

# Town of Egg Harbor

Door County, Wisconsin

20-Year Comprehensive Plan



Prepared by:  
Bay-Lake Regional Planning Commission



## **TOWN OF EGG HARBOR**

<b>CHAIRMAN:</b>	Paul Peterson
<b>CLERK/TREASURER:</b>	Pamela Krauel
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# **TOWN OF EGG HARBOR 20-YEAR COMPREHENSIVE PLAN**

ADOPTED  
**JULY 20, 2009**

Prepared by:

Bay-Lake Regional Planning Commission  
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Green Bay, WI 54301  
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*The preparation of this document was financed through contract #06025-08 between the Town of Egg Harbor and the Bay-Lake Regional Planning Commission. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.*



RESOLUTION NO 74

**TOWN OF EGG HARBOR PLAN COMMISSION  
ADOPTION OF THE TOWN OF EGG HARBOR  
20-YEAR COMPREHENSIVE PLAN**

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

AND WHEREAS, the *Town of Egg Harbor 20-Year Comprehensive Plan* has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (future land use 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 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Egg Harbor Plan Commission;

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

Dated this 19 day of May 2009.

Resolution introduced and adoption moved by: Myles Dannhausen

Motion for adoption seconded by Dick Sandretti

Voting Aye: 7 Nay: 0

APPROVED: David Lautenbock

Town of Egg Harbor Plan Commission Chair

ATTEST: Pamela Tranel

Town of Egg Harbor Plan Commission Secretary



TOWN OF EGG HARBOR  
ORDINANCE NO. 168

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, on August 21, 2006 the Town Board for the Town of Egg Harbor approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Egg Harbor under the guidelines of Section 66.1001 Wisconsin Statutes; and,

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

WHEREAS, on May 19, 2009, the Town of Egg Harbor Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Town Plan Commission, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town of Egg Harbor Board held a public hearing on July 20, 2009, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, the Town Board of the Town of Egg Harbor, having carefully reviewed the recommendation of the Town Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan components relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Egg Harbor 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 Town Board of the Town of Egg Harbor, Door County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Egg Harbor Plan Commission to the Town of Egg Harbor 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 Egg Harbor with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Egg Harbor;
2. The Clerk of every local governmental unit that is adjacent to the Town of Egg Harbor;
3. The Bay-Lake Regional Planning Commission;
4. The Egg Harbor Public Library.

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 July 2009, by a majority vote of the members of the Town Board of the Town of Egg Harbor.

  
Chair

Attest:   
Clerk

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# CHAPTER 1: ISSUES AND OPPORTUNITIES

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## WHAT IS IN THIS CHAPTER

The Issues and Opportunities Element of the comprehensive plan contains the following information:

- I. How to Use This Plan
- II. Purpose of the Comprehensive Plan
  - A. State Planning Enabling Legislation
- III. History and Description of the Planning Area
  - A. Town of Egg Harbor History
  - B. Town of Egg Harbor Planning Area
- IV. Plan Development Process
- V. Public Participation
  - A. Nominal Group Workshops
  - B. Visioning
- VI. Future Development Strategy
  - A. Goals, Objectives, Policies and Programs

## I. HOW TO USE THIS PLAN

This Comprehensive Plan for the town of Egg Harbor is a legal document that serves as a guidance tool for both officials and citizens, to make decisions about future growth and development in the town over the next 20 years.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **II. PURPOSE OF THE COMPREHENSIVE PLAN**

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

### **A. State Planning Enabling Legislation**

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

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

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

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

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### **III. HISTORY AND DESCRIPTION OF PLANNING AREA**

#### **A. Town of Egg Harbor History**

Egg Harbor was the tenth organized town in Door County and was established on July 9, 1861.

#### **B. Town of Egg Harbor Planning Area**

The town of Egg Harbor is located in Door County and encompasses an area of approximately 63.6 square miles or 23,441.4 acres. The town planning area is bisected by State Highway 42 running north/south, while Green Bay constitutes the town's western border, Sevastopol on the south, Jacksonport and Bailey's Harbor to the west, and Gibraltar to the north. (Map 1.2).

Map 1.1 illustrates the general location of the Town of Egg Harbor in Wisconsin, while Map 1.2 focuses on the Town of Egg Harbor planning area.

### **IV. PLAN DEVELOPMENT PROCESS**

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

#### ***First Phase:*** Promote Public Participation and Identify Issues

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

#### ***Second Phase:*** Inventory and Interpretation

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

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

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

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

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

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## **V. PUBLIC PARTICIPATION**

A major element of any comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures for Adopting Comprehensive Plans”, written public participation procedures were adopted by the Egg Harbor Town Board in January 2007. A copy of these written procedures is included in Appendix A of this plan.

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

### **A. Nominal Group Workshop**

On September 16, 2006, the Town of Egg Harbor conducted a nominal group meeting with its Plan Commission, members of the Town Board, and other interested citizens. The purpose of this meeting was to produce a list of issues and concerns regarding future development in the town and surrounding area.

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

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

- “Develop zoning ordinances – including lighting standards – density issues”
- “Protect unique features, open space beyond ag., natural resources (e.g. Niagara Escarpment) (wetlands, woodlands and prairies); Natural setting/environment should be primary considerations in planning”
- “Protect water quality, both ground and surface including drinking water, and shorelands, including invasive species and pollution”
- “Control growth of multi-unit residential development”
- “Determine appropriate industries (and encourage them) to develop a year-round, stable economic base for the town; keep heavy polluting businesses out (e.g. factory farms)”
- “Provide affordable housing”
- “Incorporate environmental and energy conservation considerations in town building codes”
- “Safety standards (for undeveloped town roads, wells, sewer, surface and drinking water, waste disposal, etc.)”
- “Increase public access to Green Bay”
- “Maintain town borders-avoid annexation”

### **B. Visioning**

A visioning exercise was conducted to determine the future image of Egg Harbor. The visioning process was designed to provide a foundation for the development of the goals, objectives, policies and other elements of the Comprehensive Plan. Town Board and Plan Commission members crafted the following vision statement during the planning process after all visioning comments were reviewed.

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## **Town of Egg Harbor 20-Year Vision Statement**

*“We wish those who follow to know that what we have enjoyed will be preserved for future generations. Through our experience and concern we strive to ensure the safeguarding of a way of life that has brought exceptional pleasures to us. Therefore, this plan is our legacy, our vision, our map to the future, to guide those who come after us, so they may better understand our desires for preservation.”*

*Our vision and plan for the Town is designed to preserve the character of the Town and its environs, conserve the value of the land and improvements placed thereon; provide the most appropriate environment for human habitation; encourage commerce; protect farming and open space; lessen congestion in the highways and streets; foster the orderly layout and use of land; secure safety from fire, panic and other dangers; provide adequate light and air; discourage overcrowding of land; protect the Town’s wetlands and other natural features; preserve woodlands, native plants and animals; and facilitate adequate provision for transportation, potable water supply and other public necessities.”*

### **VI. FUTURE DEVELOPMENT STRATEGY (GOALS, OBJECTIVES, POLICIES AND PROGRAMS)**

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

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

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

**Objectives** - are measurable ends toward reaching a defined goal.

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

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

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

### **COMMUNITY PLANNING**

**GOAL:** *The Town of Egg Harbor 20-Year Comprehensive Plan will provide guidance to local officials when making land use decisions that reflect the town’s vision.*

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

#### ***Policies:***

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

- 
2. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.
  3. Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.

***Programs:***

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

***Objective 2:*** The Town Board and Town Plan Commission review and update the town's comprehensive plan on a regular basis as needed.

***Policies:***

1. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.
2. Review existing town and Door County ordinances as they relate to the implementation of this plan.
3. Hold Town Plan Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions as necessary.
4. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.

**NATURAL RESOURCES**

**GOAL:** To provide a safe, clean and healthy natural environment in an orderly fashion for the residents of the town of Egg Harbor that preserves, protects, and enhances the natural resources and features.

***Objective 1.*** Work to identify and maintain the features of the town that help sustain a safe, clean and healthy natural environment.

***Policies:***

1. Use the town's General Plan Design Map as a guide to try to protect the town's landscape features including but not limited to wetlands, flood plains, streams (perennial and intermittent) woodlands, farms, open space, park lands, escarpment, and shoreline.
2. Encourage careful plan development in all areas throughout the town.
3. Encourage sound management of all environmentally vulnerable areas.

- 
4. Encourage the preservation of environmental corridors as identified by the Bay-Lake Regional Planning Commission.
  5. Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing development.
  6. Encourage the development of energy alternatives with the goal of being independent of fossil fuels.
  7. Discourage artificial light pollution while preserving the safety of the residents of the town.

**Objective 2.** Encourage the protection of all water resources of the town (Green Bay water and shoreline, surface and ground).

***Policies:***

1. Encourage the protection of Green Bay water from contamination from all sources (non-point and point sources, bird and other animal waste, contaminated ground water, unsanitary waste systems).
2. Encourage the preservation and restoration of surface water quality.
3. Work cooperatively with surrounding towns and municipalities to protect ground and surface water resources where practical.
4. Seek to identify and preserve groundwater recharge sites.
5. Encourage the use of sound agricultural and soil conservation methods that minimize groundwater and surface water contamination.
6. Encourage techniques for erosion control (buffer strips, easements, land use control and flood controls).

**Objective 3:** Actively support present and future industrial sites that do not adversely affect surrounding land use and ground or surface water quality and quantity.

***Policies:***

1. Discourage all industry in areas where scenic views or landscape features as identified in Objective 1 would be compromised.
2. Recommend standards for industrial development to regulate negative impact of noise, air quality and congestion.

**Objective 4:** Encourage public participation in the overall Environmental Goal of the town.

***Policies:***

1. Encourage the preparation and publishing of a report on a regular basis about the status of the town's environment with respect to changes and conditions of town's (1) shoreline; (2) farmland; (3), woodlands; (4) surface and groundwater; (5) commercial and industrial development; (6) new housing; (7) wildlife; (8) damage to the environment from fire, storms, and accidents; (9) invasive species status and control, (10) air quality, (11) energy independence, (12) Niagara Escarpment.

- 
2. Review and update the Town’s information site as needed to receive suggestions, complaints, and questions.
  3. Seek to establish and maintain communication with other communities to work cooperatively on joint environmental concerns.

### **AGRICULTURAL RESOURCES**

**GOAL: To maintain the rural character of the Town by protecting and promoting the conservation of farmland, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.**

“Rural character is defined as a landscape of unique beauty, a town of particular historical or cultural heritage, or an area containing elements epitomizing the character of a relatively undeveloped place.” These elements in the Town include but are not limited to environmental corridors, woodlands, orchards, old fields, stone fences, farms, original farm buildings and architectural designs reminiscent of the Town’s heritage.

***Objective 1:*** Encourage the maintenance of large contiguous areas of prime agricultural lands and open spaces to preserve the Town’s rural atmosphere.

***Policies:***

1. Review guidelines that protect agricultural operations and rural character.
2. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.

***Program:***

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.

***Objective 2:*** Minimize the potential for conflicts between rural landowners.

***Policies:***

1. Advocate cooperative agreements with neighboring communities on all land development types within the planning area.
2. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.

***Objective 3:*** Encourage the long term sustainability of farming within the Town

***Policies:***

1. Work with land trusts to establish conservation easements
2. Encourage the return of young workers to farming by working with other agencies on educational programs
3. Encourage development of specialty farming
4. Encourage the use of conservation-based development approaches
5. Encourage the reduction in the use/impact of fertilizers, herbicides and pesticides

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## **HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES**

**GOAL:** To preserve the historic, archeological and cultural documents, artifacts and locations for the future residents.

***Objective 1:*** Advocate for the preservation of buildings, structures and other landscape features that comprise the town's rural historical and cultural character.

***Policies:***

1. Encourage the preservation of rural features.
2. Encourage the maintenance of rural character.
3. Encourage new construction, remodeling and landscaping to maintain the rural nature.

***Objective 2:*** Consider maintaining or cataloging copies or originals of documents, artifacts and information on sites of interest.

***Policies:***

1. Support the creation of a Historical and Cultural Committee to compile, document and preserve items of significant value to the town.
2. Promote awareness among the residents and non-residents of the town's Historical and Cultural Committee.
3. Seek a location within the town to store this material if possible and practical.

## **HOUSING**

**GOAL:** To provide for a variety of quality housing opportunities for all segments of the Town's current and future population

***Objective 1:*** Work to develop policies and programs which will allow a range of housing choices to meet the requirements of all income levels and of all age groups and persons with special needs.

***Policies:***

1. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
2. Advocate orderly development within the Town.
3. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.
4. Encourage the Town Plan Commission to work with the state, county, and regional planning organizations to monitor local population characteristics and trends to stay informed of changing demographics and characteristics within the Town
5. Work with Door County to apply for grants and become involved in programs that help to identify and address the Town housing needs.

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**Objective 2:** Plan for new development in a manner that does not negatively impact the environment.

***Policies:***

1. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural and unique areas. New development should avoid environmentally sensitive areas.
2. Encourage new development to appropriate locations to minimize the visual impact on the viewsheds from public rights-of-way.
3. Use adequate building codes and ordinances to regulate the construction of new homes.
4. Work with neighboring communities to establish innovative development guidelines for future consideration within the Town.

**Objective 3:** Advocate for all growth and development to occur in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both current and future residents.

***Policies:***

1. Utilize the General Plan Design Map as an illustration of the Town's overall development policy to minimize the impact of housing on the environment.
2. Work with neighboring towns and villages to create boundary agreements, if possible.

**ECONOMIC DEVELOPMENT**

**GOAL:** To maintain or improve the town's high per capita income and resulting year round employment

**Objective 1:** Encourage opportunities for creative business ventures that maximize productive use of available land resources.

***Policies:***

1. Continue policy of unrestricted land use.
2. Continue existing minimum lot size without restriction for home-based business ventures on a minimum sized lot.

**Objective 3:** Communicate the town's economic development strategy to adjacent municipalities, libraries, county government and state agencies.

**Objective 4:** Encourage development of renewable energy resources including solar, wind and bio-fuels both to protect our environment and generate employment for residents.

**Objective 5:** Encourage bio-fuel agricultural development projects as a means to maintain rural employment and the rural character of the community.

**Objective 6:** Encourage local production of products needed for tourism consumption including fruits & vegetables, meats, prepared food products, alternative fuel filling stations and any other products or services likely to be purchased by tourists.

**Objective 7:** Continue to review new development on their own merits in order to take advantage of unanticipated opportunities that emerge.

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**Objective 8:** Explore ways to fund the infrastructure needed to support entrepreneurial development within the town. Infrastructure needs include:

1. High speed Internet
2. Sewer and water technology suitable for low density development
3. Renewable and sustainable energy resource development
4. Road development and maintenance suited to the business needs of the community

### **TRANSPORTATION**

**GOAL:** To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles.

**Objective 1:** Seek to maintain State Highway 42 as a scenic rural high speed highway by minimizing entry and egress, improving traffic flow at intersections and avoiding development that detracts from the rural ambiance of the highway.

***Policies:***

1. Wherever possible require that access to property on State Highway 42 be through a side road.
2. Encourage the widest possible spacing of driveways on highway frontage.
3. Improve intersections to provide for maximum safety without speed reduction whenever possible.
4. Encourage state purchase of property at intersections that might pose congestion problems in the future.

**Objective 2:** Encourage development of a town wide network of hiking/biking/cross-country ski trails using easements and town and county road widening.

1. Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.
2. Discuss any future trailway development with residents as well as affected property owners.

**Objective 3:** Support the creation of a single highway speed throughway through the peninsula to allow free movement of traffic to destinations and reduce congestion in our tourism communities.

### **UTILITIES/COMMUNITY FACILITIES**

**GOAL:** To balance the town's growth with the cost of providing public services and facilities.

**Objective 1:** Advocate quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

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***Policies:***

1. Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.
2. Advocate protection and preservation of the town's historic sites, cemeteries and other public town facilities to maintain the community identity.
3. Continue to coordinate, consolidate and share governmental facilities and services where possible.

***Programs:***

- Continue the concept of "mutual aid agreements" for public services where possible.
  - Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
4. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
  5. Promote energy conservation measures.

***Program:***

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
6. Consider telecommunication towers for alternate structures or joint use of new and existing towers to minimize conflict with community character.

***Program:***

- Consider developing/revising controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts.
7. Promote cooperation and communication with the Sevastopol and Gibraltar Area School Districts; along with the Northeast Wisconsin Technical College, to collectively support quality educational opportunities.

***Program:***

- Work with adjacent communities, Door County, school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

***Objective 2:*** Consider environmental and resource sustainability opportunities when making land use decisions.

***Policies:***

1. Consider the possible impacts to the groundwater sources when evaluating future developments.
2. Promote the use of shared on-site wastewater treatment systems where appropriate.
3. Explore renewable energy options where feasible.

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## **PARKS AND RECREATION**

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

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

***Policies:***

1. Cooperate with Door County on the maintenance and enhancements to the various county park facilities located within the town.

***Program:***

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town's recreational systems.
2. Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.
  3. Discuss any future trailway development with residents as well as affected property owners.
  4. Promote the various conservation areas found within the town as recreational opportunities.
  5. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

## **INTERGOVERNMENTAL COOPERATION**

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

*Objective:* Promote cooperation between the town of Egg Harbor and any other municipality or government entity that makes decisions impacting the town and surrounding area.

***Policies:***

1. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts whenever possible.

***Programs:***

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
  - Encourage regular meetings with Door County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
  - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines.
2. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

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***Program:***

- Continue the concept of “mutual aid agreements” for public services whenever possible.
- 3. Promote cooperation and communication with the Gibraltar and Sevastopol School Districts to collectively support quality educational opportunities.
- 4. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

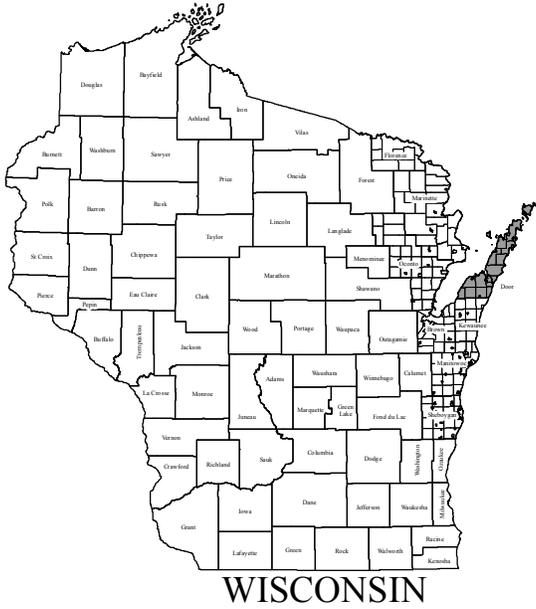
**LAND USE**

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

# Location Map

## Town of Egg Harbor

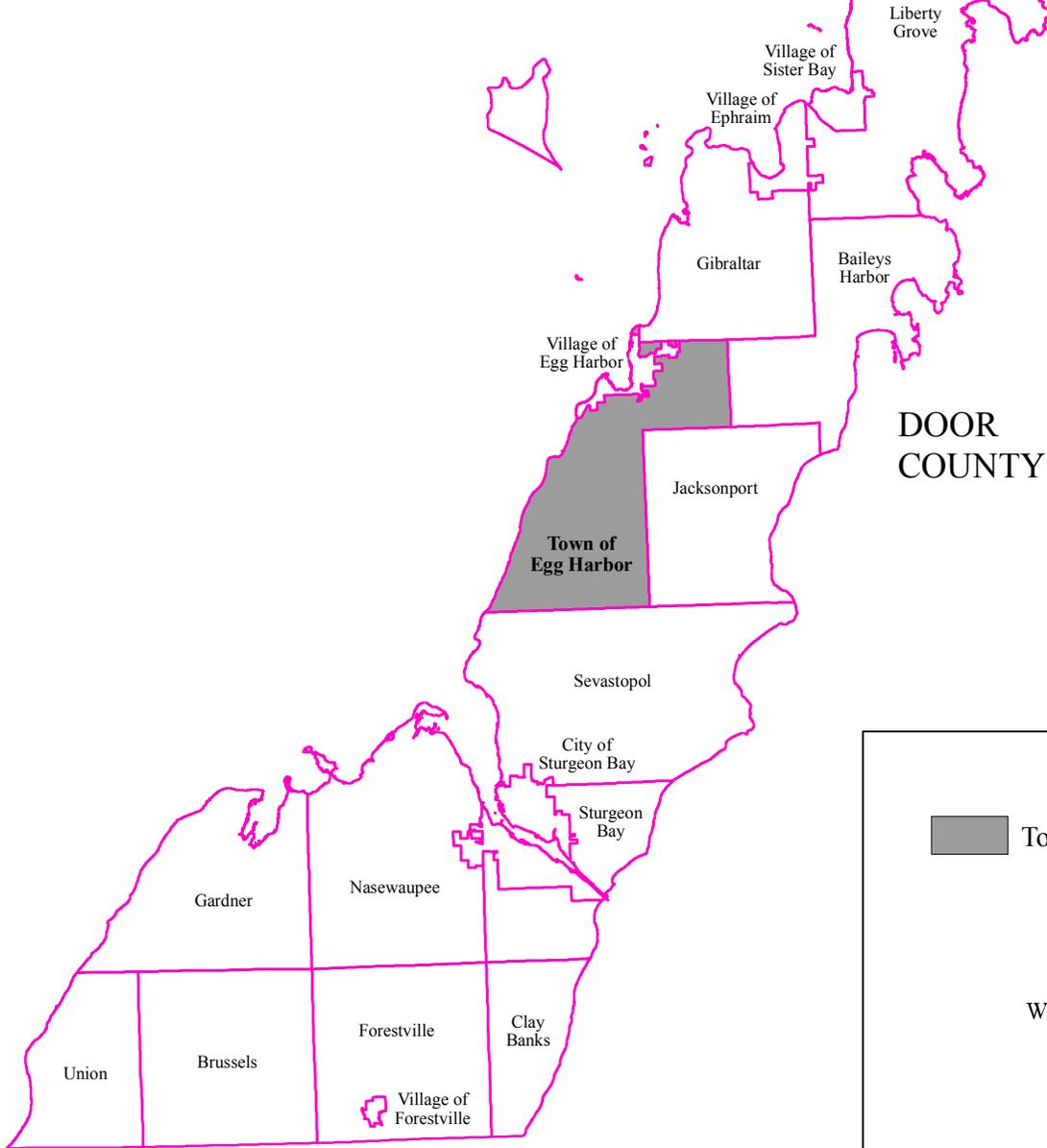
### Door County, Wisconsin



WISCONSIN



Washington



DOOR COUNTY

**Town of Egg Harbor**

 Town of Egg Harbor



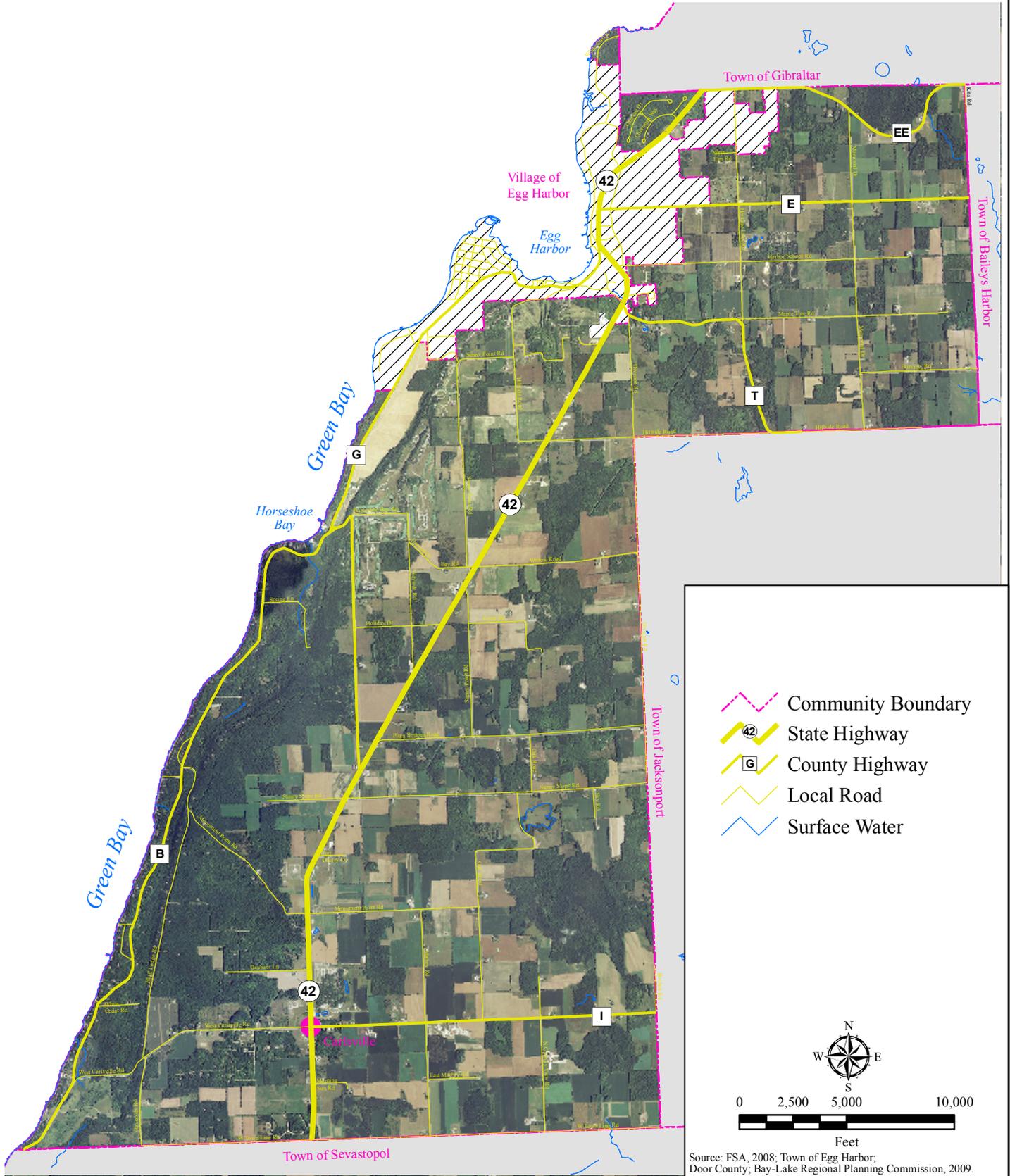
Source: Town of Egg Harbor;  
Door County; Bay-Lake Regional Planning Commission, 2009.



# Planning Area

## Town of Egg Harbor

Door County, Wisconsin





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## **CHAPTER 2: FUTURE LAND USE PLAN**

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### **WHAT IS IN THIS CHAPTER**

The Future Land Use Plan section of the comprehensive plan contains the following information:

- I. Introduction
- II. Planning Criteria
  - A. State Planning Criteria
- III. Land Use Issues and Conflicts
- IV. Anticipated Land Use Trends
- V. Development Considerations
  - A. Environmental and Public Utility Considerations
  - B. Redevelopment Opportunities
  - C. Land Supply and Value
- VI. Design Year Land Use Projections
  - A. Five-Year Incremental Projections
- VII. General Plan Design
  - A. Recommended Development Strategy
  - B. Identified “Smart Growth Areas”

### **I. INTRODUCTION**

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

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

### **II. PLANNING CRITERIA**

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

#### **A. State Planning Criteria**

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

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.

- 
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
  - Protection of economically productive areas, including farmland and forests.
  - Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
  - Preservation of cultural, historic and archaeological sites.
  - Encouragement of coordination and cooperation among nearby units of government.
  - Building of community identity by revitalizing main streets and enforcing design standards.
  - Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
  - Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
  - Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
  - Balancing individual property rights with community interests and goals.
  - Planning and development of land uses that create or preserve varied and unique urban and rural communities.
  - Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **III. LAND USE ISSUES AND CONFLICTS**

- Further fragmentation of agricultural lands affecting the rural landscape, potentially increasing stormwater runoff and disturbing wildlife habitat.
- Development of the Green Bay shoreline, if permitted, should not impact the environment or scenic views.
- Development on or adjacent to the Niagara Escarpment should be limited so that it does not impact the environment or scenic views.
- Potential incompatibilities with farm and non-farm uses as development pressures increase.
- Work cooperatively with the village of Egg Harbor and surrounding towns regarding development patterns near municipal boundaries.

### **IV. 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 Door 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.
  - Agricultural lands in the town will continue to be preserved to the greatest extent possible.
  - The rural character of the town will continue to be maintained through the preservation of natural features, open spaces, the Niagara Escarpment and the Green Bay shoreline.
  - Future development will be conscious of any environmental impacts.
  - Alternative design techniques will be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing limited development to take place.
  - The use of on-site wastewater septic systems and individual groundwater wells will continue within the town with the recommendation of using shared on-site systems for future development.
  - If commercial uses begin to increase, small businesses will primarily locate in Carlsville and adjacent to the village of Egg Harbor.
  - The town will work with the village of Egg Harbor and surrounding towns to conduct cooperative planning efforts to ensure efficient and cost-effective development patterns and to lessen potential conflict.

## **V. DEVELOPMENT CONSIDERATIONS**

### **A. Environmental and Public Utility Considerations**

- The abundance of agricultural lands and open space features add significantly to the aesthetic appeal of the town while providing important ecological and environmental functions such as stormwater retention and flood control.
- Increasing development may be costly due to the wide array of supporting services needed to accompany it. The town should closely monitor all public service costs associated with future development in order to best control future property taxes.

### **B. Redevelopment Opportunities**

Redevelopment possibilities within the town of Egg Harbor:

- Areas within the town that are beyond repair should be redeveloped in a way that maintains/improves the overall rural character, including scale.
- 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.

### **C. Land Supply and Value**

#### **Amount and Demand**

Being a rural community, there is a significant amount of land available for future development within the town of Egg Harbor. The rural nature of the town offers itself to development as the demand for larger lot sizes and open space properties increases.

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Given the town's intent to preserve its rural character and being located on the Green Bay shoreline, the town of Egg Harbor should monitor the building permits for new home construction annually to analyze the trends occurring in the town.

To combat scattered development, the town should consider innovative development patterns that are orderly and efficient (e.g. conservation design, clustering, etc.), while ensuring preservation of the rural atmosphere and adequate provision of services.

The General Plan Design portion of this chapter and the General Plan Design Map (Map 2.1) serve as guides for the preservation of the landscape within the town.

### **Price**

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

## **VI. DESIGN YEAR LAND USE PROJECTIONS**

### **A. Five Year Incremental Land Use Projections**

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

#### **Residential Projections**

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

- the projected housing needs;
- an average dwelling unit per acre ratio for housing development;
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

#### **Commercial Projections**

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the town based on the 2007 land use inventory.

#### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands; however, the town of Egg Harbor currently has little industrial uses and envisions very little industrial growth for the next 20 years.

Table 2.1 illustrates the potential amount of acreage needed for future development within the town of Egg Harbor through 2030 based on the WDOA population projections. These projections allow the town to achieve its vision of preserving its rural make-up of agricultural lands and open spaces.

Table 2.1: Five-Year Incremental Land Use Projections, 2008 - 2030, Town of Egg Harbor

<b>Residential Growth 5-Year Increments</b>				
<i>Occupied HU From 2000 Census: 492</i>		<i>Occupied Percentage = 53% of Total HUs</i>		
Year	New Housing Units	Acres/DU	Market Factor	Acres Needed
2010	37	1.5	1.25	<b>69</b>
2015	70	1.5	1.5	<b>158</b>
2020	40	1.5	1.75	<b>106</b>
2025	21	1.5	2	<b>62</b>
2030	4	1.5	2.25	<b>13</b>
<b>Total (New HU)</b>	<b>168</b>		<i>Net Acreage</i>	<b>408</b>
			<i>*Gross Acreage</i>	<b>544</b>

**Commercial Growth 5-Year Increments**

*Ratio of Residential Acreage to Commercial Acreage (Existing Land Use) = 39:1*

Year	Res. Acreage	Ratio	Acres Needed
2010	69.1	39	<b>2</b>
2015	157.9	39	<b>4</b>
2020	105.8	39	<b>3</b>
2025	62.4	39	<b>2</b>
2030	12.8	39	<b>0</b>
<b>Total</b>			<b>10</b>

**Industrial Growth 5-Year Increments**

*Ratio of Residential Acreage to Industrial Acreage (Existing Land Use) = 30:1*

Year	Res. Acreage	Ratio	Acres Needed
2010	69.1	30	<b>2</b>
2015	157.9	30	<b>5</b>
2020	105.8	30	<b>4</b>
2025	62.4	30	<b>2</b>
2030	12.8	30	<b>0</b>
<b>Total</b>			<b>14</b>

Source: Bay-Lake Regional Planning Commission, 2008.

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

- it is **not** the intent of the plan to see the entire area of the town develop, rather developed uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the environmental makeup of the area;
- whenever residential growth is proposed in an area, lands may need to be allocated for future roads, parks, and recreation areas.

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In most standard residential development, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for future residential land development is approximately 544 acres.

### **Agricultural Projections**

It is the town's intention to preserve most of the remaining farmlands over the next 20 years. However, with spacious living being the trend, the reality is farmlands in the town will experience increasing development pressure. The town's vision is to direct growth to areas where services are more readily available in an effort to protect its farming heritage. The projected loss of the town's agricultural lands will depend on the rate and location of growth in the town.

## **VII. GENERAL PLAN DESIGN**

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

1. Volume II (Community Resources) of this document;
2. the goals, objectives, policies and programs found in Chapter 1 (Issues and Opportunities); and
3. the survey results and other public input listed in the Appendices.

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

### **A. Recommended Development Strategy**

The following classifications associated with the town of Egg Harbor Comprehensive Plan best represent the community's character and are in the best interest of the town's future growth.

*Note:* All categories are not represented on the General Plan Design Map (Map 2.1); however, future development strategies for each are discussed in this chapter. The town's future land use classifications include:

- Residential
- Commercial
- Governmental/Institutional/Utilities
- Park/Recreation
- Rural/Agricultural
- Woodland/Wetland/Natural

Utilizing these classifications, this section details the suggested type and density of development for the town of Egg Harbor's 20-year planning period.

### **Residential**

The town of Egg Harbor will encourage areas of more compact residential development and future residential growth adjacent to existing residential lands. Directing development to more concentrated growth areas of the town should help to keep the fragmentation of agricultural and open space lands to a minimum.

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*Recommendations:*

1. **Existing residential areas are proposed to remain intact.** Residential development will continue throughout the 20-year planning period with the possibility of infill development and rehabilitation, or redevelopment of existing structures.
2. **Single family residences will be the primary development.**
3. **Lands adjacent to Green Bay below the bluff:** Infill development adjacent to Green Bay should be considered along with second tier development only where feasible. The practice of infilling assists in creating orderly and efficient development patterns. In addition, new infill and second tier development should co-exist well with existing structures in terms of scale and design.
4. **Residential developments along the Green Bay shoreline should maintain the visual and environmental integrity of the area.** Recommend that landowners consider conservation easements to protect portions of this area.
5. **Residential areas adjacent to the village of Egg Harbor** are considered areas of transition; they are currently rural in nature and could accommodate development as the village experiences growth.
6. **Cooperative planning activities with the village** are encouraged for these residential areas in an effort to achieve consistency and limit conflicts. A cooperative boundary agreement is encouraged in order to ensure each community's cooperation regarding future development and the provision of services. The town should work with the village to determine a density that fits the character and future development patterns of the communities.
7. **Future residential development shall be sensitive to natural features.** New residential development should be designed in a way that helps preserve environmentally sensitive areas (e.g., woodlands, wetlands, floodplains, steep slopes, etc.). This will help to maintain the town's rural atmosphere, the water resources and preserve the wildlife habitat.
8. **Preserve as much of the rural landscape and existing viewsheds as possible.** Encourage design techniques such as conservation/cluster subdivisions (Appendix G) that strike a creative balance between open space and development.

### **Commercial/Light Industrial**

The town of Egg Harbor has designated areas for a mixture of commercial and residential in the future, with the following strategy to direct development to more concentrated growth areas of the town to keep the fragmentation of agricultural and open space lands to a minimum.

*Recommendations:*

1. **Concentrate areas of business development.** If any new commercial uses are to be developed within the town of Egg Harbor, they are recommended to be in the community of Carlsville, and not dispersed throughout the town. Any other areas proposed within the town for business development should be reviewed to limit incompatibilities (e.g., noise, lighting, etc.).

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2. **If businesses plan to locate within the town of Egg Harbor, they shall 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. **Appearance of commercial and light industrial structures.** It is important for the town to control the design of business uses through architectural review. Areas filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers and can detract from the town's rural character. The town should review the designs and landscaping of future commercial establishments through building scale and appearance.
  4. **Commercial/light industrial signage should be controlled.** In order to control signs appearances, rather than allowing signs to control the town's appearance, the town may need to address signage regulations.
  5. **Home-based businesses are envisioned to remain.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. The town will need to ensure that the home occupational businesses do not outgrow their current location or become nuisances to adjoining property owners.
  6. **Ensure any past or present mining operations are properly closed and that negative impacts do not affect neighboring properties.** The town should work with Door County to monitor quarries for negative effects and work with surrounding towns, Door County and state agencies to ensure they are reclaimed to a natural setting.

Overall, as with any kind of development, when commercial/light industrial development is proposed within the town, the town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town should **not** encourage the development of commercial/industrial businesses that are not consistent with the scale of the town. More intensive commercial and industrial businesses should be directed to nearby communities that currently have adequate infrastructure and public services.

### **Governmental/Institutional/Utilities**

The town recognizes existing, or planned governmental/institutional facilities and utilities within and adjacent to the town.

Due to the town's rural nature, many of the governmental/institutional facilities and utilities are provided by, and located in other communities, thus are not mapped. The Town Hall and cemeteries located in the town are under this classification, but are not identified on the General Plan Design map.

#### *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 Door County to help provide future services as effectively and efficiently as reasonably possible.

This includes fire, police and emergency services, road maintenance, recycling services, disposal of solid waste, etc.

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2. **The town is encouraged to become actively involved with the Gibraltar and Sevastopol School Districts.** Become involved with the long-range plans of the districts 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 development in the rural portions of the town recommended for cluster type development, 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. **Homeowners should 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.

### **Recreation/Conservation Areas**

This category recognizes the importance of the recreational opportunities in the town and nearby recreational facilities in the village of Egg Harbor.

#### *Recommendations:*

1. **Be involved in updates to the Door County Comprehensive Outdoor Recreation Plan.** This includes any recommendation to the recreation facilities at any of the county facilities located in the town.
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 village of Egg Harbor, surrounding towns, Door County, etc. to promote connectivity of recreational uses such as trails.
3. **Recognize the conservation areas in the town,** while preserving other natural features and open space areas of the town in an effort to enhance the recreational opportunities found in the community.
4. **Work with Door County to develop a system of biking/walking paths throughout the town.**

### **Agricultural**

The purpose of this strategy is to encourage preservation of existing lands devoted to the growing of crops and the raising of livestock.

#### *Recommendations:*

1. **The town encourages the preservation of agricultural lands** and the farmer's right to farm in order to better serve the residents of the town. It is also intended to protect the agricultural atmosphere and rural character valued by the residents of the town of Egg harbor.

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2. **Residential and commercial development may be considered at low densities** as long as steps are taken to preserve natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved.
  3. **Any residence proposed for areas that are predominantly in agricultural use at the time of this plan shall demonstrate detailed site plans.** The proposal 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 to be analyzed by the town Plan Commission and town Board prior to making a decision.
    - physical measurements and topography,
    - geology, hydrology and vegetation,
    - structure, utility and roadway locations and dimensions,
    - effects on neighboring properties,
    - economic impacts,
    - natural resource impacts,
    - necessary permits from other agencies, etc.

Various criteria are found in this comprehensive plan to assist with much of the decision making process.

4. **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 (Appendix G) to help protect the surrounding productive farmlands within the town.
5. **Encourage natural buffers for development.** Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
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 a significant adverse impact on the quality of surface water and groundwater unless properly managed.
7. **Address the issue of large-scale farming operations.** It is recommended that the town, along with UW-Extension, Door County, and other professional agencies develop a program to discuss large-scale farming issues including the economic, environmental and community character impacts that these farms may have on an the area.

### **Woodlands**

The Woodlands classification is intended to achieve the goal of encouraging the preservation of woodlands within the town of Egg Harbor.

#### *Recommendations:*

1. **Maintain the town's wooded areas and promote efforts to prevent fragmentation.** Rarely should woodlands be developed with great densities. Lands adjacent to woodlands may be developed by utilizing unique development options such as conservation subdivision designs (Appendix G) or clustering. Efforts to prevent fragmentation will allow the town to enjoy contiguous woodlands and maintain wildlife habitat and migration patterns.

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2. **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.

### **Transportation**

The existing town and county road network and State Highway 42 are included in this classification in addition to recommendations for safety and improved traffic movement in the town.

#### *Recommendations:*

1. **The function of State Highway 42** is to move traffic at relatively high speeds between communities and regions and, therefore, development with direct access to the highway should be limited. Cluster developments and shared driveways should be encouraged adjacent to this highway.
2. **Require Area Development Plans.** If any new subdivisions are proposed within the town, the Egg Harbor 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.
3. **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.

The town is encouraged to work with the village of Egg Harbor and surrounding communities to advocate consistency between the various Official Maps.

4. **Future development should maintain the town's rural character along State Highway 42.** Development along the highway should apply landscaping/buffers that would help to preserve the town's rural views.
5. **Ensure a cost effective road system management plan.** Continue to utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.

### **Wetlands/Steep Slope/Niagara Escarpment**

The preservation and protection of sensitive natural areas within the town of Egg Harbor will become increasingly important as population and development pressures increase. Many 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.

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*Recommendations:*

1. **Sensitive natural areas within the town should remain in their natural state** or be minimally modified for possible recreational uses. These areas include: the Niagara Escarpment, 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 75-foot buffer, and steep slopes of 12 percent or greater. These elements provide limitations to development and are generally regulated by federal, state, or county government. Together, these elements represent the portions of the town that are most sensitive to development.
2. **Using these environmental features as a guide** when reviewing proposed development 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.
3. **Direct development away from environmental features 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 rural nature of the town.
4. **Maintain wildlife corridors.** Development near the various environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.
5. **Assist in efforts to improve the quality of beaches.** Cooperate with government agencies, surrounding communities, etc. to promote efforts to remedy beach closings.

**B. 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 Egg Harbor identified lands located adjacent to the village of Egg Harbor 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 Egg Harbor 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.

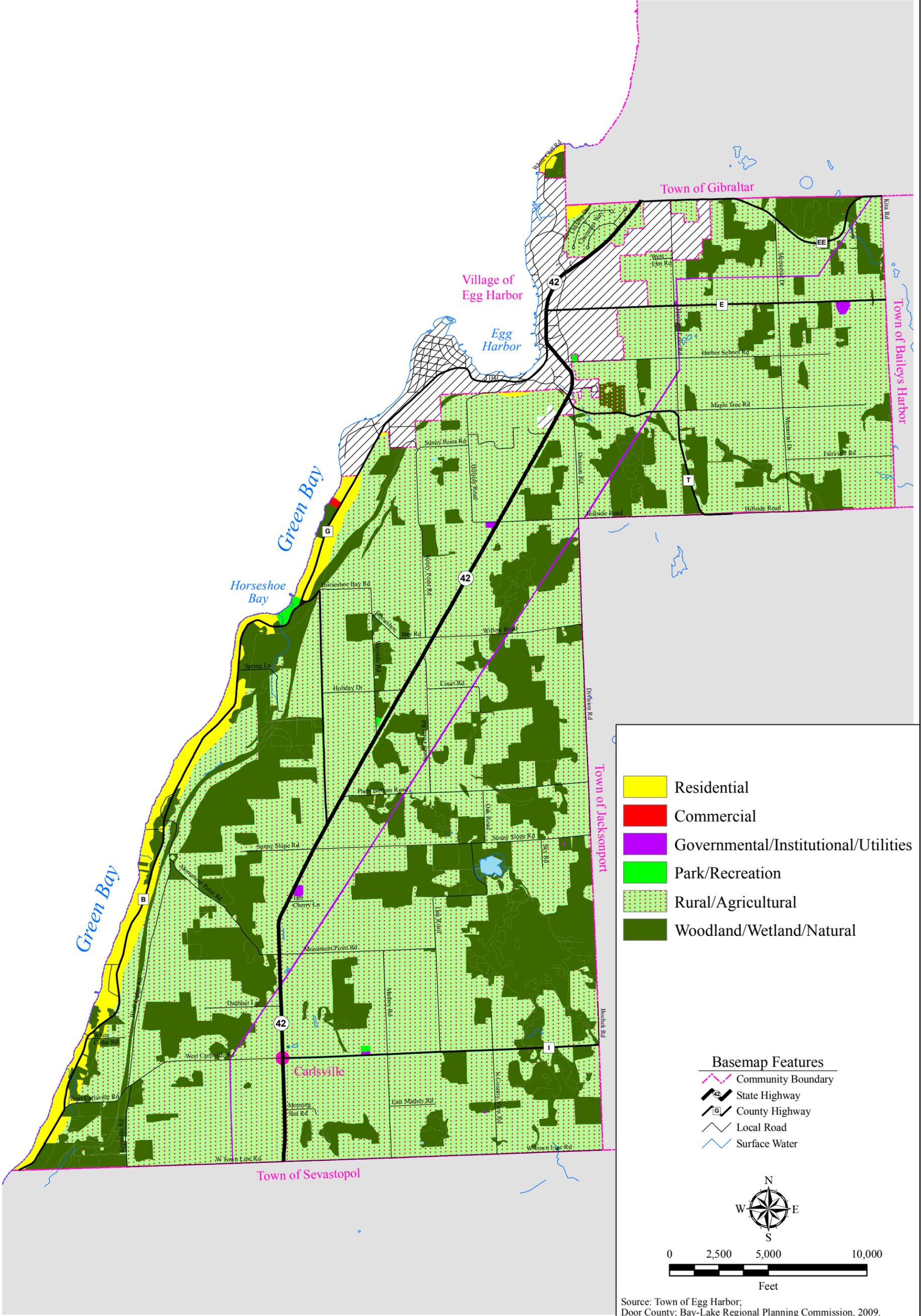
# 20-Year General Plan Design

## Town of Egg Harbor Door County, Wisconsin

Town of Egg Harbor

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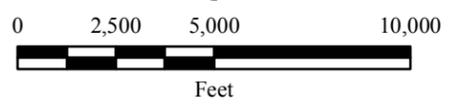
20-Year Comprehensive Plan



- Residential
- Commercial
- Governmental/Institutional/Utilities
- Park/Recreation
- Rural/Agricultural
- Woodland/Wetland/Natural

### Basemap Features

- Community Boundary
- State Highway
- County Highway
- Local Road
- Surface Water



Source: Town of Egg Harbor; Door County; Bay-Lake Regional Planning Commission, 2009.

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## **CHAPTER 3: IMPLEMENTATION**

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### **WHAT IS IN THIS CHAPTER**

- I. Introduction
- II. Responsibilities of Local Officials
  - A. Role of the Town Plan Commission
  - B. Role of Elected Officials
- III. Implementation and Land Use Control Recommendations
  - A. Official Map
  - B. Floodplain Ordinance
  - C. Shoreland/Wetland Ordinance
  - D. Subdivision Ordinance
  - E. Sign Ordinance
  - F. Building and Housing Codes
  - G. Other Ordinances
- IV. Comprehensive Plan Internal Consistency
- V. Process for Updating Plan
  - A. Plan Review Timeline
- VI. Implementation Work Plan

### **I. INTRODUCTION**

This section provides information and outlines a number of steps and activities necessary to implement the intent and vision of the town's comprehensive plan. Also, included is detailed information on various statutory powers which the town may use to amend and update the town's comprehensive plan in order to achieve the goals describe in the plan.

### **II. RESPONSIBILITIES OF LOCAL OFFICIALS**

#### **A. Role of the Town Plan Commission**

The Wisconsin Statute 66.1001 (3) stipulates that certain land use controls for the town of Egg Harbor must be consistent with their adopted comprehensive plans. One of the Plan Commission's primary responsibilities is to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan. When reviewing any petition or when amending any land controls within the town, the comprehensive plan shall be reviewed and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision is one that needs to be made which is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

The Plan Commission will need to ensure that the comprehensive plan is updated at least once every ten years per s 66.1001 (2)(i). Members of the Plan Commission need to become very familiar with the plan's maps and text as well as its stated vision statement, goals, policies, and programs. An annual review of the vision statement, goals objectives and policies is recommended to keep them current.

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## **B. Role of Elected Officials**

The elected officials must make their decisions from the standpoint of overall community impact - tempered by site specific factors. In this task they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

The comprehensive plan will provide much of the factual information elected officials need in making a decision, therefore, even though the prime responsibility of implementing and updating the comprehensive plan falls on the shoulders of the respective Plan Commissions, elected officials alike should become familiar with this important community plan and assert that community support and resources are maintained to ensure the comprehensive plan stays current and viable.

## **III. IMPLEMENTATION AND LAND USE CONTROL RECOMMENDATIONS**

### **A. Official Map**

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

The official map serves several important functions:

1. It helps assure that when the town acquires lands for roads streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

The town may wish to establish an official map that is consistent with the comprehensive plan to assure new roads provide connectivity and that recreation areas are identified for future development.

