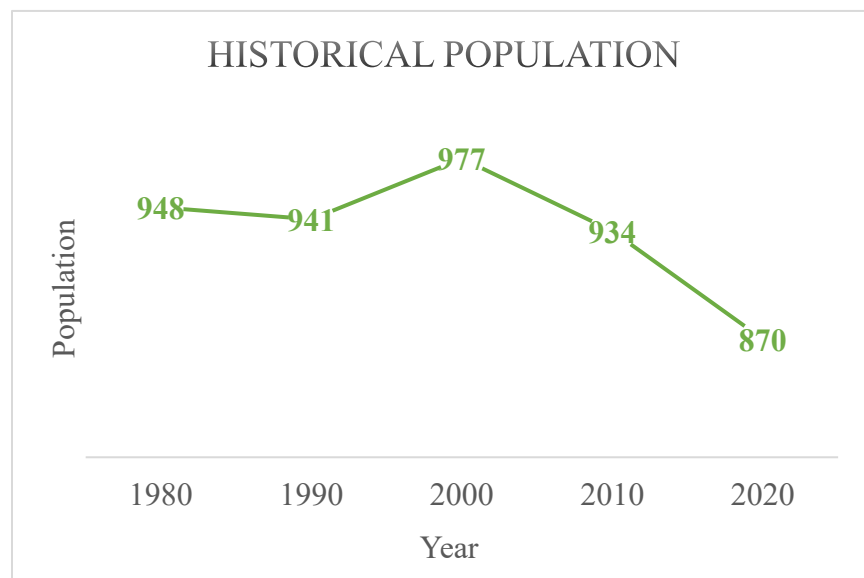
### Introduction

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional population and economy that generally cannot be predicted. These fluctuations and changes may greatly influence the town's growth and characteristics. This chapter will identify population and housing trends that may affect the future of the Town of Ahnapee.

### Population Characteristics

Year	Town of Ahnapee	Town of Pierce	Town of Lincoln	Town of Forestville (Door County)	City of Algoma	Kewaunee County
1980	948	790	967	1,035	3,656	19,539
1990	941	724	996	999	3,353	18,878
2000	977	897	957	1,086	3,357	20,187
2010	934	833	948	1,094	3,166	20,561
2020	870	772	932	1,063	3,233	20,563

