

DOOR COUNTY COMPREHENSIVE AND FARMLAND PRESERVATION PLAN 2035

VOLUME I: VISION AND GOALS

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CHAPTER 1: INTRODUCTION

This chapter provides an overview of Wisconsin’s comprehensive and farmland preservation planning laws, followed by an explanation of the processes used to develop this plan and a brief description of the contents of this plan volume. Farmland preservation planning law requires Door County to have the farmland preservation portion of this plan certified by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) and adopted by the county no later than December 31, 2014. Note that the county’s comprehensive plan, which was originally adopted in 2009, is not required to be updated until 2019; however, it is being updated now and combined with the farmland preservation plan because of the similar statutory requirements for both plans. Farmland preservation planning law requires consideration of the same topics as does the comprehensive planning law, and both laws have the same public participation, hearing, notification, and adoption requirements. Also, by adopting this updated comprehensive plan in 2014, future updates will be more in line with the release of decadal Census publications; the next update of this plan will happen no later than 2024.

OVERVIEW OF WISCONSIN’S COMPREHENSIVE AND FARMLAND PRESERVATION PLANNING LAWS

COMPREHENSIVE PLANNING LEGISLATION REQUIREMENTS

Wisconsin’s Comprehensive Planning Law – 1999 Wisconsin Act 9, codified in s. 66.1001, Wis. Stats., also referred to as the “Smart Growth” legislation, was signed into law on October 27, 1999. This legislation defined a comprehensive plan, detailed numerous land use regulations and programs that needed to be consistent with a comprehensive plan starting January 1, 2010, and listed mandatory procedures for adopting a comprehensive plan. Comprehensive plans are required by this state law to incorporate a twenty-year vision, although plans are to be updated no less than every ten years. Since its initial adoption, the Comprehensive Planning Law has been amended several times, most significantly with regard to the consistency requirement. According to the amended version of s. 66.1001, Wis. Stats., beginning on January 1, 2010, the actions of a town, village, city, or county with regard to any zoning or subdivision ordinance, or official mapping program, are those which must be consistent with that community’s comprehensive plan. The County of Door, with both zoning and subdivision ordinances, was required to have a comprehensive plan in place by 2010.

The Comprehensive Planning Law does not mandate how a community should grow. Rather, it offers an outline of the topics and information to be addressed within a plan. While a municipality may choose to include additional topics, a comprehensive plan must include at least the nine “elements” referred to in the legislation (listed below) and as defined by the Comprehensive Planning Law:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

From this background information, the community is to develop its goals and policies, thereby providing a rational basis for local land use decisions. The law requires public participation, based on a written public participation plan that details how the plan will be developed, adopted, implemented, and updated. Per s. 66.1001(4), Wis. Stats., Procedures for Adopting Comprehensive Plans, the county is required to adopt a public participation plan that establishes communication methods, information distribution procedures, and public meetings for every stage of the plan preparation. Door County’s public participation plan can be found on the Planning Department’s Web site at

<http://map.co.door.wi.us/planning/>. Plans must also include specific implementation objectives, policies, and programs, including agencies that will be responsible for implementation items and the timeframes within which those implementation measures will occur.

FARMLAND PRESERVATION PLANNING LEGISLATION REQUIREMENTS

Wisconsin's farmland preservation law, sometimes called the "Working Lands Initiative," is codified in Ch. 91, Wis. Stats., as authorized by Act 28 in June 2009. Wisconsin counties are required to have an adopted farmland preservation plan that meets statutory requirements in place no later than January 1, 2016, with staggered deadline dates based on a county's population density increase between 2000 and 2007. Door County is required to adopt a plan no later than December 31, 2014. The two main components of farmland preservation planning, as outlined in s. 91.10, Wis. Stats., are public participation and plan content. The same public participation procedures for adoption of a comprehensive plan also apply to a farmland preservation plan. Note that the Public Participation Plan for the farmland preservation plan, adopted by the Door County Board of Supervisors in 2011, may be found on the Planning Department Web site at <http://map.co.door.wi.us/planning/>. For future updates of this Door County Comprehensive and Farmland Preservation Plan, there will be only one public participation plan that addresses both statute requirements.

Per the farmland preservation planning law, the county's farmland preservation plan must state the county's policy related to farmland preservation and agricultural development. The plan needs to address issues that may affect farmland preservation and agricultural development in the county, including those that relate to population and economic growth, housing, transportation, utilities, communications, business development, community facilities and services, energy, waste management, municipal expansion, and environmental preservation. The plan must specifically address the following:

- Agricultural uses, specialties, resources, and infrastructure.
- Trends and forecasts related to agricultural land use, agricultural production, enterprises related to agriculture, and the conversion of agricultural lands to other uses.
- Goals and actions to preserve farmland and promote agricultural development in the county, including goals pertaining to the development of agriculture-related enterprises.
- Policies, goals, strategies, and proposed actions to increase housing density in areas that are not identified for agricultural development.

The county's plan must also include maps and text that clearly delineate and describe the rationale for areas that the county plans to preserve for agricultural and agriculture-related uses. These areas may include undeveloped natural resource and open space areas, but may not include any area that is planned for nonagricultural development within 15 years after the date on which the plan is adopted. Finally, the farmland preservation plan must be consistent with the county's comprehensive plan.

DESCRIPTION OF OVERALL PLANNING PROCESS AND PUBLIC PARTICIPATION

Following are descriptions of the processes used to develop the Door County Comprehensive Plan 2030 (adopted in 2009) and the Door County Comprehensive and Farmland Preservation Plan 2035 (this plan, adopted in 2014). The 2009 process provided the initial framework for a comprehensive plan and involved a plan oversight committee (Core Planning Committee), visioning meetings, work group meetings, and a review of municipal comprehensive plan goals. With only five years having passed since the 2009 adoption, and conditions not having changed drastically, a scaled-down process was used for the 2014 plan update. The 2014 plan update process relied on the Resource Planning Committee for guidance in lieu of a separate oversight committee. The original oversight committee members and all other participants from the 2009 process were contacted and their input requested, but no additional visioning or work group meetings were held. Also, a full review of the municipal comprehensive plan goals was not done for the 2014 process. The county is required to update this plan again in 10 years (2024) and will likely conduct a similar process as used for the 2009 version at that time.

DOOR COUNTY COMPREHENSIVE PLAN 2030 PROCESS

The Door County Planning Department and Door County Resource Planning Committee are primarily responsible for the overall development of the county's comprehensive plan in compliance with the requirements of the comprehensive planning legislation. For the 2009 adoption of this plan, the Planning Department coordinated its plan development process with the county's nineteen municipalities, of which some were not doing a municipal comprehensive plan, some had already adopted municipal-level plans, and some were at varying stages of their plan development. Some of the coordination issues involved in developing the county plan adopted in 2009 were:

- Incorporation/recognition of completed municipal plans in the county plan. Planning staff:
 - evaluated completed plans for contradictions between them;
 - evaluated completed plans against products (vision statements and goals) emerging from the county process; and
 - looked for potential ordinance administration issues for towns in county zoning.
- Analyzing and recreating, for county-level use, local-level land use maps (i.e., developing overall land use map categories and explanations).
- Coordination with consultants/planners working in the municipalities in the midst of developing comprehensive plans. (Same activities as outlined above, as appropriate given the municipality's stage of plan development.)
- Coordination with the municipalities not undertaking their own comprehensive plans (ensuring participation and input with regard to current and future land use maps, goal setting, etc.).

In addition to coordinating with the nineteen municipalities, the development of the 2009 version of this plan involved efforts from several different county departments and committees, and work groups comprised of local experts and residents. Following is a description of the primary participants and their responsibilities:

- **Door County Planning Department (DCPD)** – DCPD planners were responsible for researching and writing Volume II, Resource Report; acted as facilitators, researchers, and writers for work group meetings and products; and acted as overall coordinators of the project and process, including communications, visioning and work group meetings, open houses, and public hearings. Planners also wrote Volume I, Vision and Goals, of the plan after the Resource Report, visioning, and goal-setting work items were completed. The DCPD Geographic Information Systems Mapping Specialist created all maps found in both volumes of the plan and worked with municipalities to develop the future land use maps.

- **UW-Extension (UW-EX)** – UW-EX staff provided some assistance in meeting facilitation.
- **Core Planning Committee (CPC)** – The county board-established ad-hoc CPC was advisory in nature, providing general guidance to the process and reviewing and approving DCPD work documents (e.g., public participation plan, element goals and actions, chapter drafts, vision statements and goals from work group efforts, etc.). The CPC totaled 21 members, consisting of one representative from each local unit of government and two representatives from the Resource Planning Committee. Each municipality also had an officially designated alternate.
- **Work Groups** – Six work groups – comprised of interested local residents and local, regional, and state agency representatives and experts – helped draft the individual element vision statements and goals, objectives, and action items for each element. Work groups were guided by the overall vision statement as approved by the CPC, element vision statements, information from Volume II, the Resource Report, and goals from completed municipal plans. Each of the six work groups met four times.
- **Resource Planning Committee (RPC)** – As the oversight committee for DCPD, the RPC oversaw the comprehensive plan creation and adoption. In addition to frequent updates on the progress of the plan's development at regular business meetings, two RPC members participated in the CPC.
- **Door County Board of Supervisors** – The Board of Supervisors established the CPC to give overall guidance and ensure input from local municipalities as to the development of the county plan. Per state statute, the Board of Supervisors is responsible for the final adoption of a comprehensive plan.

Highlights of and timeline for the process used for developing the Door County Comprehensive Plan 2030 (2009 adoption) are outlined below.

- **CPC (January 2007):** County Board resolution establishing the CPC.
- **Public Participation Plan (April 2007; original draft was adopted in December 2005):** County Board resolution adopting the final/updated Door County Comprehensive Plan 2030 Public Participation Plan. Note that the Public Participation Plan, as well as a list of all persons involved in developing the plan, may be found on the DCPD Web site: <http://map.co.door.wi.us/planning/>.
- **Visioning Meetings (October 2006 – May 2007):** Four visioning sessions were held in the Towns of Washington, Baileys Harbor, and Forestville, and the City of Sturgeon Bay. Public input was gathered at these meetings regarding the county's assets and vision for the future; ranking exercises were also conducted on this input.
- **General Vision Statement (August 2007):** CPC approval of the draft vision statement intended to guide the overall development of the plan and element work groups. The draft vision statement was developed based on responses given at the four county-wide visioning sessions.
- **Inventory of Municipal Plans (November 2007):** DCPD staff members inventoried completed municipal plan goals in order to identify similarities and any potential conflicts. Summary goals were developed based on specific municipal goals and incorporated into the county plan.