A recommended technique for consistency with road alignments is to require area development plans prior to the approval of certified survey maps or subdivision plats. The town would need to work with the village of Egg Harbor because the village has a right to exercise extra-territorial plat review over the town within 1.5 miles of the village border. The town will maintain full discretion in the design and approval of any area development plans and if approved, the plans would be incorporated as part of the official map for the specified area. Thus, developers would be required to assure the community that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land originally proposed to be platted. This would help avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

### **B. Floodplain Ordinance**

The Door County Floodplain Zoning ordinance is contained in Chapter 15.02 of the Door County Code of Ordinances and covers the Town of Egg Harbor. The general purpose of the

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ordinance is to regulate development in the flood hazard areas to protect life, health and property. The regulations limit development within identified areas. As the extent of the floodplain within the town is very limited, it will be important to ensure the accuracy of the floodplain boundaries in specific areas. If the boundaries need to be adjusted, the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the Wisconsin Department of Natural Resources (WDNR) Bureau of Watershed Management and the Federal Emergency Management Administration (FEMA) for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **C. Shoreland/Wetland Ordinance**

The *Door County Shoreland-Wetland Zoning Ordinance* covers the near shore areas of the town of Egg Harbor. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99, 87.30, and 144.26. The ordinance recognizes that the uncontrolled use of shorelands and pollution of navigable waters of Door County would adversely affect the public health, safety, convenience and general welfare and would impair the tax base. The ordinance states that the legislature of Wisconsin has delegated the responsibilities to the counties to further the maintenance of safe and healthful conditions; to prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

The ordinance regulates all lands within unincorporated areas of the county that are:

1. Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages,
2. Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain which ever is greater.

Under the ordinance, the county reviews all land divisions of existing tax parcels in the shoreland area, pursuant to s.236.45, Wis. Stats. Under the ordinance, the county may require the installation of streets and utility improvements, the dedication of land for public streets, public use, and public access to the navigable lakes or streams. The ordinance further regulates the dimension of building sites, setbacks from water and highways, the minimum square footage of living space, removal of shore cover, filling, grading, lagooning, dredging, ditching, and excavating.

### **D. Subdivision Ordinance**

The town adopted a Subdivisions, Condominiums, and Land Division ordinance on March 14, 1995, last revised in September 2007 that regulates the creation of new lots and design standards. This ordinance is contained within Chapter 7 of the *Town of Egg Harbor Code of Ordinances*.

The ordinance defines a subdivision *as a division of a lot, parcel or tract of land by the owner thereof or the owner's agent for the purpose of sale or building development where: 1. The act of subdivision creates five or more parcels or building sites of 1-1/2 acres each; or 2. Five or more parcels or building sites of 1-1/2 acres are created by successive division within a period of five*

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years. The ordinance further regulates the dimension of building sites, setbacks from water and highways, the minimum square footage of living space, removal of shore cover, filling, grading, lagooning, dredging, ditching, and excavating.

### **E. Sign Ordinance**

The town may review and revise its sign regulations contained within Chapter 6 of the *Code of Ordinances*, as needed, in order to preserve and maintain the aesthetic qualities and character of its transportation corridors and consider the adoption of stricter sign controls in order to preserve the aesthetics and character of its community.

### **F. Building and Housing Codes**

Chapter 3 of the town's *Code of Ordinances* contains its *Building Code and Architectural Review Code*. The town has used its architectural review code in conjunction with its subdivision ordinance to help maintain the character of the community.

### **G. Other Ordinances**

Other tools to implement the Comprehensive Plan may include the development/support of additional town controls or Door County regulations such as:

- Erosion and Storm Water Control Ordinance
- Historical Preservation Ordinance

## **IV. COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing the community survey and nominal group session as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

## **V. PROCESS FOR UPDATING PLAN**

As directed by §66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following §66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

## A. Plan Review Timeline

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

Source: Bay-Lake Regional Planning Commission, 2008.

## **VI. IMPLEMENTATION WORK PLAN**

The goals established in this schedule will be implemented over a 20-year planning period beginning in 2009 and running through the year 2030. They represent priorities for land use management for the town of Egg Harbor. The objectives provide more detailed and readily measurable steps toward reaching each goal.

The following implementation schedule has been developed to implement the comprehensive plan goals, objectives and policies. The plan outlines the responsible entity(ies) for each policy, cooperating agencies and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis. The work plan activities listed in the following tables represents both ongoing and individual initiatives.

<b><i>GOAL: The Town of Egg Harbor 20-Year Comprehensive Plan will provide guidance to local officials when making land use decisions that reflect the town's vision.</i></b>				
<b><i>1. Utilize this 20-year comprehensive plan to best reflect the interests of all the town's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.</i></b>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
This 20-year comprehensive plan will be consulted by the Town Plan Commission, Town Board and other units of government before making any decision regarding land use and land use policies.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.	<i>Plan Commission/Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Present the adopted 20-year comprehensive plan to neighboring municipalities and Door County.	<i>Town Board</i>			<i>2009</i>
Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.	<i>Town Board/Plan Commission</i>			<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>2. The Town Board and Town Plan Commission review and update the town's comprehensive plan on a regular basis as needed.</i>				
Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.	<i>Plan Commission</i>	<i>Town Board</i>	<i>WDNR, WCMP</i>	<i>Every 5 years</i>
Review existing town and Door County ordinances as they relate to the implementation of this plan.	<i>Plan Commission</i>	<i>Door County</i>		<i>On-Going</i>
Hold Town Plan Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions as necessary.	<i>Plan Commission</i>			<i>Once per year</i>
Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.	<i>Plan Commission</i>			<i>On-Going</i>

### **NATURAL RESOURCES**

***GOAL: To provide a safe, clean and healthy natural environment in an orderly fashion for the residents of the Town of Egg Harbor that preserves, protects, and enhances the natural resources and features.***

*1. Work to identify and maintain the features of the town that help sustain a safe, clean and healthy natural environment.*

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Use the town's General Plan Design Map as a guide to try to protect the town's landscape features including but not limited to wetlands, flood plains, streams (perennial and intermittent) woodlands, farms, open space, park lands, escarpment, and shoreline.	<i>Plan Commission</i>	<i>WDNR, Door County</i>		<i>On-Going</i>
Encourage careful plan development in all areas throughout the town.	<i>Plan Commission</i>	<i>Door County Zoning</i>		<i>On-Going</i>
Encourage sound management of all environmentally vulnerable areas.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the preservation of environmental corridors as identified by the Bay-Lake Regional Planning Commission.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing development.	<i>Plan Commission</i>			<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Encourage the development of energy alternatives with the goal of being independent of fossil fuels.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Discourage artificial light pollution while preserving the safety of the residents of the town.	<i>Plan Commission</i>			<i>On-Going</i>
<i>2. Encourage the protection of all water resources of the town (Green Bay water and shoreline, surface and ground).</i>				
Encourage the protection of Green Bay water from contamination from all sources (non-point and point sources, bird and other animal waste, contaminated ground water, unsanitary waste systems).	<i>Plan Commission</i>	<i>Door County Soil &amp; Water, WCMP, WDNR</i>	<i>WCMP, WDNR</i>	<i>On-Going</i>
Encourage the preservation and restoration of surface water quality.	<i>Plan Commission</i>	<i>Door County Soil &amp; Water, WCMP, WDNR</i>	<i>WCMP, WDNR</i>	<i>On-Going</i>
Work cooperatively with surrounding towns and municipalities to protect ground and surface water resources where practical.	<i>Plan Commission</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Seek to identify and preserve groundwater recharge sites.	<i>Plan Commission</i>	<i>Door County, WDNR</i>	<i>WDNR, USEPA</i>	<i>By 2025</i>
Encourage the use of sound agricultural and soil conservation methods that minimize groundwater and surface water contamination.	<i>Plan Commission</i>	<i>Door County Soil &amp; Water</i>		<i>On-Going</i>
Encourage techniques for erosion control (buffer strips, easements, land use control and flood controls).	<i>Plan Commission</i>	<i>Door County Soil &amp; Water</i>		<i>On-Going</i>
<i>3. Actively support present and future industrial sites that do not adversely affect surrounding land use and ground or surface water quality and quantity.</i>				
Discourage all industry in areas where scenic views or landscape features as identified in Objective 1 would be compromised.	<i>Plan Commission</i>	<i>Door County</i>		<i>On-Going</i>
Recommend standards for industrial development to regulate negative impact of noise, air quality and congestion.	<i>Plan Commission</i>	<i>Door County</i>		<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>4. Encourage public participation in the overall Environmental Goal of the town.</i>				
Encourage the preparation and publishing of a report on a regular basis about the status of the town's environment with respect to changes and conditions of town's (1) shoreline; (2) farmland; (3), woodlands; (4) surface and groundwater; (5) commercial and industrial development; (6) new housing; (7) wildlife; (8) damage to the environment from fire, storms, and accidents; (9) invasive species status and control, (10) air quality, (11) energy independence, (12) Niagara Escarpment.	<i>Plan Commission</i>	<i>Town Board</i>		<i>Every 5 years after plan adoption</i>
Review and update the Town's information site as needed to receive suggestions, complaints, and questions.	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>
Seek to establish and maintain communication with other communities to work cooperatively on joint environmental concerns.	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>

### **AGRICULTURAL RESOURCES**

***GOAL: To maintain the rural character of the Town by protecting and promoting the conservation of farmland, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.***

*1. Encourage the maintenance of large contiguous areas of prime agricultural lands and open spaces to preserve the Town's rural atmosphere.*

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Review guidelines that protect agricultural operations and rural character.	<i>Plan Commission</i>			<i>On-Going</i>
Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage Nutrient Management Planning, Land Buffer Programs, etc	<i>Plan Commission</i>			<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>2. Minimize the potential for conflicts between rural landowners.</i>				
Advocate cooperative agreements with neighboring communities on all land development types within the planning area.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.	<i>Plan Commission</i>			<i>On-Going</i>
<i>3. Encourage the long term sustainability of farming within the Town</i>				
Work with land trusts to establish conservation easements	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the return of young workers to farming by working with other agencies on educational programs	<i>Plan Commission</i>			<i>On-Going</i>
Encourage development of specialty farming	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the use of conservation-based development approaches	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the reduction in the use/impact of fertilizers, herbicides and pesticides	<i>Plan Commission</i>			<i>On-Going</i>

### **HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES**

***GOAL: To preserve the historic, archeological and cultural documents, artifacts and locations for the future residents.***

*1. Advocate for the preservation of buildings*

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Encourage the preservation of rural features.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage maintenance of the rural character.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage new construction; remodeling and landscaping to maintain the rural nature.	<i>Plan Commission</i>			<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>2. Consider maintaining or cataloging copies or originals of documents, artifacts and information on sites of interest.</i>				
Support the creation of a Historical and Cultural Committee to compile, document and preserve items of significant value to the town.	<i>Town Board</i>			<i>10 years</i>
Promote awareness among the residents and non-residents of the town's Historical and Cultural Committee.	<i>Historical and Cultural Committee</i>	<i>Town Board</i>		<i>Once established</i>
Seek a location within the town to store this material if possible and practical.	<i>Historical and Cultural Committee</i>	<i>Town Board</i>		<i>Once established</i>

### **HOUSING**

<b><i>GOAL: To provide for a variety of quality housing opportunities for all segments of the Town's current and future population</i></b>				
<i>1. Work to develop policies and programs which will allow a range of housing choices to meet the requirements of all income levels and of all age groups and persons with special needs.</i>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>
Advocate orderly development within the Town.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Encourage the Town Plan Commission to work with the state, county, and regional planning organizations to monitor local population characteristics and trends to stay informed of changing demographics and characteristics within the Town	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>
Work with Door County to apply for grants and become involved in programs that help to identify and address the Town housing needs.	<i>Plan Commission</i>	<i>Town Board, Door County</i>		<i>On-Going</i>
<i>2. Plan for new development in a manner that does not negatively impact the environment.</i>				
Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural and unique areas. New development should avoid environmentally sensitive areas.	<i>Plan Commission</i>			<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Encourage new development to minimize the visual impact on the viewsheds from public rights-of-way.	<i>Plan Commission</i>			<i>On-Going</i>
Use adequate building codes and ordinances to regulate the construction of new homes.	<i>Plan Commission</i>			<i>On-Going</i>
Work with neighboring communities to establish innovative development guidelines for future consideration within the Town.	<i>Plan Commission</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>5-10 years</i>
<i>3. Advocate for all growth and development to occur in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both current and future residents.</i>				
Utilize the General Plan Design Map as an illustration of the Town's overall development policy to minimize the impact of housing on the environment.	<i>Plan Commission</i>			<i>On-Going</i>
Work with neighboring towns and villages to create boundary agreements, if possible.	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>

### **ECONOMIC DEVELOPMENT**

<b><i>GOAL: To maintain or improve the town's high per capita income and resulting year round employment</i></b>				
<i>1. Encourage opportunities for creative business ventures that maximize productive use of available land resources.</i>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Continue policy of unrestricted land use.	<i>Plan Commission</i>			<i>On-Going</i>
Continue existing minimum lot size without restriction for home-based business ventures on a minimum sized lot.	<i>Plan Commission</i>			<i>On-Going</i>
<i>2. Community the town's economic development strategy to adjacent municipalities, libraries, county government and state agencies.</i>				
<i>3. Encourage development of renewable energy resources including solar, wind and bio-fuels both to protect our environment and generate employment for residents.</i>				
<i>4. Encourage bio-fuel agricultural development projects as a means to maintain rural employment and the rural character of the community.</i>				
<i>5. Encourage local production of products needed for tourism consumption including fruits &amp; vegetables, meats, prepared food products, alternative fuel filling stations and any other products or services likely to be purchased by tourists.</i>				
<i>6. Continue to review new development on their own merits in order to take advantage of unanticipated opportunities that emerge.</i>				

7. Explore ways to fund the infrastructure needed to support entrepreneurial development within the town. Infrastructure needs include:

- ◇ High speed Internet
- ◇ Sewer and water technology suitable for low density development
- ◇ Renewable and sustainable energy resource development
- ◇ Road development and maintenance suited to the business needs of the community

## **TRANSPORTATION**

**GOAL: To establish a safe and efficient transportation system for motor vehicles**

1. Seek to maintain State Highway 42 as a scenic rural high speed highway by minimizing entry and egress, improving traffic flow at intersections and avoiding development that detracts from the rural ambiance of the highway.

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Wherever possible require that access to property on State Highway 42 be through a side road.	<i>Plan Commission</i>			<i>On-Going</i>
Encourage the widest possible spacing of driveways on highway frontage.	<i>Plan Commission</i>			<i>On-Going</i>
Improve intersections to provide for maximum safety without speed reduction whenever possible.	<i>WisDOT</i>			<i>On-Going</i>
Encourage state purchase of property at intersections that might pose congestion problems in the future.	<i>Town Board</i>	<i>WisDOT</i>		<i>On-Going</i>
2. Encourage development of a town wide network of hiking/biking/cross-country ski trails using easements and town and county road widening.				
Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.	<i>Plan Commission</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol, Door County</i>		<i>On-Going</i>
Discuss any future trailway development with residents as well as affected property owners.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
3. Support the creation of a single highway speed throughway through the peninsula to allow free movement of traffic to destinations and reduce congestion in our tourism communities.				

## UTILITIES/COMMUNITY FACILITIES

<b>GOAL: To balance the town's growth with the cost of providing public services and facilities.</b>				
<b>1. Advocate quality community facilities and public services that are well maintained, efficient and cost-effective for residents.</b>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available..	<i>Plan Commission</i>	<i>Door County Zoning Office, WDNR</i>		<i>On-Going</i>
Advocate protection and preservation of the town's historic sites, cemeteries and other public town facilities to maintain the community identity.	<i>Town Board</i>	<i>Plan Commission</i>		<i>On-Going</i>
Continue to coordinate, consolidate and share governmental facilities and services where possible.	<i>Town Board</i>			<i>On-Going</i>
Continue the concept of "mutual aid agreements" for public services where possible.	<i>Town Board</i>			<i>On-Going</i>
Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.	<i>Town Board</i>			<i>On-Going</i>
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	<i>Town Board</i>			<i>On-Going</i>
Promote energy conservation measures.	<i>Town Board</i>			<i>On-Going</i>
Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.	<i>Town Board</i>			<i>On-Going</i>
Consider developing/revising controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Promote cooperation and communication with the Sevastopol and Gibraltar Area School Districts; along with the Northeast Wisconsin Technical College, to collectively support quality educational opportunities.	<i>Town Board</i>	<i>Sevastopol and Gibraltar Area School Districts; Northeast Wisconsin Technical College</i>		<i>On-Going</i>
Work with adjacent communities, Door County, school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol, Door County</i>		<i>On-Going</i>

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>2. Consider environmental and resource sustainability opportunities when making land use decisions.</i>				
Consider the possible impacts to the groundwater sources when evaluating future developments.	<i>Plan Commission</i>			<i>On-Going</i>
Promote the use of shared on-site wastewater treatment systems where appropriate	<i>Plan Commission</i>			<i>On-Going</i>
Explore renewable energy options where feasible.	<i>Town Board</i>			<i>On-Going</i>

### **PARKS AND RECREATION**

<b><i>GOAL: To continue to promote the variety of park and recreational activities within the town.</i></b>				
<i>1. Advocate safe parks and recreational sites that provide a variety of activities for all town residents.</i>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Cooperate with Door County on the maintenance and enhancements to the various county park facilities located within the town.	<i>Town Board</i>			<i>On-Going</i>
Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town's recreational systems.	<i>Town Board</i>	<i>WDNR, BLRPC</i>		<i>On-Going</i>
Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.	<i>Plan Commission</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol, Door County</i>		<i>On-Going</i>
Discuss any future trailway development with residents as well as affected property owners.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>
Promote the various conservation areas found within the town as recreational opportunities.	<i>Town Board</i>			<i>On-Going</i>
Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	<i>Plan Commission</i>	<i>Town Board</i>		<i>On-Going</i>

## INTERGOVERNMENTAL COOPERATION

<b><i>GOAL: To coordinate with adjacent communities, Door County and other interested groups/agencies on planning projects</i></b>				
<b><i>1. Promote cooperation between the town of Egg Harbor and any other municipality or government entity that makes decisions impacting the town and surrounding area.</i></b>				
<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts whenever possible.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Encourage regular meetings with Door County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.	<i>Town Board</i>	<i>Plan Commission, Door County, BLRPC</i>		<i>On-Going</i>
Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol, Door County, WDNR</i>		<i>On-Going</i>
Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Continue the concept of “mutual aid agreements” for public services whenever possible.	<i>Town Board</i>	<i>Village of Egg Harbor, Towns of Baileys Harbor, Gibraltar, Jacksonport and Sevastopol</i>		<i>On-Going</i>
Promote cooperation and communication with the Gibraltar and Sevastopol School Districts to collectively support quality educational opportunities.	<i>Town Board</i>	<i>Sevastopol and Gibraltar Area School Districts</i>		<i>On-Going</i>
Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.	<i>Town Board</i>	<i>Wisconsin Towns Association</i>		<i>On-Going</i>

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## **CHAPTER 4: INVENTORY AND TRENDS**

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### **WHAT IS IN THIS CHAPTER**

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

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

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

### **I. RESOURCE SUMMARIES**

#### **A. Agricultural, Natural, & Cultural Resources**

The Agricultural, Natural, & Cultural Resources Chapter 5 provides an inventory of the geology, soils, water resources, woodlands, etc. found within the town of Egg Harbor and surrounding area.

#### **Natural Resources Summary**

- The geology of the town consists of Niagara Dolomite bedrock which is covered with glacial drift consisting primarily of clay interbedded with other loam (i.e., sand and silt) deposits. Sediments in the form of an outwash plain, consisting of sand and gravel, are found adjacent to Green Bay.
- The topography of the area is nearly level to rolling above and to the east of the Niagara Escarpment, a sharp drop at the escarpment and level from the foot of the escarpment to the bay.
- The *Soil Survey of Door County, Wisconsin*, is utilized to provide details of all soils in the county, specifying information on the suitability and limitations of soils for private on-site wastewater treatment systems, basements, sand and gravel extraction, and other natural resource and engineering uses.
- The protection of ground and surface water resources from the potential impacts of new developments and other land activities is encouraged through best management practices such as erosion controls, preservation of wetlands and vegetative cover, contour farming, wellhead protection planning, etc.

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- The town’s surface water features, floodplains, shorelands and 1,198 acres of wetlands, provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and recreational opportunities.
  - The 6,375 acres of woodlands within the town maintain watershed cover, help reduce soil erosion and provide wildlife habitat for some of the rare, threatened, and endangered species that are found within area.

### **Agricultural Summary**

- The two classes of prime agricultural soils (i.e. prime farmland and prime farmland only where drained) covering the town of Egg Harbor.
- In 2002, Door County had 152 dairy farms. The town of Egg Harbor accounted for 11 of these dairy farms.
- In the town of Egg Harbor, nine percent of the town’s population lives on a farm.
- From 1997 to 2002, the town experienced a decline in the total number of farms along with harvested croplands.
- The production, sales, and processing of Door County’s farm products generate employment, economic activity, income and tax revenue. In 2000, agriculture in Door County accounted for nearly \$189 million, or 14 percent of the county’s total economic activity.

### **Cultural Summary**

- The town of Egg Harbor has a number of structures of historic significance. These sites date back to the mid 1800s up to the early 1900s and consist of various houses and barns.

### **B. Demographics**

The Population and Housing demographics in Chapter 6 of this plan provide an inventory of the town, detailing population and housing trends and projections.

### **Population Summary**

- The town of Egg Harbor experienced a 17 percent increase in population between the years of 1900 and 1910. The population then decrease in each decade through 1970 with the greatest percent decline occurring between 1960 and 1970. Since 1980, the town’s population has increased up to the 2000 census total of 1,194 people.
- The working age group (16+) accounted for 81 percent of the total population, while the school age group (5-17) accounted for just 17 percent of the population. The retirement age group (65+) accounted for 14 percent of the total population.
- According to Wisconsin Department of Administration (WDOA), the town’s population is projected to increase to 1,584 persons by 2025. A growth trend projection indicates a population of 1,917 by 2025, while a linear trend projection identifies a 2025 population of 1,612 and a “share of county” projection indicates a potential population of 1,504.

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## **Housing Summary**

- The town has experienced a 154 percent increase in housing units since 1970 (366 units to 931 units).
- According to the 2000 Census, the town of Egg Harbor had 492 occupied housing units, which accounts for just 53 percent of the housing in the town. The other 47 percent of housing in the town was vacant (439 units).
- The town contains 413 housing units that are used for seasonal, recreational, or occasional purposes. These units make up more than 44 percent of the town's total housing.
- Over 14 percent of the existing housing units in the town of Egg Harbor were built before 1940, while more than 24 percent of the existing housing units in the town were constructed between 1970 and 1979.
- In 2000, the majority of housing units in the town of Egg Harbor were valued between \$100,000 and \$149,999.
- Occupied housing unit projections indicate a potential increase of 208 to 817 new housing units in the town by 2030.

## **C. Economic Development**

Chapter 7 details the town of Egg Harbor and Door County's general economic characteristics including labor force and economic base.

### **Labor Force Summary**

- According to the 2000 Census, nearly 87 percent of town residents age 25 and over are high school graduates while more than 21 percent have a bachelor's degree or higher.
- The median household income for the town was \$43,098 in 1999 compared to \$38,812 for Door County as a whole and \$43,791 for the state.
- Most of the people in the workforce in the town were employed in the services sector, 29 percent. The manufacturing industry group was the second highest employment percentage in the town at 20 percent of the workforce.
- Of the 624 working residents in the town, 168 people (27 percent) lived and worked in the town of Egg Harbor. More than 73 percent of town residents were commuting to other communities for work with approximately 35 percent traveled to the nearby city of Sturgeon Bay for work.
- Door County's unemployment rate and the number of unemployed in 2000 was the lowest for the period 1990 to 2007 (3.9 percent), whereas the unemployment rate in 2003 was the highest during the same time period at 7.3 percent.

### **Economic Base Summary**

- In 1980, the manufacturing industry was Door County's top industry by providing over \$66 million towards the total income of all seven industry sectors. By 2000 the services industry had become the leading industry contributing \$148 million to Door County's economy. The

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services industry has grown by almost 400 percent followed by the construction industry (341 percent) in the last 20 years.

- According to the Wisconsin Department of Tourism’s 2007 Tourism Economic Impact Study travelers spent an estimated \$404 million in Door County in 2007.
- Door County boasts a variety of large employers from both the public and private sectors. The largest public sector employers include Door County, the School District of Sturgeon Bay and Southern Door Public School while the top private sector employers include the Manitowoc Marine Group, Door County Memorial Hospital and Hatco.
- In 2005, Accommodation and food services; Arts, entertainment, and recreation; Other services, except public administration; Manufacturing; Construction; Retail trade; and Real estate and rental and leasing were considered “export based”, meaning these areas produce more goods and services than the local economy can use. Conversely, Health care and social assistance; Information; Finance and insurance; Administrative and waste services; Professional and technical services; Wholesale trade; Educational services; and Management of companies and enterprises industries were not meeting local demand for given goods or services.

#### **D. Transportation**

Chapter 8 includes descriptions of the town’s transportation system including a detailed explanation of the town’s highway and road system; rail, waterborne and air service; bicycle transportation; pedestrian transportation; elderly and disabled transportation services; etc.

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

- There are more than 48 miles of local roads under the jurisdiction of the town, comprising approximately 70 percent of the total road mileage within the town. County Roads cover over 18 miles of road in the town.
- State Highway 42 is the main arterial highways located within the town of Egg Harbor, meaning it moves traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently.
- The Door County Senior Resource Center and Sunshine House provide specialized transportation services to the elderly and disabled.

#### **E. Utilities & Community Facilities**

Chapter 9 inventories of the location, use and capacity of the existing utilities and community facilities that serve the town of Egg Harbor.

- Being a rural community, town residents maintain individual wells and on-site wastewater treatment systems.
- Many of the town’s services are provided by the town of Egg Harbor which provides its own fire protection, private contractors (solid waste and recycling), Door County Emergency Services (EMS/ambulance, etc.), or Door County (police protection, road maintenance).
- The town of Egg Harbor is located within both the Sevastopol and Gibraltar School Districts.

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- Residents can make use of the Town Ball Field, Frank E. Murphy County Park and the ball park and playground in the village of Egg Harbor. Door County also boasts more state parks than any other county in the state.

#### **F. Intergovernmental Cooperation**

The town's relationship and cooperative efforts with its neighbors and other government entities is detailed in Chapter 10 of the document.

- The town has a good working relationship with most of the neighboring communities, Door County and Regional Planning Commission, and the school districts. Its relationship with the village of Egg Harbor can be strained at times.
- Urban vs. rural development conflict; annexations; need for more communication/cooperation; and protection of water resources are several existing or potential issues that require intergovernmental cooperation to adequately address.
- More open communication and joint meetings; more cooperative planning efforts; agreements between the village and adjacent towns regarding border developments are several potential conflict resolutions strategies that the town could implement.

#### **G. Land Use**

Chapter 11 of the plan inventories the town's current land uses along with existing land controls that may affect or restrict the use of land for specific purposes.

- Approximately 78 percent of the town's land is considered undeveloped. The vast majority of the undeveloped acreage consists of croplands or pastures, covering 51 percent of the town. Woodlands cover over 27 percent of the town.
- The developed portions of the town consisted primarily of single family residential structures, agricultural structures and the transportation network of the town.

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

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## **CHAPTER 5: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

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### **WHAT IS IN THIS CHAPTER**

This element of the comprehensive plan contains an inventory of the following information:

- I. Introduction
  - A. Statement of Purpose
- II. Natural Resources Strategy
- III. Natural Resources Inventory
  - A. Geology
  - B. Soils
  - C. Water Resources
  - D. Woodlands
  - E. Wildlife Habitat
  - F. Parks and Open Space
- IV. Agricultural Resources Strategy
- V. Agricultural Resources Inventory
  - A. Climate
  - B. Prime Agricultural Land
  - C. Farm Numbers and Types
  - D. Farm Household Demographics
  - E. Trends in Agriculture
  - F. Environmental Impacts of Agriculture
  - G. Economic Impacts of Agriculture
- VI. Air Quality Issues
- VII. Cultural Resources Strategy
- VIII. Cultural Resources Inventory
  - A. Historic Sites
  - B. Cultural Resources
  - C. Community Design

### **I. INTRODUCTION**

This section provides an inventory of the existing natural, agricultural and cultural resource features within the town of Egg Harbor planning area. The inventory provides an understanding of the physical characteristics of the planning area as these features make-up major determinants of future development options. To understand where these resources are located and how they relate to one another is important to help limit unnecessary public expenditures and to minimize the negative impacts to these valued environmental/cultural resources.

The town of Egg Harbor is located in the north central portion of the Door County Peninsula along the bay of Green Bay. The unincorporated community of Carlsville lies in the southern part of the town while much of the village of Egg Harbor is surrounded by the northern portion of the town. State Highway 42 provides access to the town of Egg Harbor from the city of Sturgeon Bay which is located approximately six miles south.

Historically, the town has derived much of its revenue from farming, fishing, and tourism. Presently, the town serves as an important recreational and residential center for northern Door County.

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### **A. Statement of Purpose**

This section is intended to provide an inventory of the natural, agricultural, and cultural resource features which may affect development within the town of Egg Harbor. An understanding of these features is needed before decisions about future development can be made by the town.

## **II. NATURAL RESOURCES STRATEGY**

**GOAL:** To provide a safe, clean and healthy natural environment in an orderly fashion for the residents of the Town of Egg Harbor that preserves, protects, and enhances the natural resources and features.

**Objective 1.** Work to identify and maintain the features of the town that help sustain a safe, clean and healthy natural environment.

***Policies:***

1. Use the town's General Plan Design Map as a guide to try to protect the town's landscape features including but not limited to wetlands, flood plains, streams (perennial and intermittent) woodlands, farms, open space, park lands, escarpment, and shoreline.
2. Encourage careful plan development in all areas throughout the town.
3. Encourage sound management of all environmentally vulnerable areas.
4. Encourage the preservation of environmental corridors as identified by the Bay-Lake Regional Planning Commission.
5. Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing development.
6. Encourage the development of energy alternatives with the goal of being independent of fossil fuels.
7. Discourage artificial light pollution while preserving the safety of the residents of the town.

**Objective 2.** Encourage the protection of all water resources of the town (Green Bay water and shoreline, surface and ground).

***Policies:***

1. Encourage the protection of Green Bay water from contamination from all sources (non-point and point sources, bird and other animal waste, contaminated ground water, unsanitary waste systems).
2. Encourage the preservation and restoration of surface water quality.
3. Work cooperatively with surrounding towns and municipalities to protect ground and surface water resources where practical.
4. Seek to identify and preserve groundwater recharge sites.
5. Encourage the use of sound agricultural and soil conservation methods that minimize groundwater and surface water contamination.

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6. Encourage techniques for erosion control (buffer strips, easements, land use control and flood controls).

**Objective 3:** Actively support present and future industrial sites that do not adversely affect surrounding land use and ground or surface water quality and quantity.

***Policies:***

1. Discourage all industry in areas where scenic views or landscape features as identified in Objective 1 would be compromised.
2. Recommend standards for industrial development to regulate negative impact of noise, air quality and congestion.

**Objective 4:** Encourage public participation in the overall Environmental Goal of the town.

***Policies:***

1. Encourage the preparation and publishing of a report on a regular basis about the status of the town's environment with respect to changes and conditions of town's (1) shoreline; (2) farmland; (3), woodlands; (4) surface and groundwater; (5) commercial and industrial development; (6) new housing; (7) wildlife; (8) damage to the environment from fire, storms, and accidents; (9) invasive species status and control, (10) air quality, (11) energy independence, (12) Niagara Escarpment.
2. Review and update the Town's information site as needed to receive suggestions, complaints, and questions.
3. Seek to establish and maintain communication with other communities to work cooperatively on joint environmental concerns.

### **III. NATURAL RESOURCES INVENTORY**

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. The following text describe the types and locations these many resources and discusses their importance when planning for future growth of the town/village planning area.

The Egg Harbor town planning area contains a variety of natural resources. The natural resource base of the planning area is the primary determinant of its development potential and ability to provide a pleasant and habitable environment. The principal elements of the natural resource base are climate, topography, geology, soils, and natural areas, including woodlands, wetlands, and water resources. Knowledge and recognition of these elements and their interrelationships is essential so that human use and alteration of the natural environment does not advance at the risk of excessive costs in terms of major public expenditures and the destruction of nonrenewable or slowly renewable resources.

#### **A. Geology**

Two different types of geologic settings, Quaternary geology and bedrock geology, characterize the town of Egg Harbor. Quaternary geology refers primarily to the effects that continental glaciation has had on the region and to a lesser extent the surface effects of more recent erosion

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and deposition. Bedrock geology refers to the solid rock layers that lie beneath Quaternary sediments.

### **Bedrock Geology**

The bedrock units, which underlie the Egg Harbor planning area, range in age from Precambrian at depth to Silurian at the surface. The oldest are impermeable crystalline rock of Precambrian age at depths that average more than 1,500 feet below the land surface. These are overlain by consolidated sedimentary rocks of Cambrian, Ordovician, and Silurian ages. These sedimentary rocks are solidified marine sediments that dip to the southeast towards the center of Michigan at approximately 45 feet per mile.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in the town and is exposed in outcroppings throughout the planning area but primarily along the bluffs near the waters of Green Bay. This dolomite reaches in thickness up to 580 feet.

Rocks underlying the Niagara dolomite are not visible in the town. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.



The Silurian or "Niagara" dolomite is perhaps the most notable and influential bedrock unit within the planning area. The rock dips gently to the southeast and is best exposed along the northern shore of Green Bay as a 60 to 90 foot cliff in the town. This cliff is known as the "Niagara Escarpment". The Niagara dolomite in Door County has been subjected to considerable groundwater activity as evidenced by the presence of sinkholes, enlarged joint openings with azimuthal trends of 72 and 155 degrees, cave systems, and other solution features. Glacial sediments, however, obscure the Niagara dolomite in most of the inland areas of the town. Though the dolomite is close to the surface in many areas of the town, agricultural practices are extensive throughout the eastern portion of the town, east of Highway 42. The Silurian dolomite is also the primary source of groundwater for the planning area.

The Niagara Escarpment is part of a geologic feature made up of Niagara dolomite forming a cup under Lake Michigan, and Lake Huron. The Niagara Escarpment is the exposed edge of the northern portion of this geologic feature. It should also be noted that while the Niagara Escarpment is a geologic feature, it is not a fault.

These rocks all dip a few degrees toward the Lower Peninsula of Michigan, with an upturned edge, or *cuesta*, on the opposite side. In geological terms, a *cuesta* or escarpment is a ridge composed of gently tipped rock strata with a long, gradual slope on one side and a relatively steep scarp or cliff on the other. Here, the resistant Silurian dolomite was undercut by the more rapid erosion of underlying soft Ordovician shale, forming a steeper cliff face on this side.

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## **Glacial (Pleistocene) Geology**

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing this material in lowlands created by pre-glacial erosion. Three types of Quaternary deposits are recognized within the planning area. These include till, glaciofluvial sediments, shoreline deposits and organic deposits forming (Map 5.1).

Till or unstratified drift is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice. The till that covers the bedrock within the planning area is a coarse-grained, yellowish-brown to buff color, dolomite-rich till and is known as the Liberty Grove member of the Horicon Formation (Mickelson and others, 1984).

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvio-glacial environment involving glacial meltwater flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Two types of topographic landforms that consist primarily of till are found in the planning area. They are ground and end moraines. Ground moraine is an irregular surface of till, which was deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well-sorted, stratified sand and gravel deposited by glacial meltwater. It may extend for miles beyond the ice front.

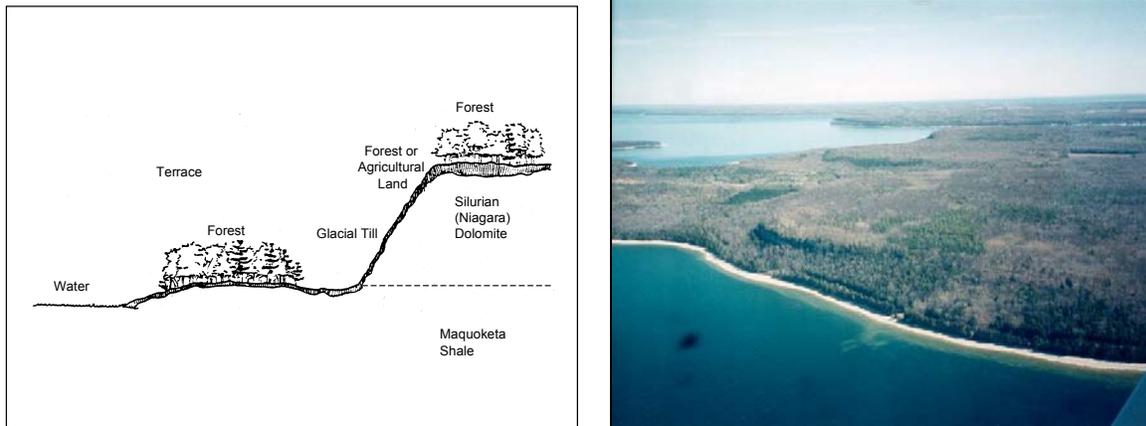
The most prominent ancient shoreline in the area is that of the Nipissing Great Lakes phase, which usually occurs at an elevation of 600-605 feet above sea level. The highest ancient shoreline in the area is that of the Algonquin phase, which occurs at elevations between 620 and 658 feet above sea level.

## **Karst Features**

Areas along the Niagara Escarpment have thin soil deposits (Map 5.2), due to glacial scouring and relatively little post glacial deposition. Karst topography is terrain with distinctive characteristics of relief and drainage resulting from the dissolution of soluble rocks such as limestone and dolostone. The terrain has poorly developed surface features such as sink holes, caves, considerable sub-surface drainage, and minor features on rock surfaces known as karren.

Karst features form as rain and snow meltwater percolates through the rock or along fractures called joints. Natural waters are made slightly acidic and corrosive by reacting with the CO<sub>2</sub> in the atmosphere and soil gas, mixing with organic acids or with less saturated water in the subsurface. The CO<sub>2</sub> combines with the water to form carbonic acid, an effective weathering agent. In time, sinkholes, caves, widened joints form, and much of the drainage is directed into the subsurface. These conditions of shallow soils lying directly over fractured bedrock make the area susceptible to groundwater contamination.

Figure 5.1: Topographic Profile – Coastal Terrace



Source: Bay-Lake Regional Planning Commission, 2009.

## Topography

The attractiveness of the Egg Harbor area is due, in part, to its topographic features. The dominate feature is the Niagara Escarpment which is a geologic landform that crosses state and national borders as a sickle-shaped ridge beginning in western New York state and running through central Ontario into Michigan, ending in south central Wisconsin. In the town, the escarpment can be seen as the bluffs located along the western edge of the town in a ridge that runs parallel  $\frac{1}{4}$  to  $\frac{1}{2}$  mile east of the waters of Green Bay (Maps 5.3 & 5.4). The Niagara Escarpment is characterized by relatively level tops, similar to plateaus, with steep slopes dipping to the southeast. These areas are undoubtedly the most obvious in terms of topographic expression within the town.

A second group of topographic features includes the eastern portions of the town draining to the east and southeast. This large area is characterized by a flat to gently rolling land surface occasionally marked by small depressions marked by several wetland areas. The area slopes gently to the southeast.

## B. Soils

### Soils Description

Soils are grouped into general soil associations which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general character of the soils of the planning area is largely the result of various types of glacial deposits overlying the Silurian dolomite. The entire town of Egg Harbor falls within the Casco-Wauseon-Boyer soil association.

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## **Soils Limitations**

### ***Private Sewage Systems***

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

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

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

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

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

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

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

### ***Basements***

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

- In the town of Egg Harbor, the majority of severe limitations soils are found in wetland areas, along the Niagara Escarpment and adjacent to the bay.

## **Nonmetallic Mineral Resources**

Sand, gravel, and crushed stone are nonmetallic resources, which are the most likely nonrenewable resources to be mined in the town since no metallic mines have existed in Door County.

They are needed for constructing the sub-base for roads as well as comprise the primary components in concrete for the building of foundations, basement walls and sidewalks.

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- There are several mining sites in the town that extract sand gravel and/or crushed stone. In addition, the *Soil Survey of Door County, Wisconsin* 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.

As the town undergoes further growth and development there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. The best sources for better quality sand and gravel are outwash plains, kames, eskers, dunes, point bars, and stream channels.

Sand, gravel, and crushed stone have low intrinsic value but high place value. Intrinsic value refers to cash value of a given unit (weight or volume) of the product while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the distance from the source for sand, gravel, and crushed stone increases to the point that transportation costs may exceed production costs.

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 affects on groundwater and significant wear on local roads.

### **Nonmetallic Mining Reclamation (NR 135)**

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

- The reclamation plan is a detailed technical document with goals to successfully reclaim the area as well as limit the long-term negative impact to the environment once the mine is abandoned.
- The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.”
- Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities, and allows for the desired post-mining land use.”

### **C. Water Resources**

While there are no named streams in the town, the direction of precipitation runoff is southeasterly towards Lake Michigan in the eastern portion of the town and westerly to Green Bay below the Escarpment and in areas near the top of the Escarpment.

### **Watersheds and Sub-Watersheds**

The town of Egg Harbor lies within the Upper Door watershed. The Upper Door Priority Watershed was designated in 1984 and implemented through 1996 by the Door County Soil and

Water Conservation Department. It includes the northern portion of the Door County peninsula from the Sturgeon Bay channel to the northern tip of the county. The watershed is part of the to Lake Michigan basin. The general goals of the Upper Door Priority Watershed were to:

- 1) Protect the beneficial uses of groundwater; 2) decrease the frequency of contaminated wells; and, 3) improve or protect the water quality of streams or lakes within the project area and the near shore waters of Lake Michigan and Green Bay.

Within the town there are portions of six identifiable sub-watersheds. The Hibbards Creek, Logan Creek, Geisel Creek, Lily Creek and Big Creek sub-watersheds drain towards Lake Michigan and cover roughly the eastern half of the town. Areas draining to Green Bay cover much of the western edge of the town. Map 5.5 shows these sub-watersheds in the town.

### **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 run-off can destroy lake and river ecosystems, contaminate drinking water, and clog drainage ways with sediment thereby increasing the likelihood of flooding.

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

The following eight rules written by the WDNR and one by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) are intended to reduce the affects of runoff:

Table 5.1: Wisconsin Administrative Rules Regarding Runoff

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

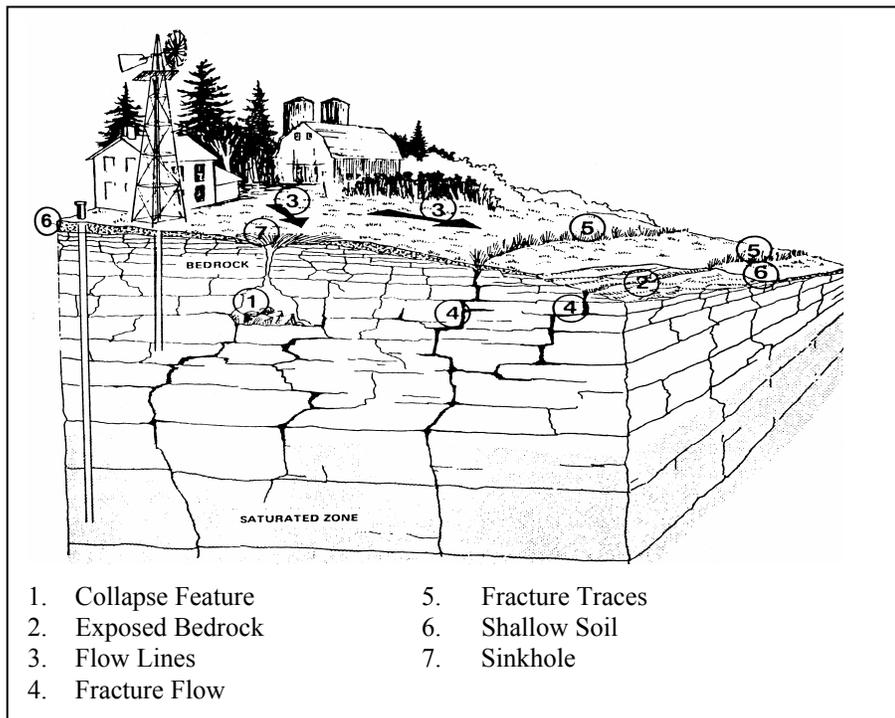
Source: Wisconsin Administrative Rules, 2007.

These rules have a direct impact on private actions and on local government activities. They require that certain local governments take specific action to control stormwater. As more impervious surfaces are created, causing a decrease in the amount of land that is available for filtration, these rules may require local governments to construct costly stormwater diversion and storage facilities. Furthermore, construction and agricultural activities within the community can contribute heavily to pollution issues if these requirements are not followed properly. Therefore, it is important that these requirements are addressed through local planning activities by promoting and utilizing best management practices. These practices will help to preserve the quality of the groundwater supply, protect surface waters from pollution, and safeguard significant aquatic habitats. For more information regarding best management practices and nonpoint source pollution control, visit the WDNR’s runoff management website.

### 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.

Figure 5.2: Karst Features that Affect Groundwater



Source: Bay-Lake Regional Planning Commission, 2009.

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

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Under Wisconsin's Groundwater Standards Law (NR 160), state programs for landfills, hazardous wastes, spills, wastewater, septic tanks, salt storage, fertilizer storage, pesticides, and underground storage tanks must comply with the standards established.

In addition, Wisconsin Administrative Code chapters NR 140, 141, and 142 regulate groundwater quality, groundwater monitoring well requirements and water management and conservation. With aquifer levels lessening, high water consumption demands, new water quality standards and the high price of treating drinking water; efforts to protect the long-term drinking water supply and quality need to be considered when planning for future growth. Therefore, the town and surrounding area should look to implement methods that will protect groundwater resources such as utilizing local planning and zoning, advocating for best management practices (particularly in critical groundwater recharge areas and areas of shallow soils), and considering wellhead protection programs and regulations on private sewage systems should be considered.

- The dolomite bedrock has numerous joints and crevices which allow water to move relatively easily through the rock. Pollutants may also enter the groundwater supply via these fractures.
- 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.

### ***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 step to prevent or mitigate any problems.

### **Surface Waters**

The largest surface water resource impacting the planning area is the bay of Green Bay. The Green Bay shoreline in the town of Egg Harbor is approximately 15.6 miles long. The use of Green Bay is generally shore related, with most fishing done close to a home port. There is just one park along the shoreline that provides provide public access to the bay. The sport fishery consists mainly of yellow perch, smallmouth bass, northern pike, and some walleyes. Development pressure along the bay is high because of the amount of public and resort access. Also, there are many sheltered areas and waves are not generally as high.

### **Shorelands**

Shorelands (Map 5.6) are considered lands within the following distances from the ordinary high water mark of navigable waters:

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

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

- The *Door County Zoning Ordinance* regulates the shorelands of all navigable waters in the unincorporated areas of the county including the town of Egg Harbor.

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**

Coastal areas within the town include the steep dolomite bluffs adjacent to the waters of Green Bay as well as the lower shoreland corridor below the Niagara Escarpment. Public access to the bay is limited to Murphy County Park and areas in the village of Egg Harbor.

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

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

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

- The town of Egg Harbor contains approximately 16 miles of Lake Michigan shoreline.

### **Floodplains**

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the State of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design

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techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

Floodplain areas in the town of Egg Harbor are limited to areas adjacent to Green Bay.

### **Wetlands**

According to the Wisconsin Department of Natural Resources, 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 serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas.

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas, and retain floodwaters. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. This wetland provision would be applicable in the town of Egg Harbor. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103, respectively.

Wetlands within the planning boundaries include an extensive area in the southeastern portion of the town, and several large areas scattered throughout the town.

Within the town, there are approximately 1,198 acres of wetlands. Map 5.7 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

### **D. Woodlands**

Woodlands in the town are comprised primarily of sugar maple, yellow birch, American beach, Basswood, red oak and red pine in western Egg Harbor. Sugar maple, paper birch, aspen and white cedar are predominant in the area. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. Map 5.8 shows the woodlands, both upland and lowland, within the town.

### **E. 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 diet 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.

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- 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. Green Bay can provide habitat for many fish species including perch, bass, smelt, panfish, etc.

### **Threatened and Endangered Species**

Many rare, threatened, and endangered species are found within Door County. Appendix D lists the rare species and natural communities that have occurred in Door County as identified in the Wisconsin DNR Natural Heritage Inventory.

- According to the WDNR various rare species occurrences within the town of Egg Harbor have taken place in or adjacent to the various waters features and wetlands in the town.

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

### **Significant Natural Features**

The Wisconsin State Natural Area Program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin (Map 5.9).

Within the town there is one state designated State Scientific Areas - those natural areas of at least state significance which have been designated by the Scientific Areas Preservation Council.

### ***Egg Harbor Escarpment***

This 500 acre stretch of Niagara Escarpment dolomite extends over three miles and is wooded primarily by white cedar. The ridge rises 150 to 200 feet above the terrace adjacent to Green Bay. This ridge is located two miles west and north of the village of Carlsville in the town of Egg Harbor.

### **Environmental Corridors and Isolated Natural Areas**

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

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

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

- designated scientific and natural areas;
- unique and isolated woodland areas;

- 
- scenic viewsheds;
  - historic and archaeological sites;
  - unique geology;
  - wetland mitigation sites;
  - isolated wooded areas;
  - unique wildlife habitats; and
  - parks and recreation areas.
- Map 5.10 illustrates the environmental corridors in the town of Egg Harbor as determined using the BLRPC 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.