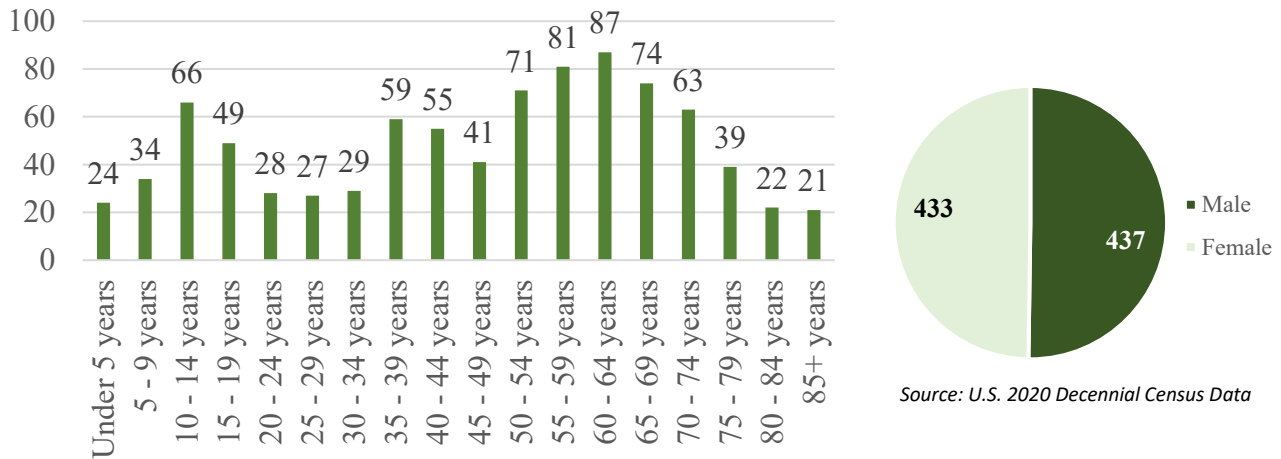
Source: U.S. Census Data



Source: U.S. Census Data



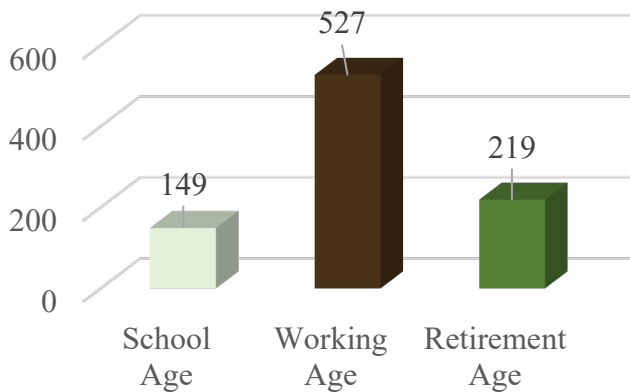
### Age Distribution



Source: U.S. 2020 Decennial Census Data

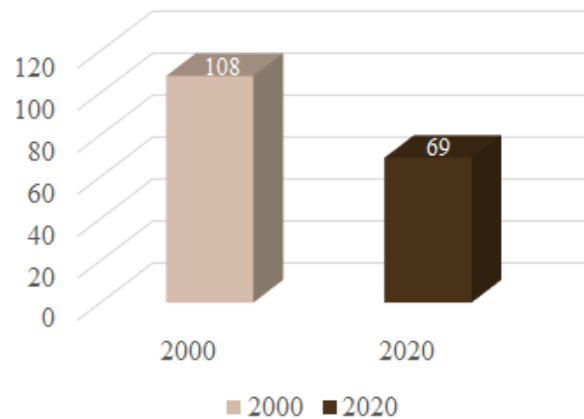
The median age in the Town of Ahnapee is 52.1 years old. For males, the median age is 51.6, while the median age for females is 52.3.

### Age Groups



Source: U.S. 2020 Decennial Census Data

### Seasonal Housing Units



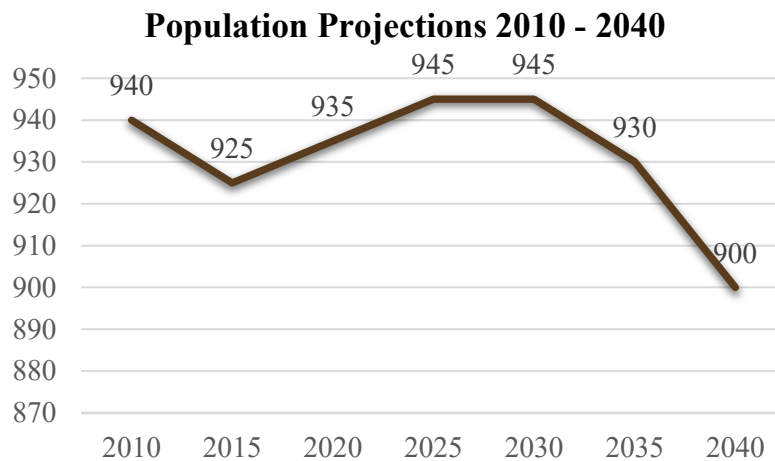
The estimated seasonal population for the town is found by multiplying the number of seasonal housing units by the average number of persons per household. In 2000, the Town of Ahnapee had 41 seasonal housing units and an average of 2.63 persons per household. In 2020, the town had 29 seasonal housing units and an average of 2.38 persons per household.

## Population Projections

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

In 2013\*, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2040 for the communities and counties utilizing a projection formula that calculates the annual population change over three varying time spans.

From this formula, the WDOA indicates that the Town of Ahnapee is projected to have a population of 900 by 2040. However, these projections projected a population of 935 in 2020, which does not match the 2020 Census count of 870. The projection trend indicates a population decrease by 2040, which is consistent with the historical population counts.



Source: 2013 WDOA Demographic Services Center

\*As of the time of this plan being updated, the WDOA has not released updated projections using the 2020 Decennial Census data.



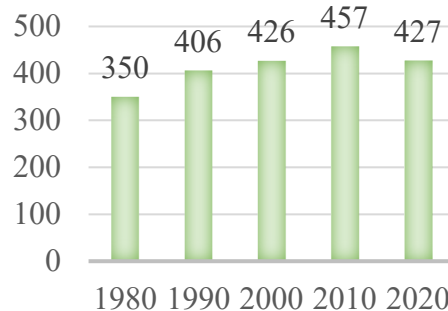
## Housing Characteristics

### Total Housing Unit Levels by Decade

According to U.S. Census data, the total number of housing units within the Town of Ahnapee had increased from the year 2000 to 2010 by 31\* units, before decreasing by 30 units before 2020.