- **Work Groups** (January – May 2008): Six topical work groups each met four times between. Meetings entailed going over background information (county-level visioning documents, goals from completed municipal plans, and Resource Report), participating in visioning exercises to aid staff in developing draft element vision statements, finalizing draft element vision statements, and developing draft county-wide goals and action items. Work groups were organized to address the comprehensive plan element topics as follows:
 - Historical and Cultural Resources
 - Agricultural and Natural Resources
 - Housing and Economic Development
 - Utilities, Community Facilities, and Transportation (which typically broke into three smaller groups at the work group meetings)
 - Land Use
 - Intergovernmental Cooperation
- **Creation of 2007 (“Current”) Land Use Maps** (late 2007 – 2009): Created and finalized with all 19 municipalities.
- **CPC Finalization and Approval of Resource Report** (April 2009): Final review and approval of the Resource Report – Plan Volume II – by the CPC.
- **CPC Finalization and Approval of Element Vision Statements and Goals and Future Land Use Maps** (April and June 2009):
 - 16 of 19 municipal future land use maps approved.
 - Plan Volume I, Vision and Goals, and the Town of Sturgeon Bay’s future land use map approved. Also approved were the future land use maps yet to be submitted by the Town of Gardner and City of Sturgeon Bay for “conversion” into the county’s future land use map legend.
- **RPC Review and Sponsorship of Plan** (July 23 and 30, 2009): RPC review of CPC-sponsored version of the plan and accompanying maps; RPC members made changes they deemed appropriate and then sponsored the plan for open house meetings and public hearing.
- **Open House Meetings** (August 2009): Four open house meetings were held in the Towns of Washington, Baileys Harbor, and Forestville, and the City of Sturgeon Bay.
- **Public hearing before RPC** (September 17 and 23, 2009): The first of two public hearings regarding the plan took place before the RPC; the committee passed a resolution recommending to the county board adoption of the plan at a business meeting held later in the month.
- **Adoption by County Board** (October 27, 2009): The second of two public hearings regarding the plan took place before the Door County Board of Supervisors; the board adopted the plan as an ordinance at a business meeting immediately following the hearing.

DOOR COUNTY COMPREHENSIVE AND FARMLAND PRESERVATION PLAN 2035 PROCESS

As with the comprehensive plan, the DCPD and RPC are primarily responsible for the overall development of the county’s farmland preservation plan, in compliance with the requirements of the state’s farmland preservation legislation. As explained previously, the county’s farmland preservation plan is now incorporated into the county’s comprehensive plan. The process described below goes over the work that was done to meet the farmland preservation planning requirements and to update the comprehensive plan.

The DCPD coordinated the development of the farmland preservation portion of this plan with the county's 14 towns, several different county departments and committees, DATCP, agricultural operators, and other persons indicating interest. Primary participants were as follows:

- Door County Soil and Water Conservation Department (SWCD)
- UWEX
- Agricultural operators - specifically those in Exclusive Agricultural (EA) zoning, under individual contracts with DATCP, or in SWCD programs
- Town of Clay Banks officials
- DATCP staff members
- Other persons or agencies indicating interest

Highlights of and the timeline for the process used for developing the Door County Comprehensive and Farmland Preservation Plan 2035 (this plan) are outlined below.

- **DCPD, SWCD, UWEX, and DATCP "Plan for Planning" Meeting** (October 2010)
- **Visioning/Planning Kick-Off Meeting** (November 30, 2010): DCPD and SWCD gave an overview and Q&A regarding the state-level farmland preservation programs and the county planning process. All farmers, local officials, and interested members of the public were invited to attend; two press releases were issued and a mailing was sent to fruit growers, farms in EA zoning, farms with DATCP contracts, and municipal officials.
- **RPC Meeting** (January 6, 2011): Review of kick-off meeting; consensus by RPC to develop a combined comprehensive and farmland preservation plan.
- **DATCP Grant Application** (January 14, 2011): DCPD submitted grant application to cover part of the cost of preparing a farmland preservation plan, pursuant to s. 91.10, Wis. Stats.
- **Public Participation Plan** (January 25, 2011): Door County Board of Supervisors adopted a public participation plan for farmland preservation planning.
- **Condensed Version of Kick-Off Meeting** (Educational/Discussion Meeting for Local Officials, January 31, 2011): DCPD presented a condensed version of the kick-off meeting to local officials.
- **Meetings with Town of Clay Banks officials** (February 2011 - December 2012): DCPD staff members met with Town of Clay Banks officials approximately 11 times to outline all options available to the town. Presentations on EA and farmland preservation zoning rules were included in these meetings.
- **RPC Meeting** (February 17, 2011): Review of condensed version of kick-off meeting and meeting with Town of Clay Banks officials.
- **DATCP Planning Grant Tentatively Awarded** (May 3, 2011): DATCP notified Door County that it had been tentatively awarded a 2011 Farmland Preservation Planning Grant.
- **Draft Farmland Preservation Maps** (Educational/Discussion Meeting for Local Officials, March 31, 2011): DCPD gave an overview and held a Q&A session regarding the state-level farmland preservation programs and the county planning process; explained development of the farmland preservation maps, drafts of which were handed out that evening, and the process for town review of those maps; and discussed proposed changes to the farmland preservation program happening at the state level.

- **RPC Meeting** (June 16, 2011): Review /approval of resolution accepting grant award from DATCP.
- **RPC Meeting** (November 17, 2011): Review of planning efforts at the county-level and with Town of Clay Banks officials.
- **RPC Meeting** (February 2, 2012): Update on DATCP's approval of county's request to extend the farmland preservation plan deadline to 12/31/2014; educational meeting with Town of Clay Banks scheduled for February 16th.
- **RPC Meeting** (May 17, 2012): Review of planning efforts at the county-level and with Town of Clay Banks officials.
- **DATCP and RPC Meetings** (June 21, 2012): Staff members met with DATCP to discuss plan development and adoption issues; updated RPC on planning efforts that same day.
- **Background Information Collection on Legislation Requirements** (May 2011 - December 2013): DCPD reviewed municipal plans completed since adoption of county comprehensive plan; reviewed and updated Resource Report volume of county comprehensive plan; and researched and incorporated new farmland preservation planning legislation requirements.
- **DATCP Preliminary Submittal** (September 2013): A draft of the Comprehensive and Farmland Preservation Plan 2035 was submitted to DATCP for preliminary review and feedback.
- **RPC Meeting** (October 3, 2013): Review of comprehensive and farmland preservation planning process.
- **Draft Current Land Use Maps** (Educational/Discussion Meeting for Local Officials, October 29, 2013): DCPD gave an overview of the county-level comprehensive and farmland preservation planning process and handed out draft current land use maps along with instructions for reviewing and updating; municipalities to return maps at the January educational/discussion meeting.
- **RPC Meeting** (December 19, 2013): Review of comprehensive and farmland preservation planning process to-date and overview of drafts of Volume I, Vision and Goals, and Volume II, Resource Report; also review of proposed reorganization of goals and action items from 2009 plan.
- **Public and Municipal Input Request** (December 2013 - January 2014): DCPD sent email to work group members from the 2009 planning process and all local municipal officials letting them know where to find draft plan documents and how to give input.
- **Draft Future Land Use Maps** (Educational/Discussion Meeting for Local Officials - January 30, 2014): DCPD distributed draft future land use maps, along with instructions for reviewing.
- **RPC Meetings** (February 6, March 27, and April 3, 2014): Review of draft Volume I, Vision and Goals, and Volume II, Resource Report.
- **Open House Meeting:** (April 22, 2014): An open house meeting for final review of the plan by the public was held at the Government Center. A mailing and e-mailing of the invitation and press release for the open house was sent on Friday, April 3, 2014. Municipal officials were notified of open house meeting details on March 19, 2014.

- **Final Review/Sponsorship by RPC of Plan** (May 29, 2014): RPC review of final draft version of plan and accompanying maps; sponsorship of plan for submittal to DATCP for certification of the farmland preservation portion.
- **Plan Submitted to DATCP for Certification** (July 1, September 26, and October 14, 2014): The plan was submitted to DATCP for conditional certification on July 1 and DATCP subsequently responded with requested changes. Staff members made the requested changes and submitted the plan to DATCP again for conditional certification on September 26. DATCP again responded with requested changes, which staff members made and again resubmitted the plan on October 14 for conditional certification.
- **Public hearing before RPC** (October 16, 2014): The first of two public hearings regarding the plan took place before the RPC; the committee passed a resolution recommending to the county board adoption of the plan at a business meeting following the public hearing.
- **Hearing and adoption via ordinance by County Board** (December 2014): The second of two public hearings regarding the plan took place before the Door County Board of Supervisors; the board adopted the Door County Comprehensive and Farmland Preservation Plan 2035 as an ordinance at a business meeting immediately following the public hearing.

OVERVIEW OF VOLUME I, VISION AND GOALS

The Door County Comprehensive and Farmland Preservation Plan 2035 consists of two volumes. This volume – Volume I, Vision and Goals – provides the issues, opportunities, and vision statements for the required topic areas, and the overall plan goals, policies, and action items. Volume II, the Resource Report, provides the demographic and other information required by the Wisconsin statutes for comprehensive and farmland preservation plans. This volume refers readers to the appropriate chapter(s) within the Resource Report for background information.

Volume I is comprised of 11 chapters. This chapter, Chapter 1, provides a description of the overall planning process and public participation efforts used to develop the Door County Comprehensive and Farmland Preservation Plan 2035. Chapter 2 contains the Smart Growth legislation language regarding a plan's Issues and Opportunities element; the general issues and opportunities identified during the development of the plan; a brief summary of demographic information and trends for Door County; the results of visioning meetings and exercises and the overall vision statement used to guide the development, adoption, and implementation of the plan; and a summary list of the plan's goals regarding all topics. Chapters 3 through 10 provide information on the statutorily required plan elements, organized by the topics of historical and cultural resources, agricultural and natural resources, housing and economic development, transportation, utilities, community facilities, land use, intergovernmental cooperation, and implementation. Presented within each chapter are: the exact Smart Growth legislation requirements for that topic area; issues and opportunities surrounding the topic, as identified during the original 2009 visioning and work group meetings and reviewed/updated in 2014; a brief overview of data/current conditions for that topic; and a vision statement specific to that topic. Chapter 9, Land Use, also contains discussion of the plan's future land use maps and of potential conflicts between existing and future land uses.

Due to the overlapping and intertwined issues, opportunities, and goal and action item ideas that came from the work groups and others who participated in the development of the plan, all plan goals, policies, and implementation action items, for all plan topics, are located together, in Chapter 11, Implementation. Potential cooperating agencies and general timelines are also listed with the action items. Chapter 11 also contains the exact Smart Growth legislation requirements for this topic and the process for implementing and updating this plan.