#### **F. Parks and Open Spaces**

Outdoor recreation facilities are important features of community life. Interest in providing good recreational facilities in the town of Egg Harbor, Door County has been generated as the community experiences increasing needs for improvements to their recreation areas. The town of Egg Harbor is well aware of the need to have an organized plan for recreation improvement and development to meet the demands of both the resident and nonresident population using the recreation facilities in the area.

Map 9.1 in *Chapter 9: Utilities and Community Facilities* identifies the locations of recreation sites within the town of Egg Harbor. These include access points to the bay as well as private recreation areas. For more detailed information on the parks and recreation opportunities in the town, please refer to the Utilities & Community Facilities element of this document.

#### **IV. AGRICULTURAL RESOURCES STRATEGY**

**GOAL: To maintain the rural character of the Town by protecting and promoting the conservation of farmland, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.**

“Rural character is defined as a landscape of unique beauty, a town of particular historical or cultural heritage, or an area containing elements epitomizing the character of a relatively undeveloped place.” These elements in the Town include but are not limited to environmental corridors, woodlands, orchards, old fields, stone fences, farms, original farm buildings and architectural designs reminiscent of the Town’s heritage.

***Objective 1:*** Encourage the maintenance of large contiguous areas of prime agricultural lands and open spaces to preserve the Town’s rural atmosphere.

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***Policies:***

1. Review guidelines that protect agricultural operations and rural character.
2. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.

***Programs:***

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.

***Objective 2:*** Minimize the potential for conflicts between rural landowners.

***Policies:***

1. Advocate cooperative agreements with neighboring communities on all land development types within the planning area.
2. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.

***Objective 3:*** Encourage the long term sustainability of farming within the Town.

***Policies:***

1. Work with land trusts to establish conservation easements.
2. Encourage the return of young workers to farming by working with other agencies on educational programs.
3. Encourage development of specialty farming.
4. Encourage the use of conservation-based development approaches.
5. Encourage the reduction in the use/impact of fertilizers, herbicides and pesticides.

## **V. AGRICULTURAL RESOURCES INVENTORY**

### **A. Climate**

The climate of the town of Egg Harbor (and the Door Peninsula) is modified by Green Bay and Lake Michigan. The cool waters of the lake and bay delay spring, while relatively warm water in fall retards early frost. Summers, on the average, are mild due to the community's proximity to water which moderates daily extremes.

The annual average temperature for Egg Harbor is 42.5 degrees Fahrenheit. January has the lowest average monthly temperature of 16.5 degrees, while July has the highest average temperature of 65.7 degrees. Frost generally leaves by mid-May and reoccurs during the first week of October. The resultant growing season is about 135 days.

Ice forms on Green Bay in late December and generally covers the bay by mid-January. During mild winters, the bay may not freeze completely. Ice breakup usually occurs in early April.

The average annual heating degrees for the area, is 8,427 with July having the lowest average number of heating degree days at 47, while January has the highest with 1,502. A heating degree day is equal to the difference between the mean daily temperature and 65 degrees Fahrenheit. If the mean daily temperature is greater than 65 degrees, the number of heating degree days is considered to be zero.

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The normal annual total precipitation is 28.92 inches. The lowest monthly average of 0.97 inches occurs in February, while the highest of 3.60 inches occurs in June. More than one-half the average annual precipitation falls between May and September. The first half of June and middle of August are likely to receive the heaviest summer rains. The end of August is normally the driest summer period.

### **B. Prime Agricultural Lands**

The USDA, Natural Resources Conservation Service defines prime agricultural lands as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Prime agricultural lands include land that is being used currently to produce livestock and timber. It does not include land already in or committed to urban development or water storage.

These lands are located in the northern portion of the town and scattered throughout the center of the town. There are two classes of prime farmland within the town; those areas that are considered prime agricultural lands at all times and those areas that are considered prime agricultural lands only where drained. The rest of the town is not considered to be prime agricultural lands. Map 5.11 shows these areas of prime agricultural lands.

Since agriculture plays an important role in the economic, cultural and social structure of the town and all of Door County, it will be important to preserve these areas against future development. Agricultural land that has been disturbed or replaced by another land use cannot be effectively returned to agricultural production.

### **C. Farm Numbers and Types**

According to the 2002 Census of Agriculture, there were a total of 877 farms in Door 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 Door County.

- According to the Program on Agricultural Technology Studies (PATs), Door County contained 152 dairy farms in 2002. The town of Egg Harbor accounted for 11 of these farms.
- According to PATs, the average size of the dairy herd in Door County has increased from 60 in 1999, to 62 in 2002.
- More than 90 percent of the farms in Door County are owned by individuals or families, another six percent are owned by family partnerships and corporations account for slightly more than three percent.

### **D. Farm Household Demographics**

According to the US Census, in 2002 about 6.6 percent of Door County's population lives on a farm. In the town of Egg Harbor, just over 9 percent of the population lives on a farm.

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

- The average age of farmers in Door County is 54.7, with the largest group of farmers ranging from 45 to 54 years of age.

Similarly, the number of farmers under 45 years old can provide an indication of the amount of recent entry of new operators into the farm sector.

- Out of a total of 877 principal farm operators in Door County, just over 200 are under 45 years of age.

### **E. Trends in Agriculture**

The 2002 Census of Agriculture indicates that the total number of farms has increased in Door County from 861 in 1997, to 877 in 2002.

- The town of Egg Harbor experienced a loss of five dairy farms during the five year time span.

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

The 2002 Census of Agriculture also indicates that harvested cropland in Door County dropped by 139 acres from 731 acres in 1997 to 592 acres in 2002. The reduction in harvested croplands may be an indicator of the development pressures within the county.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 5.1 illustrates that 5,027 acres of agricultural land was sold between 2001 and 2005 in Door County.

- 1,680 acres, or 33 percent, of these acres were converted to non-agricultural uses, with the remainder kept in agriculture.
- The value of each acre diverted from agriculture to non-agriculture use has risen from \$2,142 per acre in 2001 to \$10,635 per acre in 2005. Recent trends in Door County and surrounding counties are showing that more sold agricultural land is being used for non-farm uses.

Table 5.2: Door County Agricultural Land Sales, 2001 - 2005

Year	Acres Sold Continuing as Agriculture	Average Cost per Acre	Acres Sold Diverted from Agriculture	Average Cost per Acre	Total Acres Sold
2001	625	\$2,116	386	\$2,142	1,011
2002	508	\$2,528	543	\$2,670	1,051
2003	468	\$2,404	431	\$3,936	899
2004	946	\$3,409	256	\$8,016	1,202
2005	800	\$3,272	64	\$10,635	864
Total	3,347	\$2,746	1,680	\$5,480	5,027

Source: Wisconsin Agricultural Statistical Service.

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

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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 Egg Harbor.

#### **F. Environmental Impacts of Agriculture**

Most of the agricultural lands within the county are interspersed with the various natural resources that makeup much of Door County's landscape. Within the town of Egg Harbor, agricultural lands are located near wetlands, steep slopes, etc.

The integration of agriculture within natural resources can raise concerns. Agriculture is one of several sources of non-point water pollution to surface waters and groundwater. Soil erosion from farm fields and the surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, lakes and underground aquifers, ultimately impacting drinking water supplies. Specific crop rotations, livestock and tillage practices all affect the amount of soil erosion and nutrient losses. As a result, the town and many farmers are encouraged to implement various conservation practices to protect environmental resources.

Agricultural lands, such as those areas that are not cropped (e.g., woodlots and stream corridors) can also have a positive impact on a community. These lands assist with providing contiguous habitat for wildlife, in addition to providing open space lands for maintaining the town's rural character.

#### **G. Economic Impacts of Agriculture**

Farming and farm related businesses provide contributions to the local economy. The production, sales and processing of farm products generates employment, economic activity, income and tax revenue.

- According to UW-Extension, in 2000 agriculture in Door County accounted for nearly \$189 million, or 14 percent of the county's total economic activity.

More information of the economic impacts of agriculture can be found in Chapter 7 of this document.

### **VI. AIR QUALITY ISSUES**

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

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

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

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## **VII. HISTORIC, ARCHEOLOGICAL AND CULTURAL RESOURCES STRATEGY**

**GOAL:** To preserve the historic, archeological and cultural documents, artifacts and locations for the future residents.

***Objective 1:*** Advocate for the preservation of buildings, structures and other landscape features that comprise the town's rural historical and cultural character.

***Policies:***

1. Encourage the preservation of rural features.
2. Encourage the maintenance of rural character.
3. Encourage new construction, remodeling and landscaping to maintain the rural nature.

***Objective 2:*** Consider maintaining or cataloging copies or originals of documents, artifacts and information on sites of interest.

***Policies:***

1. Support the creation of a Historical and Cultural Committee to compile, document and preserve items of significant value to the town.
2. Promote awareness among the residents and non-residents of the town's Historical and Cultural Committee.
3. Seek a location within the town to store this material if possible and practical.

## **VIII. HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES INVENTORY**

### **A. Historic 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.

- According to the Wisconsin Historical Society, the town of Egg Harbor has a number of structures of historic significance. These sites date back to the mid 1800s up to the early 1900s and consist of various houses and barns. For a complete listing of the historic sites, please contact the Wisconsin Historical Society or visit their web site: [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).

Please note that these sites are not all eligible by the State Historical Society of Wisconsin. It is a list compiled by many individuals on the belief that these areas be considered for eligibility. There is a possibility that several structures or sites may not be listed, and some of the structures may have been torn down.

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.

Land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with

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Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin.

### **Cemeteries**

According to *Cemetery Locations in Wisconsin*, the town of Egg Harbor contains two cemeteries:

- St. John the Baptist Cemetery which is located on Hillside Road at State Highway 42.
- Egg Harbor Cemetery on Highway 42.

The local cemeteries have space to meet future needs for the next 20 years. Town residents may also utilize public and private cemeteries located in other surrounding communities.

### **B. Cultural Resources**

Birch Creek Music Performance Center is a summer music school (academy) located on County Highway E for advanced young musicians. With a performance emphasis, students are taught by nationally-known performance artists and educators during the day, and perform alongside them at night in the 100-year old, 500-seat, renovated Dutton Concert Barn. In addition, Birch Creek faculty and students perform a full range of public outreach concerts and other public events scheduled in and around the Door County peninsula.

### **C. Community Design**

Community design deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space between them thus helping to define the character of the community. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove some of this subjectivity, the community design resources of the town of Egg Harbor have been inventoried according to the following six criteria that represent the building blocks and language of community design:

#### **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.

- Town Hall
- Road Crossings
- Parks
- Cemeteries

#### **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 Pathways:***

- State Highway 42
- County Highway T

- 
- County Highway E
  - County Highway EE
  - County Highway B
  - County Highway G
  - County Highway I

***Secondary Pathways:***

- Bluff Ledge Road
- Hillside Road
- Sunny Slope Road
- Sunny Point Road

***Minor Pathways:***

- Town Road network

**Edges**

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be either 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.

- Townline Road
- Division Street
- Bocek Road
- Bay of Green Bay
- Village of Egg Harbor Limits

**Districts**

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Carlsville
- Sunny Point

**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. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district.

- Carlsville

**Community Entryways**

Community entryways are associated with edges in that the entryway begins at an edge. Entryways can be unique and are very valuable assets for they help define a community to those using the entryway. In many cases these entryways are more correctly described as “Doorways” to a community and help define the community to its residents and its neighbors. How people perceive an entrance to a business area or doorway to a town will determine whether they stop or drive on through the community. These points of interest may need to be protected or enhanced

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through the use of zoning standards requiring landscaping, building design, signage, lighting, and public furnishings.

The **Primary** entryways into Egg Harbor should be protected and enhanced. High quality public entry signs and or public art may be used to formally announce entry to the town. Around the town's periphery, these entrances include:

- State Highway 42 entering from the village of Egg Harbor
- State Highway 42 entering from the south

The **Secondary** entryways into the town of Egg Harbor are more subtle portals enjoyed by local town residents. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural/agricultural look of the area. Secondary entryways around the town's periphery include:

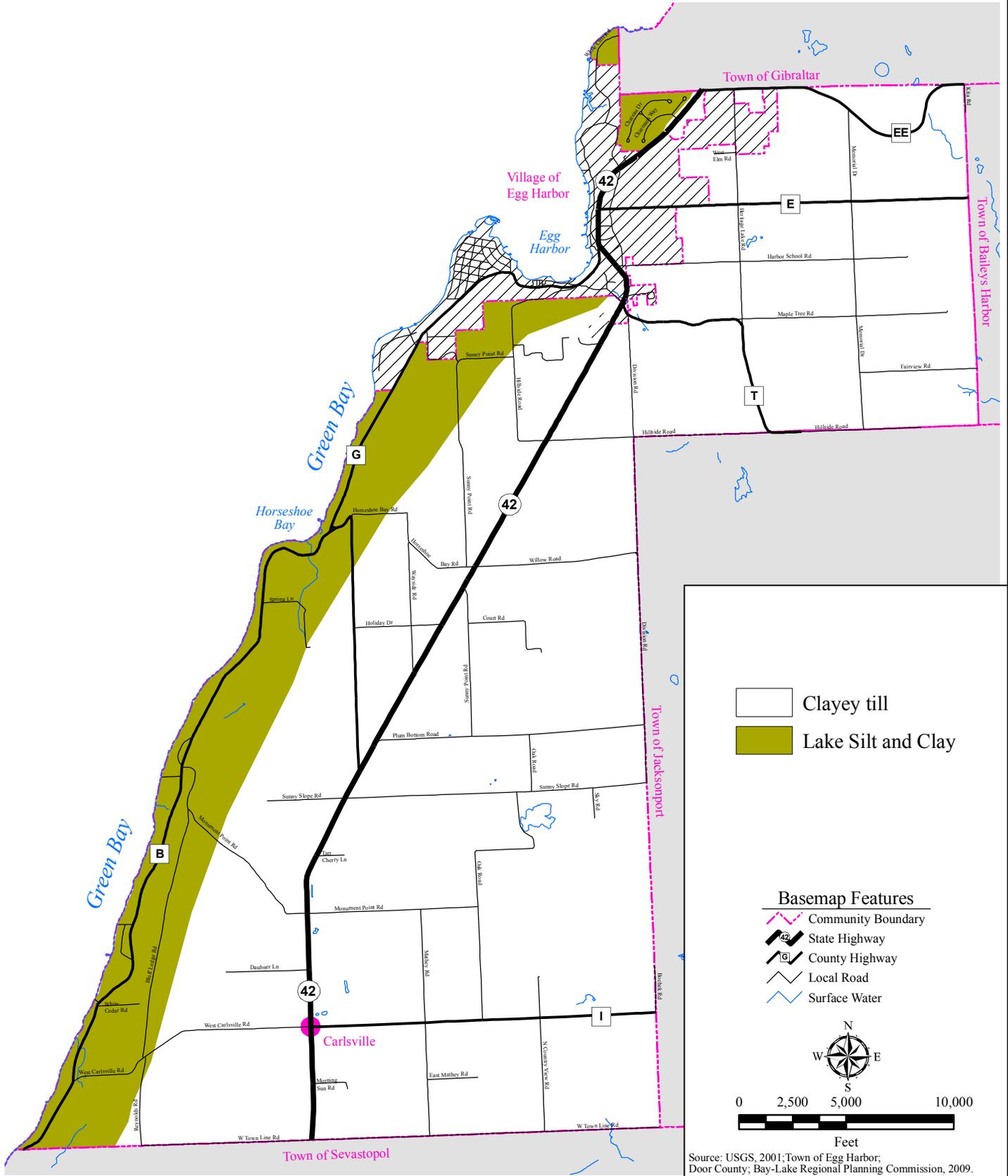
- County Highways T and B entering from the south
- County Highways I, E and EE entering from the east



# Pleistocene Geology

## Town of Egg Harbor

### Door County, Wisconsin



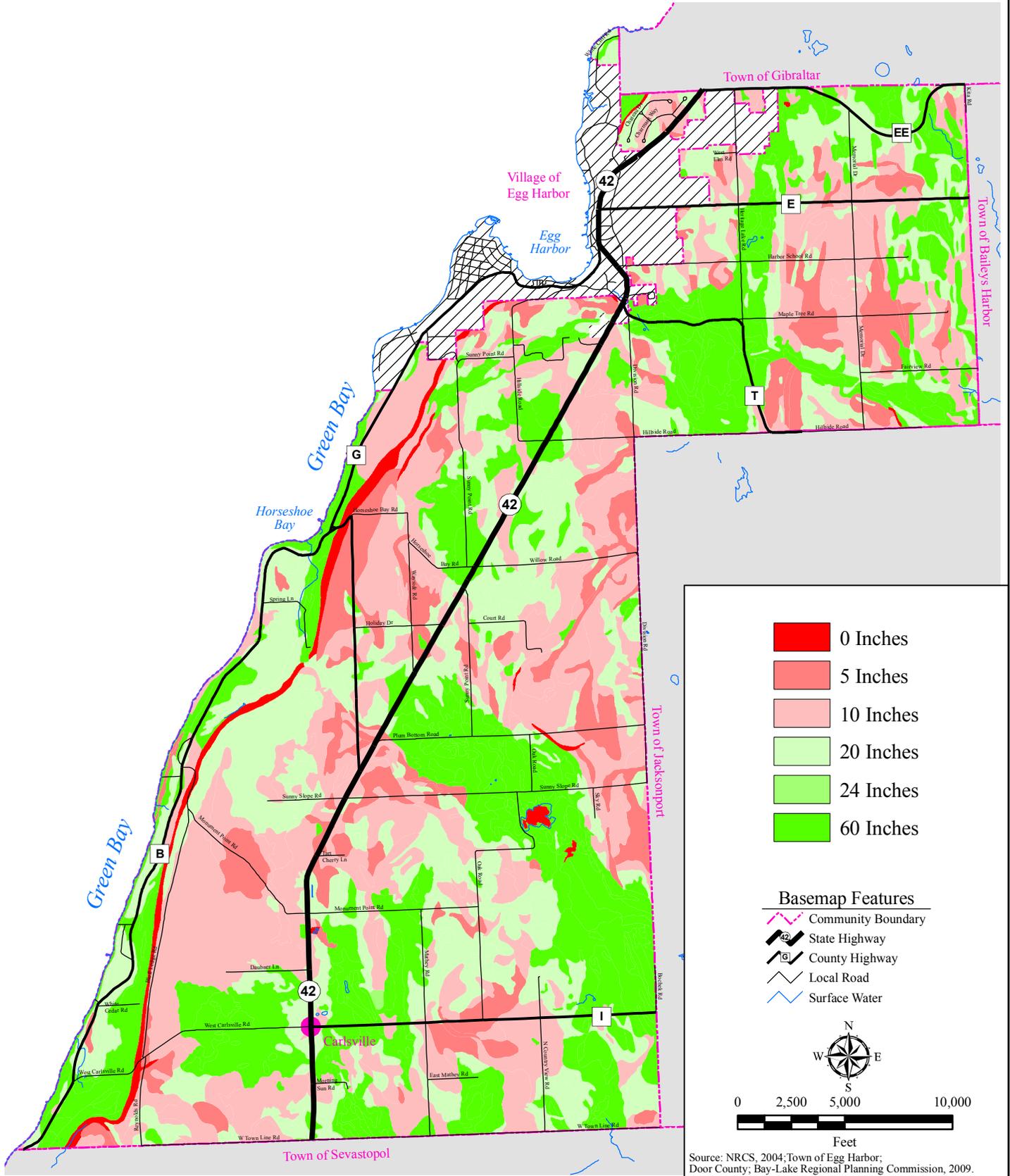
Source: USGS, 2001; Town of Egg Harbor; Door County; Bay-Lake Regional Planning Commission, 2009.



# Depth to Bedrock

## Town of Egg Harbor

Door County, Wisconsin

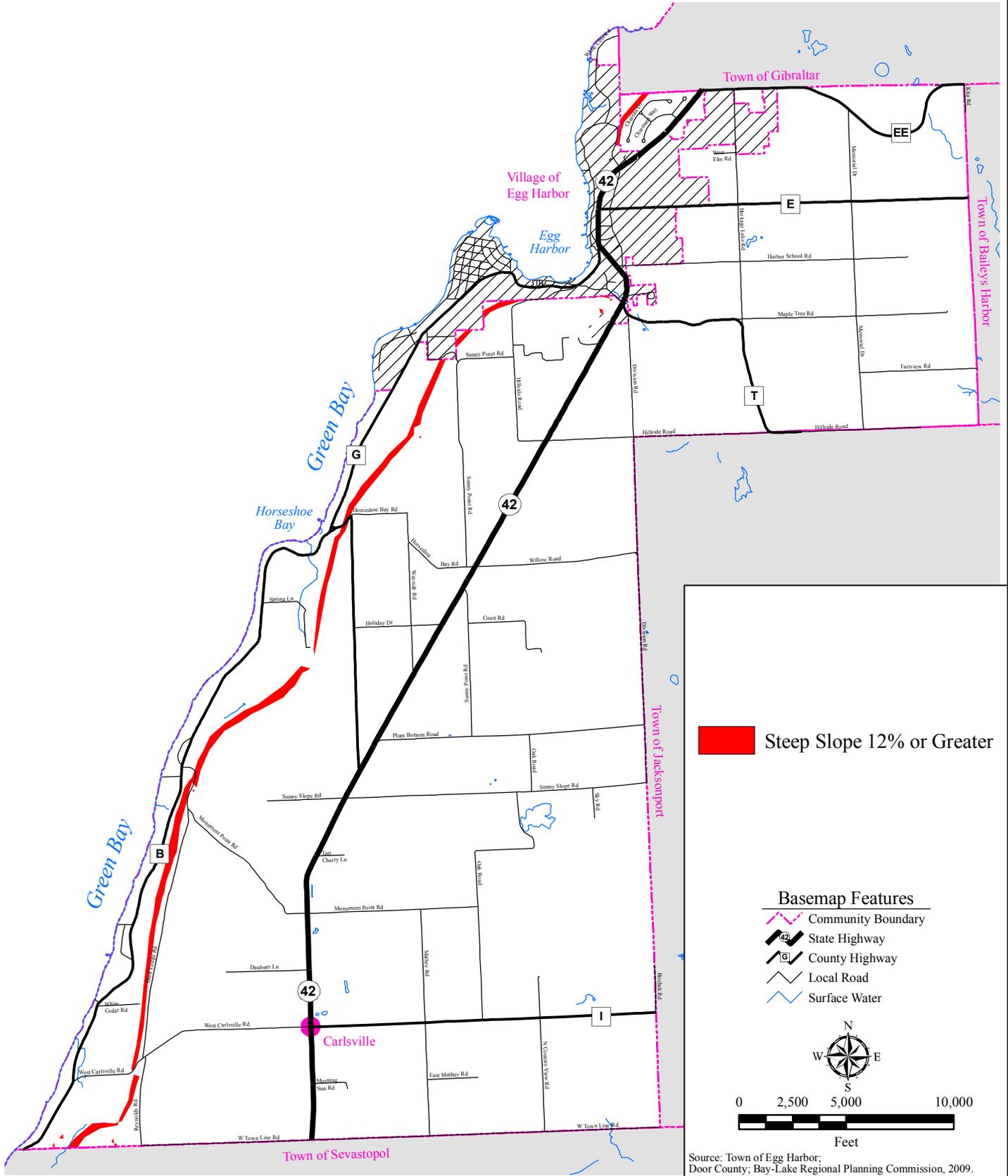




# Steep Slope

## Town of Egg Harbor

Door County, Wisconsin

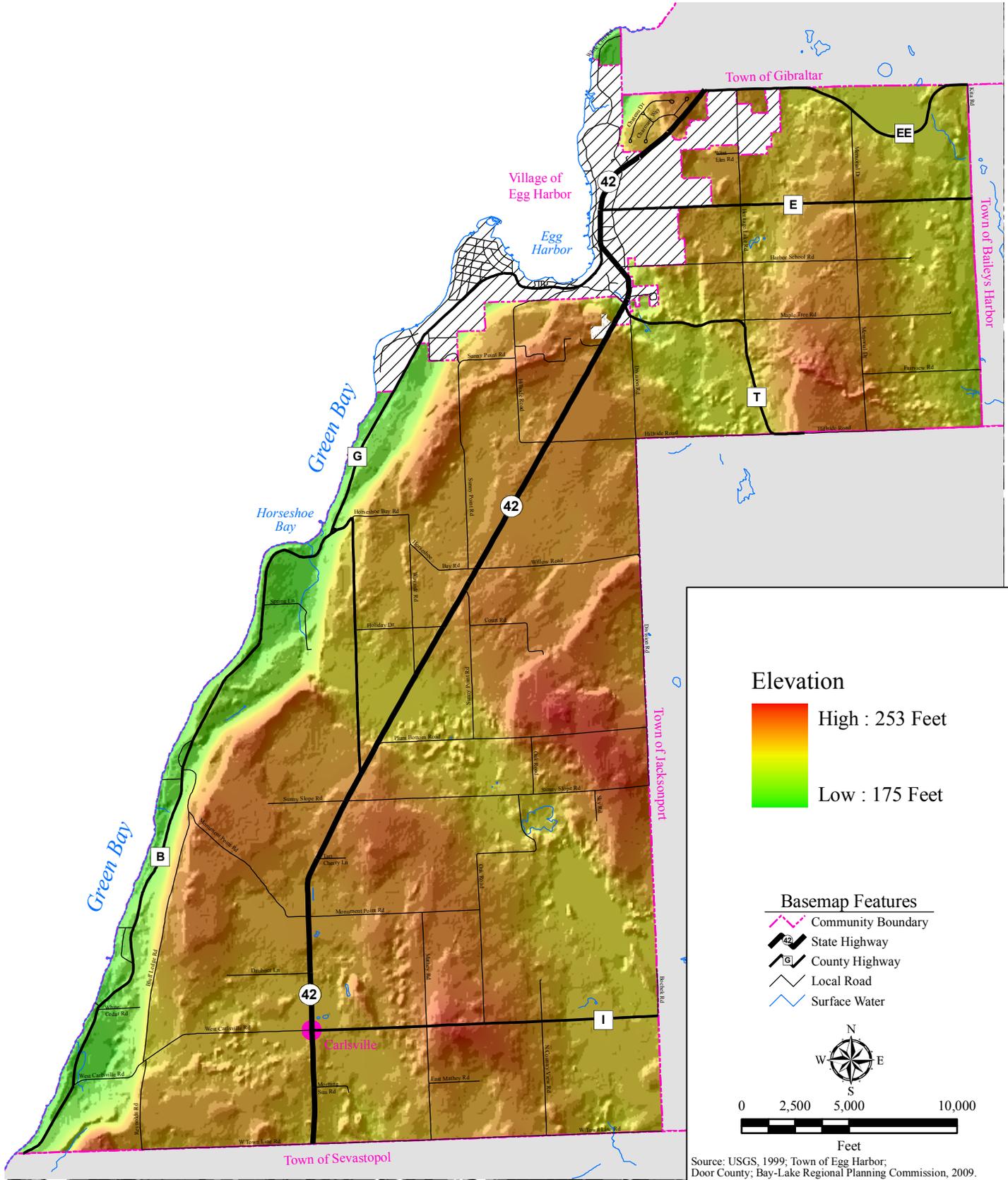




# Elevation Hillshade

## Town of Egg Harbor

Door County, Wisconsin

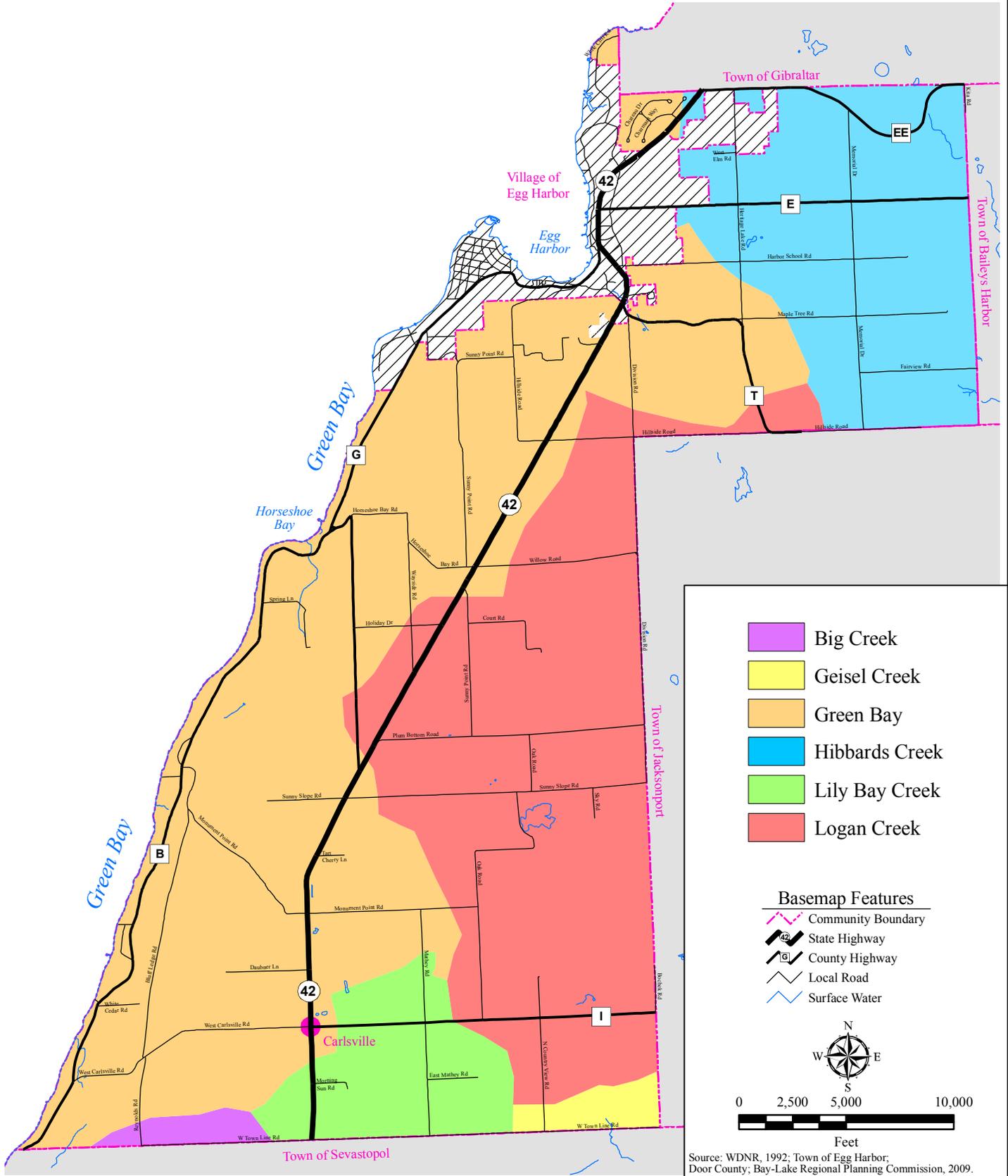




# Watersheds

## Town of Egg Harbor

Door County, Wisconsin



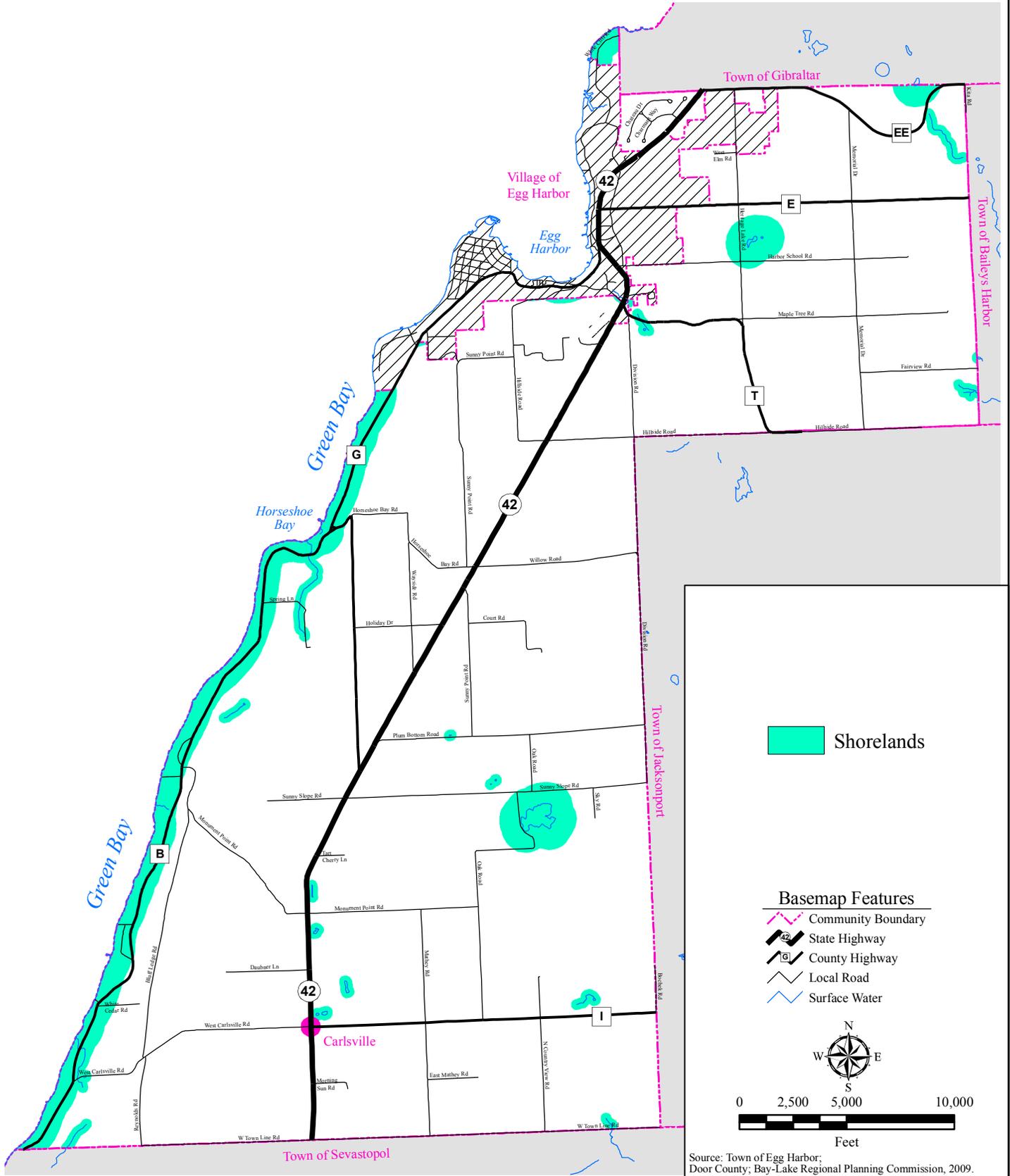
Source: WDNR, 1992; Town of Egg Harbor; Door County; Bay-Lake Regional Planning Commission, 2009.



# Shorelands

## Town of Egg Harbor

### Door County, Wisconsin

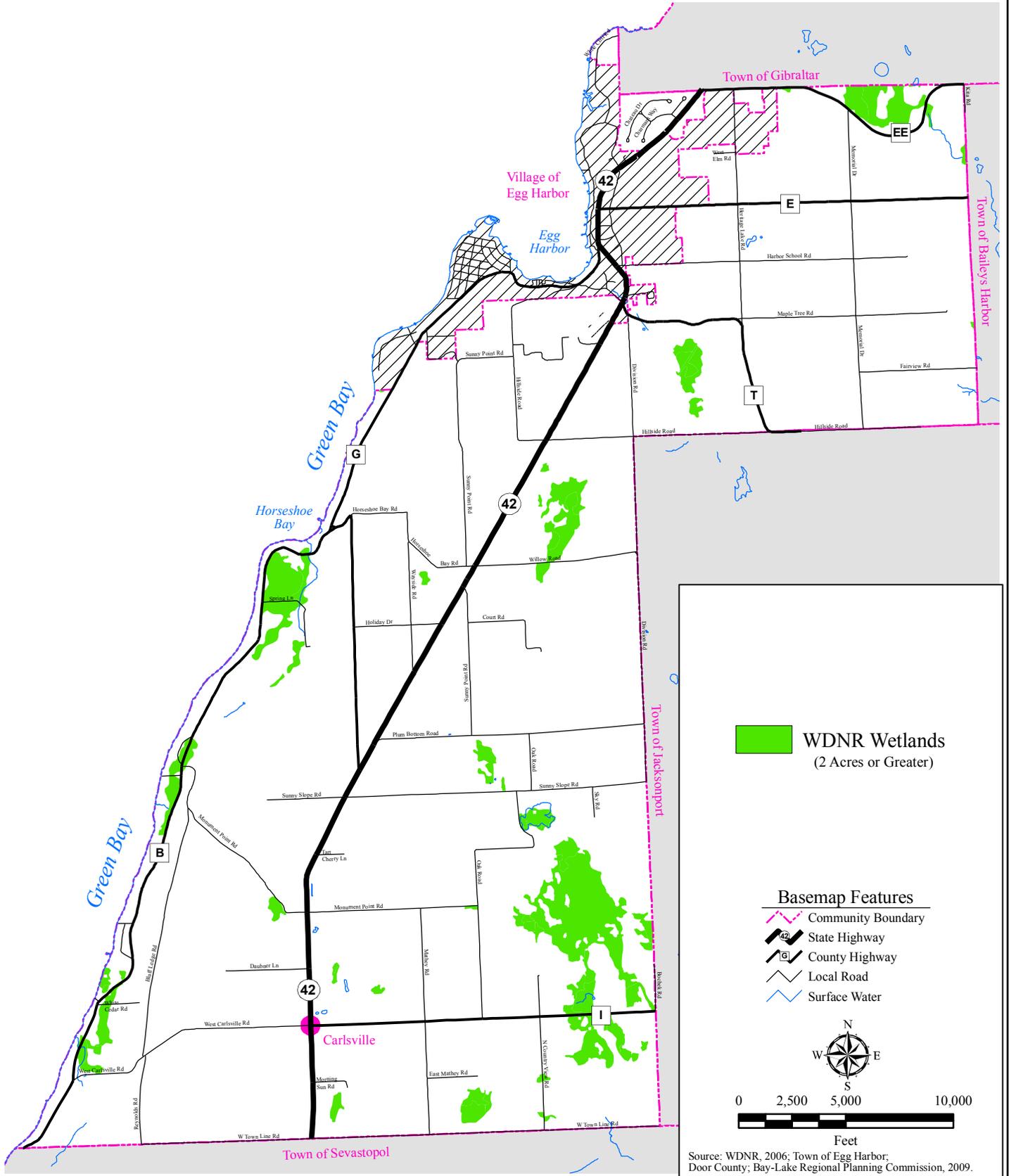




# Wetlands

## Town of Egg Harbor

Door County, Wisconsin

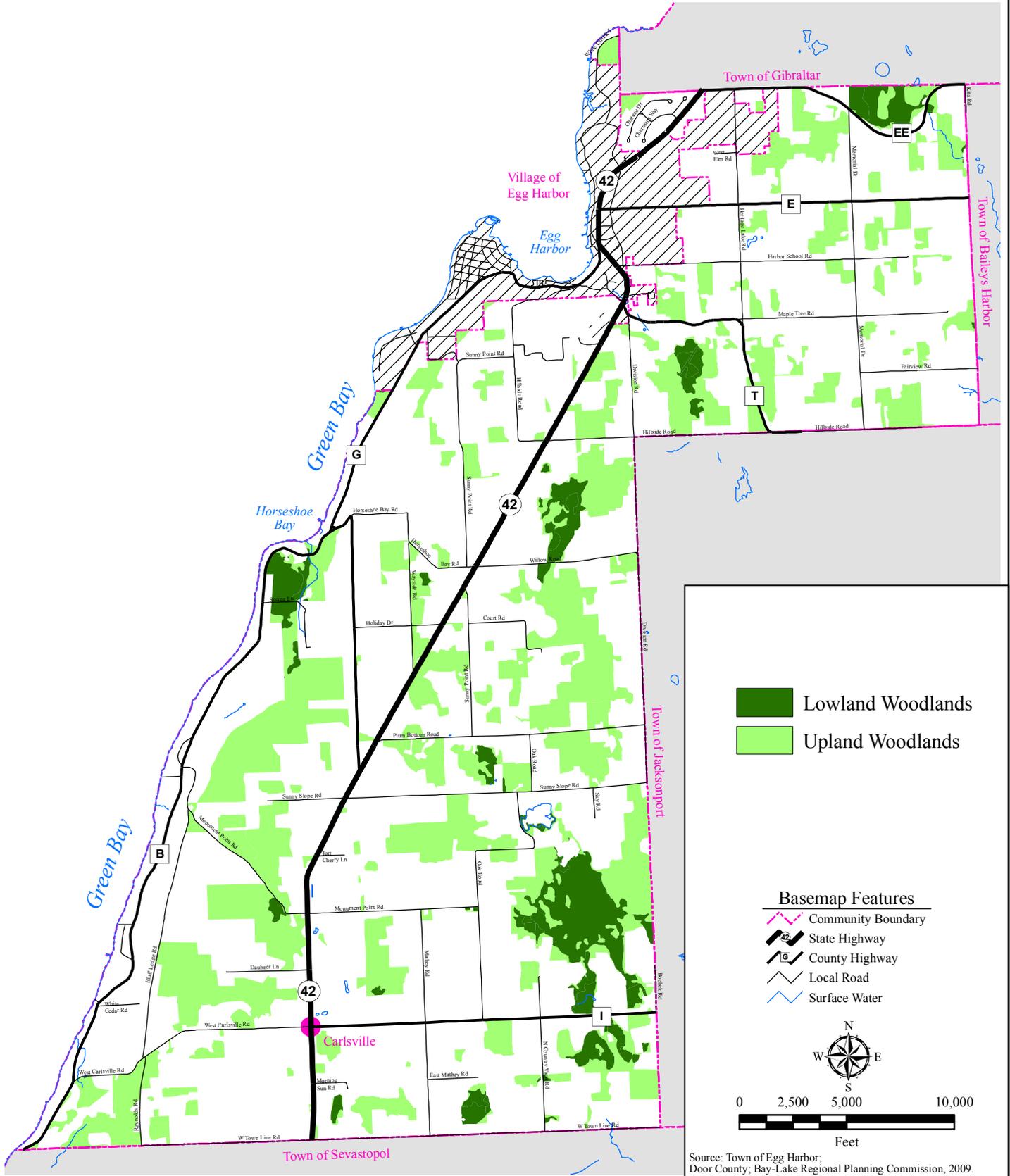




# Woodlands

## Town of Egg Harbor

Door County, Wisconsin

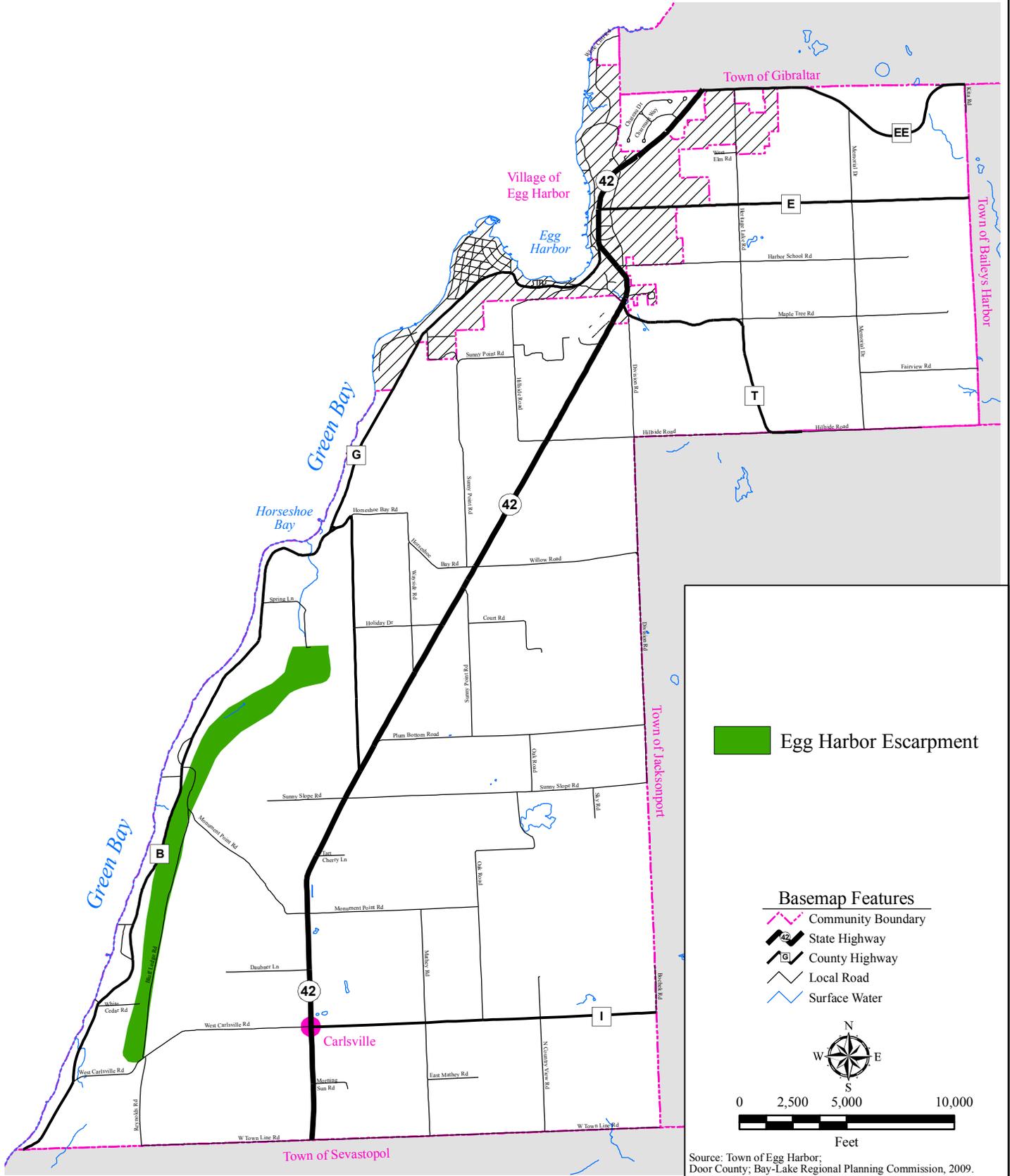


Source: Town of Egg Harbor; Door County; Bay-Lake Regional Planning Commission, 2009.



# Significant Natural Features

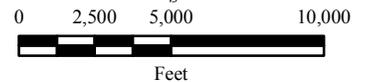
## Town of Egg Harbor Door County, Wisconsin



 Egg Harbor Escarpment

### Basemap Features

-  Community Boundary
-  State Highway
-  County Highway
-  Local Road
-  Surface Water

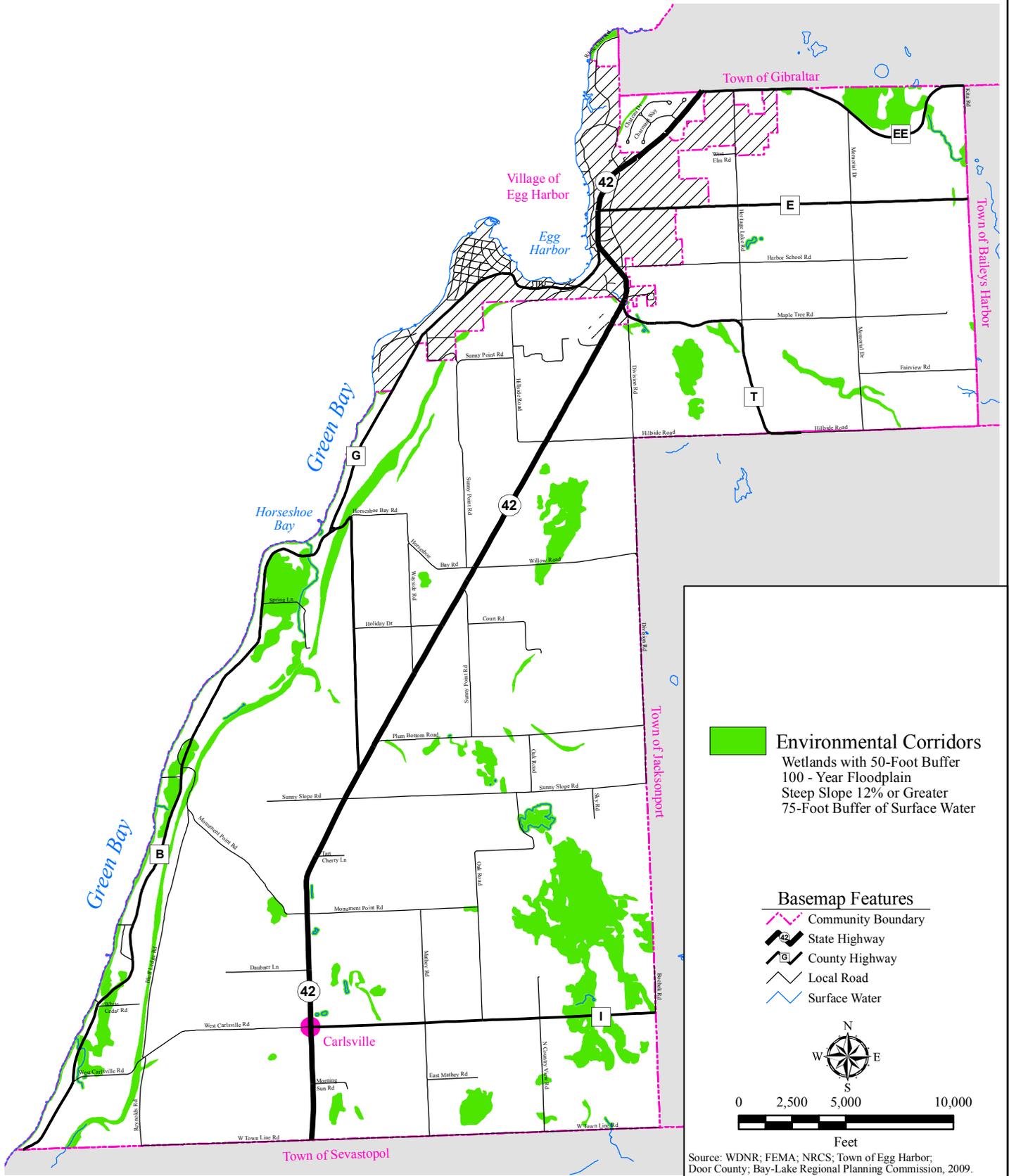


Source: Town of Egg Harbor;  
Door County; Bay-Lake Regional Planning Commission, 2009.