\*Inconsistency is due to variance in Census data collection methodology.

### HISTORICAL NUMBER OF HOUSING UNITS



Source: U.S. Census Data

### Housing Occupancy and Tenure

- In the year 2020, the Town of Ahnapee had 380 occupied housing units, accounting for 89% of the total housing units in the town.
- Of the 380 occupied units, 96% were owner-occupied while 4% were renter-occupied.
- Of the total 427 units located within the town, 47 units were considered to be vacant in 2020.

### Seasonal Housing

Town of Ahnapee has the second largest percentage of seasonal housing in Kewaunee County, just under the Town of Pierce. According to the 2020 Census, 29 units out of a total 427 housing units were being used for seasonal, recreational, or occasional purposes, accounting for nearly 15% of the total housing units in the town.



### Age of Housing

According to the 2021 ACS data, nearly ¼ of the existing housing units in the Town of Ahnapee were built before 1940. A majority of the remaining housing units were built between 1940 and 2000.

### Condition of Housing Stock

Determining the number of substandard housing units in the Town of Ahnapee will be an indication of the condition of the overall housing stock.

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

The 2021 ACS data indicates there were 111 units in the town built prior to 1940, some of which may be substandard based on conditions according to the Department of Commerce definition.

## Housing Values

According to 2021 ACS data, the median household value of housing units in the Town of Ahnapee was \$203,400.

## Housing Costs – Rents and Mortgage

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

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



## Rent and Income Comparison

According to the 2021 ACS data, the median gross rent for renter-occupied housing units in the Town of Ahnapee was \$693.

Renters in one out of 12 renter-occupied housing units paid 30% or more of their income in rent. These occupants are considered as living in non-affordable housing.

## Owner Costs and Income Comparison

For owner-occupied housing units with a mortgage in 2021, the median monthly owner cost in the town was \$1,300. For owner-occupied units without a mortgage, the median monthly cost was \$554.

The 2020 Census indicates that owners in 50 out of 323 (6.5%) owner-occupied housing units paid more than 30% or more of their income for monthly owner costs. This 6.5% is considered as living in non-affordable housing.

## Projected Occupied Housing Units

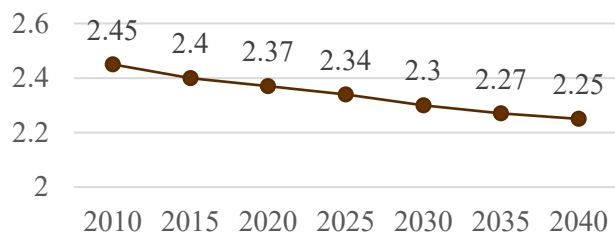
The projection method used in order to determine the most likely housing projection to the year 2040 used the year 2020 “occupied housing” projection count of 394 units as a base figure to create the growth trend and linear trend projections.

## Household Size

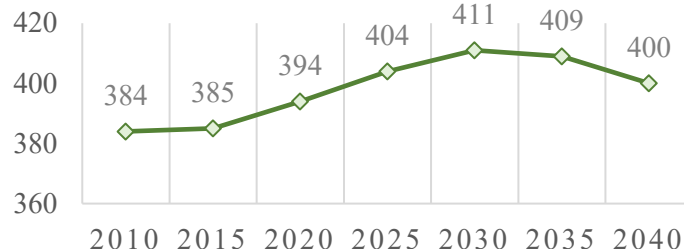
According to the WDOA, the household size within the Town of Ahnapee is projected to decrease throughout the planning period.

By using the 2013 WDOA population projection to the year 2040, and the projected persons per household number to 2040, another prediction was developed to determine the possible number of occupied housing units by 2040. The WDOA population projection shows a decline in persons per household of 2.37 to 2.25 from 2020 to 2040. The result equals 400 occupied housing units, or a decrease of 27 housing units for the Town of Ahnapee by 2040.

**Persons Per Household Projections  
2010 - 2040**



**NUMBER OF HOUSEHOLDS  
PROJECTIONS 2010 - 2040**



Source: 2013 WDOA Demographic Services Center

\*As of the time of this plan being updated, the WDOA has not released updated projections using the 2020 Decennial Census data.