Please note that many Door County municipalities have completed and adopted their own comprehensive “Smart Growth” plans; readers are advised to refer to those municipal level plans, as well as this plan. Those municipalities are:

- City of Sturgeon Bay*
- Village of Egg Harbor*
- Village of Ephraim*
- Village of Forestville*
- Village of Sister Bay*
- Town of Baileys Harbor
- Town of Brussels*
- Town of Clay Banks
- Town of Egg Harbor*
- Town of Gardner
- Town of Gibraltar
- Town of Liberty Grove
- Town of Nasewaupee
- Town of Sevastopol
- Town of Sturgeon Bay
- Town of Union*

** Per the Comprehensive Planning Law consistency requirements (as amended), these municipalities, due to the types of ordinances they are administering as of December 2014, are required to have in place a municipal-level comprehensive plan.*

Note, too, that the Town of Jacksonport has adopted a town land use plan, although it does not address all of the statutorily required elements for a comprehensive plan. The remaining municipalities in the county – the Towns of Forestville and Washington – have chosen to date to not develop municipal-level comprehensive plans.

CHAPTER 2: ISSUES AND OPPORTUNITIES

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(a), Wis. Stats., the Issues and Opportunities element of a comprehensive plan shall include: “Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.”

GENERAL ISSUES AND OPPORTUNITIES

For planning purposes, an issue is typically defined as an internal weakness or an external threat that needs to be addressed, while an opportunity is an internal strength or an external trend that could be capitalized upon. The general issues and opportunities found below regarding Door County were identified by participants in the four county-wide visioning meetings held in 2006-2007 and reviewed/revised again for the 2014 planning process. (The issues and opportunities noted, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff.) Note that lists summarizing the issues and opportunities identified during those meetings also can be found in Chapter 2 of the Resource Report.

One overarching theme arising out of the visioning meetings was the topic of sustainability. Sustainability is often described as a “three-legged stool” comprised of the economy, the environment, and social systems. Achieving sustainability requires equal attention to and balance between all three areas – human needs and desires will be met, but in a manner that ensures preservation of the natural environment. Participants at visioning meetings identified the many socially and environmentally conscientious residents living in Door County as presenting a great resource in trying to make the county’s current economic, environmental, and social systems more sustainable.

One issue identified as posing a threat to achieving sustainability in Door County is the area’s nearly complete reliance on oil and other non-renewable or fossil fuel sources for its energy use. Note that this is not unique to the area, nor is the fact that the county lacks the infrastructure to utilize renewable energy resources available to it, such as wind. However, the county’s significant renewable energy resources (primarily wind) presents an opportunity for the development of such infrastructure, which could lead to less dependency on outside energy sources and potentially help to control costs.

As residents stated in visioning meetings, achieving sustainable growth in Door County also means that development needs to be balanced with preservation of the area’s diverse and abundant natural and scenic resources, ensuring natural resource and habitat quality as well as recreational opportunities. This should be achieved through effective and efficient public and private land use management programs and ordinances. Door County already has a good base of protected lands to continue to enhance through future land protection and acquisition efforts. The county’s water resources are also still largely of exceptional quality, and can be further protected for continued usage by humans and wildlife and for scenic and recreational purposes.

While tourism, a major contributor to the county’s economy, depends on the county’s open space and natural beauty for its profitability, many residents believe tourism could also ultimately lead to a decrease in the quantity or quality of these natural assets. Tourism enhancement programs in Door County, as in other areas, have traditionally focused only on increasing the number of visitors. Recently, however, in Door County and other areas, this focus is shifting to include recognition and work toward mitigation of tourism’s potential impacts on natural resources, as well as promotion of “green” tourist activities. Tourism promotion in the county can become more sustainable by extending beyond traditional quantity-based programs into quality-based programs that focus on

education and appreciation of the county's natural and cultural assets, which the Door County Visitor Bureau has already begun to initiate. The county's unique geology, including the Niagara Escarpment, already provides a base for some tourism activities and can be further promoted as part of an eco-tourism program. Additionally, the county has a wide variety of cultural and historical resources that can be used, expanded, or improved upon to support eco-tourism and educational programs for both tourists and residents.

A major economic development opportunity for Door County continues to be the relatively clean, safe, and beautiful environment, offering a high quality of living that can aid in attracting clean and green businesses. Additionally, the county is rich in non-metallic mineral resources, which will themselves continue to provide employment, as well as the sand and gravel necessary for local municipal and construction uses. On the other hand, the county's economy is perceived to be out of balance, due to an increasing reliance on tourism, particularly in Northern Door. Tourism throughout the county is largely seasonal in nature and, therefore, typically comprised of lower-paying jobs without benefits. Southern Door's economy is seen as somewhat more diverse economically, comprised of agriculture, some tourism, and some manufacturing, and its location also offers residents easier access to jobs outside the area, such as in Green Bay and the Fox Valley. The economy in the Sturgeon Bay area is perceived to be more balanced, with a mix of tourism, nearby agriculture, and the majority of the county's manufacturing businesses.

Door County is increasingly viewed as less accessible to people of all incomes and ages, resulting in less economic, social, and cultural diversity. Lack of diversity in employment options in the county is perceived to be preventing young people from moving or staying here, with youth pursuing better job opportunities elsewhere. This issue, combined with housing costs that do not correlate with local incomes, is seen as keeping young people from living and raising families here. Increased economic development, though, may help spur more affordable/alternative housing initiatives. Establishing public/private programs that increase the supply of affordable housing will likewise help to attract and keep young people in the area. Transportation accessibility and options have been significantly improved, but could still be enhanced through greater community and government support for transportation initiatives.

Agriculture and its associated activities have long played important roles in the county's social and economic systems, but agriculture everywhere faces decreasing diversity. Fewer and fewer local, small family farms remain in operation, resulting in less food security, economic self-sufficiency, and rural character. Agriculture in Door County is most prevalent in the southern portion of the county, but it too is relatively limited in its diversity or threatened by various outside forces. While agriculture directly affects the county's economy, it is also closely intertwined with community character, an asset ranked at the top and described as a key piece of their future vision by residents at visioning meetings. A struggling agricultural economy leaves rural land vulnerable to potentially sprawling new residential development, as agricultural operators may be forced to sell land in order to support themselves or retire. This threatens the county's rural community character and aesthetically, economically, and environmentally valuable open space and scenic vistas. Additionally, the loss of agricultural areas to new development was identified as a threat to the small-town character of the county's town and village centers.

Although continuing to decline, Door County still has a diverse agricultural economy to preserve, presenting opportunities for local governments and the broader community to support local agriculture and the remaining family farms. Local programs and incentives could be established to make locally-grown food more accessible to residents. Maintaining a diverse agricultural economic base contributes significantly to preserving the county's beautiful scenery, open space, and rural/small-town character. Ensuring that new development is dense and contiguous to existing development will also help preserve these assets. Municipalities still have opportunities to undertake long-range planning and design for the city, village, and town centers to help maintain the county's small-town character and sense of community.

Door County's community facilities were frequently mentioned at the visioning meetings as both top county assets and integral to the future of the county. Recreational facilities around the county's roughly 300 miles of coastal shoreline, plus lakes, streams, and wetlands, offer tourists and residents high quality beaches, parks, fishing, and other recreation. Maintaining and improving the county's recreational infrastructure is essential to the long-term health of residents and to promoting more recreation-based tourism, although the county's trail system outside of our parks was characterized as very limited and increasingly difficult to acquire as the cost of land increases. The existing snowmobile trail system presents an opportunity, though, in that it has the potential to be expanded and developed into a multi-use trail system.

Other community facility issues identified at the visioning meetings include the county's school system, year-round cultural and educational activities, and an aging population. While the county has good school systems, most are faced with declining enrollment. A lack of year-round cultural and educational opportunities for people of all ages, particularly in the tourism off-season, was perceived as a weakness. On the other hand, opportunity exists in that the county already has strong cultural assets, including the arts, music, theatre, history, and architecture, which can grow into year-round education and economic development activities.

Finally, the county also faces an aging population that will greatly increase the demand for senior support and health care services. This presents potential opportunities, though, to establish medical-related facilities that would serve an aging population, as well as enhance both economic development and tourism. Public/private partnership opportunities to offer increased and better services for seniors should also arise. Other potential business opportunities may be created based on the county's increasing number of retirees, who will require more specialized services as they age.

Note Regarding Issues and Opportunities for Specific Plan Topics

In addition to the general issues and opportunities identified in visioning meetings and described above, the work group participants also identified specific issues and opportunities for each of the Smart Growth plan topics. These are provided in Chapters 3 – 10, and are based on work group participants' responses to two questions:

- Within the context of your preferred future vision for the county, what are the key issues we currently face with regard to this topic?
- Again, within the context of your preferred future vision, what opportunities are available to or should be pursued for the county with regard to this topic?

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapters 2, 4, and 5 of Volume II, Resource Report, of this plan for detailed demographic, housing, and employment information, as required by the comprehensive planning legislation for the Issues and Opportunities element of this plan.

Between the 2000 and 2010 Censuses, Door County's year-round population of 27,961 residents decreased by 176 people (0.6%), to 27,785 residents. However, between 2010 and 2013, the Wisconsin Department of Administration (DOA) estimates that the county's population grew slightly, to 27,966 residents. This growth occurred through net migration (the number of residents moving into the county minus those leaving), rather than through natural population increase (births minus deaths), which is estimated to have been negative for the same timeframe. The DOA projects Door County's population will decrease by a total of 1,165 residents between 2010 and 2040, the fifth highest loss in the state. Although net migration for the county is expected to be positive for this time frame, a negative natural growth (deaths outnumbering births) will more than off-set the population

gain from migration.

In addition to its year-round population, Door County has many seasonal residents (part-time) and tourists either visiting for a day or staying overnight in one of the many lodging or camping facilities. Although difficult to estimate, one study found the county's full-time equivalency population is between 20% and 161% higher than its year-round population, depending on the month. Applying this estimate to the 2010 year-round population for Door County, there are between 33,342 and 72,519 additional full-time equivalent people in the county, depending on the month.

In 2010, Door County's median age was over 10 years older than the state, at 49.4 years compared to 38.5 years for the state. Only two Wisconsin counties, Iron and Vilas, had older median ages than Door County. The county's 65 and older population is expected to grow much more quickly than the state's same population between 2010 and 2040. In 2010, the county's 65 and older population consisted of 23% of the population, compared to 14% for the state. In 2040, Door County's 65 and older population is expected to be at 38%, compared to only 24% for the state.

At the same time, county residents aged 24 and younger are decreasing as a proportion of the county's population. In 2010, the number of Door County residents aged 65 years and older was approximately the same as those aged 24 and younger, both consisting of 23% of all residents. By 2040, county residents aged 24 and younger are projected to decrease to 21% of the population, while residents aged 65 and older are projected to increase to 38% of the population. This trend towards a declining youth and a ballooning senior population will affect nearly all aspects of living and working in Door County, as identified by the work groups and outlined in the issues and opportunities sections of Chapters 3 – 10 in this volume.