# Environmental Corridors

## Town of Egg Harbor Door County, Wisconsin

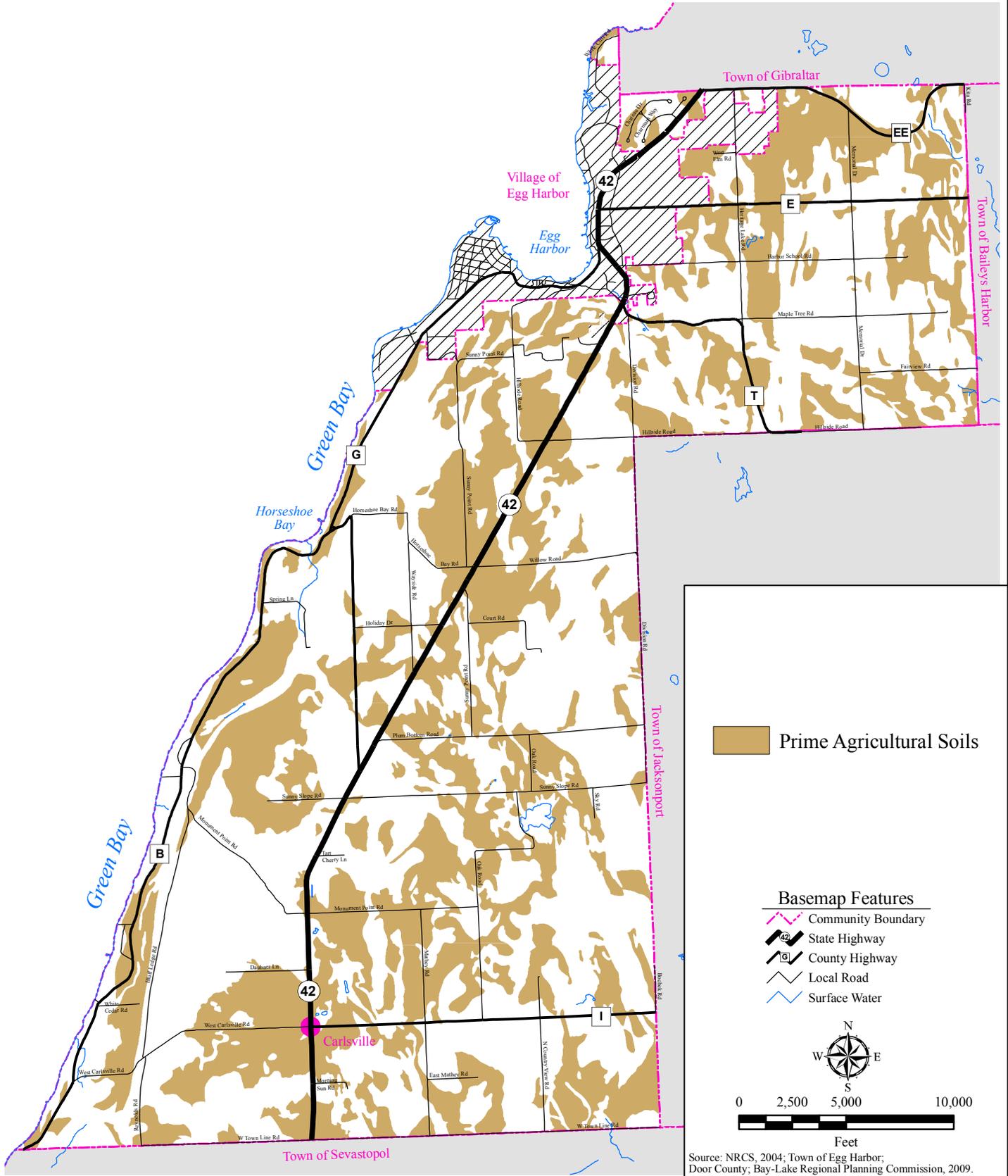




# Prime Agricultural Soils

## Town of Egg Harbor

### Door County, Wisconsin





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## **CHAPTER 6: - POPULATION AND HOUSING**

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### **WHAT IS IN THIS CHAPTER**

This element of the comprehensive plan contains an inventory of the following information:

- I. Introduction
- II. Housing Strategy
- III. Population Characteristics
  - A. Historical Population Trends
  - B. Age and Sex Distribution
  - C. Median Age
  - D. Seasonal Population
  - E. Population Projections
- IV. Housing Characteristics
  - A. Total Housing Unit Levels by Decade
  - B. Housing Types – Units in Structure
  - C. Housing Occupancy and Tenure
  - D. Age of Housing
  - E. Housing Values
  - F. Projected Housing Units
  - G. Subsidized and Special Needs Housing
  - H. Housing Development Environment
- V. Analysis and Development of Community Policies and Programs

### **I. INTRODUCTION**

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

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

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

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## **II. HOUSING STRATEGY**

**GOAL: To provide for a variety of quality housing opportunities for all segments of the Town's current and future population**

***Objective 1:*** Work to develop policies and programs which will allow a range of housing choices to meet the requirements of all income levels and of all age groups and persons with special needs.

***Policies:***

1. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
2. Advocate orderly development within the Town.
3. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.
4. Encourage the Town Plan Commission to work with the state, county, and regional planning organizations to monitor local population characteristics and trends to stay informed of changing demographics and characteristics within the Town
5. Work with Door County to apply for grants and become involved in programs that help to identify and address the town housing needs.

***Objective 2:*** Plan for new development in a manner that does not negatively impact the environment.

***Policies:***

1. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural and unique areas. New development should avoid environmentally sensitive areas.
2. Encourage new development to appropriate locations to minimize the visual impact on the viewsheds from public rights-of-way.
3. Use adequate building codes and ordinances to regulate the construction of new homes.
4. Work with neighboring communities to establish innovative development guidelines for future consideration within the town.

***Objective 3:*** Advocate for all growth and development to occur in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both current and future residents.

***Policies:***

1. Utilize the General Plan Design Map as an illustration of the town's overall development policy to minimize the impact of housing on the environment.
2. Work with neighboring towns and villages to create boundary agreements, if possible.

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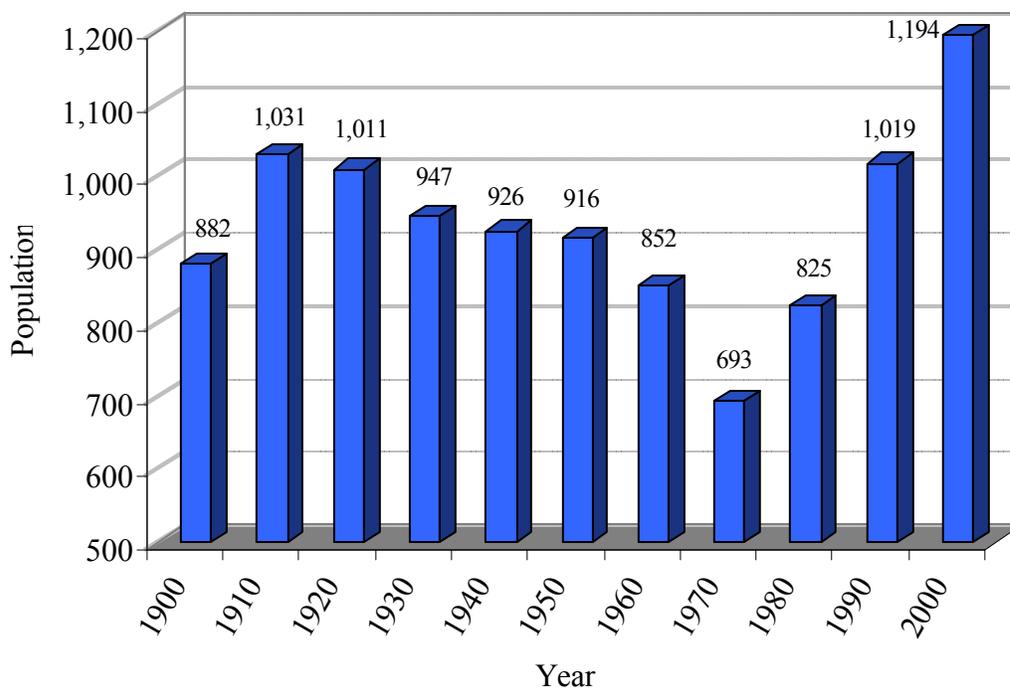
### **III. POPULATION CHARACTERISTICS**

#### **A. Historical Population Trends**

The town of Egg Harbor currently is at its highest population level of 1,194. The town had been slowly declining in population from 1910 to just prior to the incorporation of the village of Egg Harbor in 1964. The incorporation of the village of Egg Harbor dropped the town's population by 159 people between the 1960 and 1970 Censuses. The town quickly recovered and began to increase in population rather dramatically over the last 30 years.

Figure 6.1 illustrates the population change that the town of Egg Harbor has experienced during the past century.

Figure 6.1: Historical Population Levels, Town of Egg Harbor, 1900 - 2000



Source U.S. Bureau of the Census, *General Population Characteristics 1840-1970*, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Table 6.1 displays the change in the town's population levels while making comparisons with the surrounding towns, the village of Egg Harbor and Door County. The village of Egg Harbor's population has fluctuated substantially from 1970 to 2000, gaining and losing population from 1970 to 1990 with an increase of 67 people occurring between 1990 and 2000.

While all the towns in the area have had fluctuating populations over the last century, the town of Egg Harbor has seen the greatest percent growth in the last 20 years. Both the town of Sevastopol and Door County experienced their greatest growth in population from 1970 to 1980 and have since slowed somewhat.

The 2000 Census indicated the population of the town increased to 1,194 people. According to the Wisconsin Department of Administration, the town of Egg Harbor had an estimated 2006 population of 1,390.

Table 6.1: Historical Population Levels, 1900 - 2000

Year	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change
1900	882	--	1,185	--	1,607	--	NA	--	17,583	--
1910	1,031	16.9	1,119	-5.6	1,578	-1.8	NA	--	18,711	6.4
1920	1,011	-1.9	1,011	-9.7	1,613	2.2	NA	--	19,073	1.9
1930	947	-6.3	771	-23.7	1,562	-3.2	NA	--	18,182	-4.7
1940	926	-2.2	880	14.1	1,588	1.7	NA	--	19,095	5.0
1950	916	-1.1	764	-13.2	1,791	12.8	NA	--	20,870	9.3
1960	852	-7.0	606	-20.7	1,950	8.9	NA	--	20,685	-0.9
1970	693	-18.7	590	-2.6	2,035	4.4	184	--	20,106	-2.8
1980	825	19.0	742	25.8	2,520	23.8	238	29.3	25,029	24.5
1990	1,019	23.5	939	26.5	2,552	1.3	183	-23.1	25,690	2.6
2000	1,194	17.2	1,063	13.2	2,667	4.5	250	36.6	27,961	8.8

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2005.

## **B. Age and Sex Distribution**

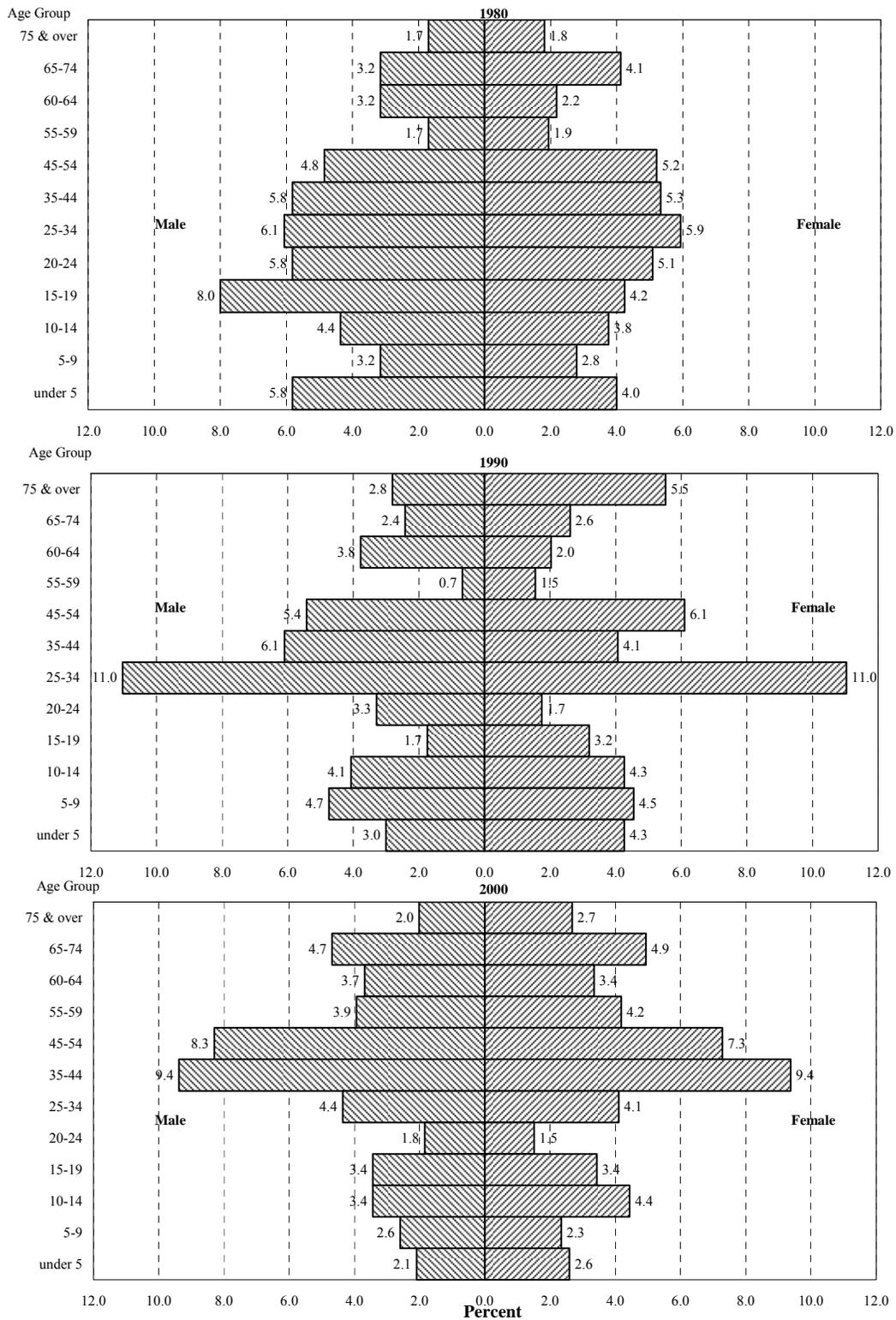
From 1980 to 2000, the town's population has experienced several shifts in its age distribution (Figure 6.2) indicating a continued trend towards older age groups.

- In 1980, 47 percent of the town's population was under the age of 25. By 2000, this age group decreased to 27 percent of the total population suggesting that individuals in the age group are leaving the town to further their education or to find work elsewhere.
- In 1980, the greatest percentage of the town's population was almost evenly distributed between the 15-19 age group (12.2 percent) and the 25-34 age group (12.0 percent). By 1990 22 percent of the population was in the 25-34 age group while by 2000 this had shifted to the 35-44 age group which constituted the greatest percentage of the town's population at nearly 19 percent.
- In 1980, the town of Egg Harbor's population was comprised of more males than females. By 1990, this trend had reversed with more females than males which continued into 2000 (Figure 6.2). Based on the 2000 Census, there are predominantly more females in the youngest and oldest age groups, while the working age groups between 20 and 54 have more males.

## **Decade Population Pyramids**

Figure 6.2 illustrates the town of Egg Harbor population through population pyramids that compare age groups between males and females. The pyramids show how the town's population has slowly aged over the last 20 years.

Figure 6.2: Town of Egg Harbor Population Pyramids, 1980 - 2000



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2006.

Note: Age groups are not uniform due to limitations in availability of age group data from the 1980 Census.

## School Age, Working Age, and Retirement Age

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

- The working age group accounts for 81 percent of the total population. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 67 percent.
- In 2000, just 17 percent of the town’s total population was school age, while the retirement age group consisted of 14 percent of the town’s population. While the percent of the town’s retirement age population has risen by less than one percent since 1990 (from 13.4 to 14.3 percent), the school age population has fallen more significantly from 20.9 percent in 1990 to 17.3 percent in 2000.

The population is expected to shift towards older age groups through the town’s 20-year planning period and beyond. This may result in a greater demand for elderly housing, care facilities and other services for the elderly including transportation and facilities to accommodate retirees.

Since deaths are expected to outnumber births over the next 25 years, any population growth will occur through migration. According to WDOA county population projections by age group, the 55+ age group in Door County will experience the greatest increases by the year 2030, indicating that the majority of people migrating to the county are expected to be in the retirement stage of life. The 60 and over is the only age group expected to increase in numbers by the year 2030 while all other age groups will decrease. The decrease in the workforce age group (24 – 59) will affect any future employment growth as the workforce availability declines.

Table 6.2: Population by Age Groups and Sex, 2000

Age Groups	Town of Egg Harbor				Door County	Wisconsin
	Total	Male	Female	Percent	Percent	Percent
School Age						
5-11	99	50	49	8.3	8.9	10.1
12-14	54	22	32	4.5	4.2	4.5
15-17	54	26	28	4.5	4.4	4.5
Working and Voting Age						
16+	965	491	474	80.8	80.8	77.5
16-64	794	411	383	66.5	62.1	64.4
18+	931	471	460	78.0	77.9	74.5
18-64	760	391	369	63.7	59.2	61.4
Retirement Age						
65+	171	80	91	14.3	18.7	13.1
<b>Total Population</b>	<b>1,194</b>	<b>594</b>	<b>600</b>			

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, General Profile and Table P012; and Bay-Lake Regional Planning Commission, 2006.

## C. Median Age

Table 6.3 displays the gradual increase in median age for the towns of Egg Harbor, Gibraltar and Sevastopol, the village of Egg Harbor, Door County and State of Wisconsin from 1970 to 2000.

- The town’s median age has risen from 28.8 years in 1970 to 42.6 years in 2000. The result is an increase of 13.8 years in the town, which is the largest increase of those areas compared.

- The village of Egg Harbor’s median age fell slightly from 1970 to 1990, but it now has the oldest median age in the immediate area. This trend of an increasing median age should be considered when planning for the future needs of the town, as an aging population generally demands additional community services.

Table 6.3: Median Age, 1970 - 2000

Geographic Area	1970	1980	1990	2000
Town of Egg Harbor	28.8	27.2	32.5	42.6
Town of Gibraltar	38.6	36.0	39.9	48.5
Town of Sevastopol	29.9	30.3	35.3	43.3
Village of Egg Harbor	48.6	46.5	45.2	55.0
Door County	33.8	31.4	36.5	42.9
Bay-Lake Region	29.6	30.7	34.6	38.6
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33,35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2006.

#### **D. Seasonal Population**

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 (Table 6.4).

- In 2000, the town had 930 seasonal housing units, along with an average number of persons per household of 2.43. The result is an estimated additional 1,004 people in the town considered seasonal residents.

Table 6.4: Estimated Seasonal Population, 2000

	Geographic Location				
	Town of Egg Harbor	Town of Gibraltar	Town of Sevastopol	Village of Egg Harbor	Door County
Population	1,194	1,063	2,667	353	27,961
Persons Per Household	2.43	2.24	2.48	1.89	2.33
Total Housing Units	930	1,159	1,554	568	19,587
Total Seasonal Housing Units*	413	640	425	418	6,970
Percent of Housing Units Seasonal	44.4	55.2	27.3	73.6	35.6
Estimated Seasonal Population**	1,004	1,434	1,054	790	16,240
Percent Population Seasonal	84.1	134.9	39.5	223.8	58.1

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

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

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2006.

#### **E. Population Projections**

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

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

- According to the WDOA projections, the town of Egg Harbor is projected to have a population of 1,584 by 2025. This represents an increase of 390 persons, or nearly 33 percent from the 2000 Census count of 1,194.

Table 6.5 identifies the past population trends and WDOA projections for the town of Egg Harbor, village of Egg Harbor, surrounding towns, Door County, the eight-county Bay-Lake Region and Wisconsin.

Table 6.5: Population Trends, 1970 - 2025, Town of Egg Harbor & Selected Areas

Year	Geographic Location						
	Town of Egg Harbor	Town of Gibraltar	Town of Sevastopol	Village of Egg Harbor	Door County	Bay-Lake Region	State of Wisconsin
<b>Actual Population</b>							
1970	693	590	2,035	184	20,106	440,926	4,417,731
1980	825	742	2,520	238	25,029	476,134	4,705,767
1990	1,019	939	2,552	183	25,690	498,824	4,891,769
2000	1,194	1,063	2,667	250	27,961	554,479	5,363,715
2006 WDOA Estimate	1,390	1,285	2,852	271	29,720	583,019	5,617,000
<b>WDOA Population Projections</b>							
2005	1,306	1,140	2,751	271	29,023	574,762	5,563,896
2010	1,418	1,218	2,838	292	30,112	595,277	5,751,470
2015	1,502	1,273	2,873	308	30,645	614,541	5,931,386
2020	1,564	1,309	2,873	319	30,800	633,182	6,110,878
2025	1,584	1,312	2,806	321	30,218	650,262	6,274,867
<b>Number Change</b>							
1970-1980	132	152	485	54	4,923	35,208	288,036
1980-1990	194	197	32	-55	661	22,690	186,002
1990-2000	175	124	115	67	2,271	55,655	471,946
2000-2010	224	155	171	42	2,151	40,798	387,755
2000-2025	390	94	-32	29	106	54,985	523,397
<b>Percent Change</b>							
1970-1980	19.0	25.8	23.8	29.3	24.5	8.0	6.5
1980-1990	23.5	26.5	1.3	-23.1	2.6	4.8	4.0
1990-2000	17.2	13.2	4.5	36.6	8.8	11.2	9.6
2000-2010	18.8	29.7	11.2	59.6	17.2	19.3	17.6
2000-2025	32.7	19.8	7.7	23.2	9.6	10.8	10.6

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2003; and Bay-Lake Regional Planning Commission, 2006.

In an effort to establish a range of possible population growth for the next 20 years or more, the town of Egg Harbor utilized three additional population projections along with the previously mentioned WDOA projections. These additional projections include:

- **Growth Trend** - developed by using the 1970, 1980, 1990 and 2000 Census figures and creating exponential “growth trend” series to the year 2030. According to these projections, the 2025 population for the town of Egg Harbor would be 1,917 people, which is an increase of 723 people or 61 percent from the 2000 Census population count. If the town were to continue to grow at this rate, it would have 2,093 people by 2030.
- **Linear Trend** - also utilized the 1970, 1980, 1990 and 2000 Census figures and created a “linear trend” series to the year 2025. This method identified a 2025 population of 1,612 people for the town of Egg Harbor, which is an increase of 418 people or 35 percent from the

2000 Census population count. If the town were to continue to grow to 2030 at this rate, it would have 1,696 people.

- **Share-of-the-County** - An additional projection methodology termed share-of-the-county uses a ratio methodology to distribute annual county projections to the town level, and adjust for current population estimates. This method identified a 2025 population of 1,504 people for the town of Egg Harbor, which is an increase of 310 people or 26 percent from the 2000 Census population count. Projecting to 2030, the town would begin to decline to 1,495 people.

The limitations of population projections should be recognized. It should be noted that the growth and linear trend population projections assume that the town will continue to grow based on past trends in population. Slight changes in the community or the region in the future may cause significant modifications to these projections.

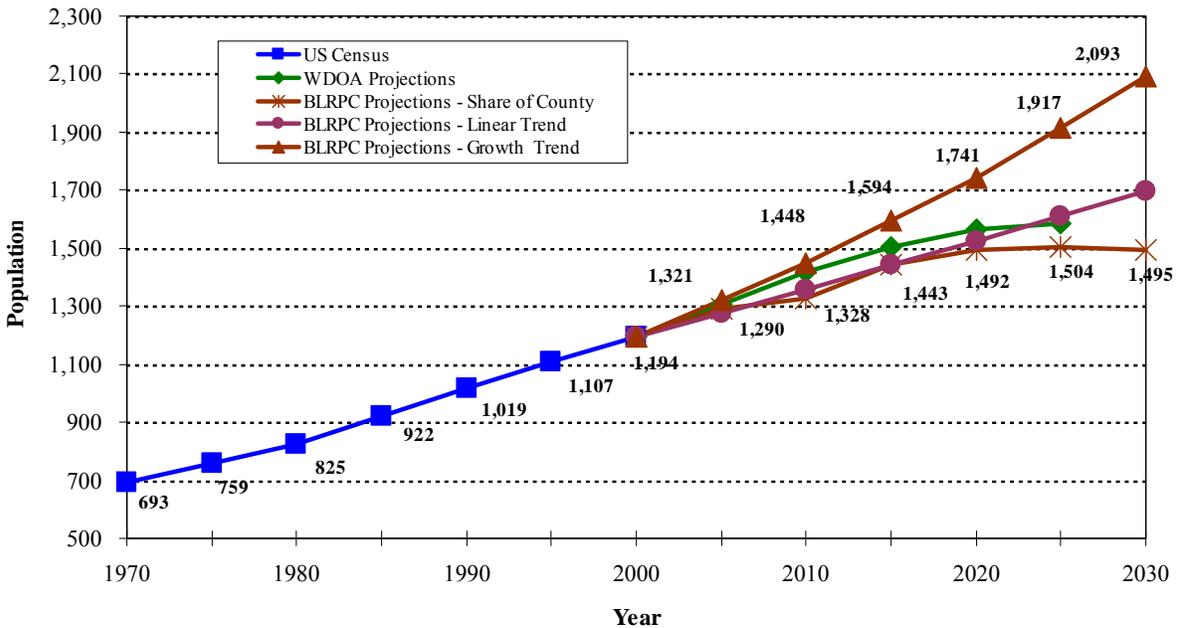
Table 6.6 and Figure 6.3 display the town’s actual U.S. Census counts, 2003 WDOA projections, the growth and linear trend projections based off past population trends, and the Commission’s “Share of County” projections.

Table 6.6: Population Trends and Projections, 1970 - 2030, Town of Egg Harbor

Town of Egg Harbor	1970	1975	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025	2030
US Census	693	759	825	922	1,019	1,107	1,194						
WDOA Projections							1,194	1,306	1,418	1,502	1,564	1,584	
BLRPC Projections - Share of County							1,194	1,290	1,328	1,443	1,492	1,504	1,495
BLRPC Projections - Linear Trend							1,194	1,276	1,357	1,442	1,527	1,612	1,696
BLRPC Projections - Growth Trend							1,194	1,321	1,448	1,594	1,741	1,917	2,093

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Municipal Population Projections 2005-2025, 2003*; Bay-Lake Regional Planning Commission, 2006.

Figure 6.3: Population Trends and Projections, 1970-2030 – U. S. Census



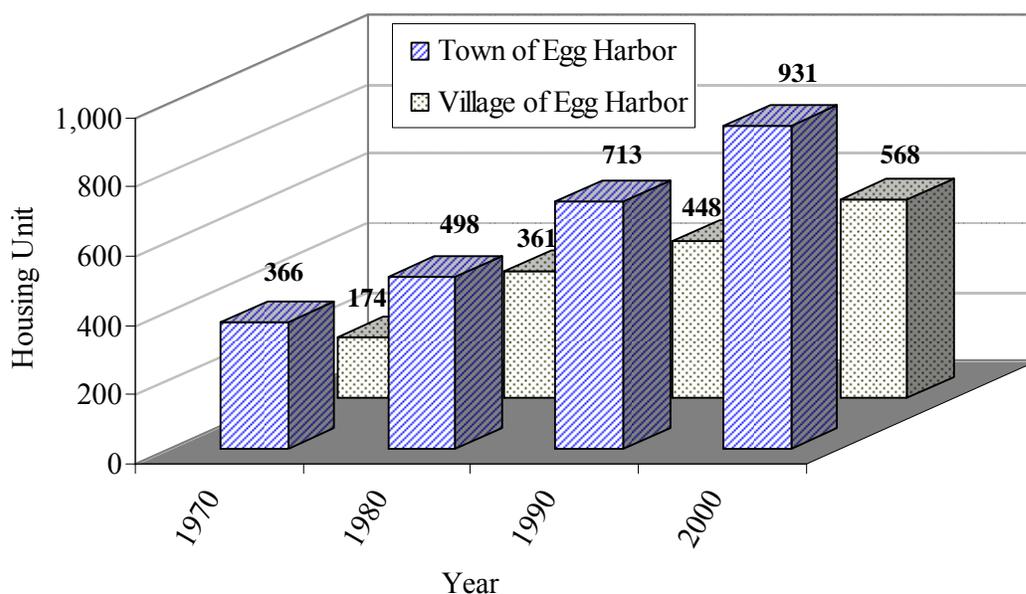
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, *Official Population Projections*, for years cited; and Bay-Lake Regional Planning Commission, 2006.

## IV. HOUSING CHARACTERISTICS

### A. Total Housing Unit Levels by Decade

The total number of housing units within the town of Egg Harbor has increased steadily from 1970 to 2000 by 154 percent in total (Figure 6.4 and Table 6.7). The nearby village of Egg Harbor also has experienced substantial growth in housing units with a 226 percent increase from 1970 to 2000. The village's major growth occurred from 1970 to 1980 with an increase of 187 units, or 107 percent.

Figure 6.4: Historic Housing Unit Levels, 1970-2000 - U. S. Census



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Table DP-1; and Bay-Lake Regional Planning Commission, 2006.

Table 6.7: Total Housing Units, 1970 - 2000

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
Town of Egg Harbor	366	498	713	931	36.1	43.2	30.6	154.4
Town of Gibraltar	470	721	1,042	1,159	53.4	44.5	11.2	146.6
Town of Sevastopol	1,006	1,308	1,395	1,554	30.0	6.7	11.4	54.5
Village of Egg Harbor	174	361	448	568	107.5	24.1	26.8	226.4
Door County	10,779	15,324	18,037	19,587	42.2	17.7	8.6	81.7
Bay-Lake Region	148,035	194,960	222,116	246,212	31.7	13.9	10.8	66.3
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; Census 2000; and Bay-Lake Regional Planning Commission, 2006.

## **B. Housing Types - Units in Structure**

According to the 2000 Census, one unit detached structures made up about 73 percent of the housing types in the town of Egg Harbor (Table 6.8). The second largest housing type found in the town was mobile homes, which made up- almost 13 percent of structures.

When compared with the village of Egg Harbor, the higher density nature of the village identifies more intense housing developments (e.g., duplexes, apartments, etc.)

Table 6.8: Units in Structure, 2000

Units	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1, Detached	684	73.5	855	73.8	1,450	92.5	264	47.0	15,188	77.5
1, Attached	61	6.6	100	8.6	19	1.2	135	24.0	737	3.8
2	14	1.5	41	3.5	8	0.5	13	2.3	529	2.7
3 or 4	30	3.2	24	2.1	31	2.0	21	3.7	619	3.2
5 to 9	2	0.2	98	8.5	15	1.0	119	21.2	601	3.1
10 to 19	18	1.9	12	1.0	-	-	8	1.4	269	1.4
20 or more	2	0.2	3	0.3	-	-	2	0.4	307	1.6
Mobile Home	120	12.9	22	1.9	44	2.8	-	-	1,320	6.7
Other	-	-	4	0.3	-	-	-	-	17	0.1
<b>Total</b>	<b>931</b>	<b>100.0</b>	<b>1,159</b>	<b>100.0</b>	<b>1,567</b>	<b>100.0</b>	<b>562</b>	<b>100.0</b>	<b>19,587</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2006.

## **C. Housing Occupancy and Tenure**

According to the 2000 Census, the town of Egg Harbor had 492 occupied housing units, which accounts for just 53 percent of the housing in the town. The other 47 percent of housing in the town was vacant (439 units) (Table 6.9). Of the 492 occupied units, 432 were owner-occupied while 60 units were renter-occupied.

### **Seasonal Housing**

Of the 439 vacant units in the town, 413 units, or 44.4 percent of the total housing in the town, are for seasonal, recreational, or occasional use (Table 6.9). All of the units of government in the area have significant numbers of seasonal housing.

Table 6.9: Housing Occupancy and Tenure, 2000

Units	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	492	52.8	475	41.0	1,076	69.2	132	23.2	11,828	60.4
Owner	432	46.4	413	35.6	941	60.6	108	19.0	9,394	48.0
Renter	60	6.4	62	5.3	135	8.7	24	4.2	2,434	12.4
Vacant	439	47.2	684	59.0	478	30.8	436	76.8	7,759	39.6
Seasonal, Recreational, Occasional Use	413	44.4	640	55.2	425	27.3	418	73.6	6,970	35.6
Other	26	2.8	44	3.8	0	0.0	0	0.0	789	4.0
<b>Total Units</b>	<b>931</b>	<b>100.0</b>	<b>1,159</b>	<b>100.0</b>	<b>1,554</b>	<b>100.0</b>	<b>568</b>	<b>100.0</b>	<b>19,587</b>	<b>100.0</b>

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

## **D. Age of Housing**

Only four percent of the existing housing units in the town of Egg Harbor were built after 1999 to March 2000, while more than 24 percent were constructed between 1980 and 1989 (Table 6.10).

Table 6.10: Housing Units by Year Structure Built, 2000

Year Structure Built	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	35	3.8	37	3.2	45	2.9	30	5.3	17	0.1
1995 to 1998	126	13.5	148	12.8	96	6.1	59	10.5	702	4.7
1990 to 1994	83	8.9	111	9.6	97	6.2	67	11.9	1,878	12.5
1980 to 1989	228	24.5	278	24.0	252	16.1	174	31.0	1,373	9.1
1970 to 1979	159	17.1	134	11.6	293	18.7	94	16.7	3,033	20.1
1960 to 1969	70	7.5	73	6.3	135	8.6	23	4.1	3,246	21.5
1940 to 1959	95	10.2	117	10.1	291	18.6	41	7.3	1,510	10.0
1939 or earlier	135	14.5	261	22.5	358	22.8	74	13.2	3,316	22.0
Total	931	100.0	1,159	100.0	1,567	100.0	562	100.0	15,075	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 3; and Bay-Lake Regional Planning Commission, 2006.

### Condition of Housing Stock

Determining the number of substandard housing units in the Town of Egg Harbor 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/ceilings), siding, doors/windows and well/septic or water/sewer laterals.*

- There were 135 units in the town built prior to 1940 at the time of the 2000 Census (Table 6.10) compared to more than 140 according to the 1990 Census. This would indicate that there are some substandard housing units within the town of Egg Harbor. There are also two units in the town that were indicated of not having plumbing and kitchen facilities in 2000.

### E. Housing Values

In 2000, the largest percentage of housing units in the town of Egg Harbor was valued between \$100,000 and \$149,999 (Table 6.11). The median value of specified owner-occupied housing units in the town was \$165,400 compared to \$262,500 for the village. When comparing the town’s housing values with the village of Egg Harbor and the town of Sevastopol, the majority of housing units for all entities fall in the same owner specified value range of \$100,000 and \$149,999. Door County as a whole had its highest percentage of housing units valued between \$50,000 and \$99,999 while Gibraltar had its highest percentage within the \$200,000 to \$299,999 range.

Table 6.11: Values of Specified Owner-Occupied Housing Units, 2000

Value	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	3	1.3	2	0.8	11	1.7	0	0.0	241	3.8
\$50,000 to \$99,999	46	19.9	16	6.6	133	20.1	0	0.0	2,181	34.2
\$100,000 to \$149,999	56	24.2	61	25.0	168	25.4	15	22.1	1,613	25.3
\$150,000 to \$199,999	32	13.9	37	15.2	99	15.0	8	11.8	850	13.3
\$200,000 to \$299,999	50	21.6	86	35.2	102	15.4	14	20.6	776	12.2
\$300,000 to \$499,999	27	11.7	17	7.0	109	16.5	9	13.2	447	7.0
\$500,000 to \$999,999	17	7.4	23	9.4	31	4.7	22	32.4	238	3.7
\$1,000,000 or more	0	0.0	2	0.8	9	1.4	0	0.0	28	0.4
Median Value	\$165,400		\$209,100		\$156,800		\$262,500		\$120,800	
Total Units	231	100.0	244	100.0	662	100.0	68	100.0	6,374	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; and Bay-Lake Regional Planning Commission, 2006.

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

Data from the Door County Board of Realtors provides a snapshot look at homes values throughout the county over a short time period. While Census data on housing unit values is self-reported, the information from the Door County Board of Realtors is based on actual housing unit sales. In comparing home prices from 2005 to the 2000 Census data, it appears that prices have risen somewhat from 2000.

Table 6.12: Second Quarter 2005 Housing Statistics

Market Category	Number of Sales	Average Price	Median Price	Price Range	Total Sales
Inland Homes, Northern Door	29	\$238,697	\$165,000	\$53,000-\$750,000	\$6,922,213
Inland Homes, Sturgeon Bay	47	\$131,474	\$106,000	\$70,000-254,375	\$6,179,278
Inland Homes, Southern Door	11	\$138,545	\$101,000	\$50,000-\$269,000	\$1,523,995
Water-view Homes, No. Door	7	\$447,700	\$449,500	\$160,000-\$689,000	\$3,133,900
Water-view Homes, Sturgeon Bay	1	\$254,375	\$158,450	\$254,375	\$254,375
Water-view Homes, So. Door	4	\$293,500	\$45,000	\$225,000-\$380,000	\$1,174,000
Waterfront Homes, No. Door	7	\$615,200	\$387,450	\$277,500-\$825,000	\$4,306,400
Waterfront Homes, Sturgeon Bay	3	\$469,300	\$400,000	\$309,000-\$599,900	\$1,407,900
Waterfront Homes, So. Door	6	\$302,000	\$177,500	\$219,000-\$450,000	\$1,812,000
Residential Condos, No. Door	45	\$301,679	\$229,900	\$62,450-1,341,260	\$13,575,555
Residential Condos, Sturgeon Bay	2	\$264,750	\$300,000	\$226,500-\$303,000	\$529,500
Residential Condos, So. Door	5	\$132,706	\$53,000	\$62,500-\$207,030	\$663,530
<b>Total</b>	<b>167</b>				<b>\$41,482,646</b>

Source: Door County Board of Realtors, 2006.

### Housing Costs - Rents and Mortgage

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

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

### Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in the town of Egg Harbor was \$535.

Seventeen renters out of 53 specified renter-occupied housing units paid more than 30 percent 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 2000, the median monthly owner cost in the town was \$991. For owner-occupied units without a mortgage, the median monthly cost was \$295.

The 2000 census indicates that 43 owners out of 231 (19 percent) specified owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. This 19 percent is considered as living in non-affordable housing.

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## **F. Projected Housing Units**

Table 6.13 and Figure 6.5 illustrate the likely total and occupied housing unit projections for the town of Egg Harbor through 2030. Four methods were used for determining the most likely housing projection to the year 2030 for the town of Egg Harbor. The following methods were used to estimate the future occupied housing unit demand within the town.

Methods one and two used the year 2000 “occupied housing” count of 492 units as a base figure. Method three used the 2003 Department of Administration (WDOA) population projections along with the town’s projected persons per household, while the fourth method uses the Bay-Lake RPC’s population projections in combination with the persons per household.

### **Household Size**

According to the Wisconsin Department of Administration, the household size within Egg Harbor is projected to decrease throughout the planning period. Table 6.13 indicates that the number of persons per household in the town will consistently decrease during the planning period, from 2.52 in 2000 to 2.13 in 2030.

The four occupied housing unit projections for the town of Egg Harbor are detailed below:

- ***Growth Trend*** - Using the census “occupied” housing counts from 1970 to 2000, a “growth trend” was created to the year 2030. This created a housing unit projection that indicated the town could have 1,131 occupied housing units by 2025 and 1,309 total occupied housing units by 2030, or an increase of 817 occupied housing units (166 percent) from the 2000 Census (Table 6.13 and Figure 6.5).
- ***Linear Trend*** - A “linear trend” to the year 2030 also utilizes the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection indicated the town of Egg Harbor could have 735 occupied housing units by 2025 and 786 total occupied housing units, or an increase of 294 occupied housing units by 2030.
- ***WDOA Population Projections/Persons per Household*** - By using the town’s WDOA population projections and persons per household projection to the year 2025, the town is able to determine the possible number of occupied housing units by 2025. The WDOA population projections show an increase of 390 persons and a decline in persons per household of 2.52 to 2.16 from 2000 to 2025. The result equals 733 occupied housing units, or an increase of 241 occupied housing units for the town of Egg Harbor by 2025.
- ***Bay-Lake RPC Population Projections/Persons per Household*** - By using the Bay-Lake RPC’s population projections for the town and persons per household projection to the year 2030, the town is able to determine the possible number of occupied housing units by 2030. The “share of county” population projections show an increase of 310 persons and a decline in persons per household of 2.52 to 2.13 from 2000 to 2030. The result equals 700 occupied housing units, or an increase of 208 occupied housing units for the town of Egg Harbor by 2030.

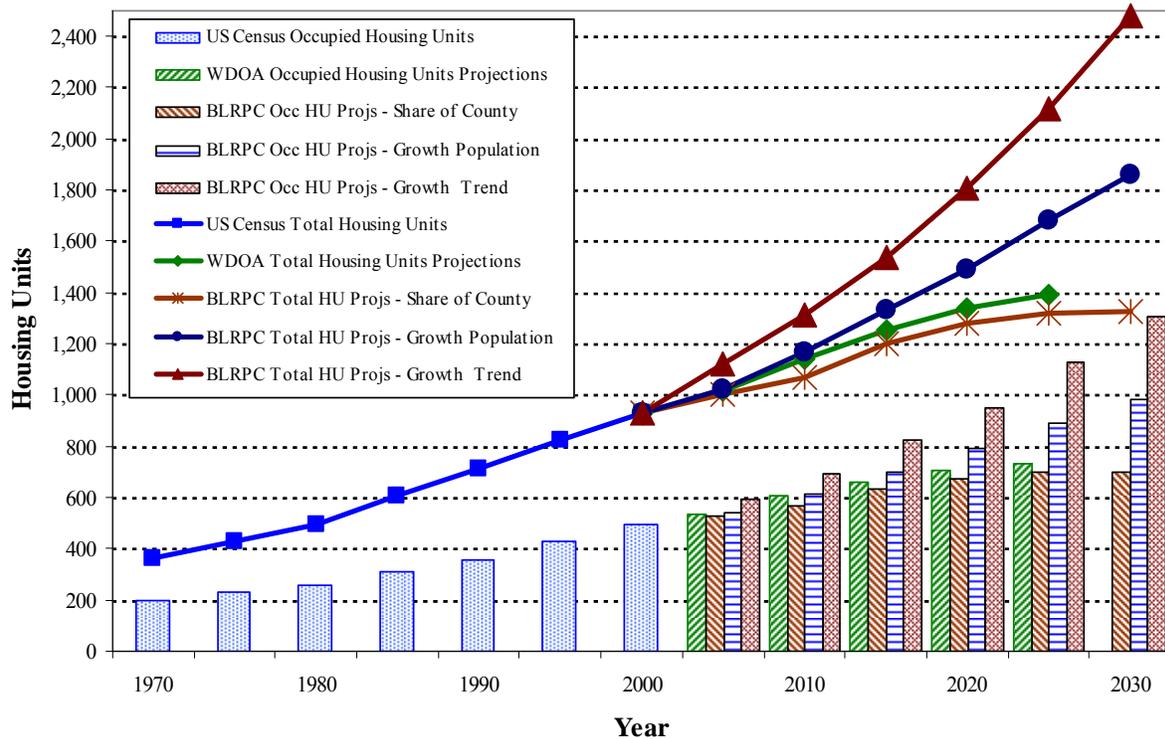
Table 6.13: Housing Unit Trends & Projections, Town of Egg Harbor, 1970 - 2030

Area	Year									
	Census				Projection					
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
US Census Occupied Housing Units	198	260	359	492						
WDOA Projections				492	535	604	661	708	733	
BLRPC Projections - Share of County				492	528	565	636	676	697	700
BLRPC Projections - Linear Population				492	522	578	635	692	746	795
BLRPC Projections - Linear Trend				492	538	583	634	685	735	786
BLRPC Projections - Growth Population				492	541	616	702	789	888	981
BLRPC Projections - Growth Trend				492	593	694	823	953	1,131	1,309
US Census Total Housing Units	366	498	713	931						
WDOA Projections				931	1,013	1,143	1,252	1,342	1,389	-
BLRPC Projections - Share of County				931	1,001	1,071	1,204	1,280	1,319	1,327
BLRPC Projections - Linear Population				931	990	1,094	1,202	1,310	1,413	1,505
BLRPC Projections - Linear Trend				931	1,008	1,104	1,200	1,296	1,393	1,489
BLRPC Projections - Growth Population				931	1,025	1,167	1,329	1,493	1,681	1,857
BLRPC Projections - Growth Trend				931	1,121	1,314	1,540	1,805	2,115	2,479
Household Size				2.52	2.44	2.35	2.27	2.21	2.16	2.13

Source: Wisconsin Department of Administration, 2003; Bay-Lake Regional Planning Commission, 2006.

Note: The increments used to obtain the projected household sizes for the town of Egg Harbor were taken from Door County's projection increments prepared by the Demographic Services Center and through linear trending from 1970 to 2030 by Bay-Lake RPC, 2006.

Figure 6.5: Housing Unit Trends & Projections, Town of Egg Harbor, 1970 - 2030



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2006.

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## **G. Subsidized and Special Needs Housing**

Within Door County, there are a variety of agencies that help locate, finance, and develop housing for persons with various physical and mental disabilities or other special needs. The Door County Department of Human Services has information on what is available through several organizations such as WHEDA, Lakeshore CAP, and the Veteran's Administration.

## **H. Housing Development Environment**

Due to its rural atmosphere, the town of Egg Harbor has a limited number of public utilities and services. The town offers a scenic landscape with bluffs overlooking the bay of Green Bay, has access to State Highway 42, and is situated near the city of Sturgeon Bay urban area. These features along with the desire for more spacious property make the town an attractive place for many people to live.

Given the town's location surrounding the village of Egg Harbor which provides services to its residents, both communities need to communicate and work together to take positive advantage of the internal and external resources each has available. This will allow them to develop their communities without detracting from the other, or the area's atmosphere.

## **V. ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

The following list of programs and resources (as well as the housing strategy found in Chapter 1) can help the town with maintaining the desired housing environment it wishes to provide its residents.

All communities in Wisconsin have a number of housing implementation tools available to them. An important first step to the utilization of those resources is on-going education of citizens and local officials regarding the contents of this housing chapter and on the importance of housing quality and affordable housing for all types of individuals within the town of Egg Harbor. Elected and appointed town officials, as well as the citizens, need to understand the relationship between housing, economic development, natural and cultural resources, land use, community facilities and transportation on the overall well-being of the town.

Some implementation alternatives available to the town include regulatory tools such as zoning and subdivision ordinances; plus governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

### **A. Housing Programs**

A number of local, state, and federal housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. If there is a gap in service, the town of Egg Harbor may want to explore developing its own program(s) to address those needs. Below are agencies with available programs that have been established to provide assistance on a wide range of housing issues.

### **Local Programs and Revenue Sources**

**Housing trust fund.** A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients, which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds

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include eschewed or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages.

The city of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point.

**Housing linkage programs.** Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

**Tax increment financing (TIF).** TIF is a tool available to cities and villages in Wisconsin under section 66.46 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing could be used to assist in the building or rehabilitation of affordable housing for middle- and lower-income households.

### **State Programs and Revenue Sources**

**Department of Commerce, Division of Community Development** administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

**Wisconsin Housing and Economic Development Authority (WHEDA)** is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and

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financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by contacting WHEDA or visiting its web site at [www.wheda.com](http://www.wheda.com).

The **Lakeshore Community Action Program** (Lakeshore CAP, Inc.) has an assistance program available to residents in Door County. This program is the **Section 8 Voucher Housing Assistance** program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

The Door County Housing Authority (DCHA) is funded 100 percent by the Department of Housing and Urban Development (HUD) and provides Section 8 rental assistance to income eligible families. DCHA owns no housing and provides rental assistance in the private market. They are currently assisting 238 income eligible renters who pay a minimum of 30 percent of their adjusted gross income toward rental expenses.