## Subsidized and Special Needs Housing

Within the Kewaunee County area exists a variety of agencies which assist persons with various physical and mental disabilities or other special needs in finding and developing appropriate housing. The Kewaunee County Department of Human Services has information regarding the following agencies: WHEDA, Lakeshore CAP, and Housing Management Services.

## Housing Development Environment

Due to the rural atmosphere of the Town of Ahnapee, there are a limited number of services. Roads comprise the majority of public services within the town. As a result, future housing will likely develop along already established transportation corridors. Local subdivision roads would be added with future developments as needed.

The town has many acres of developable lands. The aesthetic qualities of lands in the Town of Ahnapee vary based upon location to roadways and natural features. With seasonal population increasing from Door County, open space lands along with areas near Lake Michigan are sought after locations for potential housing. The Town Plan Commission and Town Board should monitor the number and location of housing units constructed per year, so developments do not detract from the town's rural makeup.



## Chapter 7 – Transportation

### **Introduction**

This chapter provides an inventory of the existing transportation facilities that serve the Town of Ahnapee in Kewaunee County. This element also addresses the future transportation needs and concerns of the community. Specific transportation system recommendations are described at the conclusion of the chapter.

The inventory includes descriptions of the various modal elements of the town's transportation system. Those elements are the town's road and highway system, elderly and disabled transportation services, intercity bus, bicycle transportation, waterborne service, rail service, and air service. The description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system.