GENERAL QUALITATIVE RESULTS OF COUNTY-WIDE VISIONING MEETINGS

At each of the four county-wide visioning meetings held between 2006 and 2007, participants first viewed a presentation with county-level demographic and other trend information. Following the presentation, attendees participated in two public input exercises. The first exercise dealt with the question: "What are Door County's greatest assets?" and the second with the question: "What words or phrases best capture your vision for Door County's future?" Below is a summary description of the responses given to these questions at these meetings, which were also reviewed, discussed, and refined at CPC and work group meetings. A more detailed and quantitative analysis of the visioning meeting responses is provided in Chapter 2, Issues and Opportunities, Volume II. (Note: Actual meeting minutes and subsequent write-up materials analyzing results from the four meetings may be found on the DCPD Web site, <http://map.co.door.wi.us/planning/>, as can CPC and work group meeting minutes and follow-up materials.) The vision statement resulting from the 2009 plan was reviewed and revised for the 2014 plan update.

DOOR COUNTY'S GREATEST ASSETS, IDENTIFIED BY VISIONING MEETING PARTICIPANTS

Participants at the four visioning meetings believe the county's greatest assets include its natural beauty, scenery, and plentiful open space, as well as the quantity and quality of its drinking water. Rural scenic beauty was mentioned frequently and described as being both natural and pastoral in character, including farmland and buildings. The abundance of surface water, parks, and wildlife habitats greatly contributes to the county's natural beauty, as well as providing the resources for a variety of recreational opportunities. Public recreational infrastructure, providing access to these areas for a variety of activities, is believed to be equally valuable.

Cultural and historical assets, including the arts, music, theatre, galleries, maritime history and features, and other historical features are highly valued and contribute to making the county unique, especially in the northern part of the county. Washington Island was described as a unique destination, as both part of a peninsula and an island, with an indescribable "island mystique." It is valued for its small-town flavor, peaceful lifestyle, and fellowship of community where people are generally supportive and close-knit. Southern Door was described as unique in that rural areas have

remained in agriculture and people are still able to make a living through agriculture.

VISIONING MEETING EXERCISE RESULTS REGARDING DOOR COUNTY'S FUTURE

A common theme among all four meetings regarding a vision for the county's future was achieving a diverse natural and human community that balances human needs/wants with environmental needs. Specifically mentioned issues critical to achieving this goal are economic self-sufficiency, affordable housing, controlled and balanced development, and maintaining rural character. Other generally agreed upon themes are to maintain a place to live that offers beauty, convenience, safety, and tranquility; creating a sense of place through a balance between growth and preservation of the county's natural and cultural resources; and long-range planning and "design" for town and village centers.

Increased employment opportunities in tandem with affordable housing in order to retain the county's youth and to attract young families were identified as critically important components of the county's future. Preserving agriculture was cited as critical to both the economy and protecting rural character, particularly for the Central and Southern Door areas where it is still prevalent. Diverse and widespread agricultural activity helps to keep agricultural areas as rural and supports planning efforts for new development to be dense and contiguous to existing development in order to preserve open space.

Widely envisioned for Door County are more renewable energy resources for its electricity and transportation needs. Improvements in public transportation to-and-from the county could be achieved through a regional transportation system. Within the county, a transportation system that is user-friendly for motorists, bicyclists, and pedestrians, as well as scenic, with green screening/buffers of development along highways was envisioned.

Also envisioned for Door County's future is a comprehensive health care system with health care education to promote the long-term wellness of all. Medical-related facilities, to serve as both tourism-enhancement and economic development tools, were also identified as potentially valuable additions to the county's future. In addition, there will be increased/better support services for the elderly and more workshops/educational seminars, particularly in the off-season, available to both residents and tourists.

GENERAL VISION STATEMENT

In order to provide overall guidance to the planning effort – particularly to the CPC and work group members helping to develop element vision statements and goals – DCPD staff members created a draft vision statement based on the visioning meeting work described above. The CPC reviewed and approved the draft vision statement in August of 2007. The final version, approved upon plan adoption and changed very little from the original 2007 version approved by the CPC, may be found below. Note that specific, individual topic vision statements were also drafted based on work group participants' responses to the question: "What words or phrases best capture your preferred future vision for the county with regard to this work group's designated topics?" These topic-level vision statements can be found in Chapters 3 – 10 of this document.

VISION STATEMENT FOR DOOR COUNTY

In the year 2035, Door County has an exceptional quality of life preserved for both present and future generations through a sustainable balance between its economic activities, the preservation of its natural environment, and its social systems. The county's beautiful scenery and rural character are maintained through both public and private preservation of large areas of undeveloped natural and pastoral open space. People are making a living through agriculture, thus keeping rural areas in agricultural use and preserving rural character at the same time. Public access to and recreational opportunities utilizing green space and the water are diverse and widespread.

Door County residents and visitors value and protect the county's natural resources for the long-term enjoyment of all and continue to responsibly realize their economic benefits. Tourism is recognized as dependent on the health of the natural environment; tourism programs are sustainable and include education about preserving the county's unique natural and cultural landscape. Ground and surface water quality are continually monitored and maintained for use as drinking water and enhanced recreational opportunities. Renewable energy resources are promoted and used whenever possible as the county strives to become less dependent on outside energy sources. New development is aesthetically and ecologically sensitive, occurring contiguous to existing development and with minimal harm to the natural environment.

Door County is a diverse place with a wide range of year-round housing, employment, and transportation options that are accessible to people of all ages and incomes. Both non-profit and for-profit ventures capitalize on the depth and breadth of our residents' knowledge and social consciences for advancement of the arts, education, health care, and research that promotes the long-term wellness of all. Through public and private partnerships, health care and support services for senior residents are widely available. High-quality educational programs, both formal and informal, and cultural activities are also available year-round to people of all ages.

SUMMARY LIST OF PLAN GOALS

Work group participants first identified their collective future vision and issues and opportunities related to the plan topic(s) they were addressing. They then spent their remaining meetings discussing potential strategies or action items that might be employed to address the issues or take advantage of the opportunities they had identified. DCPD staff took those vision statements, issues, opportunities, strategies, and action items and reorganized them as goals, objectives, and action items, which were then reviewed and approved by the CPC and ultimately finalized and adopted by the RPC and County Board in 2009.

For the 2014 updated version of this plan, the original work group members involved in developing the 2009 version were asked to review and provide input on updating the goals, objectives, and action items. Based on their responses and input from the RPC, revisions were made and a final version prepared for review by all participants from the original planning process and the general public. Information on how to review the revised goals, policies (replacing "objectives"), and action items was mailed to all original plan participants, as well as posted on-line. An open house meeting for final review and comment on the entire plan was held on April 22, 2014, for which a press release was issued. The final goals, policies, and action items agreed upon and adopted for the Door County Comprehensive and Farmland Preservation Plan 2035 may be found in Chapter 11. Listed below are the overall goals:

GOAL 1. Improve communication and knowledge regarding land use issues between all levels of government and residents, and support or initiate cooperative efforts on issues requiring multi-jurisdictional coordination.

GOAL 2. Preserve and protect the county's surface water, groundwater, wildlife habitats, and natural features.

GOAL 3. Protect existing agriculture and promote sustainable agricultural operations.

GOAL 4. Maintain, preserve, and enhance the community's rural atmosphere and agricultural heritage.

GOAL 5. Preserve historic sites and community character, and support, as appropriate, cultural and historical festivals, events, and activities.

GOAL 6. Encourage quality affordable housing and economic opportunities for the current and future population.

GOAL 7. Support the development, maintenance, and up-grading of utilities, community facilities, and services in an efficient, coordinated, and cost-effective manner to service the current and future needs of the community's residential and commercial uses.

GOAL 8. Support the development - at the lowest possible environmental and social cost - of a transportation system that is safe, economical, efficient, integrated, inter-modal, and interconnected, and adaptable to changes in demand and technology.

CHAPTER 3: HISTORICAL AND CULTURAL RESOURCES

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(e), Wis. Stats., the Agricultural, Natural, and Cultural Resources element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.” (Note that s. 295.20(2), Wis. Stats., outlines a property owner’s right to register and potentially later extract nonmetallic mineral resources, as well as how those rights may be protected from changes in planning or zoning designations.)

Note: This chapter will address the historical and cultural resource aspects of these statutory requirements, while Chapter 4 will address the agricultural and natural resource aspects.

HISTORICAL AND CULTURAL RESOURCES ISSUES AND OPPORTUNITIES**ISSUES**

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Some local municipalities are struggling to garner support for municipal-level historic preservation efforts.
2. Lack of education and regulation regarding historic buildings
 - Tearing down old buildings that could/should be saved or moved
 - Historically inappropriate renovations/additions to old buildings
 - No design standards for new buildings (especially commercial)
 - Lack of nostalgia (“outside” developers, younger generation) for how we used to be/look
3. Uncertain support for cultural activities
 - Major supporters of the arts are aging, moving away, or cutting back support
 - Wealth or even inclination to support or patronize not there with upcoming generation
 - Losing/not attracting young people (housing and job issues) – need people to cultivate
 - Demands for year-round cultural opportunities, being more of a year-round destination
 - Can requests be fulfilled? Would people attend? (attendance problem now, especially in winter)
 - Is it feasible or desirable for the county to be more of a year-round destination?
 - Geography of county and arts/cultural event attendance – can’t get people up north to drive down to Sturgeon Bay/south and vice-versa
4. Competition between non-profits for funding and a general lack of coordination
 - Number of non-profits increasing – efforts not always coordinated/aware of other efforts
 - Decreasing government dollars for arts, culture, etc.
 - People need to be thinking more about the big picture
5. Changing trends affecting long-term ties with the county – Door County’s market overall is aging and up-coming generation vacations differently
 - Families now don’t seem to come here as much as families did previously

- Door County is seen as a place with little for kids to do
 - Parents used to decide where they wanted to vacation; now, parents seem to pick vacations based on things they think their kids will like
 - Families don't "repeat" vacations like they used to – world is "smaller"
6. We need on-going outreach to municipal officials to make sure they become more involved in local historical and arts non-profits.
 7. Business owners and artists don't necessarily feel a responsibility to the community in terms of how development looks, how we're marketing ourselves (the "message"), working cooperatively.

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The opportunities listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Increasing demand for more year-round cultural activities
2. County-wide marketing
3. Partnering on new programs, such as an arts education "system"
4. Strong existing non-profits can be cultivated to branch out into new activities and/or used as models/support for other non-profits
 - Door County Community Foundation establishment
 - Birch Creek expansion
 - Björklunden expansion
 - Crossroads and Peninsula School of Art – both successful/expanding; offering more activities for families
5. Recent interest from municipal officials in design/historic preservation ordinances/standards
6. Tourism is still a major economic engine, compared to many other areas

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 3 of Volume II, Resource Report, of this plan for detailed information on historical and cultural resources, as required by the comprehensive planning legislation for the Agricultural, Natural, and Cultural Resources element of this plan.