### **Federal Programs and Revenue Sources**

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program that provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) also to other communities through grants to states who distribute the money to non entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Community Development within the Department of Commerce. It awards these funds through a competitive request-for-proposals' process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office located in Milwaukee.

**Rural Development - United States Department of Agriculture (USDA-RD)** provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." You can also contact the state office

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located in Stevens Point, or explore the web site of the national office at [www.rurdev.usda.gov/agency/rhs/rhs.html](http://www.rurdev.usda.gov/agency/rhs/rhs.html).

The Bay-Lake Regional Planning Commission is also available to assist in gathering information.

### **Private Programs**

**Non-profit housing development corporations.** A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizen groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit organizations in other area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Commerce, Division of Community Development.



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## **CHAPTER 7: ECONOMIC DEVELOPMENT**

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### **WHAT IS IN THIS CHAPTER**

This element of the comprehensive plan contains the following information:

- I. Introduction
- II. Economic Development Strategy
- III. Economic Development Components
- IV. Strengths, Weaknesses, Opportunities and Threats (S.W.O.T.) Analysis
- V. Labor Force Characteristics
  - A. Education Attainment
  - B. Median Household Income
  - C. Occupation
  - D. Industry
  - E. Commuting Patterns
  - F. Unemployment Rate
  - G. Labor Participation Rate
  - H. Industry and Employment Forecast
- VI. Economic Base
  - A. Revenue by Industry
  - B. Major Employers
  - C. Employment by Economic Division
  - D. Location Quotient Analysis
  - E. Threshold Analysis
  - F. Community Finances
- VII. Sites for Business and Industrial Development
  - A. Existing Site Inventory and Analysis
  - B. Evaluation of Environmentally Contaminated Sites

### **I. INTRODUCTION**

The economic development element details the planning area'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 Door County and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of businesses and jobs to be encouraged; and a summary of the planning area's economic strengths and weaknesses.

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

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## **II. ECONOMIC DEVELOPMENT STRATEGY**

**GOAL:** To maintain or improve the town's high per capita income and resulting year round employment

***Objective 1:*** Encourage opportunities for creative business ventures that maximize productive use of available land resources.

***Policies:***

1. Continue policy of unrestricted land use.
2. Continue existing minimum lot size without restriction for home-based business ventures on a minimum sized lot.

***Objective 2:*** Communicate the town's economic development strategy to adjacent municipalities, libraries, county government and state agencies.

***Objective 3:*** Encourage development of renewable energy resources including solar, wind and bio-fuels both to protect our environment and generate employment for residents.

***Objective 4:*** Encourage bio-fuel agricultural development projects as a means to maintain rural employment and the rural character of the community.

***Objective 5:*** Encourage local production of products needed for tourism consumption including fruits & vegetables, meats, prepared food products, alternative fuel filling stations and any other products or services likely to be purchased by tourists.

***Objective 6:*** Continue to review new development on their own merits in order to take advantage of unanticipated opportunities that emerge.

***Objective 7:*** Explore ways to fund the infrastructure needed to support entrepreneurial development within the town. Infrastructure needs include:

1. High speed Internet
2. Sewer and water technology suitable for low density development
3. Renewable and sustainable energy resource development
4. Road development and maintenance suited to the business needs of the community

## **III. ECONOMIC DEVELOPMENT COMPONENTS**

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

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## **A. Infrastructure**

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

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

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

## **B. Business Development**

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

- *A business retention and expansion* program should identify the businesses' existing and changing needs and address those needs with resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through such things as management training, workforce development programs, technology, etc.
- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, environment quality of life, workforce, services available, etc.
- *Entrepreneurship and new business development* helps diversify the economic base and creates new jobs, and also provides stability to the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer. This means such things as land with available public infrastructure (e.g., streets and utilities), existing transportation options in place, availability of the internet with high speed access, permits for home-based business, etc.

## **C. Workforce Development**

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

## **D. Community Cash Flow Development**

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

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

#### **IV. STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS**

Planning for economic development requires recognition of the planning area's assets and liabilities through a thorough evaluation of the four previously described economic components. This analysis of the area's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the town is currently and what the economic composition of the area may be in the future. If the area is to develop and maintain a vibrant and diversified economic foundation, the town need to maximize their strengths, offset their weaknesses, take advantage of their opportunities, and minimize their threats.

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

1. Location of township to Sturgeon Bay and Highway 42
2. Quaint small businesses
3. Majority of businesses do not close down and open year round

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

1. Can not retain young people in the town
2. Need technology connectivity
3. Can not attract businesses that require transportation of goods

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

1. Properly plan for Highway 42
2. Bring in technology that businesses would use to support their businesses
3. Create commercial district
4. Horseshoe Bay on the shore

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

1. Annexation of land
2. Lack of business friendly atmosphere
3. Not much money spent on marketing

#### **V. 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 Egg Harbor will be able to attract and support in the future. This section focuses on characteristics of the local and county labor force. This includes general information on education levels, incomes, the types of occupations in which individuals are employed, the types of business in which these people are employed, commuting patterns, unemployment rates, labor participation rates, and a review of how these characteristic determine/influence the area's employment forecast.

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

### **A. Educational 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. Areas with higher percentages of people with post high school education will be able to attract the employers offering higher paying professional positions. Table 7.1 illustrates the levels of education that individuals in the town age 25 and older have completed.

- The percentage of high school graduates in the town of Egg Harbor is 46 percent, which is at least 7 percent higher than the averages of the other compared areas.
- The percentage individuals with at least a high school diploma in the town of Egg Harbor is 86 percent, which is slightly higher than the state average (85 percent) but lower than the averages of the County (88 percent) and the communities compared.

Table 7.1: Educational Attainment, Population (Age 25 & Over), 2000, Town of Egg Harbor and Selected Areas

Education Level	Town of Egg Harbor		Town of Gilraltar		Town of Sevastopol		Village of Egg Harbor		Door County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than 9th grade	33	3.7	6	0.7	43	2.2	7	3.9	923	4.6	186,125	5.4
9th to 12th grade, no diploma	86	9.7	38	4.5	133	6.8	7	3.9	1,530	7.6	332,292	9.6
High school graduate (includes equivalency)	409	46.3	238	28.0	722	36.8	34	18.9	7,741	38.6	1,201,813	34.6
Some college, no degree	134	15.2	219	25.8	469	23.9	49	27.2	4,246	21.2	715,664	20.6
Associate degree	33	3.7	23	2.7	151	7.7	8	4.4	1,328	6.6	260,711	7.5
Bachelor's degree	132	14.9	230	27.1	266	13.5	51	28.3	2,935	14.6	530,268	15.3
Graduate or professional degree	56	6.3	95	11.2	180	9.2	24	13.3	1,359	6.8	249,005	7.2
Total Persons 25 Years and Over	883	100.0	849	100.0	1,964	100.0	180	100.0	20,062	100.0	3,475,878	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2007.

### **B. Median Household Income**

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

Table 7.2 provides a comparison of the 2000 median household incomes for the town of Egg Harbor and selected areas.

- The median household income for the town of Egg Harbor was \$43,098, which was higher compared to Door County (\$38,812) and the village of Egg Harbor (\$41,667) but comparable with the state (\$43,791) median household income.
- 25 percent of the total households in the town of Egg Harbor make between \$50,000 and \$74,999. The other compared communities, Door County, and the State also have their highest percentage of income in the range between \$50,000 and \$74,999 except for the village of Egg Harbor which was highest between \$100,000 and \$149,000.

Table 7.2: Median Household Income, 2000, Town of Egg Harbor and Selected Areas

Annual Household Income	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	27	5.4	28	5.7	55	5.0	9	7.9	824	7.0	148,964	7.1
\$10,000 to \$14,999	36	7.2	15	3.0	46	4.2	7	6.1	847	7.2	121,366	5.8
\$15,000 to \$24,999	66	13.2	49	9.9	166	15.2	17	14.9	1,857	15.7	264,897	12.7
\$25,000 to \$34,999	61	12.2	76	15.4	144	13.2	9	7.9	1,717	14.5	276,033	13.2
\$35,000 to \$49,999	98	19.6	91	18.4	185	16.9	18	15.8	2,208	18.7	377,749	18.1
\$50,000 to \$74,999	126	25.1	98	19.8	260	23.7	18	15.8	2,482	21.0	474,299	22.7
\$75,000 to \$99,000	28	5.6	47	9.5	107	9.8	6	5.3	855	7.2	226,374	10.9
\$100,000 to \$149,000	41	8.2	60	12.1	87	7.9	23	20.2	741	6.3	133,719	6.4
\$150,000 to \$199,000	10	2.0	17	3.4	12	1.1	4	3.5	122	1.0	30,598	1.5
\$200,000 or more	8	1.6	14	2.8	33	3.0	3	2.6	158	1.3	32,305	1.5
Total Households	501	100.0	495	100.0	1,095	100.0	114	100.0	11,811	100.0	2,086,304	100.0
Median Income	\$43,098		\$47,604		\$47,227		\$41,667		\$38,812		\$43,791	

Source: U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2007.

### C. Occupation

In 2000, the two highest percentages in employed persons by occupation in the town of Egg Harbor were in the management, professional, and related occupations (23 percent), and sales and office occupations (22 percent) (Table 7.3). When compared to the other communities and the County, it is apparent that the other communities and County had their two highest percentages of employed persons in the same two occupations as the town of Egg Harbor.

Table 7.3: Employed Persons by Occupation, 2000, Town of Egg Harbor and Selected Areas

Occupation	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Management, professional, and related occupation	147	23.1	193	35.2	426	30.3	37	34.3	3,828	27.5
Service occupations	134	21.1	105	19.2	168	12.0	6	5.6	2,172	15.6
Sales and office occupations	141	22.2	129	23.5	343	24.4	37	34.3	3,285	23.6
Farming, fishing, and forestry occupations	27	4.3	8	1.5	37	2.6	0	0.0	267	1.9
Construction, extraction, and maintenance occupations	94	14.8	62	11.3	174	12.4	20	18.5	1,847	13.3
Production, transportation, and material moving occupations	92	14.5	51	9.3	256	18.2	8	7.4	2,502	18.0
Total	635	100.0	548	100.0	1404	100.0	108	100.0	13,901	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2007.

### D. Industry

Table 7.4 illustrates the employment by major industry group for the town of Egg Harbor and selected areas for 2000. The greatest percentage of person employed by industry for all areas compared was in the arts, entertainment, recreation, accommodation and food services industry except for the town of Sevastopol and the County which had their highest percent of employed person were in the manufacturing industry followed by the educational, healthy and social services industry. Although, the manufacturing industry was not the town of Egg Harbor's highest percentage, it was its second highest percentage in employed persons.

Table 7.4: Employed Persons by Industry Group, 2000, Town of Egg Harbor and Selected Areas

Industry	Town of Egg Harbor		Town of Gibraltar		Town of Sevastopol		Village of Egg Harbor		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	78	12.3	15	2.7	102	7.3	2	1.9	625	4.5
Construction	55	8.7	68	12.4	170	12.1	14	13.0	1,392	10.0
Manufacturing	105	16.5	34	6.2	288	20.5	8	7.4	2,607	18.8
Wholesale trade	7	1.1	5	0.9	32	2.3	1	0.9	200	1.4
Retail trade	65	10.2	85	15.5	120	8.5	22	20.4	1,881	13.5
Transportation and warehousing, and utilities	18	2.8	10	1.8	45	3.2	0	0.0	388	2.8
Information	5	0.8	6	1.1	23	1.6	0	0.0	198	1.4
Finance, insurance, real estate, and rental and leasing	25	3.9	36	6.6	97	6.9	7	6.5	717	5.2
Professional, scientific, management, administrative, and waste management services	28	4.4	54	9.9	67	4.8	10	9.3	865	6.2
Educational, health and social services	72	11.3	92	16.8	210	15.0	16	14.8	2,096	15.1
Arts, entertainment, recreation, accommodation and food services	120	18.9	112	20.4	155	11.0	23	21.3	1,919	13.8
Other services (except public administration)	42	6.6	13	2.4	61	4.3	3	2.8	572	4.1
Public administration	15	2.4	18	3.3	34	2.4	2	1.9	441	3.2
Total	635	100.0	548	100.0	1404	100.0	108	100.0	13,901	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2007.

### **E. Commuting Patterns**

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

Table 7.5 illustrates the place of work for the town of Egg Harbor, three of its surrounding communities, Door County and the State. Approximately, 97 percent of workers, who are 16 years of age and older, in the town of Egg Harbor worked in the county. The other municipalities also had 93 percent or more of their residents working in the county. The percentage of workers in the town of Egg Harbor is higher compared to the State (81 percent) but is the same compared to the County (93 percent).

Table 7.5: Place of Work, 2000, Town of Egg Harbor and Selected Areas

Place of Work	Town of Egg Harbor	Town of Gibraltar	Town of Sevastopol	Village of Egg Harbor	Door County	State of Wisconsin
Worked in state of residence	469	423	1167	69	11,580	2,271,607
Worked in county of residence	457	414	1088	67	10,808	1,846,382
Worked outside county of residence	12	9	79	2	772	425,225
Worked outside state of residence	2	8	16	0	81	78,084

\* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2007.

### **F. Unemployment Rate**

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. Table 7.6 and Figure 7.2 highlight the fluctuations in Door County’s civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors: shifts in the age and sex characteristics of the population; changes in the number of residents age 16 and over; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

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 in which 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.

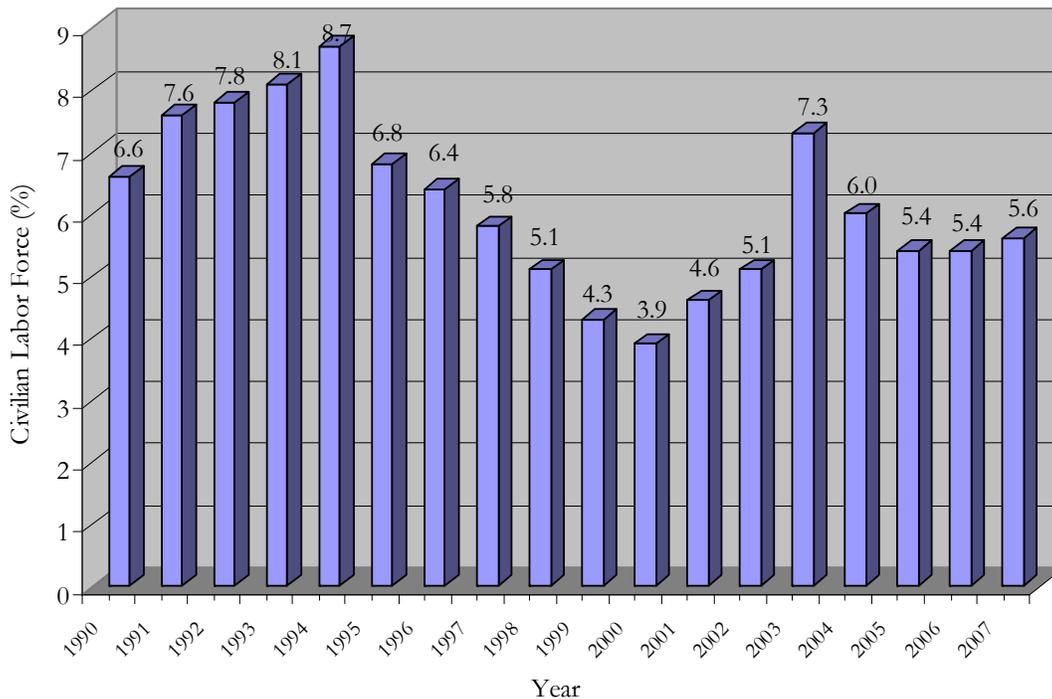
- The civilian labor force comprised 57 percent of Door County’s population in 1990 and 59 percent in 2000.
- The county’s labor force number increased 1,925 workers, or 13 percent from 1990 to 2007.
- For the period 1990 to 2007, the county’s unemployment rate and the number of unemployed was the lowest in 2000 (3.9 percent), whereas the unemployment rate was the highest at 8.7 percent in 1994.
- The number of individuals unemployed within this time period dropped to a low of 637 in 2000, then peaked at 1,244 in 2003 and fell through 2006.

Table 7.6: Average Civilian Labor Force Estimates, 1990 - 2007, Door County

Year	Civilian		% Civilian	
	Labor Force	Unemployed	Labor Force	Employed
1990	14,834	981	6.6	13,853
1991	14,662	1,118	7.6	13,544
1992	14,767	1,149	7.8	13,618
1993	14,606	1,176	8.1	13,430
1994	14,952	1,304	8.7	13,648
1995	15,036	1,019	6.8	14,017
1996	15,572	991	6.4	14,581
1997	15,754	907	5.8	14,847
1998	15,730	806	5.1	14,924
1999	15,643	680	4.3	14,963
2000	16,510	637	3.9	15,873
2001	17,133	787	4.6	16,346
2002	17,272	873	5.1	16,399
2003	17,038	1,244	7.3	15,794
2004	16,776	1,010	6.0	15,766
2005	16,919	915	5.4	16,004
2006	16,714	901	5.4	15,813
2007	16,706	928	5.6	15,778

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2009.

Figure 7.1: Unemployment Rate, 1990 - 2007, Door County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 2000-2005; and Bay-Lake Regional Planning Commission, 2007.

**G. Labor Participation Rate**

According to the Wisconsin Department of Workforce Development, approximately 60 percent of Door County’s population, 16 years of age and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area’s labor market than its unemployment rate. Door County’s LFPR is currently about the same as Wisconsin’s and higher than the national rate. Like the state and nation, the county’s LFPR is projected to decrease over the coming decades due to an aging, retiring population.

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

**H. Industry and Employment Forecast**

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

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs.

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

### **Local Employment Forecast**

- From 1990 to 2000, the manufacturing and services industries continued to have the largest share of employment for residents of the town of Egg Harbor and Door County (Table 7.4). This trend follows the regional trend and is expected to continue for the town and county.
- According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012 including:
  1. Teachers
  2. Waiters and Waitresses
  3. Machinists
  4. Welders, Cutters, Solders, and Braziers
  5. Registered Nurses
  6. Nursing Aids, Orderlies, and Attendants

## **VI. ECONOMIC BASE**

### **A. Revenue by Industry**

Table 7.7 provides an overview of how much each industry contributes to the overall Door County economy.

In 1980, the manufacturing industry was Door County's top industry by providing over \$66 million towards the total income of all seven industry sectors. By 2000 the services industry had become the leading industry contributing \$148 million to Door County's economy. The services industry has grown by almost 400 percent followed by the construction industry (341 percent) in the last 20 years.

Table 7.7: Income by Industry Type\*, 1980 - 2000, Door County

Area	1980	1990	2000	Percent Change
Mining	\$1,246	\$345	NA	NA
Construction	\$12,118	\$21,295	\$53,451	341.1%
Manufacturing	\$66,018	\$78,437	\$75,131	13.8%
Transportation and Public Utilities	\$3,853	\$6,671	NA	NA
Trade	\$26,273	\$45,692	\$75,966	189.1%
Services	\$29,920	\$67,495	\$148,269	395.6%
Government	\$18,749	\$40,490	\$58,382	211.4%
Total	\$158,177	\$260,425	\$411,199	160.0%

\*Figures in thousands

Source: Wisconsin Department of Commerce 2006; and Bay-Lake Regional Planning Commission, 2007.

## **B. Major Employers**

The town of Egg Harbor boasts a variety of employers from both the public and private sectors (Table 7.8). The largest public sector employer is the town of Egg Harbor while the top private sector employers include the Door Peninsula Winery, the Orchards, and Schopf's Dairy. The private industries are mainly service industries. Residents in the town of Egg Harbor also have a number of employment opportunities within the county and its closest metropolitan area, Green Bay.

Table 7.8: Top Employers, 2008, Town of Egg Harbor

Establishment	Product or Service	Size (Oct. 2008)
Door Peninsula Winery/Shipwrecked	Wineries	50 - 99 employees
The Orchards At Egg Harbor LLC	Golf Courses and Country Clubs	20 - 49 employees
Town of Egg Harbor-Door County	Executive and Legislative Offices, Combined	20 - 49 employees
Schopf's Hilltop Dairy LLC	Dairy Cattle and Milk Production	10 - 19 employees
Lakeshores Landscape & Design Inc	Landscaping Services	10 - 19 employees
Stonehedge Golf LLC	Golf Courses and Country Clubs	10 - 19 employees
Sunnypoint Landscape LLC	Landscaping Services	10 - 19 employees
Rainbow Recreation LLC	RV (Recreational Vehicle) Parks and Campgrounds	5 - 9 employees
The Mariner of Egg Harbor Ltd	Hotels (except Casino Hotels) and Motels	5 - 9 employees
Door Landscape & Dramatic Gardens	Landscaping Services	5 - 9 employees
Sunnypoint Gardens	Nursery and Tree Production	5 - 9 employees
Doris M Thorn	Drinking Places (Alcoholic Beverages)	5 - 9 employees
The Carpet Shop	Floor Covering Stores	5 - 9 employees

Source: DWD, Bureau of Workforce Information, ES-202, October 2008; and, Bay-Lake Regional Planning Commission, 2009.

## **C. Employment by Economic Division**

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

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

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

## **D. Location Quotient Analysis**

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. The Location Quotient (LQ) analysis technique compares the local economy of Door County, and Wisconsin to the United States (Table 7.9).

The LQ technique is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level.

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

Table 7.9: Employment by Industry Group, 2001-2005, Door County and Wisconsin, Location Quotient Analysis

Industry	Door County		Wisconsin	
	2001	2005	2001	2005
Base Industry: Total, all industries				
Agriculture, forestry, fishing and hunting	ND	ND	0.68	0.74
Mining	ND	ND	0.24	0.25
Utilities	ND	ND	1.05	0.97
Construction	1.40	1.22	0.87	0.82
Manufacturing	1.15	1.38	1.60	1.66
Wholesale trade	0.27	0.30	0.94	0.96
Retail trade	1.23	1.15	1.01	0.97
Transportation and warehousing	ND	ND	1.02	1.06
Information	0.41	0.54	0.70	0.76
Finance and insurance	0.59	0.54	1.01	1.02
Real estate and rental and leasing	0.97	1.12	0.61	0.62
Professional and technical services	0.35	0.32	0.61	0.61
Management of companies and enterprises	0.11	0.08	0.76	1.11
Administrative and waste services	0.24	0.39	0.72	0.75
Educational services	0.20	0.19	0.61	0.60
Health care and social assistance	0.84	0.81	1.07	1.06
Arts, entertainment, and recreation	1.79	1.94	0.85	0.86
Accommodation and food services	2.60	2.32	0.96	0.95
Other services, except public administration	1.47	1.46	0.92	0.91
Unclassified	NC	0.07	0.47	2.52

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

Source: U.S. Department of Labor, Bureau of Labor Statistics, 2007; and Bay-Lake Regional Planning Commission, 2007.

## **E. Threshold Analysis**

### **Export Base (Basic Employment)**

There are seven areas within the 2005 Door County economy that can be considered basic employment areas: Accommodation and food services; Arts, entertainment, and recreation; Other services, except public administration; Manufacturing; Construction; Retail trade; and Real estate and rental and leasing. These seven areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the economy is getting closer to reaching and exceeding local demand. For example, manufacturing has gone from 1.15 in 2001, to 1.38 in 2005. Having basic employment typically suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are dependent more on non-local economies. In Door County, this is less true because the strongest basic sectors are service based providing products to a more transient tourist population. Having strong basic sector employment and industry will strengthen the local economy. At the state level Transportation and Warehousing is also considered a Basic Sector industry.

### **Non-Basic Employment Industry**

Private employment areas that can be considered non-basic include: Health care and social assistance; Information; Finance and insurance; Administrative and waste services; Professional and technical services; Wholesale trade; Educational services; and Management of companies and enterprises. These industries are not meeting local demand for a given good or service. For example, the Professional and technical services industry LQ actually decreased 2001 to 2005; however, the Door County economy could support more of this industry. There is currently no industry with an LQ equal to one to indicate that local demand is being met and services are not being exported.

## **F. Community Finances**

In order to provide the types and levels of services for the town of Egg Harbor, it must be able to generate sufficient public revenues. Tables 7.10 and 7.11 provide a history of the taxes levied and collected in the town of Egg Harbor.

- The town's full value increased by 125 percent for the period 1999 to 2007. The total property tax also increased 65 percent for the same period.

Table 7.10: Comparative Tax Appropriations, 1999 - 2007, Town of Egg Harbor

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other*
1999	228,021,900	102.16	3,049,138	240,964	0.01337	0.01231	1,454,734	306,758	786,087	455,954	45,604
2000	278,294,400	90.51	3,458,162	240,777	0.01242	0.01156	1,588,306	387,091	952,275	474,831	55,659
2001	344,003,900	78.52	4,052,375	243,525	0.01178	0.01107	1,724,171	557,655	1,225,747	476,003	68,801
2002	357,658,800	76.62	4,166,124	253,500	0.01164	0.01093	1,743,742	578,331	1,302,016	470,503	71,532
2003	385,398,100	74.96	4,244,752	257,249	0.01101	0.01034	1,791,721	602,323	1,348,216	425,412	77,080
2004	402,911,200	103.08	4,374,439	255,351	0.01085	0.01022	1,844,016	616,160	1,356,278	477,403	80,582
2005	454,579,200	94.65	4,678,880	247,293	0.01029	0.00974	1,990,396	681,294	1,478,378	443,543	85,270
2006	492,841,800	88.05	4,820,585	314,409	0.00978	0.00914	2,039,803	722,873	1,527,817	443,544	86,548
2007	514,755,600	86.61	5,020,735	358,071	0.00975	0.00905	2,079,477	753,347	1,668,780	431,774	87,357

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2009.

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

- As of December 31, 2007, the town of Egg Harbor had an existing debt of \$124,718, leaving a debt margin of \$25,613,062 (Table 7.11). This means the town has money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

Table 7.11: Public Indebtedness, 1998 - 2006, Town of Egg Harbor

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	203,949,100	10,197,455	50,000	10,147,455
1999	228,021,900	11,401,095	45,000	11,356,095
2000	278,294,400	13,914,720	40,000	13,874,720
2001	344,003,900	17,200,195	0	17,200,195
2002	357,658,800	17,882,940	0	17,882,940
2003	385,398,100	19,269,905	0	19,269,905
2004	402,911,200	20,145,560	0	20,145,560
2005	454,579,200	22,728,960	227,662	22,501,298
2006	492,841,800	24,642,090	183,277	24,458,813
2007	514,755,600	25,737,780	124,718	25,613,062

\*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2009.

## **VII. SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **A. Existing Site Inventory and Analysis**

The town of Egg Harbor has a limited amount of business development along State Highway 42 and little industrial development. The town does not have the infrastructure to support high intensity industrial or commercial uses.

### **Evaluation of Environmentally Contaminated Sites for Commercial and Industrial Uses**

The WDNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized for more productive uses. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the Town has two closed sites as well as five open sites which are designated as part of the WDNR Environmental Repair Program (ERP). These are areas other than LUSTs that have contaminated soil and/or groundwater.

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website <http://www.dnr.state.wi.us/org/aw/rr/brrts/>, or contact the WDNR for more information.

### **Designation of Business and Industrial Development**

The town does not have the infrastructure to support high intensity industrial or commercial uses and has not designated any areas for commercial growth.

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## CHAPTER 8: TRANSPORTATION

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### **WHAT IS IN THIS CHAPTER**

- I. Introduction
- II. Summary
- III. Transportation Strategy
- IV. Inventory of Transportation Facilities
  - A. Highways and Roads
  - B. Elderly and Disabled Transportation
  - C. Intercity Bus
  - D. Bicycle Transportation
  - E. Rail Service
  - F. Air Service
  - G. Harbors and Marinas
  - H. Trucking
- V. Applicable Transportation Plans
- VI. Transportation Program Funding

### **I. INTRODUCTION**

This chapter provides an inventory of the existing transportation facilities that serve the town of Egg Harbor in Door County. 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, public transit systems (where applicable), elderly and disabled transportation services, intercity bus, bicycle transportation, water, rail, air, and commercial trucking service. The detailed 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.

In addition, this chapter includes an inventory and analysis of applicable transportation plans, including county functional and jurisdictional studies, transportation corridor plans, rural transportation plans, state and local airport plans, state railroad plans, state, regional and local bicycle plans, state and local pedestrian plans, state and local transit plans, as well as any other special transportation plans that are applicable to the town.

### **II. SUMMARY**

The town of Egg Harbor seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan through its comprehensive planning program.

The transportation facility inventory conducted for the town of Egg Harbor has established that the town currently has jurisdiction over and responsibility for approximately 57 miles of local roads. The town's jurisdictional responsibility relative to its local roads includes maintenance, repair and reconstruction of the roads as needed.

The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the town of Egg Harbor is local property taxes. The state's disbursement of general transportation aids also provides the town with partial funding for roads from collected revenues of fuel taxes and vehicle registration fees. The state provides a payment of about 30 percent to

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the town for costs associated with activities such as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement and other transportation related costs.

### **III. TRANSPORTATION STRATEGY**

**GOAL:** To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles.

***Objective 1:*** Seek to maintain State Highway 42 as a scenic rural high speed highway by minimizing entry and egress, improving traffic flow at intersections and avoiding development that detracts from the rural ambiance of the highway.

***Policies:***

1. Wherever possible require that access to property on State Highway 42 be through a side road.
2. Encourage the widest possible spacing of driveways on highway frontage.
3. Improve intersections to provide for maximum safety without speed reduction whenever possible.
4. Encourage state purchase of property at intersections that might pose congestion problems in the future.

***Objective 2:*** Encourage development of a town wide network of hiking/biking/cross-country ski trails using easements and town and county road widening.

1. Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.
2. Discuss any future trailway development with residents as well as affected property owners.

***Objective 3:*** Support the creation of a single highway speed throughway through the peninsula to allow free movement of traffic to destinations and reduce congestion in our tourism communities.

### **IV. INVENTORY OF TRANSPORTATION FACILITIES**

#### **A. 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 Class***

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 that the road serves in relation to traffic patterns, land use, land access needs and traffic

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volumes. The road system for the town of Egg Harbor has been functionally classified based on criteria identified in Table 8.6.

### **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. State Highway 42 is the only arterial road located within the town of Egg Harbor.

### **Collector Roads**

The primary function of roads classified as “collectors” is to provide general "area to area" routes for local traffic. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school, and between the home and those places where business and commerce are conducted. Collector roads typically serve low-to-moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Table 8.1 illustrates the collector roads and mileage for each in the town of Egg Harbor.

Table 8.1: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Egg Harbor 2006

Highway/Road	Mileage	Percent of Total
CTH B (1)	6.57	35.27
CTH B (2)	0.06	0.32
CTH E	2.66	14.28
CTH G	4.08	21.90
CTH I	3.05	16.37
CTH T	2.21	11.86
Total	18.63	100.00

Source: WisDOT, *Town Plat Record*, 2006; Bay-Lake Regional Planning Commission; 2007.

### **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.

Ideally, local roads should be designed to move traffic from an individual lot (more often than not, 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 the town of Egg Harbor, there are 48 local roads that consist of approximately 57 miles. The local roads comprised of more than 73 percent of the total road mileage located within the town.

### **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, 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.

- For the Town of Egg Harbor, traffic volumes were last counted in 2003 and counts were also taken in 2001 and 1998. The average daily traffic volumes on principal and minor arterial roadways within the town for those years are listed in Table 8.2, and are shown on Map 8.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.
- Between 1998 and 2001, daily traffic volume in the town of Egg Harbor decreased for State Highway 42, County Highway B and County Highway T. However, in 2003, daily traffic volume increased for all three roads between 2001 and 2003. Traffic volume increased more than 38 percent for State Highway 42 and County Highway B. County Highway T only increased 6 percent between 2001 and 2003.

Table 8.2: Annual Average Daily Traffic, Town of Egg Harbor, 1998, 2001, and 2003

	1998	2001	1998-2002	Percent	2003	2001-2003	Percent
Annual Average Daily Traffic	No.	No.	No. Change	Change	No.	No. Change	Change
<b>STH 42</b>							
North of Willow Rd	3700	3200	-500	-13.5	4600	1400	43.8
South of Plum Bottom	4200	3700	-500	-11.9	5100	1400	37.8
<b>CTH B</b>							
North of Spring Ln	440	380	-60	-13.6	530	150	39.5
<b>CTH T</b>							
West of Division St	400	310	-90	-22.5	330	20	6.5

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1998, 2001, 2003; and, Bay-Lake Regional Planning Commission, 2007.

### Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 8.3). The maximum total capacity of a two-lane, two-way highway (such as State Highway 42, County Highway B, County Highway E, County Highway G, County Highway I, County Highway T) under ideal conditions is 2,000 vehicles per hour in each traffic lane, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 8.3 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 8.3: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

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

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2006.

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

### **Traffic Crashes**

Vehicle crash reports, filed with the Door County Sheriff’s Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the accident that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

Table 8.4 illustrates vehicle crashes in the town of Egg Harbor for 2004, 2005, and 2006. There were fewer crashes in 2006 than the two previous years. Although the total number of crashes for 2004 and 2005 was almost the same, the number of persons injured was greater in 2004 than 2005.

Table 8.4: Vehicle Crashes, Town of Egg Harbor, 2004, 2005, and 2006

Year	Total Crashes	Injury Crash	Persons Injured	Property Damage Crashes
2004	42	9	16	33
2005	41	6	6	35
2006	33	9	12	23

Source: Wisconsin Department of Transportation, 2007; Bay-Lake Regional Planning Commission, 2007

### **Access Controls**

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

- Door County does not have nor does it plan to adopt a Controlled Access Ordinance at this time.

### **B. 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 Egg Harbor are provided through programs coordinated and administered by the Door County Commission on Aging. Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs.

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### **The Door County Senior Resource Center**

The Door County Senior Resource Center is a public agency which operates one-vehicle, a fifteen passenger minibus, on a fixed schedule, door-to-door, demand responsive basis for elderly persons who are 55 years or older throughout the county. Trips are provided for medical appointments, nutrition programs, personal business and to various service agencies (social security office, etc.).

The bus operates on a dial-a-ride system for people living in Sturgeon Bay and the immediate urban area. The bus provides transportation for those living in or near the city of Sturgeon Bay on Monday, Wednesday, and Friday. Elderly residents of northern Door County are provided service on Tuesday, and elderly residents of southern Door County are provided service on Thursdays.

### **Sunshine House**

The Sunshine House is a sheltered employment facility which is located in the city of Sturgeon Bay. The facility provides services to persons 16 years old or older who have mental and/or physical disabilities. The services provided include sheltered employment, education, recreation therapy, day services, and community support.

The facility operates two passenger buses, both equipped for wheelchairs and two vans, one of which is wheelchair accessible. The service is provided within the framework of a fixed route system, with the route determined by the home location of the clients. Although the primary area of operations is in the immediate area of the city of Sturgeon Bay, Sunshine House does provide transportation to clients throughout the county.

### **Other Related Special Transportation Services**

In addition to the Senior Resource Center and the Sunshine House, there are two private (for-profit) entities providing transportation services within Door County. These companies are primarily providing transportation for medical purposes, with the cost of the ride borne by fares and state/federal medical assistance.

- Northeast Wisconsin Transportation Service Inc (NEW Transport) operates four (wheelchair accessible) vans within Door County and is also under contract with the Door County Senior Resource Center to provide rides to Door County residents to medical facilities and services located in Green Bay.
- Para Tran of Sturgeon Bay operates one van and one minivan which is also wheelchair accessible.

Additionally, there are currently four taxicab services operating within the county which include one which provides service to the Ephraim area, one which services Washington Island, and two companies which provide service in the city of Sturgeon Bay. These companies operate on a minimum per trip and mileage based fare system.

### **C. Intercity Bus**

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of

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passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

The nearest intercity bus service to the town of Egg Harbor is in the city of Green Bay with service provided to Milwaukee and Chicago, Madison, and Minneapolis/St. Paul. Intercity bus connections may also be made at the city of Manitowoc as well as the city of Sheboygan.

#### **D. Bicycle Transportation System**

There are no bicycle paths or marked bicycle routes located within the town of Egg Harbor. The state bicycle plan did however; assess conditions for bicycling in Door County and has developed county-level maps that identify “bicycling conditions” on all county highways and other state and interstate highway.

These county maps come from the Wisconsin State Bike Map. Each county map highlights the most favorable bicycling conditions while presenting the full continuum of roadways - from narrow town roads to US Highways. This approach enables cyclists of all abilities to select their own routes to meet their individual transportation and recreational needs.

- In the town of Egg Harbor, County Highway B, County Highway G, County Highway I, County Highway T and County Highway EE are classified to have the “Best Conditions for Bicycling.” State Highway 42 is classified as being “Moderate Conditions for Bicycling,” beginning at the intersection of County Highway G and State Highway 42 along State Highway 42 until State Highway 42 and Maple Tree Rd intersect. Along State Highway 42, where Town Line Road and State Highway 42 intersect until County Highway G and State Highway 42 intersect, this part of State Highway 42 is classified as having “High Volume, Wider Paved Shoulders.” Local roads were not assessed as part of this process and are generally considered to have suitable conditions for bicycling.

#### **E. Rail Service**

There are no rail services located within the town of Egg Harbor. The nearest rail service to the town is located in the village of Luxemburg in Kewaunee County and at Green Bay in Brown County. The village of Luxemburg is serviced by the Canadian National Rail Company and the city of Green Bay is serviced by the Escanaba & Lake Superior and the Canadian National Rail companies.

#### **F. Air Service**

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

In the town of Egg Harbor, there is no air transportation facility. However, there are six private or semi-public airport facilities in the county (Table 8.5).

Table 8.5: Private/Semi-public Airport Facilities, Door County

Name	Location
Door County Cherryland Airport	Sturgeon Bay West
Door County Memorial Hospital Heliport	Sturgeon Bay East
Foscoro Airport	Forestville
Ephraim-Fish Creek Airport	Ephraim
Hill Road Airport	Sister Bay
Washington Island Airport	Washington Island NW

Source: Door County, 2007; Bay-Lake Regional Planning Commission, 2007.

**G. Harbors and Marinas**

There are no commercial harbors or recreational marinas located within the town of Egg Harbor. The closest harbor/marina to the town of Egg Harbor is the Egg Harbor Municipal Dock which is located in the village of Egg Harbor.

**H. Trucking**

There are no commercial trucking terminals located within the town of Egg Harbor.

**V. INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

**A. Wisconsin State Highway Plan**

The *Wisconsin State Highway Plan 2020* states that, “Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing.” In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges,
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

**B. Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin’s state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

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- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.
  - *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
  - *Reconstruction* entails complete replacement of worn roads, including the road base and rebuilding roads to modern standards.

### **C. State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **D. Wisconsin State Railroad Plans**

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

### **E. State, Regional and Local Bicycle Plans**

#### **State Bicycle Plan**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. The Wisconsin Department of Transportation produced a set of maps that identified bicycle conditions on major routes and roads for Door County. The maps assessed and identified bicycling conditions, planned state highway priority corridors and key linkages between major destination points.

#### **Regional Bicycle Plan**

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* (adopted 2002) identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Door County and the town of Egg Harbor. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Door County and the adjoining communities in Brown and Kewaunee counties. In the town of Egg Harbor the regional plan recommends paving road shoulders (four to five feet in width) on State Highway 42, County Highway B, County Highway T, County Highway E and County Highway EE.

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## **VI. TRANSPORTATION FUNDING AND TECHNICAL SUPPORT PROGRAMS**

The following are a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

### **A. Wisconsin Department of Transportation**

#### ***General Transportation Aid (GTA)***

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,825 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

#### ***Local Mileage Certification***

Each local government that increased or decreased the mileage of its roads is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage increases have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments is based on the certified mileage of each local unit of government.

#### ***Local Roads Improvement Program (LRIP)***

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to new roads, seal coats, ditch repair, and/or curb and gutter construction.

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### ***Local Bridge Program***

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length).

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

### ***Flood Damage Aids***

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

### ***County Forest Aid Program***

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

### ***Rural and Small Urban Area Public Transportation Assistance Program - Section 5311***

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

### ***Specialized Transportation Assistance Program for Counties - Section 85.21***

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- Directly provided transportation service for the elderly and disabled;
- Purchase of transportation service from any public or private organization;
- A user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- Volunteer driver escort reimbursement;
- Performing or purchasing planning or management studies on transportation;
- Coordinating transportation services;
- Performing or purchasing in-service training relating to transportation services; and/or
- Purchasing capital equipment (buses, vans, etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

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### ***Local Transportation Enhancement Program (TE)***

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories:

- Providing facilities for bicycles and pedestrians;
- Providing safety and educational activities for pedestrians and bicyclists;
- Acquiring scenic easements and scenic or historic sites;
- Sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- Landscaping and other scenic beautification;
- Preserving historic sites;
- Rehabilitating and operating historic transportation buildings and structures;
- Preserving abandoned railway corridors;
- Controlling and removing outdoor advertising;
- Conducting archaeological planning and research;
- Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- Establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

### ***Surface Transportation Program - Discretionary (STP-D)***

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

### ***Transportation Demand Management Programs***

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods. There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

- *TDM Grant Program* - The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.
- *Wisconsin Employment Transportation Assistance Program (WETAP)* - As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

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Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

***Transportation Economic Assistance (TEA Grant) Program***

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Table 8.6: Functional Classification Criteria for Streets and Highways in Rural Areas

RURAL PRINCIPAL ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				None	2.0% to 4.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places $\geq 50,000$ with other places $\geq 50,000$  Connect places 5,000 - 49,999 with places $\geq 50,000$	Provide access to major recreation areas of the state.	Maximum: 30 miles between Principal Arterials	$\geq 6,000$		
*A place is considered served by a principal arterial if the principal arterial either penetrates its boundary or comes within 10 miles of the center of the place and penetrating service is provided by a minor arterial.					
RURAL MINOR ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				Must meet both of the criteria below plus 90% of Current ADT	4.0% to 8.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places 1,000 - 4,999 to places $\geq 50,000$  Connect places 5,000 - 49,999 to other places 5,000 - 49,999  Connect places 1,000 - 4,999 to places 5,000 - 49,999, or with principal arterials	Serve all traffic generating activities with an annual visitation of 300,000, if not served by a principal arterial.	Maximum: 30 miles between Arterials	$\geq 2,000$	1. Alternate population connection 2. Major river crossing/ restrictive topography	
*A place is considered served by a minor arterial if the minor arterial either penetrates its boundary or comes within two miles of the center of the place and a major collector provides penetrating service.					

RURAL MAJOR COLLECTORS*					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service**	Land Use Service	Spacing	Current ADT***		
Connect places 1,000 - 4,999 to other places 1,000 - 4,999	Land Use Service Index $\geq 16$ .	Maximum: 10 Miles between Major Collectors or Higher Function Routes	$\geq 1,000$ ( $\geq 4,000$ )	<ol style="list-style-type: none"> <li>1. Alternate population connection</li> <li>2. Major river crossing</li> <li>3. Restrictive topography</li> <li>4. Interchange with a freeway</li> <li>5. Parallel to a principal arterial</li> </ol>	<p>5.0% to 18.0% countywide</p> <p>Most counties should be at 7.0% to 14.0%</p>
Connect places 500 - 999 to places $\geq 50,000$					
Connect places 500 - 999 to places 5,000 - 49,999					
Connect places 500 - 999 to places 1,000 - 4,999					
Connect places 500 - 999 to other places 500 - 999					
Connect places 100 - 499 to places $\geq 50,000$					
Connect places 100 - 499 to places 5,000 - 49,999					
Connect places 100 - 499 to places 1,000 - 4,999					
Connect places 100 - 499 to places 500 - 999, or with higher function routes					
<p>*Loop routes and stub ended routes less than five miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.</p> <p>**A place is considered served by a major collector if the major collector comes within a half mile of the center of the place.</p> <p>***The roadway or highway segment must be a minimum of a half mile long.</p>					

RURAL MINOR COLLECTORS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service*	Land Use Service (served if within one half mile of place)	Spacing	Current ADT**		
Connect places 100 - 999 to other places 100 - 999	Land Use Service Index $\geq 8$	Maximum: 10 Miles between Minor Collectors or Higher Function Routes	$\geq 400$ ( $\geq 1,600$ )	<ol style="list-style-type: none"> <li>1. Alternate population connection</li> <li>2. Major river crossing</li> <li>3. Restrictive topography</li> <li>4. Interchange with a freeway</li> <li>5. Parallel to a principal arterial</li> </ol>	5.0% to 10.0% countywide
Connect places 50 - 99 to places $\geq 50,000$					
Connect places 50 - 99 to places 5,000 - 49,999					
Connect places 50 - 99 to places 1,000 - 4,999					
Connect places 50 - 99 to places 500 - 999					
Connect places 50 - 99 to places 100 - 499, or with higher function routes					
<p>*A place is considered served by a minor collector if the minor collector comes within a half mile of the center of the place.</p> <p>**The roadway or highway segment must be a minimum of a half mile long.</p>					

RURAL LOCAL ROADS	
All public roads not classified as arterials or collectors.	<p>65.0% to 75.0% countywide</p> <p>Most counties should be at 68.0% to 72.0%</p>
Source: Wisconsin Department of Transportation, <i>Functional Classification Criteria</i> , 2003; and Bay-Lake Regional Planning Commission, 2006.	

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## **CHAPTER 9: UTILITIES AND COMMUNITY FACILITIES**

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### **WHAT IS IN THIS CHAPTER**

The Utilities and Community Facilities Element of the comprehensive plan contains the following information:

- I. Introduction
- II. Utilities and Community Facilities Strategy
- III. Parks and Recreation Strategy
- IV. Town Officials and Committees
- V. Utilities Inventory and Analysis - Location, Use and Capacity
  - A. Electric Service
  - B. Telecommunications
  - C. Cable Television
  - D. Natural Gas
  - E. Public Water System
  - F. Aquifer Recharge Area
  - G. Sanitary Sewer Service
  - H. Storm Sewer System
- VI. Community Facilities and Services
  - A. Administrative Facilities
  - B. Solid Waste Disposal and Recycling Facilities
  - C. Road and Other Maintenance
  - D. Postal Services
  - E. Protective and Emergency Services
  - F. Education
  - G. Library
  - H. Health Care
  - I. Child Care
  - J. Adult Care
  - K. Cemeteries
  - L. Recreation

### **I. INTRODUCTION**

This section provides an inventory of the public facilities in the town of Egg Harbor. Public facilities such as fire and police stations, libraries, government buildings, and public utilities, such as water, sewer, natural gas, electricity, and cable television are identified. These facilities contribute to the attractiveness of a community and its surrounding area.

It is important to identify community facilities to better serve the residents of the town of Egg Harbor since utilities and community facilities are important components to promoting a healthy and safe environment for individuals to live, work and raise a family. Knowing the facilities and its existing conditions can help the town plan for growth. The town can determine any deficiencies and ensure their adequacy to meet the town's present and future development needs.

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## **II. UTILITIES/COMMUNITY FACILITIES STRATEGY**

**GOAL:** To balance the town’s growth with the cost of providing public services and facilities.

***Objective 1:*** Advocate quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

***Policies:***

1. Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.
2. Advocate protection and preservation of the town’s historic sites, cemeteries and other public town facilities to maintain the community identity.
3. Continue to coordinate, consolidate and share governmental facilities and services where possible.

***Programs:***

- Continue the concept of “mutual aid agreements” for public services where possible.
  - Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
4. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
  5. Promote energy conservation measures.

***Program:***

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
6. Consider telecommunication towers for alternate structures or joint use of new and existing towers to minimize conflict with community character.

***Program:***

- Consider developing/revising controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts.
7. Promote cooperation and communication with the Sevastopol and Gibraltar Area School Districts; along with the Northeast Wisconsin Technical College, to collectively support quality educational opportunities.

***Program:***

- Work with adjacent communities, Door County, school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

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**Objective 2:** Consider environmental and resource sustainability opportunities when making land use decisions.

***Policies:***

1. Consider the possible impacts to the groundwater sources when evaluating future developments.
2. Promote the use of shared on-site wastewater treatment systems where appropriate.
3. Explore renewable energy options where feasible.

**III. PARKS AND RECREATION STRATEGY**

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

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

***Policies:***

1. Cooperate with Door County on the maintenance and enhancements to the various county park facilities located within the town.

***Program:***

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
2. Work with Door County, village of Egg Harbor and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Green Bay.
  3. Discuss any future trailway development with residents as well as affected property owners.
  4. Promote the various conservation areas found within the town as recreational opportunities.
  5. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

**IV. TOWN OFFICIALS AND COMMITTEES**

**A. Egg Harbor Town Board**

The Egg Harbor Town Board members include the Town Chairperson and four Supervisors.

**B. Town Staff**

The town staff includes an elected Clerk/Treasurer and part-time maintenance staff.

**C. Plan Commission**

The Plan Commission is a group consisting of members from the town of Egg Harbor formed to work on comprehensive planning issues. This Commission is responsible for:

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- Development of Comprehensive Plans.
  - Discussing border issues along with potential conflict resolution options.
  - Exploring plan implementation methods that continue to promote town/village cooperative planning along with input from other neighboring jurisdictions.
  - Recommending adoption of the plans to the town of Egg Harbor Board.

## **V. UTILITIES INVENTORY AND ANALYSIS**

### **A. Electric Service**

Wisconsin Public Service Corporation provides Egg Harbor with electric power. Electrical power is transmitted through a 69,000-volt transmission line extending from Sturgeon Bay to substations located at 7906 Heritage Lake Road in Egg Harbor. The system has a 14.4 kV phase to ground and a 24.9 kV phase to phase voltage capacity. The system was recently upgraded to 24.9 kV.