### **Inventory of Transportation Facilities**

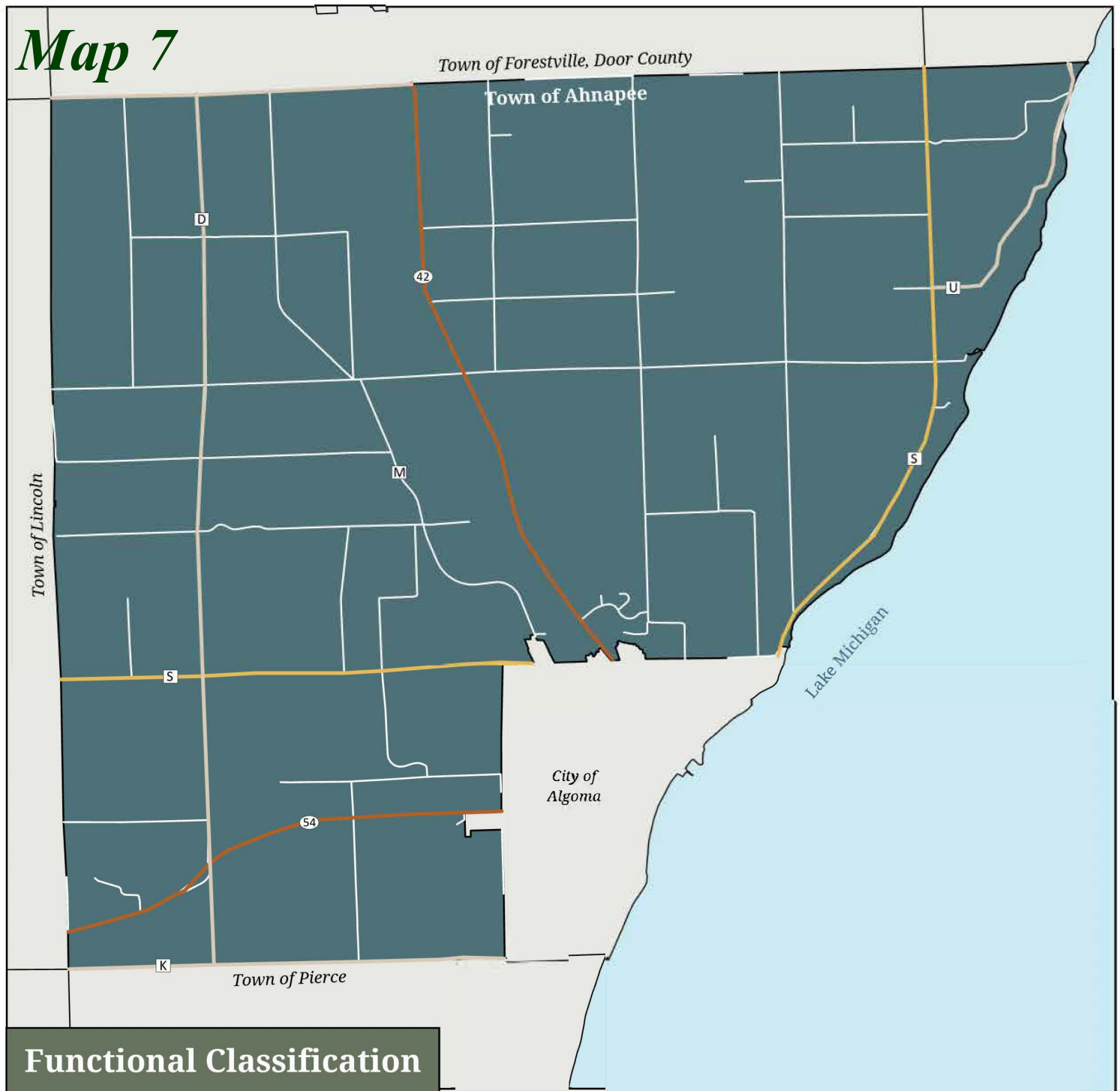
#### *Highways and Roads*

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

#### *Functional Classification*

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector, and local. The three categories of roads are determined by the function the road serves in relation to traffic patterns, land use, land access needs, and traffic volumes. The road system for the Town of Ahnapee is pictured below.

# Map 7



## Functional Classification

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



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Regional Planning Commission Since 1972

Source: WisDOT, 2011, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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## Functional Classification

- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

### Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. Arterial roads are further categorized into either “major” or “minor” arterial roads based on traffic volumes. STH 42 and STH 54 are classified as “rural minor arterials” within the Town of Ahnapee.

### Collector Roads

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

- CTH S is classified as a *rural major collector* road, while CTH D, CTH K, and CTH U are classified as “rural minor collectors” in the Town of Ahnapee.

### Local Roads

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

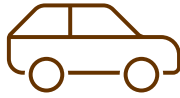
Local roads should be designed to move traffic from an individual lot (often, a person’s home, cottage, or farm) to collector roads that in turn serve areas of business, commerce, and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through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

- In total, there are approximately 48 miles of local roads under the jurisdiction of the Town of Ahnapee, comprising just under 70% of the total road mileage located within the town.



### *Evaluation of Current Internal Traffic Circulation System*

The town's internal traffic circulation system consists of a typical north/south and east/west grid road pattern serving agricultural, recreational, and scattered rural residential properties. The traffic circulation system is significantly influenced by natural features, most notably Lake Michigan and the Ahnapee River.



### *Traffic Counts*

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

The average daily traffic volumes on Highway 54 in 2022 was 2,800 vehicles, which is a decrease from the 3,000 vehicles in 2019. On Highway 42, the average daily traffic totaled 1,100, and on County Road S the average daily traffic was 2,300 vehicles. These roadways had a decrease in traffic volume as well. Additional information regarding daily traffic volumes can be found on WisDOT's Traffic Counts webpage.

### *Traffic Crashes*

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

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

Most crashes in the Town of Ahnapee occur along Highway 54, 42, and County Road S, due to higher traffic counts and faster speeds.

### *Elderly and Disabled Transportation System*

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

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

### *Bicycle Transportation System*

The Ahnapee State Trail spans nearly 30 miles between Casco, Algoma, and Sturgeon Bay. The eight- and ten-foot-wide trail has a firm surface for hiking, trail bikes, and horseback riding. During the winter the trail is used by snowmobilers – though cross-country skiing is also permitted – and interconnects with 95 miles of snowmobile trails in Kewaunee County and 275 miles of trail in Door County.

There are no other bicycle paths or marked bicycle routes located within the Town of Ahnapee.

### *Rail*

There is no rail service located within the Town of Ahnapee. The nearest rail service is located in the Village of Luxemburg.



### *Air Service*

The inventory of air transportation systems and facilities includes both public airports that service the region and private or semi-public airport facilities that service private commercial and recreational interests.

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Ahnapee is provided by Austin Straubel International Airport, located near the City of Green Bay. Austin Straubel International Airport is a full-service regional connector providing



direct service flights to four major cities, including Milwaukee, Chicago, Detroit, and Minneapolis.

There are also several privately owned airstrips located within Kewaunee County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers. Private facilities are generally characterized by short (2,000' to 3,000') turf-covered runways which can accommodate small, single-engine and light twin engine aircraft.

## **Transportation Recommendations**



### *Road Improvements*

In order to improve traffic safety and to maintain the efficiency of STH 42, and major and minor collectors such as CTH K and CTH D, the town should continue to direct and promote development that minimizes, as much as possible, direct access to these highways. This can be achieved by requiring adequately spaced driveways, frontage roads that access numerous properties, or driveway accesses that can serve more than one property.