Door County hosts a variety of associations and organizations dedicated to preserving and enhancing the county's historical and cultural heritage. Surrounded by water, Door County has a unique maritime history, evident in the county's museums, lighthouses, and shipwrecks. Many maritime-related and other archaeological and historical sites are listed on both the national and state historic registries; 66 sites in Door County are on both the state and national registers, with one additional site on the national register. Additionally, many other buildings, structures, and objects not listed on these registries have been recorded by several studies and inventories conducted at both the state and local levels.

Cultural resources in the county are abundant and open to the public in large part due to the many arts and humanities associations, private businesses, and other agencies that operate schools, galleries and studios, theater groups, performing arts centers, and festivals. A variety of indoor and outdoor spaces are utilized by both local and non-local artisans and performers to showcase original works of art. In addition to creating and viewing original work, there is also a breadth of educational opportunities for people of all ages to learn about the natural environment, art, folk art, dance, drama, history, horticulture, literature, and many other topics. Lastly, there are several private wineries, breweries, and cooking schools contributing to the culinary culture of the county.

HISTORICAL AND CULTURAL RESOURCES VISION STATEMENT

In the year 2035, Door County's numerous cultural resources – including the arts, historical resources, and those natural and agricultural resources key to the county's cultural identity – are being actively maintained and preserved, with the work of cultural organizations supported by county-wide networks. The county's cultural offerings and arts industry are thriving, supported by community residents and visitors of all ages through donations of time and funding as well as patronage. Door County's historical resources – buildings and other sites and structures, museums, and landscapes – have been identified for maintenance and preservation; efforts are coordinated and supported by an array of community-driven financial and educational resources. The county has established a system offering education, guidance, and support for local historic preservation and design boards. Historic preservation and other ordinances and standards preserve historic structures and provide for attractive new development through design standards – particularly for commercial buildings, signage, and parking – and by strictly limiting and beautifying highway corridor development.

CHAPTER 4: AGRICULTURAL AND NATURAL RESOURCES

SMART GROWTH LEGISLATION REQUIREMENTS

As noted in Chapter 3, per s. 66.1001(2)(e), Wis. Stats., the Agricultural, Natural, and Cultural Resources element of a plan shall contain: “A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.” (Note that s. 295.20(2), Wis. Stats., outlines a property owner’s right to register and potentially later extract nonmetallic mineral resources, as well as how those rights may be protected from changes in planning or zoning designations.)

Note: This chapter will address the agricultural and natural resource aspects of these statutory requirements; Chapter 3 addressed the historical and cultural resource aspects. Note also that there are additional legislative requirements regarding agricultural resources discussed in Chapter 7, Agricultural Resources, Volume II, Resource Report.

AGRICULTURAL AND NATURAL RESOURCES ISSUES AND OPPORTUNITIES

ISSUES

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Agricultural advocacy groups and natural resource protection groups don’t always realize that their resources as intertwined, facing similar issues – need to combine/coordinate efforts
2. General agricultural issues:
 - Consolidation of farms
 - Due to increasing costs, pressures
 - Younger generation doesn’t want to take over
 - Large farm operations with unsound practices can impact thousands of acres of land and many people
 - Dairying decreasing dramatically in Northern Door, both in number of farms and number of animals
 - People move into agricultural area, then complain about practices, especially re: manure and animals
 - Need to educate people about where and how food is produced
 - Most grocery stores and restaurants don’t want to deal with small farmer/producer; they want large truck loads of perfect-looking product
 - Local economy needs to demand: “We want this here” in order for local produce to be carried

3. Development/financial pressures on agricultural and natural resource land

- Southern Door, due to highway 57 expansion:
 - Potential for sprawl from Green Bay
 - Potential for heavy development
 - Potential loss of more agricultural land
- Financial issues causing people, especially farmers, to sell forest land
 - Forest land is now taxed as recreational land, if not enrolled in Managed Forest Law program
- Land is retirement income for many
- Risks for farming far too big, particularly for the small farmer
 - Profit margins are too small.
 - Weather risks – 2007’s lack of rain, for example
- Dropping enrollment in Managed Forest Law program
 - Managed Forest Law program not as good a deal for property owners as it used to be – not much, if any, financial incentive to enroll or remain enrolled
 - Until a few years ago, Door County had roughly 20,000 acres enrolled in the MFL program(s) for roughly 20 years
 - Decreasing now – more land is being withdrawn than enrolled annually
 - People pulling out of contracts before they are up – \$ “penalty” is nothing to developer

4. Improper management and fragmentation of agricultural and forest land

- Need 100+ acre blocks to preserve real beauty of open space (ag. land, forested, etc.)
- Agricultural land being sold off in pieces, fragmented
 - Development doesn’t look good, either – long driveways, utility poles and lines, homes scattered
 - Lots turn into weed patches, possibly contributing to invasive species problems
 - Property owners with 10-20 acres sometimes look for farmers to rent “excess” land to, who usually grow hay. Property owner gets lower taxes but no one else (including the farmer) really benefits.
- Forest lands also being partitioned and developed
 - Large chunks of forest, especially in Northern Door, converting to residential
 - Upland/hardwood forest particularly threatened
 - Lots created and sold are often not maintained with sound forestry practices
 - Forest management perceived as a negative word.

5. Regulatory issues

- Zoning ordinance regulations re: clear-cutting: 1) do they really prevent clear-cutting? and 2) do they work with DNR/managed forest regulations?
- Although we say we want local products, we make it difficult for farmers to be profitable:
 - Agricultural operations limited in what they can process, advertise, and sell on-site
 - Processing facilities are not allowed on most agriculturally zoned properties, and can

- also be difficult to establish due to state regulations
- And, if operations were allowed, employees would be required (job creation, a good thing), but there's no affordable housing available
- Large-lot agricultural zoning (10, 20 acres) promotes large "estate" land ownership, fragments agricultural lands – we're gobbling up more agricultural land/open space than small lot requirements
 - Town plan implementation in the county – many towns are looking at (or have already established) larger parcel sizes in interior areas and are also decreasing density for "downtown" areas – more agricultural and natural resource land will be lost/developed
- Conservation subdivisions would help conserve land
 - May not sell well to buyers
 - Only a few have been done in county
 - Can use shared wells and septic systems, helping protect water quality
- Some economic issues regarding agricultural land have to be dealt with at the state/federal level
- Wisconsin DATCP and DNR – limited staff, funds to help ensure viability of agriculture and protection of natural resources from agriculture
- Siting regulations
 - State rules regarding large animal unit operations
 - Orchards (use of pesticides, etc.) – will or should siting of orchards be regulated?

6. Water quality/protection

- People are pointing fingers at agricultural uses due to increasing awareness of groundwater issues, blaming farmers for their water quality problems
- Large volumes of manure spread over land impacts the groundwater; how much impact depends partly on the weather
- Nutrient management plans are not being followed by some farmers
 - Time/effort/cost to do so, timing issues due to weather dictating farmer's schedule – they aren't necessarily ignoring plans because they want to purposefully engage in bad practices
 - DNR management and enforcement is lacking
 - State has put a lot of resources into the program but have not gotten much in return
- City/county plan coordination, especially with regard to well recharge areas for the city's wells
 - Need to coordinate with Sevastopol, too – some recharge areas slated for commercial development
- Improper siting, installation, maintenance of sewage/private septic systems may be endangering groundwater quality

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The opportunities listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Education/awareness starting to increase re: issues such as groundwater protection, land fragmentation
2. Most farmers are much more “up to speed” with regard to sound practices, due to SWCD programs, etc.
3. Larger farm(er)s might be more responsible regarding the environment, because they are more regulated; also, they are often owned by extended families which have built-in succession
4. Southern Door farmland going on the market is mostly being purchased by other farmers
 - Hiring people, keeping open space
 - Many are renting out land to other farmers rather than selling it
5. State and regional programs/projects/initiatives
 - State Working Lands Initiative – maybe results/implementation will help
 - Dairy Gateway Project – could follow model to establish something similar in Door County
 - Great Lakes Compact may help us protect Lake Michigan
 - Influence the state to shift support to smaller farmers, including marketing local foods (some support now for value-added activities and diversification)
6. “Buy local” movement
 - Rising fuel costs may have positive impact on sales of locally produced food; food items in a typical grocery store travel an average of 1,500 miles
 - Local economy/purchasing power can dictate that they want local produce in the stores
 - Large seasonal population means growers here don’t have to ship their product long distances – people are already coming here and many will buy local products

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapters 6 and 7 of Volume II, Resource Report, of this plan for detailed information on agricultural and natural resources, as required by comprehensive and farmland preservation planning legislation requirements for this plan.

AGRICULTURAL RESOURCES

Door County’s unique climate, geology, topography, soils, and hydrology serve as the foundation for the county’s agricultural and natural resource activities. Its temperate climate and rocky soils have played a large role in the past success of the county’s apple and cherry industries. Despite favorable conditions for orchards, the county’s geographic isolation and external economic forces have contributed to the downward trend in both the number and size of orchards. Overall, the number of farms in Door County, including orchards and other types of farming, has been in decline, with losses occurring in the number of mid-size farms. Between 1987 and 2012, the number of farms 50 – 499 acres in size has declined, while the number of large farms (500+ acres in size) and small farms or “hobby” farms (less than 50 acres in size) has grown. The number and acreage of small farms has gone up partly due to niche agriculture in the areas of organic and sustainable

farming, market farms, and viticulture.

NATURAL RESOURCES

Both agricultural and developed lands contribute to runoff pollution that negatively impacts both surface and ground water. The fractured bedrock and shallow soils that exist in Door County leaves the ground water particularly susceptible to runoff and other types of pollution. The county's surface waters, including Lake Michigan and interior waterbodies, are also degraded by runoff pollution, E. Coli contamination, algae/cladophora, and invasive species. Many federal, state, and local regulations are in place in order to protect these water resources, but climate change, certain agricultural practices, and new development pose significant challenges to maintaining and improving water quality, as well as broader ecosystems.

Other natural features that provide transition between land and water, including areas such as floodplain, shoreland, and wetlands, are critically important to the health of ground and surface water and are also protected by a variety of regulations at all levels of government. Together, Door County's waters, wetlands, woodlands, and other natural areas make up ecosystems that provide important and irreplaceable habitat for wildlife species, including many rare natural communities and species that thrive here. Human interaction with these ecological communities threatens both the existence and quality of many of these habitats. A variety of federal, state, and local planning and protection initiatives are currently working towards protecting the remaining ecologically significant areas in the county.

AGRICULTURAL AND NATURAL RESOURCES VISION STATEMENT

In Door County in the year 2035, residents and visitors alike share a deep respect and appreciation of the county's unique biological, geological, and topographical diversity. They view themselves as part of the natural community within which they live, work, and play, and participate in individual and organizational efforts to protect the county's significant ecosystems, water resources, shoreline areas, Niagara Escarpment, and other important natural features. Residents and visitors understand how their activities affect the county's water resources – particularly Lake Michigan and Green Bay – and vice-versa, recognize those resources as important to themselves, the county, and the state for environmental, economic, and health reasons.