### **B. Telecommunication Facilities**

There are telecommunication towers located at 5923 County View Rd, County E, and Horseshoe Bay Road. The tower located at County E and Horseshoe Bay is owned by Cellcom. Also, the county owns an emergency tower located at Division Road in the town.

### **C. Cable Television**

There is no cable television provided in the town of Egg Harbor; however, internet wireless connection is provided to residents through satellite and telecommunication.

### **D. Natural Gas**

There is no natural gas service provided within the town at this time; however, liquid propane service is provided by a number of private vendors. Residents in the town also use electric and solar as an energy source for heating.

### **E. Public Water System**

The town of Egg Harbor does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner relying on groundwater to meet their water supply needs. Currently the town has no plans to develop a public water system.

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 should be protected through erosion controls and best management practices for farming.

### **F. Aquifer Recharge Area**

The Silurian dolomite system, containing the Niagaran and Alexandrian aquifers, is the major source of groundwater in the area. Well yields are highly variable and the primary problems are hardness, locally high iron concentrations, and contamination from surface sources.

### **G. Sanitary Sewer Service**

Town residents are served by private sewage disposal systems or holding tanks. A majority of the systems are conventional or mound systems with a scattering of experimental fill and at-grade systems and some in-ground pressure systems.

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## **H. Storm Sewer System**

Stormwater in the town drains through a series of ditches and culverts along the town roads and other major 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 follow.

## **VI. COMMUNITY FACILITIES INVENTORY AND ASSESSMENT**

### **A. Administrative Facilities**

#### **Egg Harbor Town Hall**

The Egg Harbor Town Hall is located at 5242 County I, Sturgeon Bay. The building is owned by the town of Egg Harbor and is rented out for various parties and used for community meetings and elections. The structure is handicapped accessible and parking is adequate. The town has no plans to construct a new facility as the existing structure is suitable for its future needs.

### **B. Solid Waste Disposal and Recycling Facilities**

The town of Egg Harbor has a solid waste and recycling program though it does not provide curb-side pickup services; therefore, community residents need to drop off its recyclables at the drop-off site located at the town hall. Hours of drop off are every 3<sup>rd</sup> Saturday between 10:30 a.m. and 12:00 noon. Also, on the same day, drop off can be made to the fire station in the village of Egg Harbor between the hours of 9:00 a.m. and 10:00 a.m. on Harbor School Road. Drop off items include cardboard, paper, plastic, glass and aluminum.

Residents and businesses need to contract with private haulers to collect and dispose of their waste/recycling.

The existing services for the town of Egg Harbor are considered adequate and will continue to be monitored for satisfaction and cost effectiveness.

### **C. Road and Other Maintenance**

Maintenance of the town's road network, such as blacktopping, drainage work, etc., is primarily done by private contractors. The Door County Highway Department also provides some road maintenance for the town.

#### ***Boat Access***

There is one public boat access to Green Bay in the town of Egg Harbor at Murphy Park.

### **D. Postal Services**

The town of Egg Harbor postal services are provided by the U.S. Post Offices located in the village of Egg Harbor and city of Sturgeon Bay.

- The village of Egg Harbor Post Office is located at 7858 State Highway 42.
- The city of Sturgeon Bay Post Offices is located at 359 Louisiana St.

The present facilities will remain at their current size, and will be able to fit the needs of the area into the future.

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## **E. Protective and Emergency Services**

### **Law Enforcement and Protection**

Police protection for the town of Egg Harbor is provided by the Door County Sheriff's Department which is located at 1201 Duluth Street, Sturgeon Bay. The center provides dispatching for: Sheriff's Department, Sturgeon Bay Police Department, County Fire Departments, County Ambulance, Department of Natural Resources, State Patrol, and the Coast Guard.

In addition to basic protection services, the Door County Sheriff's Department also participates in community outreach and education programs (e.g., D.A.R.E.). Future needs of Sheriff's Department will depend on technology advances and growth of the county.

### ***Door County Jail***

The Door County Sheriff's Department also maintains a jail facility in the city of Sturgeon Bay. The jail has a maximum capacity of 143 inmates. There are no future plans to expand the jail facility because the capacity is adequate to meet anticipated future needs.

### **Fire Station/Protection**

The town of Egg Harbor provides its own fire protection. The town of Egg Harbor and village of Egg Harbor jointly own and operate a fire department. The fire department is located at two locations. The first fire station is located just outside of the village limits at 4596 Harbor School Road which was established in 1990. The second fire station is located at 5242 County I next to the town hall which was established in 1977. There are approximately 40 on-call volunteer fire fighters. The volunteer fire fighters also get compensated for their services.

Services are provided to both the town and village of Egg Harbor. The fire department also provides mutual aid to everyone in Door and Kewaunee County per request.

Fire services are accessed using the county's enhanced 911 system, which in turn pages the "on call" volunteers. Beyond the general equipment used to fight fires, the department has a variety of specialized equipment to meet both fire and first-responder service needs. Together the stations house seven trucks including a ladder-platform truck used for large buildings and bluff dwellings. In addition, the department recently acquired a brush truck to handle brush fires and small duties.

Overall, the fire protection equipment and services are considered adequate at this time. Future improvement plans include potentially developing a remote station more centrally located in the district to improve response times and alleviate space problems at the station in the village of Egg Harbor.

### ***Insurance Service Office (ISO) - Public Protection Classification (PPC)***

ISO collects information on municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS) and assigns a Public Protection Classification (PPC) - a number from 1 to 10. Class 1 represents the best protection, and Class 10 indicates that the area's fire protection does not meet ISO's minimum criteria.

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A community's PPC depends on the analysis of several components of fire protection including:

- fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems;
- the fire department, including equipment, staffing, training, and geographic distribution of fire companies;
- the water supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires.

The PPC classification for the town of Egg Harbor is a 7. This rating is reflective of the volunteer status of the fire department, location of fire departments in relation to town, etc.

ISO helps communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. Throughout the United States, insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums.

### **EMS/Ambulance**

Emergency medical services are provided by the Door County Emergency Services. The south station is located on 319 S. 18<sup>th</sup> Avenue, Sturgeon Bay and the north station is located in 220 Park Lane, Sister Bay.



The First Responders are firefighters and other volunteers that are certified for patient care. Many of the First Responders in outlying areas are supplied with an emergency response kit to provide care prior to the rescue squad arriving. The volunteers, equipment and service are considered adequate by the town of Egg Harbor. Overall, the emergency services for the town of Egg Harbor are considered adequate.

### **F. Education**

The town of Egg Harbor is located within the Sevastopol and Gibraltar Area School Districts.

#### **Gibraltar Area School District**

The town of Egg Harbor belongs to the Gibraltar Area School District whose facilities are located in the village of Fish Creek. The Gibraltar Area School District includes a four-year high school with an enrollment of 195 students and a three-year middle school with an enrollment of 131 students in the 06 and 07 enrollment.

The district serves the communities of Gills Rock, Ellison Bay, Sister Bay, Ephraim, Fish Creek, Egg Harbor and Baileys Harbor, all of which reflect a tradition of support for academic, athletic, and cultural achievement. A high percentage of the residents are self-employed business people and many residents are involved in service occupations. Governed by its own Board of Education, the district serves 670 children.

The high school has 65 certified staff members, with a staff to student ratio of approximately 1 to 10.5 students. The middle school has 16 staff members, with a staff to student ratio of approximately 1 staff member to 16 students. The elementary school has 29 certified teachers and ten support staff. At present, each grade consists of three classroom sections. Class sizes are between 13 – 19 pupils (except preschool).

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### **Sevastopol Area School District**

The Sevastopol Area School District is one of the remaining schools that houses all grade levels (pre K through 12). For the 04 and 05 enrollment, it had an enrollment of 640 students. Of the 640 students, 261 were in grade levels 9 through 12, 256 were in grade level k through 6, and the rest were distributed in the other grade levels.

### **Other Education Facilities**

The town of Egg Harbor is part of the Northeast Wisconsin Technical College (NWTC) District of the Wisconsin Technical College System located in Sturgeon Bay.

The school districts have no plans for constructing new facilities in the near future. Overall, the facilities and services are adequate for future growth. The town needs to remain informed of plans and changes to public school district facilities and services, along with any future plans by NWTC.

### **G. Library**

The town of Egg Harbor does not have its own library. Community residents utilize the library located in the village of Egg Harbor and city of Sturgeon Bay. Both library have adequate parking and is handicap accessible.

### **H. Health Care**

There are no existing medical care facilities within the town of Egg Harbor; however town residents have access to several medical services located within the city of Sturgeon Bay.

Major medical services are available at the Door County Hospital in Sturgeon Bay. In addition to the Door County Hospital facility, town residents can access many specialty, family practice and emergency care clinics found in the cities of Sturgeon Bay and Green Bay.

The health care services available to town residents is considered adequate given the town of Egg Harbor's close proximity to the facilities located in Sturgeon Bay.

### **I. Child Care**

The town of Egg Harbor does not have licensed childcare facilities in the community. As a result, residents utilize private childcare providers located in the town or surrounding communities; or licensed facilities located in the village of Egg Harbor or other surrounding communities.

### **J. Adult Care**

There are no adult care facilities in the town; however, there are several long-term care and elder care facilities located in the city of Sturgeon Bay in the area including nursing homes, Adult Day Care (ADC), Adult Family Homes (AFH), Community Based Residential Facilities (CBRF), and assisted rental housing.

The town does not view itself as an area that could support adult care facilities; therefore it should monitor the needs of senior residents in the town and direct them to communities that have adequate public services and facilities.

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## **K. Cemeteries**

According to *Cemetery Locations in Wisconsin*, the town of Egg Harbor contains two cemeteries:

- St. John the Baptist Cemetery which is located on Hillside Road at State Highway 42.
- Egg Harbor Cemetery on Highway 42 at Ball Park Road.

The local cemeteries have space to meet future needs for the next 20 years. Town residents may also utilize public and private cemeteries located in other surrounding communities.

## **L. Recreation**

The town of Egg Harbor maintains a ball park on County Highway I, directly east of Carlsville. The park is adjacent to the town hall and fire department in an area of land between two sections of the Niagara escarpment outcrops.

The town and village of Egg Harbor jointly own and operate a ball park and playground located at 4596 Harbor School Road.

### ***Frank E. Murphy County Park***

This county park contains nearly 15 acres of land adjacent to the bay of Green Bay about one and one-half miles south of the village of Egg Harbor. The park provides a sand beach, a large dock, a parking lot, a shelter with a well, toilets, picnic facilities and playground equipment.

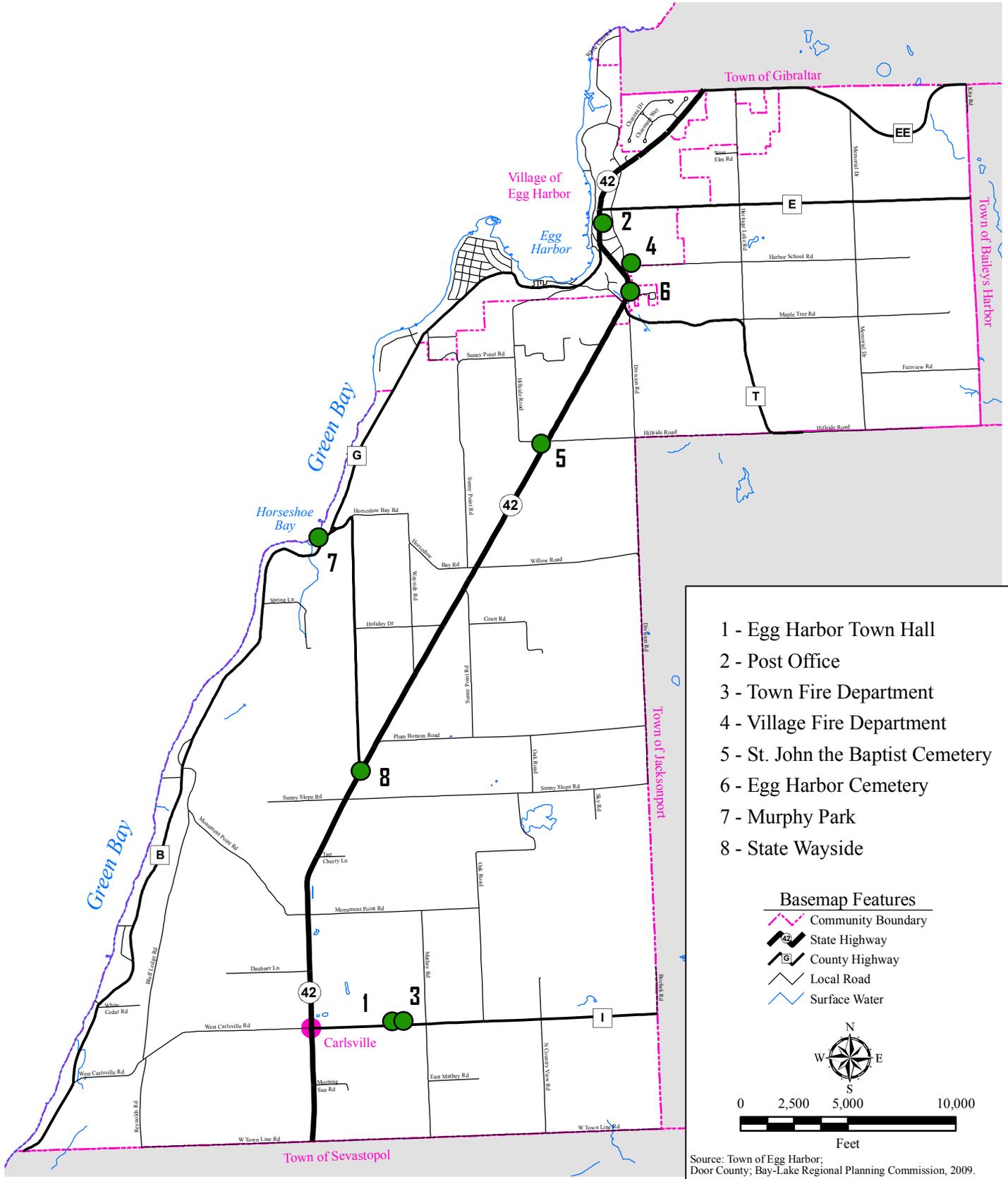
### ***STH 42 Wayside Park***

This state owned wayside has restrooms, grill and picnic table within in wooded area alongside State Highway 42.



# Public and Community Facilities

## Town of Egg Harbor Door County, Wisconsin





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## **CHAPTER 10: INTERGOVERNMENTAL COOPERATION**

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### **WHAT IS IN THIS CHAPTER**

The Intergovernmental Cooperation Element of the comprehensive plan contains the following information:

- I. Introduction
- II. Intergovernmental Cooperation Strategy
- III. Existing Intergovernmental Cooperation Activities
  - A. Adjacent Governmental Units
  - B. School Districts
  - C. County
  - D. Region
  - E. State
- IV. Inventory of Plans and Agreements
  - A. Cooperative Boundary Plan

### **I. INTRODUCTION**

The Intergovernmental Cooperation chapter examines the working relationship the town of Egg Harbor maintains with the neighboring towns of Jacksonport, Sevastopol, Bailey's Harbor and Gibraltar; Door County and its various departments; Sevastopol and Gibraltar Area School Districts, Northeast Technical College; Regional Planning Commission; and state and federal governments.

This chapter 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 will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed. Through formal identification and review of these important shared issues and conflicts, mutually beneficial opportunities may be brought about and potential problems may be resolved.

### **II. INTERGOVERNMENTAL COOPERATION STRATEGY**

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

***Objective:*** Promote cooperation between the town of Egg Harbor and any other municipality or government entity that makes decisions impacting the town and surrounding area.

***Policies:***

1. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts whenever possible.

***Programs:***

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.

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- Encourage regular meetings with Door County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
  - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines.
2. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

***Program:***

- Continue the concept of “mutual aid agreements” for public services whenever possible.
3. Promote cooperation and communication with the Gibraltar and Sevastopol School Districts to collectively support quality educational opportunities.
  4. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

### **III. EXISTING INTERGOVERNMENTAL ACTIVITIES**

#### **A. Adjacent Governmental Units**

The town of Egg Harbor is bordered by the town of Gibraltar on the northeast, village of Egg Harbor on the northwest, towns of Bailey’s Harbor and Jacksonport on the east, and the town of Sevastopol on the south.

#### ***Relationships***

The town maintains a good working relationship with its neighboring towns and Door County. The village of Egg Harbor and the towns of Baileys Harbor, Gibraltar and Sevastopol have completed their comprehensive plans and are compliant with the Smart Growth requirements while the town of Jacksonport is working with Door County on development of a plan. With the town completing its comprehensive plan, this is a good opportunity to conduct some joint planning within the area. Stronger working relationships through more regional planning efforts will result in the preservation of natural features and farmland that comprise the area’s rural character, providing more and better services to their respective residents, and retaining and attracting employers to strengthen and diversify the local economy.

#### ***Town Facilities***

The municipal town hall is located at 5242 County I, Sturgeon Bay. It contains the offices of the clerk/treasurer and fire department. The building is utilized primarily for the Town’s administration functions.

#### ***Sharing Public Services***

The town of Egg Harbor and village of Egg Harbor share one fire department that has two locations within the town.

#### **B. School Districts**

The town of Egg Harbor is located within the Sevastopol and Gibraltar Area School Districts. The town is part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System.

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### ***Relationship***

The town's relationship with Northeast Technical College is considered amenable. The town has a positive working relationship with the local school districts. Residents of both districts are able to provide input for school activities, future development projects, etc.

### ***Sharing School Facilities***

There are no formal agreements between the town and school districts for shared use of facilities as neither school district has facilities lies within the town.

### **C. County**

The town of Egg Harbor is located within Door County and has a lengthy stretch of shoreline along Green Bay. The County has Shoreland Zoning jurisdiction within the town within this area.

The Door County Highway Department also performs repairs and maintenance for some town roads and all county highways. Law enforcement is provided by the Door County Sheriff's Department and emergency service is provided by the Door County Services which is located in Sturgeon Bay and Sister Bay.

### **D. Region**

Door County, including the town of Egg Harbor, is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a positive working relationship with the county, town, and sanitary sewer district. The BLRPC has developed a regional comprehensive plan that incorporated Door County and its communities into the 20-year plan.

### **E. State**

The town's relationship with the State of Wisconsin primarily centers on issues related to transportation (WisDOT) and natural resources with the WDNR maintaining/monitoring several conservation areas within the town and its planning area. Relationships with other state agencies have been limited.

## **IV. INVENTORY OF PLANS AND AGREEMENTS**

### **A. Cooperative Boundary Plan**

State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government. The town of Egg Harbor does not currently have any cooperative boundary agreements.



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## **CHAPTER 11: LAND USE CONTROLS AND INVENTORY**

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### **WHAT IS IN THIS CHAPTER**

The Land Use Controls and Inventory element of the comprehensive plan contains the following information:

- I. Introduction
- II. Existing Land Use Controls
  - A. Planning Documents
  - B. Land Use Regulations
- III. Current Land Use Inventory
  - A. Planning Area
  - B. Land Use Types and Amount

### **I. INTRODUCTION**

This element of the comprehensive plan provides an inventory of land use controls and existing (2007) land uses within the town of Egg Harbor. This data is used to analyze the current pattern of land use and serves as the framework for creating the town's future land use plan (Chapter 2 of this document).

### **II. EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls (e.g., development plans, zoning ordinances, etc.) that may affect or restrict the use of land for specific purposes within the town of Egg Harbor. These controls should be reviewed periodically to make certain that they assist in implementing the future development plan of the town.

#### **A. Planning Documents**

##### **Town of Egg Harbor Master Plan**

The *Town of Egg Harbor Master Plan* was adopted in December of 1998. The plan identifies three general areas of the town - shorelands, escarpment and inland. The Niagara Escarpment forms a significant feature in the town and has been identified as a key area to be conserved. The *Town of Egg Harbor Master Plan* includes a General Development Policy which indicates that the town should encourage and implement a development policy which emphasizes the town's rural nature and provides protection for natural resources.

The master plan subsequently identifies specific goals and objectives for the Economy, Development and Overcrowding of Land, Community Facilities, Housing, Natural & Visual Resources, Environmental Protection- Health - Waste Disposal and Water Supply, Transportation, Intergovernmental Cooperation and Coordination, Enforcement, and Land Use and Zoning. Of particular note is Goal 4 under Natural & Visual Resources which states "To protect the escarpment, including its bluff and terrace areas, from intensive or unplanned development which threatens to destroy rare and endangered plants or animals and other irreplaceable resources of the Town." In order to implement this goal, the town identified two tasks to be undertaken:

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“The Town should encourage acquisition of sensitive natural areas at market prices by nonprofit agencies such as The Nature Conservancy and the Door County Land Trust and, if authorized by the Town Meeting, should institute a program of acquiring development rights and scenic easements on farm property pursuant to its Village powers under §61.34 (3m) of the Wisconsin Statutes.” and, “Development on the edge of the Niagara Escarpment should be strictly prohibited. Setbacks from the edge of the bluff must be required and cutting of vegetation of any kind on the face or talus of the escarpment must be prohibited if this unique natural feature and the flora and fauna which it harbors is to be preserved for future generations and severe erosion prevented. Clear cutting or topping of existing trees or other vegetation at the edge of or on the escarpment must be limited if the beauty of this natural resource is to be preserved.”

Only the shorelands of the town are covered under the Door County Zoning Ordinance.

### **Door County Comprehensive Plan**

The *Door County Development Plan* was adopted in March 1994, and applies to unincorporated areas of Door County. The plan separates the county into twelve general land use categories, each with different land use/development objectives. Those categories include:

- Development Core Area
- Crossroads Communities
- Business Development Area
- Resort/Residential Area
- Shoreline Residential Area
- Rural Residential Area
- Suburban Residential Area
- Open Agricultural Area
- Open/Rural Area
- Natural Area
- Airport Area
- Highway Corridor Area

Chapter Five of the plan details the natural resources of the county including wetlands, woodlands and unique geologic features. Protection of natural resources was identified as a high priority item for the plan, therefore this section provides a description of the threats and guidelines for the air, groundwater, surface water, wetlands, woodlands, topographic features and natural areas of the county. Several specific topographic features are discussed, the most relevant being the ‘line of limestone bluffs which run along the west side of the peninsula and Washington Island.’ The plan state that because some of the most prominent bluff areas are located in county and state parks this indicates the value of these features for public preservation.

The plan recommends maintaining the “residential character” of the developed shoreline areas, and preserving the parks and wetlands as natural areas. Nearly all of the Green Bay shoreline of the county including Washington Island falls into the Shoreline Residential Area category with a majority of the land immediately adjacent Rural Residential Area. Areas adjacent to the incorporated communities of the county and those areas with dense development are considered Development Core Areas while the smaller unincorporated communities are identified as Crossroads Communities which the plan identifies as focal points for future commercial,

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residential or mixed-use developments. Resort/Residential Areas are identified on the north and south shores of Washington Island and along the east and west shores of Little Sturgeon Bay. The Open/Agricultural Area and Open/Rural Area districts contain the largest portions of the county and are intended to promote and maintain the rural character of the county. The Open/Rural Area district covers much of the undeveloped open space in the northern portion of the county, north of a line from Baileys Harbor to Sister Bay. The Highway Corridor Area follows State Highway 57, State Highway 42 and County Highway S throughout the county and promotes limiting access points to the highway, encourages new development within communities rather than in strip developments along the highway, and attempts to maintain the rural character of the corridor.

### **Door County Park and Outdoor Recreation Plan**

In 1969, a detailed document entitled "*Door County, Wisconsin, Outdoor Recreation Plan*" was produced by the Wisconsin State Department of Local Affairs and Development under contract to Door County. The report, which served Door County for five years, detailed the recreational opportunities, needs and potential of the county and provided a specifically stated recreation action program. Six subsequent five-year outdoor recreation plans were developed in 1974, 1979, 1987, 1994, 2000 and 2006. The most recent *Door County Parks and Open Space Plan* covers the period from 2006 through 2010.

The objectives of the plan are to:

1. Provide a basic document which identifies and details a coordinated park and outdoor recreation program to meet the needs and demands of Door County residents and visitors.
2. Promote and encourage the development of sufficient park and recreational facilities of high quality.
3. Identify and preserve sites of significant scenic, historical, archaeological, and natural characteristics.

The preparation of the plan continues the County's eligibility for the state Stewardship Fund. It is important for the town to have identified their planning initiatives within this outdoor recreation plan in order for park and recreation projects to be eligible for funding assistance.

### **Door County Land and Water Resource Management Plan**

The Door County Soil & Water Conservation Department is created under the authority of Chapter 92 of Wisconsin Statutes to halt and reverse the depletion of the State's soil resources and pollution of its waters.

The *Door County Land and Water Resource Management Plan* was developed to identify the resource needs of Door County, establish goals to meet these needs, and to initiate a course of action to attain these goals. The intent of this plan is to form strategies and methods that discern the correct management plans to properly manage the landscape and protect and improve water and other resources in Door County.

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## **Door County Comprehensive Forestry Plan**

The *Comprehensive Forestry Plan for Door County* is intended to supplement the individualized forestry plan/recommendations. It is intended to provide an understanding of sustainable forestry and help individual landowners meet land stewardship goals. The comprehensive plan provides a broad overview of the regional history, landscape and ecology of the area as well as depth and detail on forestry topics & issues relevant to Door County. It also provides background information on forest descriptions and management recommendations.

## **B. Land Use Regulations**

### **Town of Egg Harbor Subdivision Ordinance**

Chapter 7 of the Town of Egg Harbor Code of Ordinances regulates subdivisions, condominiums and land divisions. It was adopted March 14, 1995 and subsequently revised in 1999 and 2000. The ordinance was adopted to identify the minimum requirements to promote public health, safety, morals, comfort, prosperity, aesthetics, convenience and general welfare of the Town. The purpose of the ordinance is to:

“preserve the character of the Town and its environs, conserve the value of the land and improvements placed thereon; providing the most appropriate environment for human habitation; encouraging commerce; protecting farming and open spaces; lessening congestion in the highways and streets; fostering the orderly layout and use of land; securing safety from fire, panic and other dangers; providing adequate light and air; discouraging overcrowding of land; protecting the Town’s wetlands and other natural features; preserving woodlands, native plants and animals; facilitating adequate provision of transportation, potable water supply and other public necessities; and facilitating division of large tracts of land into appropriate smaller parcels.”

The ordinance provides for minor land divisions, major land divisions, design standards and the dedication and improvement of a parcel of land to be developed.

### **Door County Farmland Preservation Plan**

The *Door County Farmland Preservation Plan*, adopted November, 1983, identifies areas which are of prime agricultural importance for which the landowners may partake in allowable tax credits under the Farmland Preservation Program. Map 11.1 displays the Farmland Preservation Plan for the Town of Egg Harbor.

#### ***Agricultural Preservation Areas***

Areas that are currently cultivated (in agricultural use) that are part or wholly consist of 100 contiguous acres at a minimum. This definition is intended to include all types of farmland and agricultural uses in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in agricultural preservation areas are eligible to sign contracts for ten to twenty years.

#### ***Transitional Areas***

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses.

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Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in a transitional area may sign a contract agreeing not to develop their lands for a period of five to twenty years.

### ***Environmental Areas***

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers, and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part of, are eligible for a tax credit.

### ***Excluded Areas***

Excluded areas are considered ineligible for the Wisconsin Farmland Preservation Program. They include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use.

### **Door County Zoning Ordinance**

The town of Egg Harbor does not have a general zoning ordinance of its own.

In February of 1995, Door County developed and adopted a comprehensive revision to its 1968 zoning ordinance to implement the *Door County Development Plan*. The town of Egg Harbor did not adopt the revised *Door County Zoning Ordinance*.

In shoreland areas of the town, the *Door County Zoning Ordinance* is in force. Shoreland zones are those areas within 300 feet of a navigable river or stream, 1,000 feet of a navigable lake, pond or flowage or to the landward side of the 100-year floodplain, whichever distance is greater. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the county, and therefore the shoreland areas of the town of Egg Harbor, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

As stated, the purpose of the *Door County Zoning Ordinance* is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare. In addition, further purposes of the Ordinance are stated as follows:

- Aid in implementing the county development plan.
- Promote planned and orderly land use development.
- Protect property values and property tax base.
- Fix reasonable dimensional requirements to which buildings, structures, and lots shall conform.
- Prevent overcrowding of the land.
- Advance uses of land in accordance with its character and suitability.
- Provide property with access to adequate sunlight and clean air.
- Aid in protection of groundwater and surface water.

- 
- Preserve wetlands.
  - Protect the beauty of landscapes.
  - Conserve flora and fauna habitats.
  - Preserve and enhance the county's rural characteristics.
  - Protect vegetative shore cover.
  - Promote safety and efficiency in the county's road transportation system.
  - Define the duties and powers of administrative bodies in administering this Ordinance.
  - Prescribe penalties for violations of the Ordinance.

Chapter 3 of the *Door County Zoning Ordinance* requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.

Chapter 5 of the *Door County Zoning Ordinance* provides for the protection and preservation of interesting geological features, wild flora and fauna, and the natural beauty of the county as well as preventing soil erosion and groundwater contamination. Natural resources which are covered under this section of the Ordinance include: escarpments, drumlins, dunes, rockholes, woodlands, ridges and swale complexes, and shoreland vegetation. The *Door County Natural Features* map and the *Door County Escarpment Protection Areas* map delineate features covered by the ordinance. Escarpment protection areas generally include lengthy slopes of 20 percent and greater, and areas associated with the crest of the escarpment.

### **Door County Floodplain Ordinance**

Floodplains within Door County are under the jurisdiction of Chapter 15.02 *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on F.E.M.A. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process.

### **Door County Subdivision Ordinance**

The Door County Land Division Ordinance was adopted in April 2006, and regulates the division of land to promote public health, safety, aesthetics, and general welfare. The ordinance provides for minor land divisions, major land divisions, design standards and the dedication and improvement of a parcel of land to be developed. The town has the authority, under statutes, to develop and implement its own subdivision controls, if it so chooses.

### **Door County Private Sewage System Ordinance**

Chapter 21 of the Door County Code establishes minimum standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, ("POWTS"), so that the system is safe and will protect public health and the waters of the state. The Ordinance regulates the installation, maintenance and upgrading of on-site waste systems in unincorporated areas of the county, along with their responsibilities in the areas of solid waste management and recycling.

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The ordinance regulates septic systems, holding tanks, mound systems, privies, and other alternative sewage systems. The ordinance requires a sanitary permit from the county for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit.

### **Nonmetallic Mining Reclamation Ordinance**

Chapter 36 of the Door County Code contains the County’s Nonmetallic Mining Reclamation Ordinance. The purpose of this chapter is to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in the County.

### **Official Map**

An Official Map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use.

The town of Egg Harbor does not maintain an Official Map.

## **III. CURRENT LAND USE INVENTORY**

### **A. Planning Area**

The town of Egg Harbor’s planning area consists of 23,441 acres of land. Based on this inventory, approximately 18,302 acres, or 78.1 percent of the town’s land is considered undeveloped. The vast majority of the undeveloped acreage in the town consists of croplands or pastures and woodlands.

### **B. Land Use Types & Amount**

A detailed field inventory of land uses in the town of Egg Harbor was completed by the Bay-Lake Regional Planning Commission in 2007. Map 11.2 displays the land use within the town.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

***Residential***--Use of land for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family, Two Family, Multi-Family, Mobile Home* and *Group Quarters*.

***Commercial***--Use of land for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.

***Industrial***--Use of land for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.

***Transportation***-- Use of land corridors for the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail and non-motorized-related transportation.

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**Communication/Utilities**--Use of land for generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of byproducts.

**Institutional/Governmental Facilities**--Use of land for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.

**Outdoor Recreation**--Use of land for out-of-doors sport and general recreation facilities, for camping or picnicking facilities, for nature exhibits, and for the preservation or protection of historical and other cultural amenities.

**Agriculture/Silviculture**--Use of land for growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures. This category also includes the cropland and pasture areas which is land primarily used for the cultivation of plants in addition to grasses for grazing.

**Natural Areas**--Water areas; land used primarily in a natural state for their natural functions including wetlands, grasslands and prairies, and woodlands; land undergoing change from natural areas to another land use; and conservancy areas.

**Other Natural Areas**--Wetlands, grassland/prairies, and woodlands not categorized elsewhere.

**Water**--Open water areas, including natural and impounded lakes and streams.

A breakdown of the town of Egg Harbor land uses and acreages is shown on Table 11.1 (Appendix E contains the town's detailed land use calculations).

- Of the 78 percent of undeveloped land in the town, just under 65 percent is covered by croplands/pasture while almost 35 percent is wooded.
- Residential development accounts for nearly 75 percent of the developed land in the town.

Table 11.1: 2007 Land Use, Town of Egg Harbor

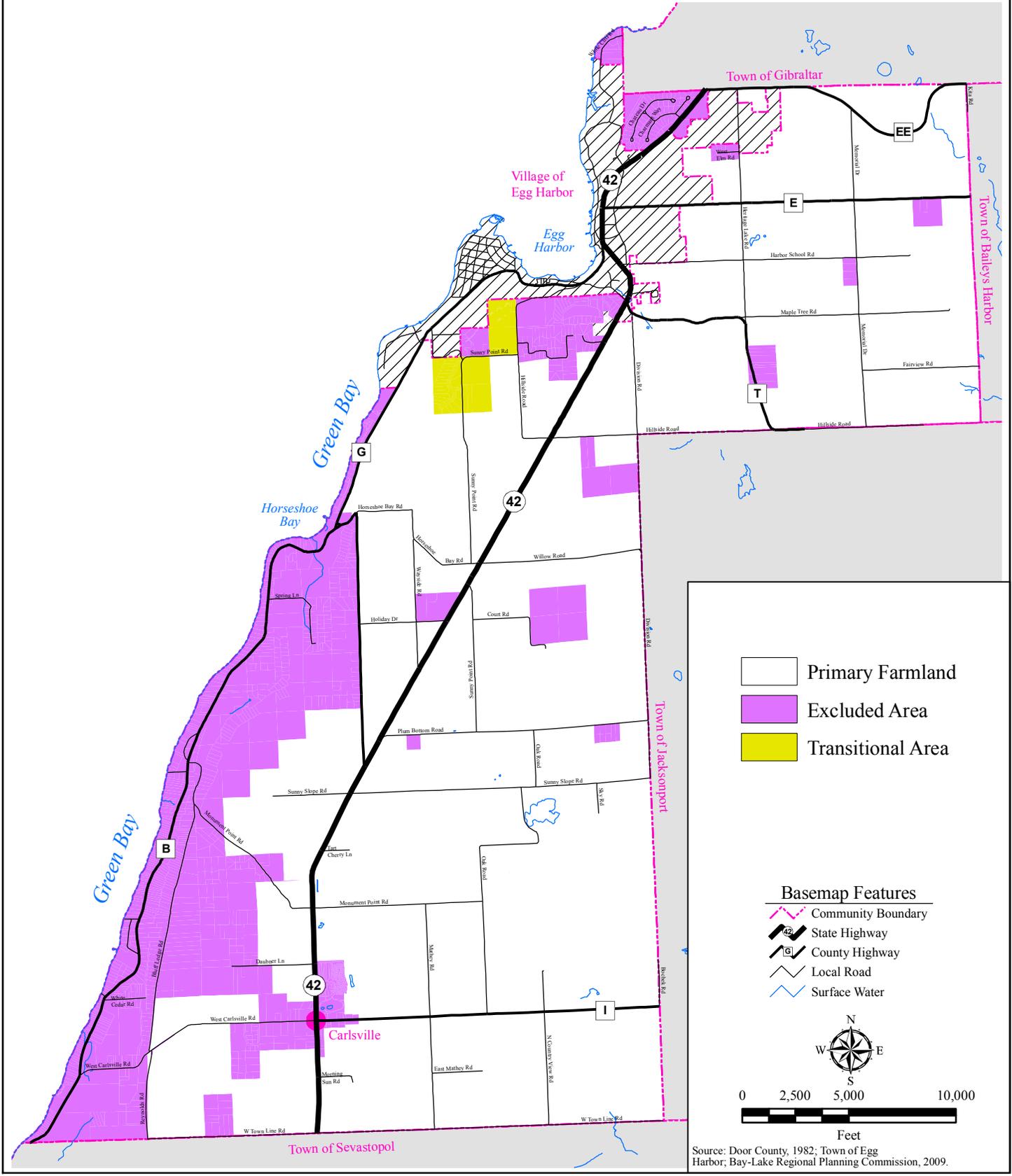
Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
Residential	3,863.4	16.5%	75.19%
Single Family	2,625.8	11.2%	51.10%
Two Family	76.6	0.3%	1.49%
Multi-Family	10.5	0.0%	0.20%
Mobile Homes	84.7	0.4%	1.65%
Vacant Residential	1,065.9	4.5%	20.74%
Commercial	97.6	0.4%	1.90%
Industrial	126.9	0.5%	2.47%
Transportation	1.3	0.0%	0.02%
Communications/Utilities	13.4	0.1%	0.26%
Institutional/Governmental	6.8	0.0%	0.13%
Recreational	833.3	3.6%	16.22%
Agricultural Structures	195.8	0.8%	3.81%
<b>Total Developed Acres</b>	<b>5,138.5</b>	<b>21.9%</b>	<b>100.0%</b>
<b>UNDEVELOPED</b>			
			Percentage Undeveloped Land
Croplands/Pasture	11,856.6	50.6%	64.78%
Woodlands	6,374.8	27.2%	34.83%
Other Natural Areas	28.3	0.1%	0.15%
Water Features	43.1	0.2%	0.2%
<b>Total Undeveloped Acres</b>	<b>18,302.8</b>	<b>78.1%</b>	<b>100.00%</b>
<b>Total Land Area</b>	<b>23,441.4</b>	<b>100.0%</b>	

Source: Bay-Lake Regional Planning Commission, 2005; Door County, 2007.



# Farmland Preservation Plan

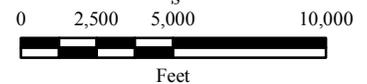
Town of Egg Harbor  
Door County, Wisconsin



- Primary Farmland
- Excluded Area
- Transitional Area

**Basemap Features**

- Community Boundary
- State Highway
- County Highway
- Local Road
- Surface Water



Source: Door County, 1982; Town of Egg Harbor; Bay-Lake Regional Planning Commission, 2009.



# 2007 Land Use

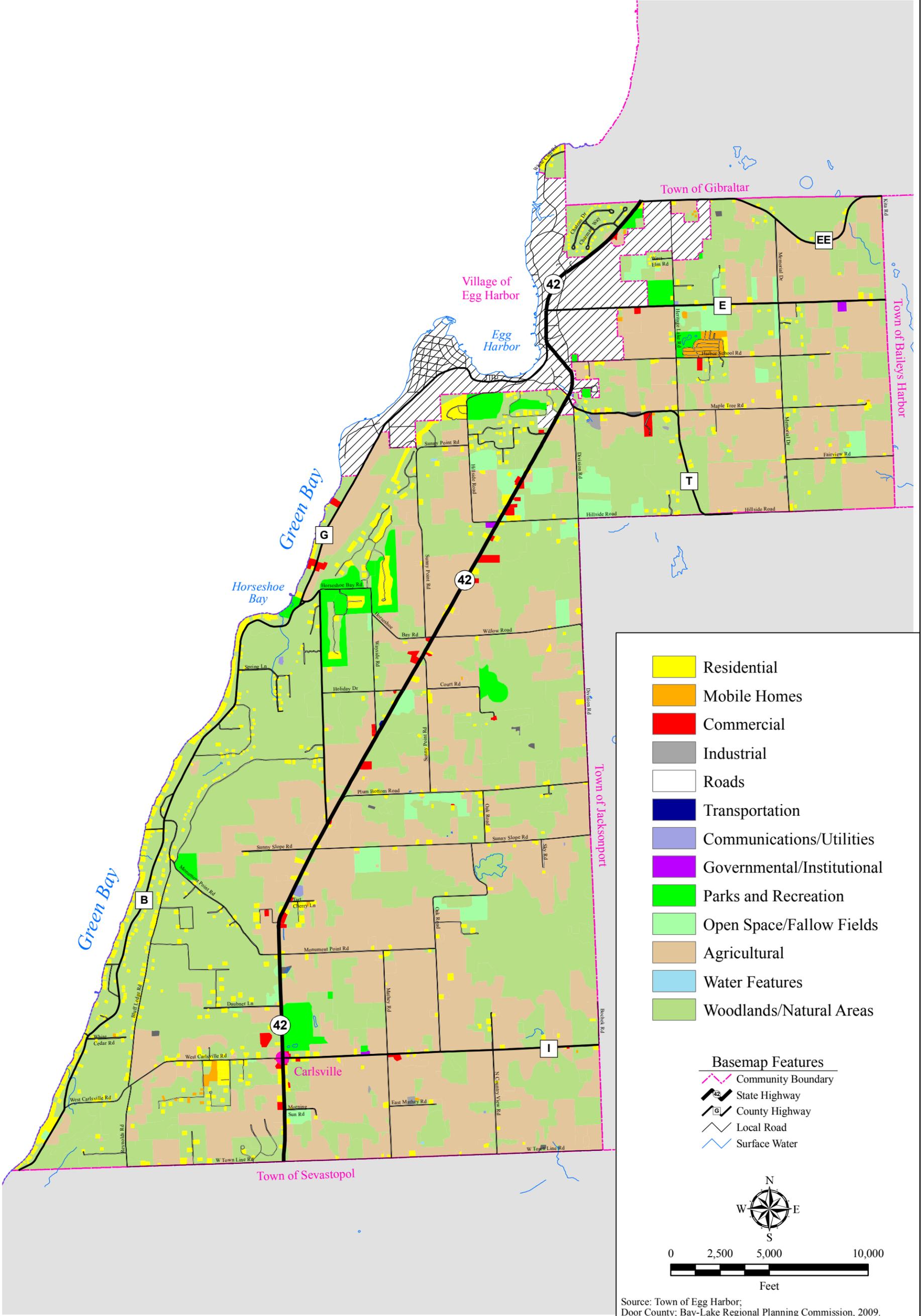
## Town of Egg Harbor

### Door County, Wisconsin

Town of Egg Harbor

11-13

20-Year Comprehensive Plan



	Residential
	Mobile Homes
	Commercial
	Industrial
	Roads
	Transportation
	Communications/Utilities
	Governmental/Institutional
	Parks and Recreation
	Open Space/Fallow Fields
	Agricultural
	Water Features
	Woodlands/Natural Areas

Basemap Features	
	Community Boundary
	State Highway
	County Highway
	Local Road
	Surface Water

0 2,500 5,000 10,000

Feet

Source: Town of Egg Harbor; Door County; Bay-Lake Regional Planning Commission, 2009.