### *Continue Pavement Management Program*

A pavement management program is a Capital Improvement Program geared specifically to the town's roads. The pavement management program provides the town with a detailed, defensible document, which will assist officials in making informed decisions regarding road maintenance and repair.

It is recommended that the Town of Ahnapee continue to utilize the PASER system to assess the physical condition of its local roads and prioritize road maintenance.

### *Apply Traffic Considerations*

Traffic considerations which the town should consider when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches, and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.

7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal, but adequate amount of space to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

#### *Access Special Transportation Needs*

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for-profit carriers. The town should play an active role in the support, development, and maintenance of special transportation services for the elderly and disabled population of the town.



## Applicable Transportation Plans and Programs



This section documents the applicable local, county, regional, and state transportation plans that contain projects that may impact the Town's transportation infrastructure.

### *Local, County, and Regional Transportation Plans:*

Connect: Regional Bicycle and Pedestrian Plan for Northeast Wisconsin – This plan for the Bay-Lake region provides details about the region's bicycle and pedestrian network and facilities, including documentation of specific shared-use/multi-use pathways by county. The plan lists a range of objectives and strategies to improve the region's bicycle and pedestrian facilities.

### *State Transportation Plans:*

Connect 2050, Wisconsin's Statewide Long-Range Transportation Plan (2022) – Connect, 2050 is Wisconsin's existing statewide transportation plan. It describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain, improve, and strengthen the overall system.

Wisconsin State Freight Plan (2023) – The State Freight Plan is a long-range multimodal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program.

WisDOT 6-year Highway Improvement Program – This highway improvement program covers the 11,750-mile state highway system which is administered and maintained by WisDOT.

Wisconsin Pedestrian Policy Plan (2020) – This plan includes a vision and plan of action to encourage pedestrian travel.

Wisconsin Bicycle Transportation Plan (2020) – Wisconsin's existing bicycle plan includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclists and motor vehicles.

Wisconsin Active Transportation Plan 2050 (in progress) – WisDOT is updating its *Wisconsin Bicycle Transportation Plan* and *Wisconsin Pedestrian Policy Plan* and combining them into the *Wisconsin Active Transportation Plan 2050*. The plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate the state's active transportation opportunities and needs, resulting in policies and actions that will align with and further *Connect 2050*.

## Chapter 8 – Utilities & Community Facilities

### **Introduction**

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work, and recreate. The level of services ranging from emergency services to healthcare, to educational opportunities are all contributing factors to the attractiveness of a community and surrounding area.

This element inventories the location, use, and capacity of the existing utilities and community facilities that serve the Town of Ahnapee. The existing conditions of these facilities are evaluated to determine deficiencies and ensure their adequacy to meet the town's present and future development needs.

### **Utilities Inventory and Analysis – Location, Use, and Capacity**

#### *Electric Service*

The town's electric service is supplied by Wisconsin Public Service, a subsidiary of WEC Energy Group, and Algoma Utilities in some locations.

The electricity is transmitted along high voltage electric transmission lines owned and operated by the American Transmission Company (ATC). A 69 kV transmission line travels north through the center of the town, while a 138 kV transmission line travels from the southwest corner of the town to the northeast. The electric service is considered to be adequate for the town's current and future uses.

#### *Natural Gas*

A natural gas pipeline travels through the Town of Ahnapee running from County Highway K, north to the Town of Forestville. Those residents not receiving natural gas primarily use oil, propane, wood, or electricity for heating.

#### *Renewable Energy*

Renewable energy includes sources such as solar, water, wind, biomass, and geothermal energy. The town encourages residents and businesses to explore renewable energy sources.

### *Telecommunication Facilities*

Telephone service is available to the town, with a variety of service providers also offering cellular and broadband services to residents.

### *Water Supply*

The majority of Town of Ahnapee residents own and maintain individual wells, relying on groundwater to meet their water supply needs. However, several residents in the town receive municipal water from the City of Algoma.

Protecting the groundwater aquifer for future use is a concern of the town. Long-term drinking water supply and quality become more of an issue as aquifer levels lessen. Water quality can be protected through wellhead protection programs, erosion controls, and best management practices for farming.

### *Sanitary Sewer*

Most property owners within the Town of Ahnapee are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS). These on-site septic systems and holding tanks are treatment systems that discharge to the groundwater through a subsurface infiltration system. Several residents in the town are also connected to the City of Algoma sanitary sewer system.