Large, contiguous areas of critical agricultural and natural resource lands, including forested lands and those housing biologically diverse communities, are being preserved and maintained by private and public landowners, providing environmental as well as economic and other benefits to residents and visitors. Proper management of these lands is accomplished through a variety of means, including education and economic incentives, with natural resource protection and agricultural advocacy organizations working together to address the challenges they face in their preservation efforts. Agricultural operations and associated business activities are thriving economically, and supported by county residents, visitors, and businesses, who understand the importance of buying locally-produced products.

CHAPTER 5: HOUSING AND ECONOMIC DEVELOPMENT

SMART GROWTH LEGISLATION REQUIREMENTS

Note: This chapter will address both the housing and economic development requirements of the state statutes for comprehensive plans.

Per s. 66.1001(2)(b), Wis. Stats., the Housing element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.”

Per s. 66.1001(2)(f), Wis. Stats., the Economic Development element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.”

HOUSING AND ECONOMIC DEVELOPMENT ISSUES AND OPPORTUNITIES

ISSUES

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. General issues

- Youth are not involved in this (or other) planning processes. Is our vision shared by young people?
- We are not pursuing bonding power and other funding sources available to subsidize plans and ideas
- Land is too expensive for most people, especially in Northern Door
- Increased fuel (transportation) costs
- Lack of air transportation to get here

- Geology of county and water quality will (or should) affect how housing and economic development activities are established in order to manage increasing seasonal population and tourism levels.
- Technology infrastructure may not be able to support tech (or tech-dependent) jobs
- Dual career couples – hard to find two jobs here even if a couple wants to move here
- Good quality health-care – affordability issue (many tourism-related jobs don't offer benefits)

2. Workforce readiness/availability

- Workforce is getting older, not being replaced – true for tourism, agriculture, and manufacturing
 - We're not keeping enough high school (or bringing back other) graduates in(to) the county
- People are not being trained for the jobs that are out there
 - There are job openings in all levels in the county, particularly in manufacturing
 - Should training be offered at NWTC to further economic development goals? For example, NWTC does not provide training in business planning, entrepreneurship, or marketing. (Note: DCEDC does.)
 - Basic job skills are lacking in northeast WI generally (and probably other areas of state, country)
- Employers report that many young people want to work but lack fundamental skills such as:
 - knowing how to dress properly for work
 - punctuality/timeliness
 - attendance
 - a general sense of responsibility
 - Note: Door County Job Center already offers some local training to develop these skills.

2. Tourism industry

- Is there enough for tourists to do here for longer and/or winter visits?
- Weather is an uncontrollable factor, year-round
- Extending the season might be difficult
 - Maybe need more indoor activities in winter
 - Indoor ice arena could be big draw (hockey leagues, etc.)

3. Housing issues

- Lack of housing options for senior residents
- \$140,000 or less is affordable, given Door County's workers' incomes, but few houses in Northern Door are available at this price
- Lack of affordable housing affects:

- economic well-being of residents (spending huge chunk of income on housing)
- employers' ability to get/keep workers
- school population (young families leaving)
- workforce supply (young families leaving)
- Habitat for Humanity has constructed only one home north of Institute since 2001
- Larger inland homes are sitting on the market for a very long time
- Trend (mostly by non-residents) is to build relatively large homes
 - Perpetuates perception that Door County is comprised of wealthy people
 - Not affordable/not easy to re-use or sell (unless on water)
 - No real regulations to limit size
 - Environmentally unfriendly
- Land too expensive unless donated or significantly discounted. Public/private partnerships are needed to subsidize affordable housing

4. Regulatory issues

- Several municipalities in the county have decreased multi-family density allowances
- Some municipalities have petitioned for larger lot sizes (sometimes the same that petitioned for decreased multi-family density allowances)
- Education/attitudes
- We don't really think of ourselves as a county. Distinct economic engines drive different areas of the county, plus individual (and municipal) agendas, interests.
- County board turnover – committees re-hash same, or similar, issues every time there is a new member
- Follow-through on issues – often doesn't happen
- Many objections – often primarily to looks of – multi-family housing, but this is one of more affordable ways to provide workforce housing

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The opportunities listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. We have local resources we could tap into, enhance, or market more effectively:

- Arts/cultural offerings
- Lots of educated, wealthy retirees – give them equity/entrepreneur investment opportunities

- Airport(s) are an underutilized resource, particularly coming into Sturgeon Bay
 - Door County could be a place for meetings/conferences.
 - Air transportation can sustain and grow business – bring business people here for conferences.
 - DCVB has hired someone to work doing group sales.
2. Other areas have tackled these problems – learn from them
 - Other states offer tax credits/incentives for developers to build affordable housing
 - Municipalities in other areas subsidize the land for affordable housing
 3. State/national opportunities
 - Unused bonding power(s), state and federal grants not being pursued
 - Housing starts for homes with small square footages (1,200 to 1,500 range) are more common
 - Interest in eco-tourism – Door County has lots of activities to offer
 - Tech industry (or tech dependency) is increasing nationally; could grow those industries here
 - Increased transportation costs creates a market for locally produced supplies
 - Health care industry – growing nationally, good opportunity to expand here due to aging population

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapters 4 and 5 of Volume II, Resource Report, of this plan for detailed housing and economic development information, as required by the comprehensive planning legislation for the Housing and Economic Development elements of this plan.

HOUSING

In 2010, Door County had 23,966 housing units, with approximately 52% of those classified as occupied (usual place of residence) and 48% classified as vacant (i.e., an occasional/seasonal residence). Compared to the state's 15% vacancy rate, Door County has an extremely high proportion of seasonal residences, especially in Northern Door where the vacancy rate is 66%.

U.S. Census median home values are significantly higher in Door County than in neighboring counties and the state. Estimated at \$190,000 in 2011, Door County's median home value for owner-occupied housing units is \$21,000 higher than the state's estimated median home value for owner-occupied homes, at \$169,000. In addition, Multiple Listing Service (MLS) data for 2011 shows median housing values to be much higher in Northern Door than in the rest of the county. The median sale price of homes in Northern Door in 2011 was \$193,500, compared to \$124,950 for the City and \$158,000 for Southern Door for the same year. Not surprisingly, calculations comparing median household incomes to median-priced homes in all three areas show that Northern Door households earning the median household income must spend over what is typically

considered affordable in order to afford a median-priced home. Lastly, according to the National Low Income Housing Coalition, rental housing costs across Door County are considered high. By their estimate, an employee earning the average hourly wage in Door County must work the equivalent of 1.5 full time jobs in order to afford a 2-bedroom fair-market rental apartment.

While housing affordability will be an on-going issue in Door County, primarily in Northern Door, the availability of land for new housing units does not seem to be an issue. The DOA estimated a total of 24,314 housing units in Door County in 2013. Based on the DOA's population projection through the year 2040, the number of housing units in Door County in 2040 is projected to be 29,666, an increase of 5,352 (22%) new housing units from 2013. An analysis of existing vacant property assessed for residential purposes shows that there is sufficient land area to accommodate these housing units, taking into account both the probable number of parcels and acreage per unit needed. Nearly three-quarters of the vacant and minimally developed parcels are in Northern Door, however, the large majority of housing unit growth (64%) happened in this area between 1970 and 2010.

ECONOMIC DEVELOPMENT

Door County's economy is largely comprised of the agriculture, manufacturing, and tourism industries. With the county's heavy reliance on tourism, leisure and hospitality jobs rank first in total number of jobs at over 23%, but earned less than 13% of the county's total payroll in 2011. For the same year, retail trade jobs, closely associated with leisure and hospitality, made up 14% of the total jobs in Door County, but earned less than 11% of the county's total payroll. Higher-paying jobs in manufacturing, including shipbuilding, comprised over 14% of the total number of jobs in the county in 2011 and earned over 21% of the total payroll.

Economic development plans for the northeast Wisconsin region and Door County project that health care will be a major growth industry, producing more jobs that pay wages commensurate to manufacturing wages. In 2011, health care and social assistance jobs made up almost 12% of the total number of jobs in the county and earned approximately 17% of the county's total payroll. Economic development plans also predict Door County's marine service businesses will continue to grow, building off of the existing shipbuilding cluster.

Average annual wages paid to Door County workers in all industries, except leisure and hospitality, were less than the state's average. This is reflected in the median earnings data – wages, salaries, and self-employment income – for Door County, which was less than neighboring counties and the state. The county's average median household income, which includes both earned and non-earned income, was also less than neighboring counties and the state. However, Door County's per capita personal income, which also includes both earned and non-earned income, was significantly higher than these same areas. High per capita income, in conjunction with low median household income and earnings, indicates that a much smaller proportion of households are accounting for the bulk of the wealth in Door County than in other areas. In addition to low wages, other labor and economic development challenges include the seasonal tourism cycle and an aging population. Economic development activities designed to address these specific issues are focusing on the development of new and existing businesses, a skilled workforce, and increasing community cash flow.

HOUSING AND ECONOMIC DEVELOPMENT VISION STATEMENT

In the year 2035, persons of all ages and income levels are living and working in Door County, involved in local, community-level activities but aware of their connection to the global environment. Housing and economic development activities are socially and environmentally responsible, supporting community-wide efforts to be as self-reliant as possible, with homes and businesses county-wide served by a variety of transportation options and quality, high-speed telecommunications infrastructure. Housing options include affordable, mixed types in areas close to schools and services, with options for senior residents that help them maintain their homes and independence for as long as possible.

Economic development efforts seek to further create jobs that pay a living wage and offer benefits, attracting and retaining young workers and families to the area. Many of the county's well-educated, retired residents are in their "second careers," investing in local entrepreneurial efforts and energizing/mentoring the youth in the county. The area's manufacturing sector is strong, particularly the shipbuilding industry and its related service/support businesses. Local agricultural and orchard operations are thriving, supported by residents, business owners, and visitors favoring to purchase locally-grown products. The tourism industry is strong; successful efforts to lengthen the county's "season" have enabled many tourism-focused businesses to maintain operations year-round.

CHAPTER 6: UTILITIES

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(d), Wis. Stats., the Utilities and Community Facilities element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.”

Note: This chapter will address the utilities aspects of these statutory requirements, while Chapter 7 will address the community facilities aspects.