**APPENDIX A**  
**WRITTEN PROCEDURES TO FOSTER PUBLIC**  
**PARTICIPATION**



**Town of Egg Harbor  
Door County, Wisconsin**

**Procedures  
for Public Participation  
for Adoption or Amendment of the  
Town of Egg Harbor  
Comprehensive Plan**

**Adopted:  
January 15, 2007**



Town of Egg Harbor,  
Door County, Wisconsin  
Resolution No. 59

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES**

**WHEREAS**, the Town of Egg Harbor is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

**WHEREAS**, the Town of Egg Harbor may amend the Comprehensive Plan from time to time, and ;

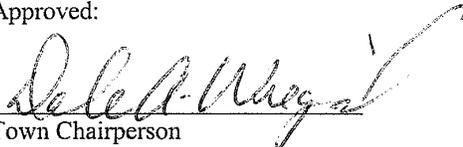
**WHEREAS**, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

**WHEREAS**, the Town has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Egg Harbor Comprehensive Plan

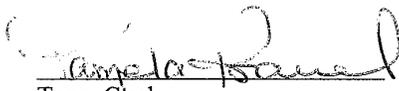
**NOW THEREFORE BE IT RESOLVED**, the Town Board of Supervisors of the Town of Egg Harbor officially adopts Procedures for Public Participation for Adoption or Amendment of the Town of Egg Harbor Plan

Adopted this 15 of June, 20067

Approved:

  
Town Chairperson

Attest:

  
Town Clerk



**TOWN OF EGG HARBOR**  
**Door County**  
**COMPREHENSIVE PLAN**  
**“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

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**PURPOSE**

Kp'ceeqtfcpeg'y kj "Y kaeppukp"Ucvg"Ucwwg'880223\*6+.'y j lej 'f ghkpgu"ōRtqegf wtgu'Hqt" Cfqr vki "Eqo r tgi gpukxg'Rncpuö.'vj gug'cf qr vgf 'y tkwgp'r tqegf wtgu'y knidg'hqmjy gf "kp" qtf gt "v'kpxqkxg'vj g'r wdrke'kp'vj g'eqo r tgi gpukxg'r rcpkpi 'r tqegu'v'vj g'i tgcvgu'gzvvp' r tcevkcdrg0Vj gug'r tqegf wtgu'ctg'f guki pgf "v' hquvt'r wdrke'r ctvkr cvkp.'kpenf kpi "qr gp" f kweuukp."eqo o wplecvkp'r tqi tco u.'kphqto cvkp'ugt'xlegu."cpf 'r wdrke'o ggkpi u'cpf " u'j cm'cr r n' "v'vj g'cf qr v'kp'cpf "cp{ "co gpf o gpw'v'vj g'eqo r tgi gpukxg'r rcp0"

**PLAN COMMITTEE AND COMMITTEE MEETINGS**

Vj g'Vqy p'qh'Gi i "J ctdqt'j cu'gucdrkj gf " c'Eqo r tgi gpukxg'Rncp'Eqo o kwgg'v'f gxgnr " cpf "tgxky "c'eqo r tgi gpukxg'r rcp0Vj ku" dqf { "y kn'cf qr v'vj g'r rcp'd{ "tguqvwkp'cpf " r gkxkp'vj g'Vqy p'Dqctf "v'cf qr v'vj g'r rcp'd{ "qtf kpcpeg0"

Cm'o ggkpi u'qh'vj g'Eqo r tgi gpukxg'Rncp'Eqo o kwgg'y knidg'r quvgf "kp'cf xcpeg'cpf "qr gp" v'vj g'r wdrke'kp'ceeqtfcpeg'y kj "Y kaeppukp'rcy 0Vj g'ci gpf c'uj cm'r tqxkf g'hqt'eqo o gpw' hqo "vj g'r wdrke0Vj hquvt'kpvgti qxgtpo gpvr'eqqr gtcvqp."eqr kgu'qh'vj g'ci gpf c'y knidg" ugpv'kp'cf xcpeg'v'cf lcegpv'o wplekr crkku'cpf "v'F qqt'Eqwv'0"

Vj g'f wkgu'qh'vj g'Eqo r tgi gpukxg'Rncp'Eqo o kwgg'o c{ "dg'cuwo gf "d{ "vj g'Vqy p'Rncp" Eqo o kuukp0"

**COMMUNITY SURVEY AND NOMINAL GROUP EXERCISE**

Vj g'Vqy p'Y kf g'Uwtxg{ "vj cv'y cu'eqpf wevgf "y kj "vj g'cuukxcp'eg'qh'vj g'F qqt'Eqwv' "WY " Gzv'gukp'y kni' wk' g'vj g'Eqo r tgi gpukxg'Rncp'Eqo o kwgg'cpf "Vqy p'kp'f gxgnr kpi "vj g" eqo r tgi gpukxg'r rcp'cpf "gcej "qh'ku'eqo r qpgpu0Vj g'Vqy p'y kn'eqpf we'c'p'qo kpcn'i tqwr " gzgtekug'cu'r ctv'qh'vj g'r tgr ctv'kp'cpf " w'f cvg'qh'vj g'Eqo r tgi gpukxg'Rncp'cpf "cp{ " uwdugs wgpv'w'f cvgu'v'vj g'r rcp'cu'cr r tqr tkvg0"

**OPEN HOUSES**

C'o kpk'o wo "qh'vy q"\*4+ōQr gp"J qwuguö'uj cm' dg'j grf 'f v'kpi "vj g'f gxgnr o gpv'qh'vj g" eqo r tgi gpukxg'r rcp'kp'qtf gt "v'rtgugpv'kp hqto cvkp'tgi ctf kpi "vj g'eqo r tgi gpukxg'r rcp" cpf "v'q'qdv'kp'r wdrke'eqo o gpv0Qpg'uj cm'idg'j grf "cv'vj g'ōo kf y c{ "ō'r qkpv'v'rtgugpv' dceni tqw'f "kphqto cvkp."cpf "vj g'ugeqpf "qr gp'j qwu g'y knidg'j grf "p'gct'vj g'gpf "qh'vj g" r rcpkpi 'r tqegu'v'rtgugpv'vj g'r rcp'r tkq'v'vj g'tgs wktgf 'r wdrke'j gctkpi 0Vj g'qr gp'j qwugu' u'j cm'idg'p'q'v'egf "kp'c'm'ecni'p'gy ur cr gt0Kp "cf f k'k'p."vj g'qr gp'j qwugu'y knidg'p'q'v'egf "cpf " r quvgf "kp'vj tgg'm'ecv'kpu'd{ "vj g'Vqy p'En gtn0Vj g'qr gp'j qwugu'y kni'r tqxkf g'vj g'r wdrke" y kj "cp'qr r qtwpk{ "v'tgxky "cpf "eqo o gpv'qp'y qtn'vj cv'j cu'dggp'cee'eqo r rkuj gf "d{ "vj g" Eqo r tgi gpukxg'Rncp'Eqo o kwgg'cpf "vj g'Dc{/Ncng'Tgi kpcn'Rncp'kpi "Eqo o kuukp0"

"

**PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT**

Kp'cm'ecugu'Y kueqpukpau'qr gp'tgeqtf u'rcy 'y kn'dg'eqo r nkgf 'y kj 0F wtkpi 'vj g'r tgr ctckqp" qh'vj g'eqo r tgj gpukxg'r rcp. "c'eqr { "qh'vj g'f tch' r rcp'y kn'dg'hgr v'qp'hkqg'cv'vj g'Vqy p'J cm' cpf 'y kn'dg'cxckrdrg'hqt 'r wdrke'kpur ge'vqp'f wtkpi 'pqto cni'qh'leg'j qwtu'0Vj g'r wdrke'ku" gpeqwtci gf 'vq'uwo k'y tkwgp'eqo o gpw'qp'vj g' r rcp'qt'cp{ "co gpf o gpw'qh'vj g'r rcp'0 Y tkwgp'eqo o gpv'uj qwf "dg'cf f tguugf "vq'vj g' Vqy p'Ertnly j q'y kn'tgeqtf 'vj g'vcpuo kwcn' cpf 'hqt' ctf "eqr kgu'qh'vj g'eqo o gpw'vq'vj g'Vqy p'Dqctf 'hqt'eqpukf gtcv'kp'0

"

Vj g'Vqy p'Dqctf 'uj cm'tgur qpf "vq'y tkwgp'eqo o gpw'gkxj gt'kpf kxk' wcm' "qt'eqmgev'kxgn' d{ " v' r g'qh'eqo o gpw'0Vqy p'Dqctf 'tgr qpugu" o c{ "dg'kp'vj g'hqto "qh'vj tkwgp'qt'qtcn' eqo o wplecv'kp. "qt'd{ "c'y tkwgp'uwo o ct{ "qh'vj g'vqy p'au'f kur qukskqp'qh'vj g'eqo o gpw'kp' vj g'eqo r tgj gpukxg'r rcp'0

"

**COMPREHENSIVE PLAN COMMITTEE ADOPTION OF PLAN BY RESOLUTION**

Vj g'Eqo r tgj gpukxg'Rrcp'Eqo o kwgg'o c{ "tgeqo o gpf 'vj g'cf qr v'kp'qt'co gpf o gpv'qh'vj g' eqo r tgj gpukxg'r rcp'qpn' d{ 'vj g'cf qr v'kp'qh'c' tguqmwkqp'd{ "c'o clqtk' xqvg'qh'vj g'gpv'kt g' Eqo o kwgg'cv'c'tgi wrtn' "uej gf wrgf 'cpf 'r wdrke n' 'pqv'leg'f "o gg'v'kp' qh'vj g'Eqo r tgj gpukxg' Rrcp'Eqo o kwgg'kp'cee'qtf cpeg'y kj "u0880223\*6 +d'0Vj g'xqvg'uj cm'dg'tgeqtf gf "kp'vj g' qh'lekn'o kpwgu'qh'vj g'Eqo r tgj gpukxg'Rrcp'Eqo o kwgg'0Vj g'tguqmwkqp'uj cm'tgh gt'vq' o cr u'cpf "qvj gt 'f guetk v'kxg'o cvgtkcu'vj cv'tgnc'v'vq'qp'g'qt'o qt'g'grgo gpw'qh'vj g' Eqo r tgj gpukxg'Rrcp'0"

**DISTRIBUTION OF THE ADOPTED PLAN**

- Kp'cee'qtf cpeg'y kj "Ucv'g'Ucvw'g'880223\*6+." *Procedures for Adopting Comprehensive Plans.* "qpg'eqr { "qh'vj g'cf qr v'gf 'r rcp'qt'co gpf o gpv'uj cm'dg'ugp'v'vq'vj g'hqmy kpi <
- 30 Gxgt { "i qxgtpo gpv'ndqf { "vj cv'ku'hqecv'gf "kp'y j qrg'qt'kp'r ctv'y kj kp'vj g'dqwpf ct'kgu'qh' vj g'hqecni' qxgtpo gpv'w'pk'0
- 40 Gxgt { "hqcni' qxgtpo gpv'w'pk'vj cv'ku'cf lcegp'v'vq'vj g'hqecni' qxgtpo gpv'w'pk'y j lej 'ku' vj g'uwdlgev'qh'vj g'r rcp'0
- 50 Vj g'Y kueqpukp'Ncpf 'Eqwpeki'
- 60 Vj g'Y kueqpukp'F gr ctvo gpv'qh'cf o kpkv'cv'kp"
- 70 Vj g'Dc{ /Ncm'g'Tgi kpcn'Rrcp'kpi 'Eqo o ku'kqp"
- 80 Vj g'r wdrke'hkdtct { "vj cv'ugtxgu'vj g'Vqy p'qh'Gi i 'J ctdqt'0

"

**ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD**

Ch'gt'cf qr v'kp'qh'c'tguqmwkqp'd{ 'vj g'Eqo r tgj gpukxg'Rrcp'Eqo o kwgg.'vj g'Vqy p'Dqctf " y kn'cf qr v'vj g'Eqo r tgj gpukxg'Rrcp'd{ "qtf kpc peg'qpn' "ch'gt'j qrf kpi "cv'hgcuv'qpg'r wdrke" j gctkpi "cv'y j lej 'vj g'qtf kpcpeg'tgnc'v'kp' "vq' "vj g'Eqo r tgj gpukxg'Rrcp'ku'f kuewugf 0C" o clqtk' "xqvg'qh'vj g'o go dgtu'grge'v'ku'pgeguuct { "hqt'cf qr v'kp'0Vj cv'j gctkpi "y kn'dg" r tgeg'gf "d{ "c'Ernu'3'pqv'leg'w'pf gt'ej 0; : 7'vj cv' ku'r wdrkuj gf "cv'hgcuv'52'f c{ u'dgh'gt'vj g' j gctkpi "ku'j grf 0Vj g'Ernu'3'pqv'leg'uj cm'eqp'v'kp'cv'hgcuv'vj g'hqmy kpi "kphqto cv'kp'<

30 Vj g'f cvg. "lko g."cpf "r rceg"qh'vj g'j gctkpi 0'  
40 C"lwo o ct {. 'y j lej "o c { "kpenmf g" c"o cr . "qh'vj g'r tqr qugf "Eqo r tgj gpukxg'Rrcp0'  
50 Vj g'pco g"qh'cp"lpf kxkf wcn'go r m { gf "d { 'vj g"Vqy p"qh'Gi i "J ctdqt'y j q"o c { "r tqxkf g"  
cf f kkpncn'kphqto cvkqp"tgi ctf kpi "vj g'r tqr qugf "qtf kpcpeg0'  
60 Kphqto cvkqp"tgn'kpi "vq'y j gtg'cpf "y j gp" vj g'r tqr qugf "eqo r tgj gpukxg'r rcp"o c { "dg"  
kpur gev'gf "dghqtg'vj g'j gctkpi . "cpf "j qy "c"eqr { "qh'vj g'r rcp"o c { "dg"qdvckpgf 0'  
"

Wf qp"vj g'f c { "qh'r wdrk'cvkqp"qh'vj g'r wdrk"j gctkpi "pqv'eg."eqr kgu"qh'vj g'r rcp"y kn'dg"o cf g"  
cxckndrg'hqt'r wdrk'tgxky "cv'vj g"pgctguv'mecn'ktdct { "qh'vj g'eqo o wpk { "cpf "cv'vj g"Vqy p"  
J cm0'Y tkwgp"eqo o gpw'qp"vj g'r rcp"htqo "o go dgtu"qh'r wdrk'y kn'dg'ceegr v'gf "d { 'vj g"vqy p"  
dqctf "cv'cp { "lko g'r tkqt"vq'vj g'r wdrk"j gctkpi "cpf "cv'vj g'r wdrk"j gctkpi 0"  
"

**ADDITIONAL STEPS FOR PUBLIC PARTICIPATION**

Vj g"Vqy p'tgugt'xgu'vj g'tki j v'q"gzgewg'cf f kkp qpcn'ugr u."o gcpu."qt"o gy qf u'lp"qtf gt"vq"  
i ckp"cf f kkpncn'r wdrk"r ctv'ekr cvkqp" cpf "qt"cf f kkpncn'w'pf gtuc'pf kpi "qh'vj g"  
Eqo r tgj gpukxg'Rrcp"cpf "vj g'r tqeguu"qh'ku" f gxgnr o gpv'cpf "cf qr v'kqp0'Vj gug"qr v'kpcn'  
ugr u"o c { "kpenmf g"lphqto cvkpcn'o go qu."r quectf u."rgwgtu."r quvgtu."hrgtu."qt"Y GD'ukg0'  
"

**STATE STATUTES**

Y j gtg'vj gtg'ku" c"eqph'kv'y kj "vj gug'y tkwg p"r tqegf wtgu"cpf "r tqxkuk'qpu"qh'u0880223"\*6+ "  
Rtqegf wtgu'hqt"Cf qr v'kpi "c"Eqo r tgj gpukxg'Rrcp."vj g"ucv'g"ucw'wgu'uj cm'cr r n' 0'  
"

**AMENDMENTS**

Vj g"Vqy p"Dqctf "o c { "co gpf "vj gug"r tqegf wtgu"htqo "lko g"vq'lko g0'



**APPENDIX B**  
**NOMINAL GROUP RESULTS**



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**September 16, 2006**  
**TOWN OF EGG HARBOR**  
**NOMINAL GROUP SURVEY RESULTS**

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**Background**

On Saturday, September 16, 2006 more than 34 citizens of the town of Egg Harbor, members of the Town Plan Committee and Town Board were involved in a Nominal Group Process at the Egg Harbor Town Hall in order to produce a list of issues and concerns regarding the future of the town of Egg harbor. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group.

The list is important to the planning process as it will be used in formulating goals and objectives for the Town of Egg Harbor Comprehensive Plan. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Planning Committee during the planning and research phase.

**Nominal Group Process**

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group was asked to write down, in silence, as many ideas as possible in response to the basic question “What characteristics of your community should be maintained, enhanced, added, or eliminated?”
2. Round Robin Recording of Ideas on a Flip Chart – One idea from each member of the group was solicited and recorded on a flip chart in order. The ideas of each member of the group were then posted for everyone in the group to see. No discussion or debate was allowed during this process so that everyone had a fair chance to express their ideas. After all ideas were listed, the group facilitator eliminated duplicate ideas and combine similar ideas with the consent of the author(s).
3. Preliminary Vote on Items of Importance - On a sheet handed out by the facilitator, each member of the group was asked to identify their top five choices from among the ideas that were generated in steps 1 and 2.
4. Tally the Sheets to Determine the Top Three Choices of the Group - Each member of the group was then asked to identify their top three choices in no particular order using a dot provided by the facilitator. These scores were then recorded and tallied to identify the top issues facing the town of Egg Harbor, as well as other issues that need to be addressed in the plan.

The participants were separated into three groups. The following lists identify every issue or concern that was brought up by the individual groups and voted on in rank order.

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**Group 1**

4	Adopt zoning ordinance to ensure consistent and orderly development
4	Protect unique features, open space beyond ag., natural resources (e.g. Niagara Escarpment) (wetlands, woodlands and prairies)
3	Protect water quality, both ground and surface including drinking water (concern about sewage disposal)
2	Increase public access to Green Bay
2	Keep heavy polluting businesses out (e.g. factory farms)
1	Adequate infrastructure and services (police/fire/ems)
1	Avoid formal zoning at all costs
1	Avoid strip/roadside development on all roads and 42
1	Designate commercial areas and plan commercial corridors/orderly development (e.g. Carlsville as commercial destination)
1	Encourage locally owned-no big box- No Wisconsin Dells/planned land usage
1	Promote and encourage appropriate economic development to create jobs and enhance tax base
	Cleanup and preserve parks and shorelines
	Concern about high density development
	Develop commercial architectural standards
	Encourage cultural preservation (people)
	Limit light pollution/encourage dark skies
	Limit visual pollution (obnoxious lights, signage, pole buildings with no façade)
	Need usable internet access
	Planning bike paths
	Planning utility corridors
	Preserve historical barns and other buildings
	Priorities of residential land use vs. anything else
	Promote cluster development
	Put limit on number of multi-family units/land use

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**Group 2**

3	Address water quality and shorelands, including invasive species and pollution
3	Control growth of multi-unit residential development
3	Determine appropriate industries (and encourage them) to develop a year-round, stable economic base for the town
3	Look into town zoning
2	Incorporate environmental and energy conservation considerations in town building codes
2	Natural setting/environment should be primary considerations in planning
2	Safety standards (for undeveloped town roads, wells sewer, surface and drinking water, waste disposal, etc.)
1	Address visual pollution (signage, certain structure types) through zoning
1	Concern about fragility of peninsula's ecosystem (waste, sewage, etc.)
1	Honest, simple, speedy, transparent enforcement of all regulations
1	Improve understanding of and consequences of enforcement of codes
1	Loss of town property/tax base to the village through annexation
1	Maintain good balance between commercial and residential land uses in the town
	Consider population growth projections in plan
	Coordination of medical and emergency services
	Create business districts
	Linear connections of natural areas (public and private)
	Maintaining agricultural standards
	Problem with Sevastopol school (Administration)
	Shared services and other intergovernmental cooperation with Door County jurisdictions for taxpayer savings and other benefits
	Support preservation of natural resource areas (public and private)
	Town is divided into two school districts, which complicates matters for town residents

**Group 3**

6	Develop zoning ordinances – including lighting standards – density issues
3	Provide affordable housing
2	Maintain town borders-avoid annexation
2	Preserving natural areas – i.e. wetlands and woodlands
1	Address condo development – number of structures being built
1	Develop sense of place that distinguishes the town from the village
1	Historic preservation of community character
1	Implement design/site standards – both architectural and environmental
1	Improve energy options using ag. wastes, wind – promote renewable energy
1	Improve services for the elderly – especially transportation, healthcare services, grocery shopping
1	Property taxes on shoreline property consistent with rest of community
1	Sustainable growth – think about environment
	Cluster development as a way to provide services (i.e. sewer) and preserve open space
	Communication between town and residents improved – including high speed internet throughout community
	Consider having town conduct inspections on holding tanks and septic systems instead of county
	Develop industry and business that is complimentary to tourism
	Develop trail system
	Development of more hiking, biking, recreational areas-including roadways in order to provide pedestrian connections
	Encourage commercial uses that are sustainable and generate tax revenue
	Improve transit options-especially to Sturgeon Bay to take advantage of job opportunities/economic possibilities
	Keep billboards out
	Maintain quality of emergency services – ensure continue to meet needs of town
	Mandatory well water testing
	No winter manure spreading
	Preservation of agricultural land
	Preservation of Niagara Escarpment
	Preservation of open space-promote smart growth

**APPENDIX C**  
**ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES**



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## **ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES**

This section briefly explains the programs and resources available on each government level that are designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow businesses.

### **Federal**

#### **US Department of Commerce, Economic Development Administration (EDA)**

EDA was established to work with states and regional planning commissions (economic development districts) to generate new jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas and regions of the United States. The purpose of its program investments is to provide economically distressed communities with a source of funding for planning, infrastructure development, and business financing that will induce private investment in the types of business activities that contribute to long-term economic stability and growth. EDA's investments are strategically targeted to increase local competitiveness and strengthen the local and regional economic base. There are a number of investment programs offered by EDA.

**The Public Works Program** to empower distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. **Economic Adjustment Assistance Program** assists state and local interests to design and implement strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. **The Research and Technical Assistance Program** supports research of leading edge, world class economic development practices as well as funds information dissemination efforts. **The Technical Assistance Program** helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. **EDA's Partnership Planning Programs** help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and their outreach to the economic development community on EDA's programs and policies. (source:www.eda.gov)

#### **US Department of Housing and Urban Development**

**CDBG Entitlement Communities Grants** are annual grants given on a formula basis to entitled cities, including the City of Green Bay, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Entitlement communities develop their own programs and funding priorities. Focus is on serving low-and moderate-income persons, and prevention and elimination of blight. Eligible activities include relocation and demolition; construction of public facilities; and assistance to profit-motivated businesses to carryout economic development and job creation/retention activities. To receive its annual CDBG entitlement grant, a grantee must develop and submit to HUD its Consolidated Plan.

**Economic Development Initiative (EDI)** provides grants to local governments to enhance both the security of loans guaranteed through Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance. EDI has been the catalyst in the expanded use of loans through the Section 108 Program by decreasing the level of risk to their CDBG funds or by paying for some of the project costs. There are congressionally earmarked

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and competitive BDI grants. Competitive EDI grants can be only be used in projects also assisted by the Section 108 Loan Program. Eligible activities include property acquisition, rehabilitation of public owned property, and economic development activities.

**Brownfields Economic Development Initiative (BEDI)** is a key competitive grant program HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled, and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. The purpose of the BEDI program is to spur the return of brownfields to productive economic use through financial assistance to public entities in the redevelopment of brownfields, and enhance the security or improve the viability of a project financed with Section 108- guaranteed loan authority. Therefore, BEDI grants must be used in conjunction with a new Section 108-guaranteed loan commitment.

**Section 108 Loan Guarantee Program** loan guarantee provision of the CDBG program. It provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Eligible applicants include entitlement communities. Activities eligible for Section 8 financing include economic development activities eligible under CDBG, acquisition of real property, rehabilitation of public property, installation of public facilities. As an entitlement community, Green Bay may apply for up to five times the latest approved CDBG entitlement amount minus any outstanding Section 108 commitments and/or principal balances of Section 108. The principal security for the loan guarantee is a pledge by the applicant public entity of its current and future CDBG funds. The maximum repayment period for a Section 8 loan is twenty years. (source: www.hud.gov)

#### USDA Rural Development

The office offers a variety of funding options for many types of business ventures to include agriculture, manufacturing, processing, services, commercial, and retail. Rural Development is also instrumental in providing much needed financial resources to communities for infrastructure improvements and expansions primarily for waste water and water treatment facilities. They have direct and guaranteed loans for businesses and communities in addition to a number of grants.

The **Rural Business Opportunity Grant Program** provides technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized. **Rural Utilities Service (RUS) Grant Program** is designed to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure, and for assistance in conjunction with rural economic development loans.

**Rural Business Enterprise Grants Program (RBEG)** to public bodies, private nonprofit corporations, and federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a City, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small, or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible

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for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

**The Intermediary Relending Program** money is lent to private non-profit organizations, any state or local government, an Indian Tribe, or a cooperative that is relented to by the intermediary to the ultimate recipients. The ultimate recipient must not be able to receive financing at reasonable rates or terms. (Source: [www.rurdev.usda.gov](http://www.rurdev.usda.gov))

#### US Department of Commerce National Oceanic and Atmospheric Administration (NOAA)

**Coastal Zone Management Program (CZMP)** assists local and state governments in managing and revitalizing coastal areas for mixed-use development. The competing goals of commercial and industrial development, tourism, environmental protection, transportation and recreation are discussed in coastal management plans. The CZMP seeks to maintain the economic welfare of coastal communities and ecosystems through intergovernmental cooperation. The CZMP supports states through financial contributions, technical advice, participation in state and local forums, and through mediation. Wisconsin CZMP programs currently protect wetland ecosystems, reduce non-point pollution sources, reduce erosion and assist in meeting state and regional coastal goals. (source: [www.coastalmanagement.noaa.gov/czm](http://www.coastalmanagement.noaa.gov/czm))

#### US Environmental Protection Agency

**Brownfields Assessment and Cleanup Cooperative Agreements** objectives are to provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; to capitalize a RLF fund; and to carry out cleanup activities at brownfield sites that are owned by the grant recipient. Eligibility for the assessment, RLF, and cleanup grants includes a general purpose unit of local government. This is a competitive grant program. There are separate guidelines for each of the three areas. Grant amounts are based on size and type of contamination, ranging from \$200,000 to \$350,000. (source: [www.epa.gov](http://www.epa.gov))

#### US Department of the Interior - National Park Service

**Land and Water Conservation Fund (LWCF)** is a visionary and bipartisan program, established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. States receive individual allocations of LWCF grant funds based on a national formula. Then states initiate a statewide competition for the amount available to award via matching grants. (source: [www.nps.gov](http://www.nps.gov))

#### Small Business Administration (SBA)

The **SBA** provides financial, business counseling and training, and business advocacy to foster the development and success of small businesses. Financial assistance comes in the form of loans and grant programs including the 7(a) Loan Guarantee, Prequalification Loan, 7(m) Micro Loan, CDC/504 Loan, CAPLines Program, and 8(a) Business Development Program. (source: [www.sba.gov](http://www.sba.gov))

### **State**

#### Wisconsin Department of Commerce

The federally funded **Community Development Block Grant (CDBG)** program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities

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and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. The **CDBG-Economic Development (ED)** program assists large businesses that will invest substantial private funds and create approximately 100 jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The **Major Economic Development (MED) Program** is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. The **Rural Economic Development (RED) Program** provides working capital or fixed asset financing for businesses with fewer than 50 employees.

Specifically, the **CDBG-Public Facilities for Economic Development (PFED)** program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The **CDBG-Public Facilities (PF)** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. The **Main Street Program** offers a variety of resources to include façade grants and technical and financial assistance to stimulate the revitalization of their respective areas. The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. The **CDBG-Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and to remediate brownfields. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608-266-8934.

**Community Development Zone (CDZ)** designation is a tax credit program for businesses planning to expand, relocate or start in the designated Community Development Zones (CDZ). CDZs in the BLRPC district include the Cities of Green Bay, Sturgeon Bay, Two Rivers, and Manitowoc; and the Counties of Florence, Marinette, and Oconto. These tax credits are to be applied against a company's Wisconsin income tax liability. These credits are based on the number of new jobs that a company creates, and the wage level and benefit package that are offered to the employees. The Enterprise Development Zone (EDZ) program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able to designate an enterprise development zone. A zone is "site specific" and applies to only one business.

To complement the bricks and mortar component of Commerce, there is funding specifically earmarked for employee training. Eligible businesses looking to train a significant number of its current or incoming workforce can apply for and receive a direct grant from Commerce for **Customized Labor Training (CLT)**. Companies with a few employees seeking training are eligible for the **Business Employees Skills Training (BEST)** program. The focus of both programs is on the training or retraining of employees to incorporate new technologies or manufacturing processes.

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Commerce provides financial resources to encourage the development of small businesses. Potential entrepreneurs can access an **Early Planning Grant (EPG)** of up to \$3,000 to obtain professional services necessary to evaluate the feasibility of a proposed start-up or expansion or develop a business plan. The **Entrepreneurial Training Grant Program (ETG)** is a comprehensive course designed to provide hands-on assistance in the writing of a business plan. The technical assistance can be provided by the *Small Business Development Center (SBDC) at UW-Green Bay* or the regional *Service Core of Retired Executives (SCORE)* office.

Other programs offered by Commerce include: the **Employee Ownership Assistance Loan (EOP) Program** can help a group of employees purchase a business by providing individual awards up to \$15,000 for feasibility studies or professional assistance. The business under consideration must have expressed its intent to downsize or close. **Industrial Revenue Bonds (IRB)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities, cities, villages, and towns are authorized to issue IRBs. The **Technology Development Fund (TDF)** program helps Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. The **Technology Development Loan (TDL)** program helps Wisconsin businesses develop technological innovations that have the potential to provide significant economic benefit to the state. This program is designed to help businesses commercialize new technology.

The **Minority Business Development (MBD) Loan Program** provides low interest loans to assist minority-owned companies with land and equipment purchase, working capital, and construction. The **Wisconsin Trade Project Program** can help small export-ready firms participate in international trade shows. The **Milk Volume Production (MVP) Loan Program** enables farmers to increase milk production by offering loan interest loans to purchase additional dairy cattle. The **Dairy 20/20 Early Planning Grant Program** covers third party services to assist the applicant with start-up, modernization, or expansion of a dairy operation. (source: [www.commerce.state.wi.us](http://www.commerce.state.wi.us))

#### Wisconsin Department of Transportation

The **Transportation Economic Assistance (TEA)** grants provide up to 50% of costs to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants up to \$1 million are available for transportation improvements that are essential for an economic development project. The amount of WisDOT provided funding is dependent on the number of jobs being created or retained. The 50% local match portion can come from a combination of local, federal, state, or in-kind services.

In 1979, the **Harbor Assistance Program (HAP)** was created to assist harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and construction of facilities to hold dredged materials. The **Freight Rail Infrastructure Improvement program (FRIP)** and **Freight Rail Preservation program (FRPP)** were created to maintain and improve rail services throughout Wisconsin.

The **State Infrastructure Bank (SIB) program**, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The money can be used in conjunction with other programs. SIBs offer Wisconsin the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays.

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Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote, and encourage economic development and/or promote transportation efficiency, safety, or mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from money remaining in the bank. Eligible projects include constructing or widening a road linking an intermodal facility and providing better access to commercial and industrial sites. WisDOT charges 2 percent interest on the loan principal, with projects amortized up to 25 years. Eligible applicants are local units of government, Amtrak Railroad, private non-profit organizations, and Transit Commissions. (source: [www.dot.wisconsin.gov](http://www.dot.wisconsin.gov))

#### Wisconsin Department of Tourism

Funding is available for local communities and regions to design their own marketing effort. The most popular and utilized program is the **Joint Marketing Grant (JEM)**. The grants are to assist in paying for the costs associated with developing a stronger advertising and public relations campaign to promote tourism. (source: <http://agency.travelwisconsin.com>)

#### Wisconsin Department of Agriculture, Trade, and Consumer Protection

Financial resources are provided to help grow and diversify the state's agriculture industry. The **Agricultural Development and Diversification (ADD)** grant is awarded to projects that may create new opportunities within agriculture through new value-added products, new market research, new production or marketing techniques, or alternative crops or enterprises. Maximum grants are \$50,000. Eligible applicants are individuals, associations, agri-businesses, and industry groups. (source: <http://datcp.state.wi.us>)

#### Wisconsin Department of Administration

**Wisconsin Coastal Management Program** was established in 1978 under the Federal Coastal Zone Management Act. Coastal management is defined as achieving a balance between natural resource preservation and economic development along our Great Lakes coasts. All counties adjacent to Lakes Superior and Michigan are eligible to receive funds. Coastal Management Grants are available for coastal land acquisition, wetland protection and habitat restoration, non-point source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation. (source: [www.doa.state.wi.us](http://www.doa.state.wi.us))

#### Wisconsin Department of Natural Resources

**Brownfields, Green Space and Public Facilities** grants help local governments clean-up brownfield sites intended for long-term public benefit, including green spaces, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to apply for funds. Eligible costs include remedial action plans and/or costs to develop a Remedial Action Plan. No grant may exceed \$200,000. The match requirement (20-50 percent) is determined by the amount of the grant. Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant. Application deadline has been each year in January. (source: [www.dnr.state.wi.us](http://www.dnr.state.wi.us))

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

WHEDA is responsible for a number of housing and economic development functions. WHEDA works with local and state economic development professionals, businesses, and lending institutions to help an individual expand or modernize a farm or business. **Loan Guarantees, direct loans, New Market Tax Credits, and interest rate subsidies** are utilized within a financial package to help ensure the project has the best chance for long term success. (source: [www.wheda.com](http://www.wheda.com))

Other state resources include: *Impact Seven, Inc.*, is one of more recognizable statewide organizations that provide micro-loans for small business start-ups and expansions. (source: [www.impactseven.org](http://www.impactseven.org)) The *Wisconsin Women's Business Initiative Corporation (WWBIC)* also provides micro-loans to predominately women, people of color, and those of lower incomes. (source: [www.wwbic.com](http://www.wwbic.com)) The *Wisconsin Business Development Finance Corporation* provides financial assistance and resources to business and lenders throughout the state. (source: [www.wbd.org](http://www.wbd.org))

### **Regional**

#### The Bay-Lake Regional Planning Commission (BLRPC)

The Bay-Lake Regional Planning Commission serves as an economic development district for the US Department of Commerce-Economic Development Administration. Potential EDA funded projects must be reviewed by the BLRPC for eligibility of federal funding. The BLRPC also provides technical assistance to local ED organizations and offers grant writing and administration services for various state and federal funding sources. (source: [www.blrpc.org](http://www.blrpc.org))

#### Northeast Wisconsin Regional Economic Partnership (NEWREP)

All eight counties of the BLRPC are part of Commerce's *Eastern Wisconsin Technology Zone*. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. (source: [www.northeastwisconsin.org](http://www.northeastwisconsin.org))

#### Small Business Development Centers (SBDC)

**SBDCs** are located within the eleven 4-year universities. The SBDCs counselors offer advice, training, and resources to promote entrepreneurship and small business growth. Programs focus on minority entrepreneurship, startup business solutions, and established business solutions. Specific programs include business plan reviews and one-to-one business counseling. (source: [www.wisconsinsbdc.org](http://www.wisconsinsbdc.org))

### SCORE

**SCORE** is more than 11,500 member volunteer association sponsored by the U.S. Small Business Administration. It matches volunteer business-management counselors with present and prospective small business owners in need of expert advice. **SCORE** has experts in virtually every area of business management. Local SCORE chapters offer workshops and no cost one-to-one counseling. (source: [www.sba.gov](http://www.sba.gov))

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### Community Action Agencies

The purpose of **Community Action Agencies**, as stated in the Economic Opportunity Act (EOA of 1964), is to stimulate a better focusing of all available local, state, private and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages in all geographic areas, to attain the skills, knowledge, and motivations, and secure the opportunities needed, for them to become fully self-sufficient. CAAs operate a variety of programs. CAAs are known statewide for their operation of Head Start, weatherization, housing, employment and training programs, family development, economic development, commodity distribution, senior and youth services, and many other valuable programs. In addition to providing direct services, CAAs often serve as program sponsors or grantees overseeing, although not necessarily directly operating programs. (source: [www.wiscap.org](http://www.wiscap.org))

### Utilities

Area utilities to include **Wisconsin Public Service Corporation, Alliant Energy, Rural Energy Cooperatives**, and **SBC** offer economic development assistance to communities and businesses in a number of ways to include the development of business plans, making available grants and loans, providing loan guarantees, and facilitating educational forums.

### **County and Local**

#### University of Wisconsin Extension Office

Community Resource Development Agent/Educator offers small business management assistance workshops or one-on-one counseling, as well as information on county revolving loan funds and other sources of financing. (source: [www.uwex.edu](http://www.uwex.edu))

#### County Economic Development Officials/Contacts

Seven of the eight counties within the Bay-Lake Region have established programs to promote economic development within each of their respective county. The counties of Florence, Marinette, Oconto, Brown, Kewaunee, Manitowoc, and Door each have a specific economic development organization that focuses on job creation, job retention, and the overall economic well-being of the county. These organizations also promote existing businesses in the community, offer a marketing outlet for their respective municipality, and establish events that are unique to the community to benefit the area economically.

**APPENDIX D**  
**RARE, THREATENED, AND ENDANGERED SPECIES AND**  
**NATURAL COMMUNITIES IN DOOR COUNTY**



## Door County Threatened and Endangered Species

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES A STATUS
Animal	<i>Glyphyalinia rhoadsi</i>	Sculpted glyph	1997	S2	G5	SC/N	
Animal	<i>Glyphyalinia wheatleyi</i>	Bright glyph	1995	S1	G5	SC/N	
Animal	<i>Hendersonia occulta</i>	Cherrystone drop	1998	S3	G4	THR	
Animal	<i>Paravitrea multidentata</i>	Dentate supercoil	1998	S2S3	G4G5	SC/N	
Animal	<i>Striatura ferrea</i>	Black striate	1997	S2	G4G5	SC/N	
Animal	<i>Striatura milium</i>	Fine-ribbed striate	1995	S4	G4	SC/N	
Animal	<i>Succinea bakeri</i>	A land snail	1997	SU	G?	SC/N	
Animal	<i>Vertigo elatior</i>	Tapered vertigo	1997	S3	G?	SC/N	
Animal	<i>Vertigo hubrichti</i>	Midwest pleistocene vertigo	1998	S1	G2	END	
Animal	<i>Vertigo iowaensis</i>	Iowa pleistocene vertigo	1998	S1S2	G2	SC/N	
Animal	<i>Vertigo nylanderi</i>	Deep-throated vertigo	1997	S1	G?	SC/N	
Animal	<i>Vertigo paradoxa</i>	Mystery vertigo	1997	S1	G2G4	SC/N	
Animal	<i>Zoogenetes harpa</i>	Boreal top	1997	S1	G?	SC/N	
Animal	<i>Catinella exile</i>	Pleistocene catinella	1995	S2	G1G2	SC/N	
Animal	<i>Cionella morseana</i>	Appalachian pillar	1997	S2	G4G5	SC/N	
Animal	<i>Guppya sterkii</i>	Brilliant granule	1997	S2S3	G4G5	SC/N	
Animal	<i>Orconectes propinquus</i>	Northern clearwater crayfish	1999	SU	G5	SC/N	
Animal	<i>Somatochlora hineana</i>	Hine's emerald	2001	S1	G2G3	END	LE
Animal	<i>Vitrina angelicae</i>	Transparent vitrine snail	1996	S1	G?	SC/N	
Animal	<i>Accipiter gentilis</i>	Northern goshawk	2000	S2N,S2B	G5	SC/M	
Animal	<i>Acipenser fulvescens</i>	Lake sturgeon	1914	S3	G3G4	SC/H	
Animal	<i>Acris crepitans blanchardi</i>	Blanchard's cricket frog	1983	S1	G5T5	END	
Animal	<i>Aeshna clepsydra</i>	Mottled darner	1991	S2	G4	SC/N	
Animal	<i>Ammodramus henslowii</i>	Henslow's sparrow	1994	S2S3B,SZN	G4	THR	
Animal	<i>Ammodramus leconteii</i>	Le Conte's sparrow	1993	S2B,SZN	G4	SC/M	
Animal	<i>Ammodramus savannarum</i>	Grasshopper sparrow	1998	S3B,SZN	G5	SC/M	
Animal	<i>Bartramia longicauda</i>	Upland sandpiper	1984	S2B,SZN	G5	SC/M	
Animal	<i>Botaurus lentiginosus</i>	American bittern	1998	S3B,SZN	G4	SC/M	
Animal	<i>Bucephala clangula</i>	Common goldeneye	1997	S2B,SZN	G5	SC/M	
Animal	<i>Buteo lineatus</i>	Red-shouldered hawk	1998	S1N,S3S4B	G5	THR	
Animal	<i>Caenis youngi</i>	A caenid mayfly	1999	S2S3	G4	SC/N	
Animal	<i>Charadrius melodus</i>	Piping plover	1948	S1	G3	END	LE
Animal	<i>Chromagrion conditum</i>	Aurora damselfly	1991	S3	G5	SC/N	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES STATUS
Animal	<i>Cicindela hirticollis rhodensis</i>	Beach-dune tiger beetle	1999	S2	G5T4	SC/N	
Animal	<i>Cordulegaster obliqua</i>	Arrowhead spiketail	1999	S3	G4	SC/N	
Animal	<i>Coregonus artedi</i>	Lake herring	1914	S3	G5	SC/N	
Animal	<i>Coturnicops noveboracensis</i>	Yellow rail	1989	S1B,SZN	G4	THR	
Animal	<i>Cymbiodyta acuminata</i>	A water scavenger beetle	1999	S3	G?	SC/N	
Animal	<i>Dendroica caerulescens</i>	Black-throated blue warbler	1997	S3B,SZN	G5	SC/M	
Animal	<i>Dendroica tigrina</i>	Cape May warbler	1999	S3B,SZN	G5	SC/M	
Animal	<i>Diadophis punctatus edwardsii</i>	Northern ringneck snake	1991	S3?	G5T5	SC/H	
Animal	<i>Emydoidea blandingii</i>	Blanding's turtle	1990	S3	G4	THR	
Animal	<i>Epiaeschna heros</i>	Swamp darner	1993	S2S3	G5	SC/N	
Animal	<i>Euphyes bimacula</i>	Two-spotted skipper	1982	S2S3	G4	SC/N	
Animal	<i>Euphyes dion</i>	Dion skipper	1990	S3	G4	SC/N	
Animal	<i>Fundulus diaphanus</i>	Banded killifish	1965	S3	G5	SC/N	
Animal	<i>Grammia oithona</i>	Oithona tiger moth	1991	S2	G4	SC/N	
Animal	<i>Grammia phyllira</i>	Phyllira tiger moth	1991	S2	G4	SC/N	
Animal	<i>Hydrobius melaenum</i>	A water scavenging beetle	1999	SU	G?	SC/N	
Animal	<i>Hydrometra martini</i>	A water measurer	1999	S3	G5	SC/N	
Animal	<i>Hydroporus vittatus</i>	A predaceous diving beetle	1999	S3	G?	SC/N	
Animal	<i>Ilybius ignarus</i>	Diving beetle	1999	S3	G?	SC/N	
Animal	<i>Ischnura hastata</i>	Citrine forktail	1991	S2	G5	SC/N	
Animal	<i>Lanius ludovicianus</i>	Loggerhead shrike	1983	S1B,SZN	G4	END	
Animal	<i>Lestes eurinus</i>	Amber-winged spreadwing	1992	S3	G4	SC/N	
Animal	<i>Luxilus chrysocephalus</i>	Striped shiner	1962	S1	G5	END	
Animal	<i>Lycaena dorcas</i>	Dorcas copper	2000	S2	G5	SC/N	
Animal	<i>Matus bicarinatus</i>	A predaceous diving beetle	1999	S2S3	G?	SC/N	
Animal	<i>Melanerpes erythrocephalus</i>	Red-headed woodpecker	1982	S3B,SZN	G5	SC/M	
Animal	<i>Mergus merganser</i>	Common merganser	1998	S3B,SZN	G5	SC/M	
Animal	<i>Mergus serrator</i>	Red-breasted merganser	1998	S3B,SZN	G5	SC/M	
Animal	<i>Nycticorax nycticorax</i>	Black-crowned night-heron	1979	S2B,SZN	G5	SC/M	
Animal	<i>Somatochlora elongata</i>	Ski-tailed emerald	1990	S2S3	G5	SC/N	
Animal	<i>Somatochlora forcipata</i>	Forcinate emerald	1990	S2S3	G5	SC/N	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES STATUS
Animal	<i>Somatochlora franklini</i>	Delicate emerald	1991	S2S3	G5	SC/N	
Animal	<i>Sturnella neglecta</i>	Western meadowlark	1992	S3S4B,SZN	G5	SC/M	
Animal	<i>Thamnophis sauritus</i>	Northern ribbon snake	1963	S1?	G5	END	
Animal	<i>Trimerotropis huroniana</i>	Lake Huron locust	1999	S1	G2G3	END	
Animal	<i>Vermivora peregrina</i>	Tennessee warbler	1994	S1B,SZN	G5	SC/M	
Animal	<i>Vertigo morsei</i>	Six-whorl vertigo	1997	S1	G?	SC/N	
Animal	<i>Wilsonia citrina</i>	Hooded warbler	1995	S2B,SZN	G5	THR	
Community	<i>Alvar</i>		2000	S1	G2	NA	
Community	<i>Great Lakes alkaline rockshore</i>		2000	S2	G3	NA	
Community	<i>Moist cliff</i>		2000	S4		NA	
Community	<i>Springs and spring runs, hard</i>		1976	S4	GU	NA	
Community	<i>Talus forest</i>		1999	S1		NA	
Community	<i>Alder thicket</i>		1976	S4	G4	NA	
Community	<i>Boreal forest</i>		2000	S2	G3?	NA	
Community	<i>Boreal rich fen</i>		2000	S2	G4G5	NA	
Community	<i>Emergent aquatic</i>		2000	S4	G4	NA	
Community	<i>Forested ridge and swale</i>		2001	S2	G3	NA	
Community	<i>Forested seep</i>		1998	S2		NA	
Community	<i>Great lakes beach</i>		1999	S2	G3	NA	
Community	<i>Great lakes dune</i>		2001	S2	G3	NA	
Community	<i>Hardwood swamp</i>		1999	S3	G4	NA	
Community	<i>Interdunal wetland</i>		1988	S1	G2?	NA	
Community	<i>Lake--shallow, hard, drainage</i>		2000	SU	GU	NA	
Community	<i>Lake--shallow, hard, seepage</i>		1998	SU	GU	NA	
Community	<i>Lake--shallow, very hard, drainage</i>	marl	1988	S2	GU	NA	
Community	<i>Northern dry-mesic forest</i>		1999	S3	G4	NA	
Community	<i>Northern mesic forest</i>		2000	S4	G4	NA	
Community	<i>Northern sedge meadow</i>		2000	S3	G4	NA	
Community	<i>Northern wet forest</i>		1976	S4	G4	NA	
Community	<i>Northern wet-mesic forest</i>		2001	S3S4	G3?	NA	
Community	<i>Open bog</i>		1976	S4	G5	NA	
Community	<i>Shore fen</i>		2000	S2		NA	
Community	<i>Shrub-carr</i>		1999	S4	G5	NA	
Community	<i>Southern hardwood swamp</i>		1999	S2	G4?	NA	
Community	<i>Southern mesic forest</i>		1998	S3	G3?	NA	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES STATUS
Community	<i>Southern sedge meadow</i>		2000	S3	G4	NA	
Other	<i>Bat hibernaculum</i>		1986	S3		SC	
Plant	<i>Draba arabisans</i>	Rock whitlow-grass	2000	S1	G4	SC	
Plant	<i>Draba lanceolata</i>	Lanceolate whitlow-cress	1934	S1	G3G5	END	
Plant	<i>Acer pensylvanicum</i>	Striped maple	1998	S1	G5	SC	
Plant	<i>Asplenium viride</i>	Green spleenwort	1999	S1	G4	END	
Plant	<i>Botrychium spathulatum</i>	Spoon-leaf moonwort	1982	S1	G3	SC	
Plant	<i>Carex concinna</i>	Beautiful sedge	1999	S1	G4G5	THR	
Plant	<i>Carex garberi</i>	Elk sedge	2000	S1	G4	THR	
Plant	<i>Carex platyphylla</i>	Broad-leaf sedge	2000	S2	G5	SC	
Plant	<i>Cirsium pitcheri</i>	Dune thistle	2001	S2	G3	THR	LT
Plant	<i>Festuca occidentalis</i>	Western fescue	2000	S1S2	G5	THR	
Plant	<i>Iris lacustris</i>	Dwarf lake iris	2000	S2	G3	THR	LT
Plant	<i>Parnassia parviflora</i>	Small-flower grass-of-parnassus	1995	S1	G4	END	
Plant	<i>Pterospora andromedea</i>	Giant pinedrops	1999	S1	G5	END	
Plant	<i>Selaginella selaginoides</i>	Low spike-moss	1994	S1	G5	END	
Plant	<i>Tanacetum huronense</i>	Lake Huron tansy	1982	S1	G4G5	END	
Plant	<i>Trisetum melicoides</i>	Purple false oats	1997	S1	G4	END	
Plant	<i>Viola rostrata</i>	Long-spur violet	2000	S2	G5	SC	
Plant	<i>Adlumia fungosa</i>	Climbing fumitory	2000	S3	G4	SC	
Plant	<i>Amerorchis rotundifolia</i>	Round-leaved orchis	1985	S1	G5	THR	
Plant	<i>Arethusa bulbosa</i>	Swamp-pink	1996	S3	G4	SC	
Plant	<i>Asplenium trichomanes</i>	Maidenhair spleenwort	2000	S3	G5	SC	
Plant	<i>Astragalus neglectus</i>	Cooper's milkvetch	2000	S1	G4	END	
Plant	<i>Botrychium lunaria</i>	Moonwort grape-fern	1997	S1	G5	END	
Plant	<i>Botrychium minganense</i>	Mingan's moonwort	1998	S2	G4	SC	
Plant	<i>Cakile edentula</i>	American sea-rocket	2000	S3	G5	SC	
Plant	<i>Calamagrostis stricta</i>	Slim-stem small-reedgrass	2000	S3	G5	SC	
Plant	<i>Calamintha arkansana</i>	Low calamint	2000	S2	G5	SC	
Plant	<i>Calamovilfa longifolia</i> var <i>magna</i>	Sand reed-grass	2000	S2	G5T3T5	THR	
Plant	<i>Calypso bulbosa</i>	Fairy slipper	1973	S3	G5	THR	
Plant	<i>Cardamine pratensis</i>	Cuckooflower	2000	S3	G5	SC	
Plant	<i>Carex backii</i>	Rocky Mountain sedge	1916	S2	G4	SC	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES STATUS
Plant	<i>Carex capillaris</i>	Hair-like sedge	2000	S1	G5	SC	
Plant	<i>Carex crawei</i>	Crawe sedge	2000	S3	G5	SC	
Plant	<i>Carex exilis</i>	Coast sedge	1998	S1	G5	THR	
Plant	<i>Carex formosa</i>	Handsome sedge	2000	S2	G4	THR	
Plant	<i>Carex gynocrates</i>	Northern bog sedge	2000	S2	G5	SC	
Plant	<i>Carex livida var radicaulis</i>	Livid sedge	2000	S2	G5T5	SC	
Plant	<i>Carex prasina</i>	Drooping sedge	1999	S2S3	G4	THR	
Plant	<i>Carex richardsonii</i>	Richardson sedge	2000	S3	G4	SC	
Plant	<i>Carex vaginata</i>	Sheathed sedge	2000	S1	G5	SC	
Plant	<i>Corallorhiza odontorhiza</i>	Autumn coral-root	1998	S3	G5	SC	
Plant	<i>Cypripedium arietinum</i>	Ram's-head lady's-slipper	1997	S2	G3	THR	
Plant	<i>Cypripedium parviflorum</i>	Small yellow lady's-slipper	1999	S3	G5	SC	
Plant	<i>Cypripedium reginae</i>	Showy lady's-slipper	2000	S3	G4	SC	
Plant	<i>Deschampsia cespitosa</i>	Tufted hairgrass	2000	S3	G5	SC	
Plant	<i>Deschampsia flexuosa</i>	Crinkled hairgrass	2000	S3	G5	SC	
Plant	<i>Drosera linearis</i>	Slenderleaf sundew	1995	S1	G4	THR	
Plant	<i>Dryopteris expansa</i>	Spreading woodfern	1997	S1	G5	SC	
Plant	<i>Eleocharis quinqueflora</i>	Few-flower spikerush	2000	S2	G5	SC	
Plant	<i>Elymus lanceolatus ssp psammophilus</i>	Thickspike	2000	S2	G5T3	THR	
Plant	<i>Epilobium palustre</i>	Marsh willow-herb	1983	S3	G5	SC	
Plant	<i>Epilobium strictum</i>	Downy willow-herb	1926	S2S3	G5?	SC	
Plant	<i>Equisetum palustre</i>	Marsh horsetail	1983	S2	G5	SC	
Plant	<i>Equisetum variegatum</i>	Variiegated horsetail	2000	S3	G5	SC	
Plant	<i>Euphorbia polygonifolia</i>	Seaside spurge	2000	S2	G5?	SC	
Plant	<i>Gentianopsis procera</i>	Lesser fringed gentian	2000	S3	G5	SC	
Plant	<i>Geocaldon lividum</i>	Northern comandra	1999	S1	G5	END	
Plant	<i>Gymnocarpium robertianum</i>	Limestone oak fern	1979	S2	G5	SC	
Plant	<i>Leucophysalis grandiflora</i>	Large-flowered ground-cherry	2001	S2	G3?	SC	
Plant	<i>Malaxis brachypoda</i>	White adder's-mouth	2000	S3	G4Q	SC	
Plant	<i>Medeola virginiana</i>	Indian cucumber-root	1931	S3	G5	SC	
Plant	<i>Ophioglossum pusillum</i>	Adder's-tongue	1950	S3	G5	SC	
Plant	<i>Orobanche uniflora</i>	One-flowered broomrape	2001	S3	G5	SC	
Plant	<i>Osmorhiza chilensis</i>	Chilean sweet cicely	1999	S3	G5	SC	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USES STATUS
Plant	<i>Platanthera dilatata</i>	Leafy white orchis	1999	S3	G5	SC	
Plant	<i>Platanthera flava</i> var <i>herbiola</i>	Pale green orchid	1987	S2	G4T4Q	THR	
Plant	<i>Platanthera hookeri</i>	Hooker orchis	1998	S3	G5	SC	
Plant	<i>Platanthera orbiculata</i>	Large roundleaf orchid	2000	S3	G5?	SC	
Plant	<i>Polystichum acrostichoides</i>	Christmas fern	1975	S2	G5	SC	
Plant	<i>Primula mistassinica</i>	Bird's-eye primrose	2000	S3	G5	SC	
Plant	<i>Ranunculus gmelinii</i>	Small yellow water crowfoot	1938	S1	G5	END	
Plant	<i>Rhynchospora fusca</i>	Brown beakrush	1999	S2	G4G5	SC	
Plant	<i>Ribes hudsonianum</i>	Northern black currant	1999	S3	G5	SC	
Plant	<i>Ribes oxyacanthoides</i>	Canada gooseberry	1926	S1	G5	THR	
Plant	<i>Scirpus cespitosus</i>	Tufted club-rush	1999	S2	G5	THR	
Plant	<i>Senecio congestus</i>	Marsh ragwort	1935	SH	G5	SC	
Plant	<i>Solidago ohioensis</i>	Ohio goldenrod	2000	S3	G4	SC	
Plant	<i>Solidago simplex</i> var <i>gillmanii</i>	Sticky goldenrod	2000	S2	G5T3?	THR	
Plant	<i>Tofieldia glutinosa</i>	Sticky false-asphodel	1999	S3	G5	THR	
Plant	<i>Triglochin maritima</i>	Common bog arrow-grass	2000	S3	G5	SC	
Plant	<i>Triglochin palustris</i>	Slender bog arrow-grass	2000	S3	G5	SC	
Plant	<i>Utricularia geminiscapa</i>	Hidden-fruited bladderwort	1972	S3	G4G5	SC	

**Scientific Name:** Scientific name used by the Wisconsin Natural Heritage Inventory Program.

**Common Name:** Standard, contrived, or agreed upon common names.

**Global Rank:** Global element rank. Refer to the Rank Definition Sheet.

**State Rank:** State element rank. Refer to the Rank Definition Sheet.

**US Status:**

Federal protection status in Wisconsin, designated by the Office of Endangered Species, U.S. Fish and Wildlife Service through the U.S. Endangered Species Act:

LE = listed endangered

LT = listed threatened

XN = non-essential experimental populations

LT,PD = listed threatened, proposed for de-listing

C = candidate for future listing

**WI Status:**

Protection category designated by the Wisconsin DNR:

END = endangered

THR = threatened

SC = Special Concern

WDNR and federal regulations regarding Special Concern species range from full protection to no protection. The current categories and their respective level of protection are:

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SC/P = fully protected

SC/N = no laws regulating use, possession, or harvesting

SC/H = take regulated by establishment of open closed seasons

SC/FL = federally protected as endangered or threatened, but not so designated by WDNR

SC/M = fully protected by federal and state laws under the Migratory Bird Act

Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

### **GLOBAL ELEMENT RANKS:**

**G1** = Critically imperiled globally because of extreme rarity<sup>5</sup> or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extinction.