### *Stormwater Drainage*

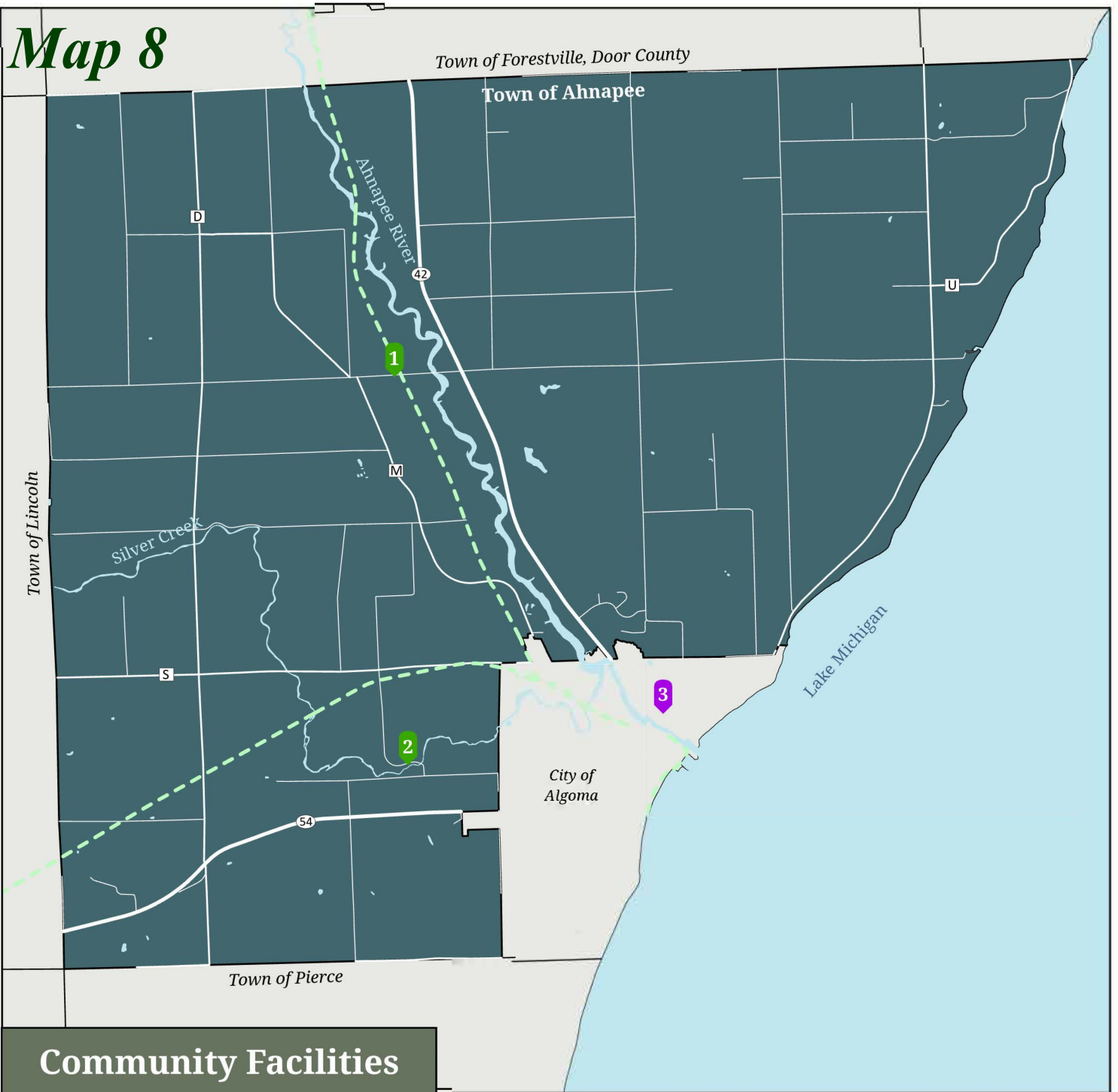
Stormwater in the town drains through a series of ditches and culverts along the town roads and highways. The town does not have any improvement plans for storm water drainage.

Polluted stormwater runoff should be controlled through best management practices, performance standards, regulations, permit issuance, etc. that farms and construction sites are required to follow.