UTILITIES ISSUES AND OPPORTUNITIES

ISSUES

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Potential inadequate access in some areas of the county
 - Phone (cell service coverage; land-line redundancy; land lines are aged and therefore poorly insulated)
 - Power service back-up
 - Public sewer and water
2. Need more local and state-level staff/time/money to maintain or improve/enhance existing programs, regulations, education
 - Wells/water quality/testing
 - Private septic systems
 - Clean sweep programs
 - Recycling
3. Lack of consistency/coordination/cooperation/agreement between municipalities or between government agencies
 - Garbage and recycling
 - Connection between zoning and land qualities (soil type and depth, water quality, etc.)
 - Criteria for extension of services (sewer and water)
4. Lack of recycling/proper disposal practices for toxic materials like coolants, etc. (auto/machine/boat repair shops, etc.)
5. Lack of understanding and awareness among general public re: many of these issues

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Educational opportunities – awareness is already increasing
 - Highly-publicized water quality/septic system problems
 - Knowledgeable people/contacts/resources in the county – planning meetings are providing people/agencies/local governments with new resources/knowledge
 - Government cooperation
2. Willingness/desire to address some of these issues
 - Private citizens getting involved now, not just government
 - More awareness now re: renewable energy
 - Conservation is or will increase due to increasing utility rates
3. Renewable energy resource available (wind) – can also provide money to municipalities, too; could use that money to address other issues (utilities or other)

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 9 of Volume II, Resource Report, of this plan for detailed information regarding utilities, as required by the comprehensive planning legislation for the Utilities and Community Facilities element of this plan.

Utilities in Door County include municipal wastewater treatment (sewer) systems; private on-site wastewater treatment systems (POWTS); water supply systems; storm water management systems; electric service; natural gas and other types of heating fuels; renewable energy; and telecommunications. There are ten municipal wastewater treatment facilities in the county that serve approximately one-third of all housing units; POWTS serve the other two-thirds. Most, approximately 70%, of the county's drinking water supply comes from the ground: three areas in the county are served by municipal water systems, providing water for less than one-third of all households, while private wells serve the other two-thirds.

Non-renewable energy sources provide the vast majority of Door County's power and heating supply, including coal and nuclear powered electricity and natural gas. Wisconsin Public Service provides the majority of power to all municipalities, except for the Sturgeon Bay Utilities service area and the Town of Washington. Sturgeon Bay Utilities is customer-owned and a member of a regional power company that provides services to customer-owned electric utilities. The Town of Washington has their own private cooperative that serves the island.

In 2006, the state had set a goal of 25% of its electricity and transportation fuels to come from renewable energy sources by 2025, supported by a federal conservation block grant program to assist municipalities with projected. Door County passed a resolution in 2009 to support the "25 x 25" program and was to form an ad-hoc committee that would promote energy independence at the county-level; however, in 2013, this block grant was closed, most likely due to federal sequestration cuts.

UTILITIES VISION STATEMENT

In the year 2035, Door County and its municipalities continue to work toward sustainability, high levels of service and standards, and long-term environmental protection with regard to sanitary sewer service systems, on-site wastewater treatment systems, storm water management, water supply systems, solid waste and recycling disposal, telecommunications facilities, and power generation. Policies and standards support public health, connectivity and coordination of utilities and facilities, conservation of natural resources, and conservation and efficient use of energy.

Specifically, residents, visitors, businesses, and regulatory agencies operating in the county are:

- minimizing waste streams;
- held to a high level of maintenance, particular with regard to protection of water quality;
- striving to achieve long-term water quality;
- expanding and improving utilities as possible, particularly with regard to infill;
- working to ensure back-up sources for power, phone;
- continuing to expand use of and opportunities to establish renewable and alternative energy services;
- offering on-going public education efforts regarding these issues; and
- working always to achieve balance between improving facilities and maintaining natural and scenic resources.

CHAPTER 7: COMMUNITY FACILITIES

SMART GROWTH LEGISLATION REQUIREMENTS

As noted in Chapter 6, per s. 66.1001(2)(d), Wis. Stats., the Utilities and Community Facilities element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.”

Note: This chapter will address the community facilities aspects of these statutory requirements; Chapter 6 addressed the utilities aspects.

COMMUNITY FACILITIES ISSUES AND OPPORTUNITIES**ISSUES**

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Cost of land
2. Lack of education/awareness/understanding
 - NIMBYism (Not In My Back Yard)
 - Misinformation regarding trail liability
 - Volunteer liability issues
 - The DNR and county have policies against certain activities that volunteers want to do (i.e., they can't let volunteers use chainsaws)
3. Lake Michigan water levels, quality, access
 - Low water levels; encourage higher authorities to do something about it; affects invasive species and creates shoreline ownership issues
 - Water recreational use is threatened; where does funding come from to develop recreational uses
 - Potential withdrawal of water from Lake Michigan
 - Lake access for rescue services

4. Geographically isolated county and emergency services logistics; no connectors except from the south
5. Aging population – affects:
 - Cemeteries
 - Health-care
 - Emergency services
 - Funding for schools
 - Trail development
6. Alcohol use and its impact on emergency services
7. Taxes – funding formula for the schools needs to change
8. Creating more recreational infrastructure requires permanent/more personnel to “man” the additional properties.

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Tourism opportunities
 - Great place for more trails; generate more tourism through development of recreational infrastructure
2. Financial opportunities
 - Grant opportunities for recreation development
3. Communication between conservation/preservation and user groups – common concerns and goals
 - Establish a non-profit coordination council for conservation/preservation agencies and user groups
 - Many people in the county with a lot of time and intelligence; good volunteer base
 - Work with the DNR and Parks
 - Get the DNR to stop fighting snowmobiling

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 9 of Volume II, Resource Report, of this plan for detailed information on community facilities, as required by the comprehensive planning legislation for the Utilities and Community Facilities element of this plan.

Door County's community facilities include administrative facilities; solid waste (garbage) disposal and recycling; road maintenance; protective and emergency services; educational facilities; libraries; health care facilities; child care facilities; cemeteries; churches; and recreational resources. The Wisconsin Department of Natural Resources (DNR) oversees solid waste disposal, recycling, open burning and trash incineration, and composting in the state. Door County implements DNR policy through a variety of ordinances, including solid waste management, recycling, and outdoor refuse burning and fireworks. Additionally, the county regularly takes pharmaceuticals at the Sheriff's Department and conducts occasional clean sweeps for electronic equipment and hazardous substances through the Highway Department.

Protective and emergency services in Door County are comprised of: law enforcement through a county police department and jail, several municipal police departments, and town constables; ten local fire departments; and a county-owned and operated emergency ambulance services department. Other community facilities in the county consist of five public school systems, four private schools, a technical college, and eight county libraries. Door County also has one hospital and a wide variety of public and private, for-profit and non-profit, health care organizations. Additionally, there are several types of assisted living facilities, adult direct care services, and child care facilities in the county. Finally, recreational resources in the county include state, county, and local parks and recreation centers, including marinas and boat-launching facilities, golf courses, and trail facilities.

COMMUNITY FACILITIES VISION STATEMENT

In the year 2035, Door County continues to work with its municipalities and other community and government agencies to improve communication, education, and information-sharing as well as to implement long-range planning with regard to shared goals and related improvements, programs, and services, particularly with regard to issues such as:

- preservation of wild space and green space;
- establishment of a multi-purpose trail network;
- expansion of existing and establishment of more county parks;
- establishment or improvement of safe harbors and waterway access points; and
- on-going maintenance, improvement, or expansion, as needed, of rescue services and facilities (police, fire, emergency services), cemeteries, health care facilities, child care facilities, libraries, and schools.

CHAPTER 8: TRANSPORTATION

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(c), Wis. Stats., the Transportation element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.”

TRANSPORTATION ISSUES AND OPPORTUNITIES**ISSUES**

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. General limitations/restrictions
 - Limited volunteers or staffed positions to work on transportation issues
 - Limited land availability to establish certain options
 - Government regulations can hinder efforts
 - Insufficient finances/funding sources
 - Decreasing lake level (harbors, water/ferry transportation)
 - County's geography – narrow, rural, isolated
 - Education/attitudes
 - Focus/reliance on highways, private vehicles, oil
 - Education needed on other options
 - Education needed on why we should work together
 - Trust, ownership of potential new activities
 - Turn-over of county board supervisors
 - Education process needs to be done every other year
 - Will the Smart Growth plan provide for consistency when supervisors are asked to make decisions
2. Reliance on vehicles that use petroleum-based products
 - Fuel costs, availability
3. Lack of options for non-vehicular transportation
 - Dangerous conditions on main roads
 - Lack of bike racks
4. Truck traffic
 - Number of trucks on the roads
 - Wear and tear
 - Trucking corridors

5. Safety
 - Speed limit enforcement
 - Truck traffic
 - Lack of infrastructure for non-vehicular transportation
6. Public transportation systems
 - Specialized non-profit shuttles and taxi services, and private for-profit taxi services exist
 - No general bus services
7. Airports
 - Airport facilities in the county seem to be underutilized, particularly Cherryland
 - County-wide planning for air transportation needs and facilities does not happen

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Community members generally have spirit of cooperation
2. Geography
 - Numerous harbors, provide an opportunity for water transportation
 - Use of ferries
 - We have open land for pedestrian walkways and bicycle paths
3. New or potential expansion of options
 - Potential airport expansion
 - Cherryland expansion
 - Even existing airport facilities in the county seem to be underutilized
 - Increased airport facilities and air travel could help sustain the businesses we have (tourism and manufacturing) as well as encourage more business to the area
 - Airports could help to market the area for conference and educational purposes as relates to the travel aspect of getting here
 - 4-lane highway—better for trucking and safer
 - Park and Ride
 - Could have a mini-bus running from these to specific places
 - We have an existing informal park and ride system in the county.
 - For example, we anecdotally know that people are meeting at places with large parking lots (Wal-Mart, Target, etc.) and then carpooling from there, leaving their cars all day.
4. Door County Transportation Consortium activities, momentum

BRIEF OVERVIEW OF DATA/SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 8 of Volume II, Resource Report, of this plan for detailed transportation system information, as required by the comprehensive planning legislation for the Transportation element of this plan.

Door County's transportation network is supported by the Wisconsin Department of Transportation (WisDOT), which is involved in all modes of transportation, including state highways, public transit, air, rail, water, bicycle, and pedestrian. Much of the funding for county and town road maintenance and construction comes from WisDOT through general transportation aid. There are also three movable bridges in the City of Sturgeon Bay that are owned and funded by WisDOT. Other supporting/connecting roadway infrastructure includes two trucking terminals in the City, one park-and-ride lot in Southern Door, rustic road designations, and bicycle and pedestrian facilities. The county also has three airports; the main airport, owned and operated by Door County, accommodates corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes. The county's water transportation system includes the Port of Sturgeon Bay and multiple ferry services, with the United States Coast Guard stationed here to oversee multiple facets of water transportation and recreational water usage.

Door-Tran, a local non-profit that coordinates and provides transportation services, has been operating a shared-ride taxi and public connector system in Door County since 2009. The shared-ride taxi, Door 2 Door Rides, offers public transportation at an affordable price in the Sturgeon Bay and Town of Nasewaupee area and in the Northern Door County area. Shuttles also run from the City of Sturgeon Bay to and from Egg Harbor, Valmy, Sister Bay, Algoma, and Brussels. Door-Tran plans on expanding Door 2 Door Rides service to the gap that currently exists between the City of Sturgeon Bay and Northern Door service area.