**G2** = Imperiled globally because of rarity<sup>6</sup> to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extinction throughout its range.

**G3** = Either very rare and local throughout its range or found locally even abundantly at some of its locations in a restricted range e.g., a single state or physiographic region or because of other factors making it vulnerable to extinction throughout its range; in terms of occurrences, in the range of 21 to 100.

**G4** = Apparently globally secure, though it may be quite rare in parts of its range, especially at the periphery.

**G5** = Demonstrably secure globally, though it may be quite rare in parts of its range, especially at the periphery.

**GH** = Of historical occurrence throughout its range, i.e., formerly part of the established biota, with the expectation that it may be rediscovered.

**GU** = Possibly in peril range-wide, but their status is uncertain. More information is needed.

**GX** = Believed to be extinct throughout its range e.g. Passenger pigeon with virtually no likelihood that it will be rediscovered.

**G?** = Not ranked.

Species with a questionable taxonomic assignment are given a "Q" after the global rank. Subspecies and varieties are given subranks composed of the letter "T" plus a number or letter. The definition of the second character of the subrank parallels that of the full global rank. Examples: a rare subspecies of a rare species is ranked G1T1; a rare subspecies of a common species is ranked G5T1.

### **STATE ELEMENT RANKS:**

**S1** = Critically imperiled in Wisconsin because of extreme rarity 5 or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extirpation from the state.

**S2** = Imperiled in Wisconsin because of rarity 6 to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extirpation from the state.

**S3** = Rare or uncommon in Wisconsin 21 to 100 occurrences.

**S4** = Apparently secure in Wisconsin, with many occurrences.

**S5** = Demonstrably secure in Wisconsin and essentially ineradicable under present conditions.

**SA** = Accidental occurring only once or a few times or casual occurring more regularly although not every year; a few of these species typically long-distance migrants such as some birds and butterflies may have even bred on one or more of the occasions when they were recorded.

**SE** = An exotic established in the state; may be native elsewhere in North America.

**SH** = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.

**SN** = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin. This category includes migratory birds and bats that pass through twice a year or, may remain in the winter or, in a few cases, the summer along with certain lepidoptera which regularly migrate to Wisconsin where they reproduce, but then completely die out every year with no return migration. Species in this category are so widely and unreliably distributed during migration or in winter that no small set of sites could be set aside with the hope of significantly furthering their conservation.

**SZ** = Not of significant conservation concern in Wisconsin, invariably because there are no definable occurrences in the state, although the taxon is native and appears regularly in the state. An SZ rank will generally be used for long-distance migrants whose occurrence during their migrations are too irregular in terms of repeated visitation to the same locations, transitory, and dispersed to be reliably identified, mapped, and protected. Typically, the SZ rank applies to a non-breeding population.

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**SR** = Reported from Wisconsin, but without persuasive documentation which would provide a basis for either accepting or rejecting the report. Some of these are very recent discoveries for which the program hasn't yet received first-hand information; others are old, obscure reports that are hard to dismiss because the habitat is now destroyed.

**SRF** = Reported falsely in error from Wisconsin but this error is persisting in the literature.

**SU** = Possibly in peril in the state, but their status is uncertain. More information is needed.

**SX** = Apparently extirpated from the state.

**APPENDIX E**  
**DETAILED LAND USE**



<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>	<b>ACRES</b>
100	<b>RESIDENTIAL</b>	
110	Single Family Residential	2,625.8
150	Multi-Family	76.6
180	Mobile Homes	84.7
190	Land Under Residential Development	113.5
199	Vacant Residence	952.4
200	<b>COMMERCIAL</b>	
210	Retail Sales	57.6
250	Retail Services	40.0
300	<b>INDUSTRIAL</b>	
310	Manufacturing	4.8
360	Extractive	44.4
381	Open Storage	45.1
382	Enclosed Storage	23.1
400	<b>TRANSPORTATION</b>	
410	Motor Vehicle Related	
413	County Highways	
414	Local Streets and Roads	
417	Off-Street Parking	
420	Other Motor Vehicle Related	1.3
480	Marine Related	
500	<b>COMMUNICATION/UTILITIES</b>	
514	Telephone Center	0.9
542	Electric Power Substation	1.3
546	Radio/TV Transmission Tower	1.5
552	Natural Gas Substation	6.1
582	Other Trash/Garbage Dumps	3.7
600	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	
610	Administrative Institutions/Governmental Facilities	
611	Administrative Buildings	1.2
630	Safety Institutions/Governmental Facilities	
631	Police/Fire Stations/Offices	0.7
640	Educational Institutions/Governmental Facilities	
642	Primary Schools	
645	Vocational Schools	
660	Health Institutions/Governmental Facilities	
663	Clinics	
684	Fraternal Organizations/Clubhouses	5.0
690	Religious and Related Facilities	
691	Churches/Temples/Synagogues	
694	Cemeteries	
	<b>SUBTOTAL</b>	<b>4,089.5</b>

<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>	<b>ACRES</b>
700	<b>OUTDOOR RECREATION</b>	
721	Designated Historic/Cultural/Archaeological Sites	
730	Land Related Activities	
731	Campgrounds	232.2
736	Parks/Parkways/Forest-Related Picnic Areas	35.6
741	Playfields/Ball Diamonds/Volleyball Courts	12.3
761	Golf Courses	550.4
781	Boat Launching Sites/Areas	2.7
782	Other Water Access Sites/Areas	0.1
800	<b>AGRICULTURE/SILVICULTURE</b>	
805	Open Space	1,566.7
810	Croplands/Pastures	9,047.3
830	Long-Term Specialty Crops	566.8
835	Tree Plantations	665.7
870	Farm Buildings/Accessories	195.8
900	<b>NATURAL AREAS</b>	
910	Water	
912	Reservoirs and Ponds	43.1
950	Other Natural Areas	
951	Woodlands	6,374.8
954	Beaches	
	<b>TOTAL</b>	<b>23,383.1</b>

**APPENDIX F**  
**GLOSSARY OF TERMS**



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## Planning and Zoning Definitions

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- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Administrative Appeal (Appeal):** a quasi- judicial\* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40( 1) and 91.01( 1), *Wis. Stats* .
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats* .
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See ch. 66, subch. II, Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See ss.59.69, 60.61, 60.62 and 62.23, Wis. Stats* .
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Benchmark:** a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan’s goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.
- Berm:** A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.
- Best Management Practices (BMPs):** the conservation measures and management practices intended to lessen or avoid a development’s impact on surrounding land and water.
- Billboard:** a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.
- Block:** a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.
- Board of Appeals/ Board of Adjustment (BOA):** a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

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**Brownfields:** lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

**Buffer Area:** an area separating two incompatible types of development or a development and sensitive natural resources.

**Build Out:** the maximum, theoretical development of land as permitted under zoning regulations.

**Build Out Analysis:** a projection, based on the maximum, theoretical development of all lands, of the impact of a community's cumulative growth.

**Building Line:** the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

**Building Scale:** the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.

**Bulk Regulations:** standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

**Business Improvement Districts (BID):** an area within a municipality consisting of contiguous parcels subject to general real-estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See* s. 66.1109( 1)( b), *Wis. Stats.*

**Business Incubator:** retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

**By Right:** a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

**Capital Improvement:** a physical asset that is large in scale or high in cost.

**Capital Improvements Plan/ Capital Improvements Program (CIP):** a city's or county's proposal of all future development projects and their respective cost estimates listed according to priority.

**Census Tract:** a relatively permanent county subdivision delineated to present census data.

**Central Business District (CBD):** the primary, downtown commercial center of a city.

**Certificate of Appropriateness:** a permit issued by a historic preservation review board\* approving the demolition, relocation, or new construction in a historic district.

**Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

**Clear Zone:** an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

**Closed (Executive) Session:** a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See* s.19.81- 19.98, *Wis. Stats.*

**Cluster Development Zoning (Clustering):** concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

**Collector:** a street designed to carry a moderate volume of traffic from local streets to arterial\* streets or from arterial streets to arterial streets.

**Combination Zones:** a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

**Common Open Space:** squares, greens, parks, or green belts intended for the common use of residents.

**Community Development Block Grant (CDBG):** a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See* s.16.358 and 560.045, *Wis. Stats.*

**Community Development Zone:** Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See* s.560.70, *Wis. Stats.* *See also* "enterprise development zone".

**Comprehensive Plan:** a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

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**Concurrency Management System:** the process used to determine that needed public services are concurrent with a development's impacts.

**Concurrency Test:** an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

**Conditional Use:** a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

**Conditional Use Permit:** a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

**Conditional Zoning:** special conditions an owner must meet in order to qualify for a change in a zoning district designation.

**Condominium:** real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

**Conservation Areas:** environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

**Conservation Development Zoning:** a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

**Conservation Easement:** a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*

**Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

**Contiguous Properties:** properties sharing a property line.

**Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*

**Dedication:** the transfer of property from private to public ownership.

**Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

**Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.

**Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development's impact on a community

**Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also "performance standards".*

**Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*

**Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

**Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

**Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

**District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

**Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also "up zoning".*

**Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also "multifamily," "single-family attached," and "single-family detached dwelling".*

**Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also "conservation easement".*

**Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

**Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.

**Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*

**Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also "takings".*

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**Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also “community development zone”.*

**Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

**Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

**Environmental Impact Report (EIR):** a report that assesses an area’s environmental characteristics and then determines the impact that a proposed development will have.

**Environmental Impact Statement (EIS):** a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See s.1.11, Wis. Stats., P.L.91-190, 42 USC 4331, NR 150, Wis. Admin. Code.*

**Environmental Nodes:** discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

**Environmentally Sensitive Areas:** areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

**Esplanade:** waterfront area intended for public use.

**Estate Management Strategies:** strategies enacted during a landowner’s lifetime or upon her death to help preserve family lands and farms.

**Ex parte Contact:** communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.

**Exactions:** compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community’s zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

**Executive Session:** *See “closed session”.*

**Extraterritorial Zoning:** a local government’s authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1 st , 2 nd , and 3 rd class cities extends 3 miles beyond the corporate limits. The limit extends 1-½ miles beyond the municipal boundary for 4 th class cities and villages. *See s.62.23( 7a), Wis. Stats .*

**Exurban Area:** the area beyond a city’s suburbs.

**Fee Simple Acquisition:** the purchase of property via cash payment.

**Fee Simple Interest in Property:** absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See “rights”.*

**Fiscal Impact Analysis:** the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

**Fiscal Impact Report:** a report projecting the costs and revenues that will result from a proposed development.

**Floating Zone:** an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

**Floodplains:** land that has been or may be covered by flood water during a ‘regional flood’ as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions.

**Front Lot Line:** the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

**Gentrification:** the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.

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**Geographic Information System (GIS):** computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision-making, and program operations.

**Geologic Review:** an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

**Gift Credit:** a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

**Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

**Green Spaces:** *See "open spaces"*.

**Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community's growth.

**Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.

**Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

**Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See s.292.01(5), Wis. Stats.*

**Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also "light industry"*.

**Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

**Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

**Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.

**Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See s.44.31(3), Wis. Stats. See s.13.48(1m)(a), Wis. Stats.*

**Homeowner's Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

**Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a "strong" home rule state.

**Incorporation:** orderly and uniform development of territory from town to incorporated status. *See ch. 66, subch. II, Wis. Stats.*

**Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community's costs resulting from a development. *See s. 66.0617, Wis. Stats.*

**Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

**Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

**Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer's provision of a public benefit.

**Industrial District:** a district designated as manufacturing, research and development, or industrial park.

**Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also "redevelopment"*.

**Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

**Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

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**Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

**Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

**Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

**Interim Zone/ Development Controls:** See “moratorium”.

**Judicial Appeal:** the review of a local zoning decision by the state judicial system.

**Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

**Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

**Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

**Land- use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

**Land- use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

**Land- use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*

**Landfill:** a disposal facility for solid wastes. See ch.289, *Wis. Stats.*

**Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

**Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

**Leapfrog Development:** new development separated from existing development by substantial vacant land.

**Leaseback:** See “purchase/ leaseback”.

**Level of Service (LOS):** a measurement of the quantity and quality of public facilities.

**Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. See also “heavy industry”.

**Limited Development:** the development of one portion of a property to finance the protection of another portion.

**Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. See also “through lot”.

**Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

**Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

**Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

**Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

**Lot Depth:** the average horizontal distance between the front and rear lot lines.

**Lot Line:** the property lines at the perimeter of a lot.

**Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

**LULU:** a locally unwanted land use. See also “NIMBY,” “NIABY,” and “NIMTOO”.

**Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

**Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required

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utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*

**Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

**Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.

**Mitigation:** the process of compensating for the damages or adverse impacts of a development.

**Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.

**Mixed-Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

**Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

**Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

**Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.

**Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

**Multiple Occupancy Development (MOD):** A development on a single lot wherein a building is provided with 3 or more occupancy units, or wherein 2 or more detached buildings are provided with 2 or more occupancy units, regardless of the characteristics of the user(s) of the occupancy units and regardless of the ownership of the building(s) or of the occupancy units.

**Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

**National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also* “*environmental impact statement*” and “*Wisconsin Environmental Policy Act (WEPA)*”.

**National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

**Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.

**Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

**Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.\* *See also* “*New Urbanism*” and “*smart growth*”.

**Net Acre:** an acre of land excluding street rights- of- way\* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

**New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also* “*Neotraditional development*” and “*smart growth*”.

**NIABY:** Not in anyone’s backyard. *See also* “*LULU,*” “*NIMBY,*” and “*NIMTOO*”.

**NIMBY:** Not in my backyard. *See also* “*LULU,*” “*NIABY,*” and “*NIMTOO*”.

**NIMTOO:** Not in my term of office. *See also* “*LULU,*” “*NIMBY,*” and “*NIABY*”.

**Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

**Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.

**Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

**Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

**Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

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**Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.

**Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

**Open Session:** a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See* s.19.85- 19.98, *Wis. Stats.*

**Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also* “*common open spaces*”.

**Ordinance:** a local law; a legislative enactment of a local governing body.

**Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.

**Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.

**Outright purchase:** the acquisition of land for the benefit of the public.

**Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

**Parcel:** *See* “*lot*”.

**Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

**Performance Standards:** general criteria established to limit the impact of land uses or development. *See also* “*design standards*”.

**Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

**Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

**Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

**Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

**Point System:** numerical values assigned to a development’s impacts on a community’s resources.

**Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

**Pre- acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

**Preservation:** leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.

**Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also* “*metropolitan statistical area*” and “*consolidated metropolitan statistical area*”.

**Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See* ch.91, *Wis. Stats.*

**Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See* ch.91, *Wis. Stats.*

**Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.

**Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

**Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

**Public Dedication:** reserving land in a subdivision for public use such as a school or park.

**Public Road:** public property dedicated and reserved for street traffic.

**Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also* “*rights*” and “*transfer of development rights*”.

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**Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

**Quarter, Quarter Zoning:** a development standard that limits nonfarm development to one house per 40 acres ( $\frac{1}{4}$  of  $\frac{1}{4}$  of the original 640- acre section).

**Quasi- Judicial Decisions:** “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

**Quasi- Public Use/ Facility:** a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

**Rear- lot Line:** a lot line, opposite the front lot line, that generally does not abut a public roadway.

**Redevelopment:** any proposed replacement of existing development. *See also “infill”.*

**Redevelopment Authority:** an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 ( 3)( a) 1, Wis. Stats .*

**Reforestation:** the planting or replanting of forest plants.

**Regional Plan:** a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

**Requests for Proposals (RFP):** a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.

**Requests for Qualifications (RFQ):** a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

**Reservation of Site:** *See “public dedication”.*

**Reserved Life Estate:** an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

**Revolving Fund:** a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

**Rezoning:** an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

**Right of First Refusal:** an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

**Right of Way (ROW):** a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

**Riparian Areas:** the shore area adjacent to a body of water.

**Roadway Setback:** the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

**Scenic Corridor:** a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

**Scenic Easement:** an easement\* intended to limit development in order to preserve a view or scenic\* area.

**Seasonal Dwelling:** a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

**Secondary Dwelling Unit:** an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

**Sense of Place:** the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

**Set Back:** the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

**Shoreland:** a state mandated water resource protection district that Wisconsin counties must adopt.  
Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

**Shoreland- Wetland:** shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. *See Wis. Stats.*

**Shoreline Stabilization:** the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

**Side Lot Line:** a lot line that is neither a front lot line nor a rear lot line.

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**Single- family Attached Dwelling:** one of two or more residential buildings having a common wall separating dwelling units.

**Single- family Detached Dwelling:** a residential building containing not more than one dwelling unit surrounded by open space.

**Sign:** any device that is sufficiently visible to persons not located on the lot that communicates information to them.

**Site Plan:** a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

**Sliding Scale Zoning:** a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

**Smart Growth:** an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin’s comprehensive planning law. *See s.66.1001, Wis. Stats. See also “New Urbanism” and “Neotraditional development”.*

**Special Designation:** the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

**Special District/ Special Purpose Unit of Government:** a government entity that is responsible for performing specific tasks and oversight essential to a community’s or region’s well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

**Special Exception:** *See “conditional use”.*

**Spot Zoning:** a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

**Stand:** a number of plants growing in a continuous area. Examples include ‘a stand of hardwood’ or ‘a stand of timber.’

**Stewardship Program:** a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

**Stormwater Detention/ Stormwater Retention:** the storage of stormwater runoff.

**Stormwater Management:** the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

**Story:** a space in a building between the surface of any floor and the surface of the next above floor or roof.

**Subdivision:** the description (usually by survey) and recording of separate land parcels or lots.

**Summary Abatement:** a legal action taken to suppress the continuation of an offensive land use. *See also “tax abatement”.*

**Sustainability:** long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

**Sustainable Development:** development that meets the needs of the present generation without compromising the needs of future generations.

**Takings:** government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, “nor shall private property be taken for public use, without just compensation.” Such actions include regulations that have the effect of “taking” property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found “takings” in the following circumstances:

- *where a landowner has been denied “all economically viable use” of the land;*
- *where a regulation forced a landowner to allow someone else to enter onto the property;*
- *where the regulation imposes burdens or costs on a landowner that do not bear a “reasonable relationship” to the impacts of the project on the community; and*
- *where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.*

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

**Tax Abatement:** a release of a certain tax liability for a specific period of time and under certain circumstances. *See also “summary abatement”.*

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**Tax Increment:** additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. *See s.66.1105, Wis. Stats.*

**Tax Increment Financing (TIF):** a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.\* *See s.66.1105, Wis. Stats.*

**Town:** the political unit of government; a body corporate and politic, with those powers granted by law. *See ch. 60, Wis. Stats.*

**Township:** all land areas in a county not incorporated into municipalities (cities and villages).

**Tract:** an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

**Traditional Neighborhood:** a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also “Neotraditional development” and “New Urbanism”.*

**Traffic Calming:** the process of increasing pedestrian safety via decreasing automobile speed and volume.

**Traffic Impact Analysis:** an analysis of the impacts of traffic generated by a development.

**Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.

**Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also “rights” and “purchase of development rights”.*

**Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments\* that encourages the use of public transportation.

**Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

**TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

**Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

**Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

**Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.

**Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.

**Unified Development Code:** the combining of development regulations into a single zoning code.

**Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

**Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

**Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*

**Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

**Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.

**Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

**Urban Growth Boundary:** the perimeter of an urban growth area.

**Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

**Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

**Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99( 7 ), Wis. Stats.*

**Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.

**Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*

**Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.

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**Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

**Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

**Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

**Wildlife Habitat Incentives Program:** a program that awards landowners federal cost-sharing funds after the installation of improvements to wildlife or fishery habitat.

**Wisconsin Administrative Code (Wis. Admin. Code):** a component of state law that is a compilation of the rules made by state agencies having rule-making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

**Wisconsin Environmental Policy Act (WEPA):** a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also "environmental impact statement" and "National Environmental Policy Act (NEPA)". See NR 150, Wis. Admin. Code, and s.1.11, Wis. Stats.*

**Wisconsin Register of Historic Places:** a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See s. 44.36, Wis. Stats.*

**Zero Lot Line:** the location of a building in such a manner that one or more of its sides rests directly on its lot line.

**Zone:** an area designated by an ordinance where specified uses are permitted and development standards are required.

**Zoning Inspector:** an appointed position to administer and enforce zoning regulations and related ordinances.

**Zoning Permit:** a permit issued by the land-use or zoning administrator authorizing the recipient to use property in accordance with zoning-code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

Source: Bay-Lake Regional Planning Commission, 2007.

**APPENDIX G**  
**CONSERVATION SUBDIVISION GUIDELINES**



## **THE CONSERVATION SUBDIVISION DESIGN PROCESS**

Conservation subdivisions, sometimes called cluster developments, maintain a significant portion of a development site in common open space by minimizing individual lot sizes, while maintaining the overall density of development specified by a local master plan or zoning ordinance. Conservation subdivisions should be designed around the area proposed to be preserved in open space; that is, the areas for open space preservation should be set aside before the streets and lots are laid out. The design process for conservation subdivisions should follow three basic steps while taking into consideration applicable local regulations, such as zoning, official mapping, and land division control provisions; and pertinent adopted planning recommendations, such as recommended streets, parks, greenways, and recreational trails. The recommended three-step process is:

1. Identification and analysis of existing conditions, or site analysis;
2. Delineation of preservation areas; and
3. Layout of dwelling locations and street and lot pattern.

### **STEP ONE: SITE ANALYSIS**

The design of a conservation subdivision around the area to be preserved first requires a proper site analysis. The analysis should identify existing features that determine the landscape character of a site and analyze those features to determine the desirability of preserving them. A site analysis should also identify features that present obstacles that must be considered and overcome in the design.

The inventory of existing conditions should include all natural and human-made features of a site. Some of these will be natural areas protected by law, such as floodplains, wetlands, shoreland areas, and water bodies. Other areas that are developable, but contain certain features that may lend character to the rural landscape (see Figures 1 and 2), should also be identified. Such areas could include hedgerows along an abutting road or dividing two fields; a healthy stand of trees atop a rise in terrain; diverse woodlands; wildflower meadows; fallow farm fields; wildlife habitats; areas that afford good views; historic buildings or ruins; fencerows; and even lone specimen trees. Other site features that must be accommodated in the design may include power line rights-of-way, transmission towers, utility easements, and drainage ways.

It should be noted that a site analysis completed for the sketch-plan layout of a conservation subdivision is not usually as technically comprehensive as those required for engineered preliminary plats. Although the engineering constraints on a site should be generally considered, the site analysis for the purposes of designing a sketch plan for conservation subdivision layout is intended primarily to identify landscape character, preservation areas, and building areas. While some of the elements required for sketch plans and typical preliminary plats will be the same (topography, for instance), the level of detail and accuracy required for documenting conditions for engineering purposes is not needed at the sketch-plan level. The elements of a site analysis for the purposes of conservation subdivision design would supplement and precede the site information normally required for conventional subdivision design. When the approval process moves on to the preliminary-plot stage, complete documentation and analysis oriented toward proper engineering practices would then be needed. The conservation subdivision layout would then be adjusted, if necessary, to accommodate engineering considerations.

**Figure 1**



Woodlands, hedgerows, and large single trees are important landscape elements to identify in a site analysis and to preserve in a final design.

**Figure 2**



Ruins, such as this old stone silo, are strong rural landscape elements which may be worthy of preservation.

Source: SEWRPC.

A good site analysis done for the purpose of conservation subdivision sketch-plan layout will include field investigations and should, at a minimum, consist of a map, or set of maps, showing the following:

1. A topographic analysis identifying slopes over 12 percent and under 2 percent. The topographic map should have a scale of one inch equals 100 feet or more, with a vertical contour interval of two feet or less. Hilltops and ridge lines should be highlighted.
2. An analysis of drainage patterns. The management of stormwater runoff from a site depends largely upon the existing drainage patterns which, for greatest economy and site preservation, generally should not be altered. Onsite drainage patterns are part of a larger drainage network and connect to the drainage patterns of adjacent sites. The role a particular site plays in the overall watershed should be recognized.
3. A vegetation analysis, identifying woodlands, hedgerows, specimen trees, meadows, prairie remnants, pastures, and active or fallow farm fields. Vegetation should be identified as evergreen or deciduous. The health and condition of each vegetative type should be identified. Predominant species in hedgerows and woodlands should be identified. Specimen trees should be identified by species, size, and health. Unique or endangered plant species should be noted.
4. A delineation of soil types and identification of selected soil characteristics, as provided by the information in the regional soil survey completed for the Regional Planning Commission by the U. S. Natural Resources Conservation Service. Such characteristics would include, for example, suitability of soils for crops, pasture, woodland, wildlife habitat, and recreation, as well as for building foundations, roadways, and onsite sewage-disposal systems. Prime agricultural soils and alluvial floodplain soils should be noted.

5. Shoreland protection areas, including the minimum 75-foot building setback from the ordinary high-water mark of navigable waters, the 100-year recurrence interval floodplain boundaries, and lakes, ponds, streams, and wetlands. Significant groundwater recharge or well-head protection areas, if such information is available.
6. Boundaries and characteristics of primary and secondary environmental corridors, and isolated natural resource areas, as identified in the adopted regional plans or local comprehensive or master plans. Natural areas and critical species habitat sites.
7. Wildlife habitat, whether in fields, wetlands, or woodlands. Predominant species of birds, mammals, amphibians, reptiles, and fish should be identified when possible. The presence of rare or endangered species should be noted.
8. Historic or cultural features, including ruins and stone fencerows.
9. Other existing buildings and structures. All buildings in a farm complex should be located and identified as to their use, as well as the locations of existing wells and onsite sewage-disposal systems.
10. Scenic vistas, both into the site from adjacent roads, trails, and hilltops and outward from the site.
11. Classifications of existing streets and highways adjacent to the development parcel as well as desirable or undesirable points of entry into the parcel. Street connections required by the local official map should be noted.
12. Existing physical conditions surrounding the development parcel within 200 feet. These might include such notes as “adjacent residential homes,” “connection to county trail,” or “view to historic barn.” The size and extent of existing adjacent open space areas should be noted, as well as any further open space connections these spaces may have.
13. Future areawide plans that may affect the physical layout of the site should also be taken into account. These could include, among others, plans for future parks; open space, trail, and bikeway systems; agricultural preservation areas; arterial and other street networks; stormwater management facilities and other utilities; and general land use plans.

Figure 3 is an example of a typical site analysis. This is often accompanied by a written narrative that further explains the existing conditions on the site.

## **STEP TWO: DELINEATION OF PRESERVATION AREAS**

After determining the existing conditions on a site, the next step is to determine which areas should be preserved, as shown in Figure 4. Areas of first and second priority for preservation should be identified.

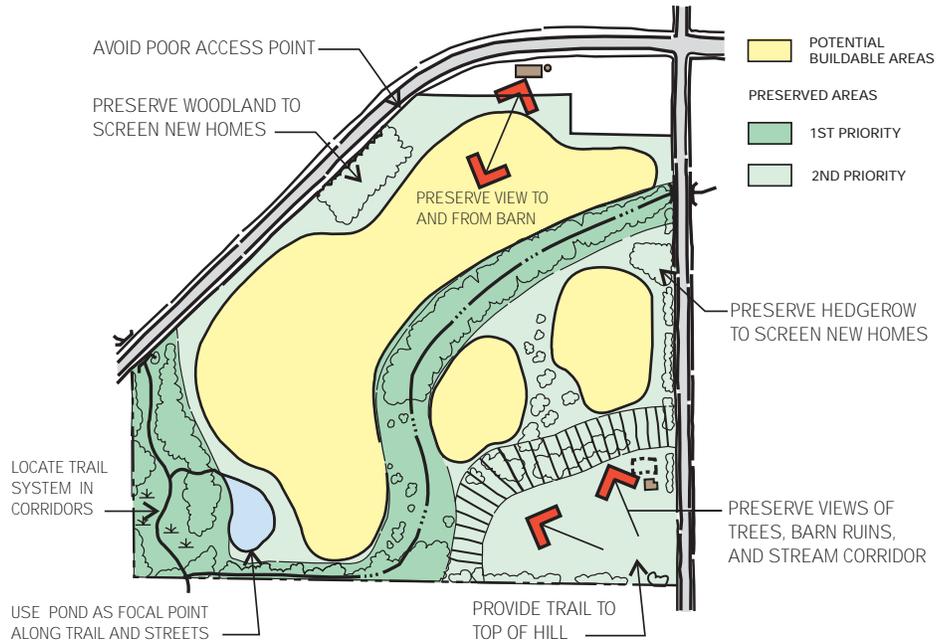
Areas of first priority will include two types of areas: those protected through State and Federal regulations, such as floodplains, wetlands, and shorelands, and those connecting to larger municipal, county, or regional park and greenway systems, such as primary environmental corridors. The more open space areas are connected, the more valuable they become. The concept of connectedness is very important when trying to preserve meaningful open space. Fragmented open space areas lead to disrupted wildlife migration paths, nonfunctional wildlife corridors,



Figure 4

CONSERVATION SUBDIVISION DESIGN: STEP 2

PRESERVED AREAS PLAN



Areas of first and second priority for preservation should be identified and preservation areas should be connected.

Source: SEWRPC.

possible to restore key gaps between presettlement vegetation relicts, which were separated by agricultural operations. Zoning ordinance regulations should require that acceptable open space parcels be of a specified minimum size and that areas of open space be connected as much as is practicable.

After designating first priority areas for preservation, regulated environmentally constrained areas and areas that provide connections to offsite open space, areas of second priority are added. These would include other developable areas with natural features that have been identified as contributing to the particular rural landscape character of the site, as seen from adjacent roads and other public ways, as well as from within the site. Some judgments may have to be made at this stage as to the desirability of preserving certain areas of marginal value. For example, a hedgerow with weak-wooded or diseased trees may not be desirable for preservation, while retaining open areas to eventually be landscaped to screen new homes is desirable.

Not all the open space will be environmentally constrained land, nor should it be. On parcels that have a great deal of environmentally constrained land, not all of it may be accepted as meeting the open space requirement of the zoning ordinance. In part, this is because development may be precluded anyway, such as in floodways; and, in part, the fact that such open space may not be considered publicly usable, such as with certain wetlands. On parcels with few constraints, much of the open space will be in well-drained upland areas that would be

Figure 5

**CONSERVATION SUBDIVISION DESIGN: STEP 3**

**STREET AND LOT LAYOUT**



After areas for preservation are identified, specific locations for building lots and streets are determined.

Source: SEWRPC.

considered buildable. Decisions would have to be made as to which portions of these areas should be used for lots and which should be saved for open space. These decisions should be based on the overriding objective of preserving rural landscape character.

In the process of determining the preservation areas, the areas available for buildings, streets and lots are, by default, also identified. These are the “left over” areas. This process is the opposite of that often used in the design of a conventional subdivision, where the leftover areas are the areas considered unsuitable for building. Often the areas with the most attractive natural amenities in a conventional subdivision are set aside first to be included in a few prime lots that can be sold at a premium price. By contrast, all of the lots within a conservation subdivision may become more valuable, leveraged upward by the presence of open space amenities.

**STEP THREE: CONCEPTUAL DELINEATION OF STREET AND LOT LAYOUT (SKETCH PLAN)**

When preservation areas are set aside, their outlines give shape to the building areas. On many development parcels, the areas available for building will be larger than the area needed to accommodate the permitted number of lots. Thus, the third step in the conservation subdivision design process is to determine more specifically the preferred locations of building lots and how best to provide access to them with streets (see Figure 5).

The street and lot layout at this stage in the design process is conceptual only. Because of the large variety of street layouts that are possible through the flexibility permitted by conservation subdivision regulations, agreement on the general acceptability of a plan should be reached before the plan is more precisely detailed. While general municipal engineering principles should be followed, no detailed site engineering is done at this stage, although all zoning and subdivision regulations should be met consulted to determine achievability of the proposed development concepts. It is beneficial for both the developer and the municipality to reach a consensus on a conceptual sketch plan before the developer incurs the costs of preliminary engineering. During review of the sketch plan, design changes can be made at little cost to the developer, lesser review time to the municipality, and with frustrations minimized. Thus, before the preparation of a preliminary plat is initiated, both the developer and the municipality should have agreed upon a conceptual layout.

The result of this process will be that streets and houses blend into the landscape in a natural way that protects the character of the site as seen within the site and from adjacent streets. This is again the opposite of houses being forced onto the landscape in a form determined by rigid lot sizes and the configuration of parcel boundaries, as is often the case in conventional subdivision design and development.

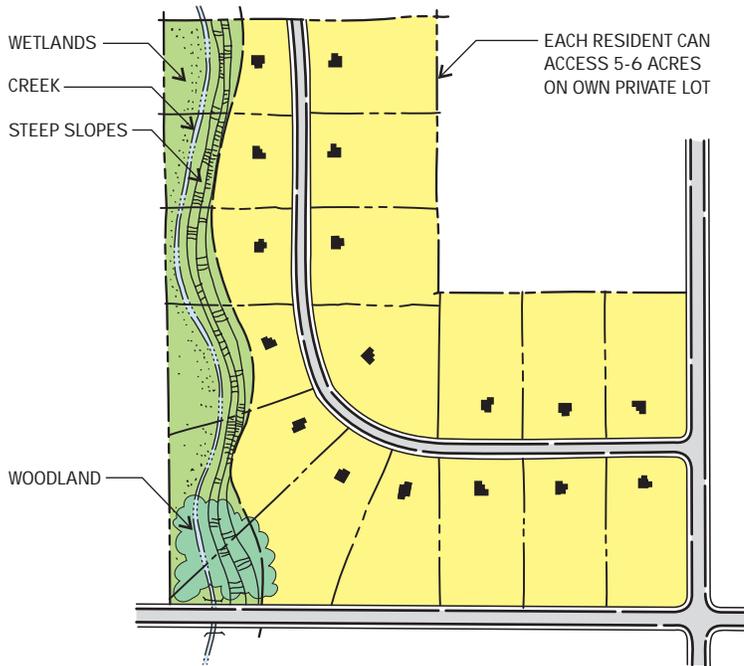
## **EXAMPLES OF CONSERVATION SUBDIVISION DESIGNS**

Hypothetical examples of conservation subdivision designs, contrasted with conventional designs for the same site, are presented in Figures 6, 7, and 8. Additional examples of conservation subdivision designs, along with means for implementing the conservation subdivision design concept, are presented in SEWRPC Planning Guide No. 7, *Rural Cluster Development*, December 1996.

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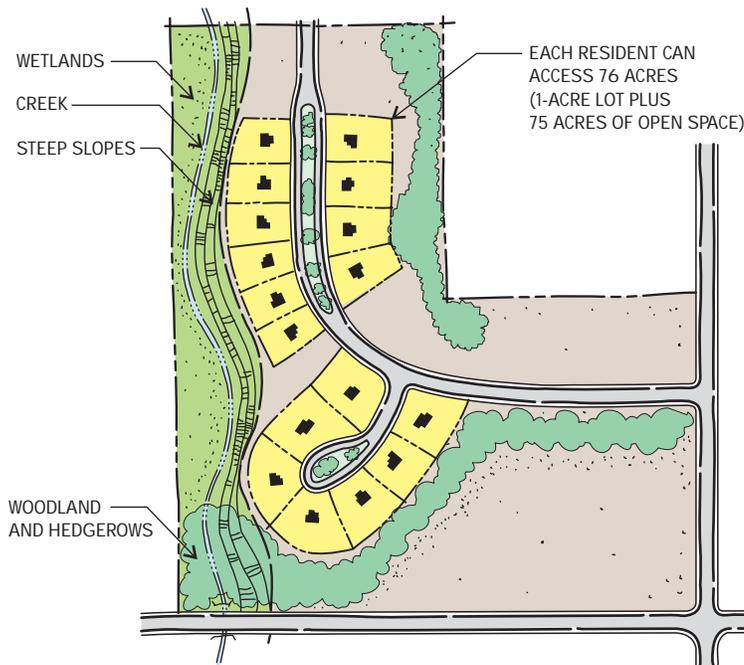
**Figure 6**

**CONVENTIONAL SUBDIVISION DESIGN**



Acres: 104  
Lots: 17  
Density: 1 Dwelling Unit / 6 Acres  
Average Lot Size: 5 Acres  
Common Open Space: 0%

**CONSERVATION SUBDIVISION DESIGN**

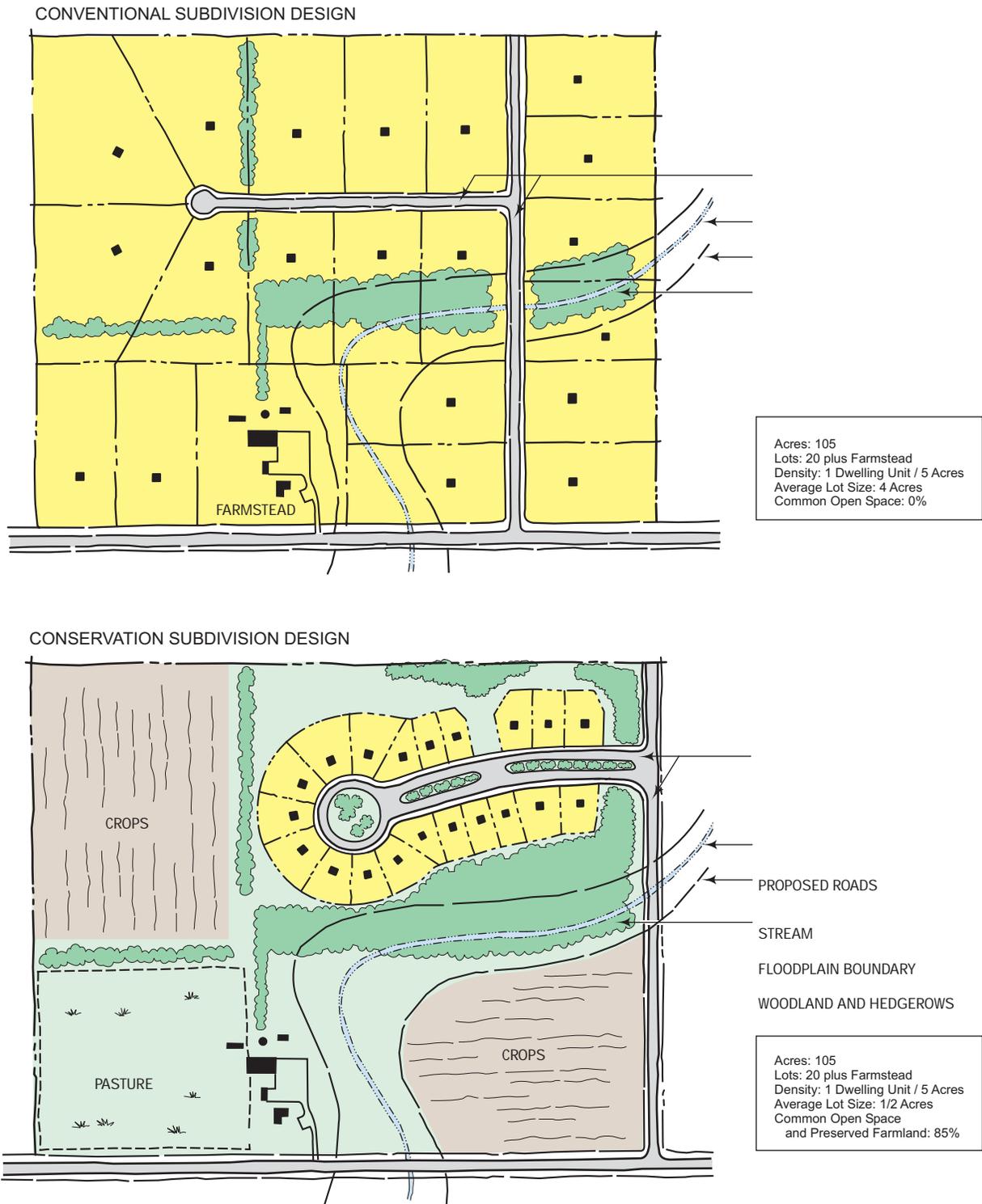


Acres: 104  
Lots: 17  
Density: 1 Dwelling Unit / 6 Acres  
Average Lot Size: 1 Acre  
Common Open Space: 75%

Through a reduction in lot size, open space can be created without losing density.

Source: SEWRPC.

Figure 7

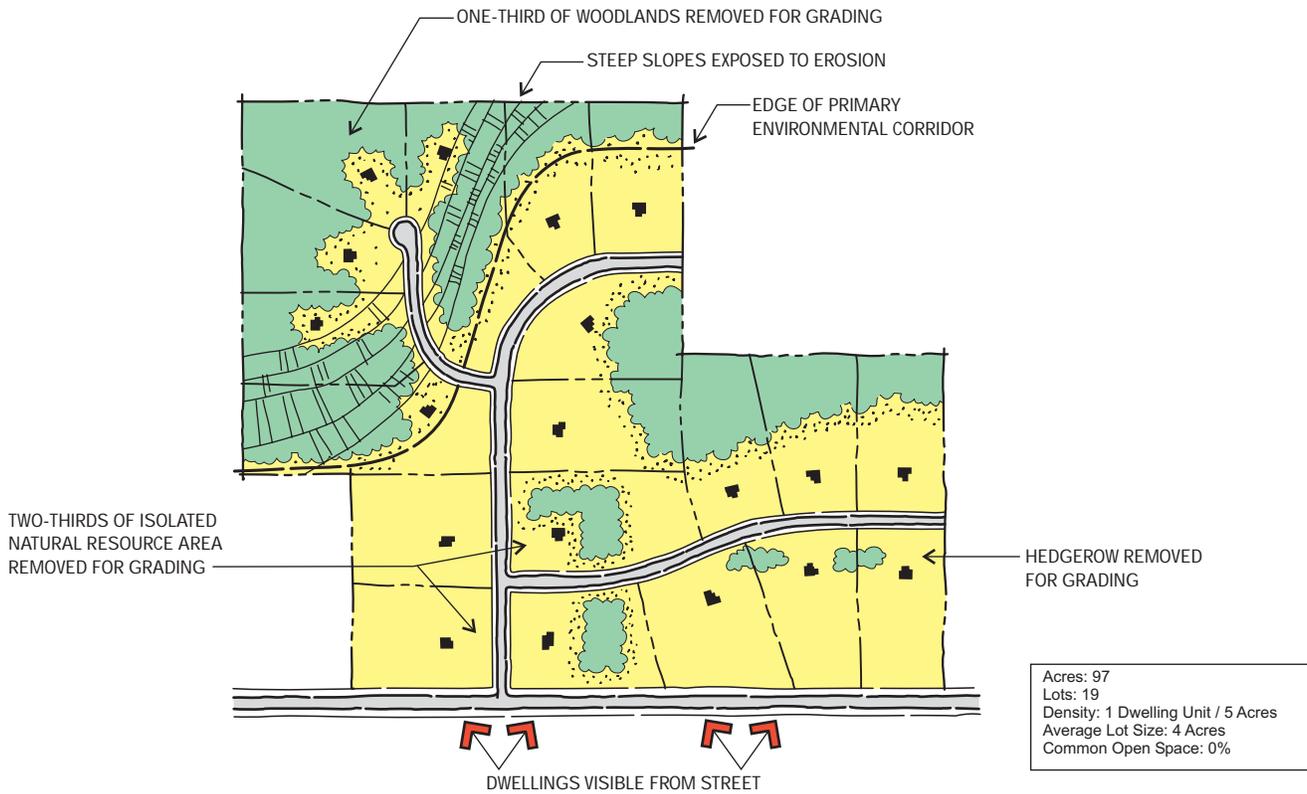


Conservation subdivision development can help preserve farming activities.

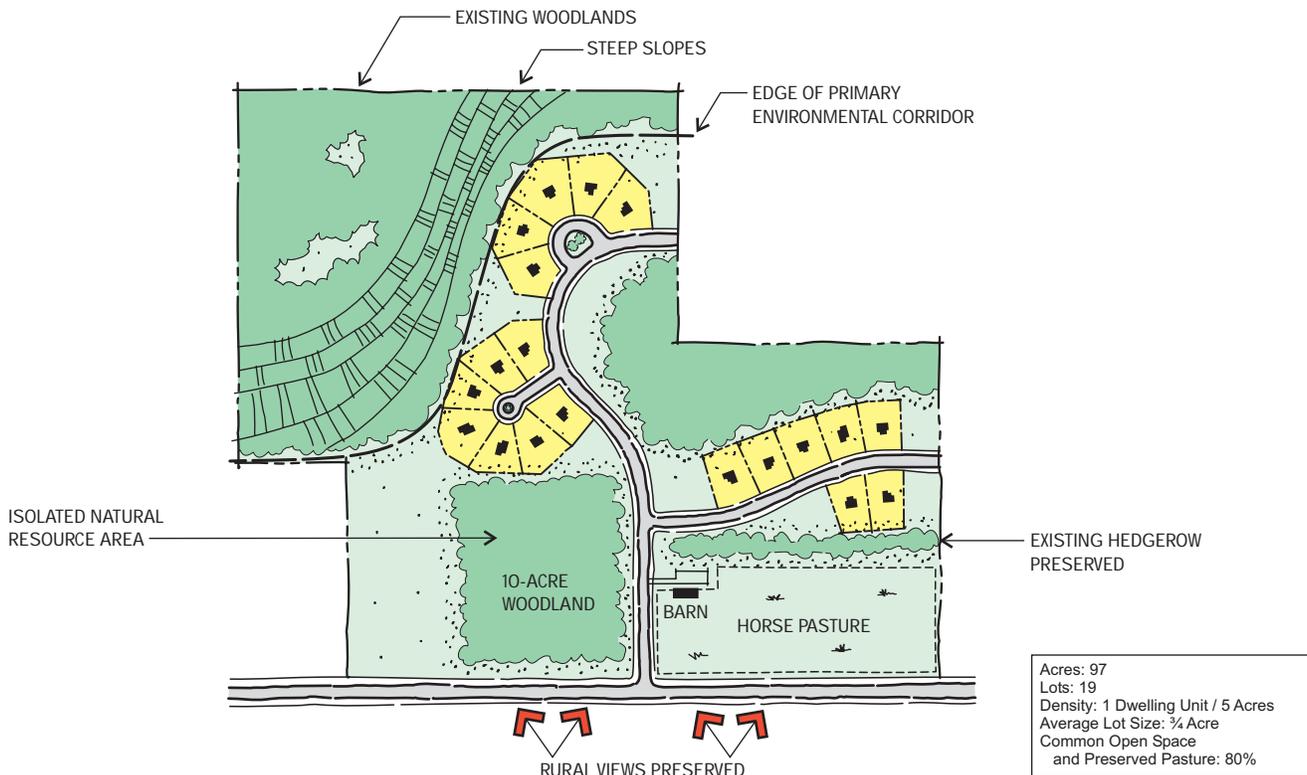
Source: SEWRPC.

Figure 8

CONVENTIONAL SUBDIVISION DESIGN



CONSERVATION SUBDIVISION DESIGN



Conservation subdivisions can preserve environmental features and views.

Source: SEWRPC.

# *Bay-Lake Regional Planning Commission*

## Commission Members

### ***Brown County***

William Clancy  
Toni M. Loch  
Chris Swan

### ***Door County***

Paul DeWitt  
Mariah K. Goode  
*Nomination Pending*

### ***Florence County***

Edwin Kelley  
Bruce Osterberg  
Yvonne Van Pembrook

### ***Kewaunee County***

Jim Abrahamson  
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Charles R. Wagner, Vice-Chairperson

### ***Manitowoc County***

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Valerie Mellon  
NyaLong Yang

### ***Marinette County***

Alice Baumgarten  
Cheryl R. Maxwell, Chairperson  
Mary G. Meyer

### ***Oconto County***

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Thomas D. Kussow  
Lois L. Trever, Sect./Tres.

### ***Sheboygan County***

Mike Hotz  
Ron McDonald  
Ed Procek

### ***Wisconsin Department of Commerce***

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