# Map 8



## Community Facilities

Town of Ahnapee, Kewaunee County

*Town of Ahnapee 2023-2043  
Comprehensive Plan*



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

Source: WisDOT, 2023; Kewaunee County, 2022; Bay-Lake RPC, 2023.  
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### Parks

- 1 Blahnik Heritage Park
- 2 Bruemmerville Park

### Facility

- 3 Ahnapee Town Hall

### Trails

- Ahnapee State Trail

## Community Facilities Inventory and Assessment – Location, Use, and Capacity

### *Administrative Facilities*

#### Ahnapee Town Hall

The Ahnapee Town Hall is located at 303 North Water Street in the City of Algoma. The building is utilized primarily for administration, community meetings, and elections. The structure is handicapped accessible; however, parking facilities are inadequate as only street parking is available. The overall structure is suitable for the future needs of the town.



### *Solid Waste Disposal & Recycling Facilities*

The town contracts with a private hauler for curbside pickup of solid waste. The garbage is taken to the Kewaunee County Landfill.

The Town of Ahnapee also contracts for curbside pickup of recyclables including paper, cardboard, metal, glass, plastic, etc.

These services are adequate and will continue to be monitored for satisfaction and cost effectiveness.

### *Road and Other Maintenance*

The Kewaunee County Highway Department maintains the roads and a portion of the town's public facilities. The county owns and maintains the necessary machinery, including snowplows, graders, dump trucks, paving equipment, mowing equipment, and chippers, to do road and public facility maintenance.

The town contracts for grass cutting, seal coating, gravel, and other maintenance on many of its community facilities.

### *Protective and Emergency Services*

#### Law Enforcement and Protection

Police protection for the Town of Ahnapee is provided by the Kewaunee County Sheriff's Department. Their assistance is also provided to fire departments, rescue squads, and city and village police departments in the county.

There is a 911 system in place, which rings through to the Kewaunee County Safety Building in the City of Kewaunee where Deputies in the Jail & Emergency Dispatch Division provide the appropriate assistance.

Future needs of police protection will depend on the future growth of the County.

#### Fire Station/Protection

Fire protection for the Town of Ahnapee is provided by the Algoma Fire and Rescue. The town contracts with Algoma Fire and Rescue to supply the manpower and to maintain the town-owned vehicles (one pumper and one tanker) used to fight fires.

Overall, the fire protection services are considered adequate at this time. Future improvement plans include continued training, general maintenance, and staying informed of new technologies to fight fires.

#### EMS/Ambulance

Ambulance services for the Town of Ahnapee are provided by Algoma Fire and Rescue with the service line being virtually identical to that of the fire protection.

This volunteer service currently provides EMT – Basic IV Tech services. The emergency volunteers, equipment, and service are considered adequate by the Town of Ahnapee.

#### Kewaunee County Emergency Management

The Town of Ahnapee is also covered through Kewaunee County Emergency Management. The main purpose is to support response agencies and departments within Kewaunee County in the event of a disaster or emergency. Emergency Management comprises organized analysis, planning, decision-making, and assignment of available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards.



### *Education*

The Town of Ahnapee is located within the Algoma School District. Algoma School District facilities include:

- Algoma High School (grades 9 – 12)
- Algoma Elementary School (grades pre-K – 8)

Three private education facilities are also found in the City of Algoma:

- St. Mary's Catholic School (elementary students)
- St. Paul's Lutheran School (grades pre-K – 8)
- Wings of Eagles Christian Academy (grades 1 – 12)



The Town of Ahnapee and Kewaunee County are part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System. The main NWTC campus is located in Green Bay, while a nearby Community & Regional Learning Center is located in the Village of Luxemburg.

The University of Wisconsin – Green Bay (UWGB) campus is also located a short commute away from the town for those looking for bachelor's or master's degrees from a four-year university.

### *Library*

There is no public library facility located in the Town of Ahnapee. Residents of the town utilize library services provided in the City of Algoma, which is part of the Nicolet Federated Library System – an eight-county system funded by the state to provide support services to libraries.



### *Childcare Facilities*

The Town of Ahnapee does not contain any licensed childcare facilities. As a result, residents utilize private childcare facilities located in the town or those found in nearby communities.

### *Adult Care Facilities*

There are several long-term care and elder care facilities in the area including nursing homes, Adult Family Homes, Community Based Residential Facilities, assisted rental housing, etc. These facilities are located in the nearby cities of Algoma, Kewaunee, and Sturgeon Bay in addition to other nearby communities.