TRANSPORTATION VISION STATEMENT

In the year 2035, Door County, its municipalities, and its transportation providers continue to work to provide a variety of transportation systems, networks, and options that are safe, reliable, financially and logistically available to all residents, and reliant as much as possible on renewable energy sources. Systems are well-maintained and attractive, with as little impact as possible on environmental and scenic resources.

CHAPTER 9: LAND USE

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(h), Wis. Stats., the Land Use element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in [the Issues and Opportunities element of the plan], for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in [the Utilities and Community Facilities elements of the plan], will be provided in the future, consistent with the timetable described in [the Utilities and Community Facilities elements of the plan], and the general location of future land uses by net density or other classifications.”

LAND USE ISSUES AND OPPORTUNITIES

ISSUES

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Problems and pressures for agriculture

- Financial pressures – often easier to sell/develop than farming for a living (or need to sell land for retirement money)
- Loss of mid-size farms (small/niche/local and big/commercial will survive)
- Loss of fruit producers (cherry, especially)
- Regulatory issues
 - Farms staying just under 1,000 units or segmenting operations to avoid regulation
 - Local zoning – large lot size requirements and limitations regarding on-site value-added activities (processing, selling)
 - Renting farm land primarily to get rid of manure; growing of crops, secondary

2. Need more preservation of large tracts for environmental corridors and agriculture

- Development is scattered, fragmenting natural resources and agriculture
- Financially difficult

3. Zoning needs to be revised, be more flexible
 - Mixture of uses may need to be looked at
 - Large-lot zoning is fragmenting natural and agricultural resources
4. Lack of employment and affordable housing opportunities
 - Hard to retain/attract youth
 - Lack of light industrial sites
4. Lack of transportation options
 - Limited supply of oil in the world
 - Change/adapt lifestyles to allow people to get what they need without driving (or with driving vehicles powered by alternative energy)
 - Need paths (walking, biking) connecting residential and commercial areas, etc.
5. Water quality problems
 - Do we need to ban steel holding tanks?
 - Septic system technology and standards – do state standards work here?
 - Well testing/drilling and water quality issues
 - Geology – fragmented bedrock contributes significantly to quality issues
6. Population trends
 - Commuter populations, Door County to Green Bay (and vice-versa)
 - Aging and decreasing year-round population

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The opportunities listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Brussels and Union zoning ordinances – chance to see how separation of lot size from density is working with regard to preservation of open space, clustering of housing
2. Potential to develop entrepreneurial efforts
 - Eco-tourism “big” now – Door County has many eco-friendly activities
 - Organics industry – take advantage of increasing awareness/sales/interest
 - Service industries for senior residents and visitors
3. Potential to use/market the Door County brand
 - Marketing Door County products works – see Door County Coffee & Tea
 - Agriculture – opportunities for preservation of, tourism related to, and provision of food for community
 - Most food grown here leaves for canning/distribution elsewhere – figure out how to use/sell here (use growing “buy local” movement)

SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 10 of Volume II, Resource Report, of this plan for detailed land use information, as required by the comprehensive planning legislation for the Land Use element of this plan.

Land use inventories are conducted within large geographic areas in order to classify the approximate type and amount of land currently dedicated to specific purposes. Several land use inventories have been conducted for Door County in the past, with the most recent having been completed by the Planning Department in 2007 and then updated in 2014. Woodlands, wetlands, and natural areas are the county's largest land use, covering more than 38% of the total land area, followed by agricultural uses, covering more than 37% of the county's total land area, and open space/fallow fields covering more than 10%. Residential uses cover more than 5% of the total land area. The other land use categories, containing a combined total of approximately 20% of the county's total land, are parks and recreation, transportation, water features, industrial, commercial, communications/utilities, and governmental/institutional.

There are a variety of land use management plans, ordinances, and policies in place in Door County at the county and municipal levels designed to enforce existing land use regulations and achieve future land use goals. County-level plans include this comprehensive and farmland preservation plan, a land and water resource management plan, a comprehensive forest plan, and a park and outdoor recreation plan. County-level ordinances include zoning, land division, floodplain, telecommunications, wind energy, airport height, and addressing.

County-wide, between 2002 and 2013, the assessed valuation of all land and improvements increased by 33%. For the same timeframe, the assessed valuation of all land and improvements for residential uses increased by 40%, while the acreage of residential uses dropped by 6,856 acres (10%). Possibly accounting for this drop in residentially assessed land is the fact that the DNR & Exempt land use category, for the 2002 – 2013 time frame, increased by 7,441 acres (16%). DNR Managed Forest Law land is typically taxed at a lower rate than residential land and the occurrence of the Great Recession may have triggered large amounts of land to be converted from residential to DNR Managed Forest land.

Also between 2002 and 2013, acreage of commercial uses grew by 573 (10%) and assessed valuation of this land and its improvements grew by 11%. For the same timeframe, acreage of agricultural uses decreased by 7,634 (7%) and acreage of undeveloped land increased by 7,953 (36%). It is likely that the large majority of this agricultural land was converted to fallow fields, which falls under the "undeveloped" assessment category.

Since roughly 90% of all real estate sold in Door County is listed with the Door County Board of REALTORS® Multiple Listing Service (MLS), the MLS records provide a market-based (rather than assessed) perspective of real estate trends in the county. Between 2003 and 2013, the annual total sold price of all properties listed on the MLS decreased by over \$28 million (17%) and the average annual sold price of \$254,543 decreased by over \$53,000 (21%), to \$201,193. For the same timeframe, residential inland home sales were the most stable, with its average sold price decreasing by only 1.6%, compared to the average sold price for waterfront/view homes, which decreased by almost 30%. Similarly, the average sold price for residential and hotel condominiums also dropped drastically between 2003 and 2013, with an overall decrease of 22% for residential condominiums and 44% for hotel condominiums. The average MLS sold price for commercial/industrial property in 2013 was \$193,520, a decrease of \$684,867 (78%) from the 2003 average sold price of \$878,387. For the same timeframe, the average sold price of inland vacant land decreased by \$31,358 (32%), while the average sold price of waterfront/view vacant land decreased by only \$5,469 (3%).

Projections for potentially needed residential land through the year 2040 were done based on the current number of housing units and their associated residentially assessed acreage and parcel acreage (which could include other types of assessed land). Based on the existing density of residentially assessed acreage, there is enough vacant and minimally developed land assessed as residential to accommodate the projected 5,352 new housing units to be built in Door County between 2013 and 2040. Additionally, the large majority of this acreage is located within areas already targeted for residential growth by the future land use maps. (Also see the analysis of the future land use map, below, with regard to adequacy of areas designated on the future land use maps for residential development.)

Based on the existing density of residentially assessed parcel acreage, there is not enough vacant and minimally developed land within the areas planned for higher-density residential growth to supply the current average parcel size for the projected 5,352 new housing units. However, the “parcel area” method of projecting the amount of land needed for future housing is an overestimation because the method includes the entire acreage of a property, even if that property is assessed as having more than one type of land use. Furthermore, there are sufficient additional acres of vacant and minimally developed land that is assessed as residential to make up for this potential parcel “shortage” within areas planned for lower-density residential growth

Projections for potentially needed commercial and industrial land through the year 2040 were developed based on the ratio of the current land area comprised of such activities to the current land area comprised of residential uses. These projections were then compared against the amount of commercially assessed vacant and minimally developed land within the future land use commercial, industrial, and downtown core areas. Potentially, the county has a “shortage” of between 718 and 1,000 acres within the future land use commercial, industrial, and core areas. Mitigating this potential shortage is the fact there is additional acreage of vacant and minimally developed commercially assessed land located in other future land use categories. Also, Door County’s projected net population growth through 2030 is expected to come from in-migration, primarily from retirees moving to the county. As such, the demand projections for commercial and industrial uses are likely to be overestimating what will actually be needed.

LAND USE VISION STATEMENT

In the year 2035, Door County’s rural land uses are balanced between residential and economic activities and natural resource preservation. Communities’ central development areas (existing “downtowns” and “hamlets”) are unique, with well-maintained and preserved historic sites, and are separated from each other by undeveloped highway corridors. Large, contiguous areas of open space and natural features are maintained, protecting ground (drinking) and surface water quality, wildlife habitat, and environmental corridors while providing scenic vistas and recreational activities for both residents and tourists to enjoy. Farming practices are profitable and sustainable; residents are able to make a living off the land while also being good stewards. There are diverse farm types and prosperous small family farms. Housing is clustered, on small lots, or adjacent to or within communities, with access to walking and biking routes to commercial and recreational activities. Business expansion and establishment is accommodated by provision of sufficient land areas for such activities, as well as logical, consistent regulations regarding where and what types of businesses may be established, allowing the business community to provide the goods, services, and jobs community members and visitors want and need.

FUTURE LAND USE

Note that future land uses for the incorporated areas of the county – the City of Sturgeon Bay and the Villages of Egg Harbor, Ephraim, Forestville, and Sister Bay – are shown on the county-level land use map, although the county does not have any zoning, subdivision, or official mapping programs in effect in these areas.

FUTURE LAND USE MAPS - 2009 PROCESS

For the 2009 adoption of this plan, the county-wide future land use map was developed, by necessity, in a piecemeal fashion. For municipalities that had already created their own future land use maps as part of their municipal comprehensive planning processes – the Towns of Baileys Harbor, Brussels, Gardner, Gibraltar, Liberty Grove, Nasewaupee, and Union; the Villages of Egg Harbor, Ephraim, and Sister Bay; and the City of Sturgeon Bay – Planning Department staff took those municipal-level maps and “translated” their land use categories into the county-level land use categories. For example, a municipality may have designated two or more small-lot residential land use categories on their municipal map, which were then translated simply into “residential” for the purpose of the county-level map. Current information regarding wetlands, government and institutional land uses, parks and recreation, communication and utilities facilities, and transportation were then overlaid onto the new maps, as in many cases the county had information more recent and accurate than the original municipal maps for these types of uses and land cover. Also examined were the 2007 (then “current”) land use maps for each of these municipalities, so as to ensure review of any discrepancies between existing and projected/desired uses.

The Towns of Egg Harbor, Jacksonport, Sevastopol, and Sturgeon Bay created future land use maps that dealt only with either certain kinds of land uses, or certain areas of the municipality. For these towns, staff took the municipal-level maps and translated the legend categories provided into the county-level legend. The current information regarding wetlands, government and institutional land uses, parks and recreation, communication and utilities facilities, and transportation were then overlaid. For the remaining, unmapped areas of the towns, Planning staff members developed future land use designations by reviewing current land uses, development patterns, and zoning maps. Likewise, the future land use maps created for the Towns of Clay Banks, Forestville, and Washington and the Village of Forestville – municipalities that did not develop any kind of future land use maps of their own – were created by staff after reviewing current land uses, development patterns, and zoning. Planning Department staff then distributed the maps to each of the county’s 19 municipalities for review, comment, and corrections. Maps were then reviewed and approved by the ad-hoc Core Planning Committee, the oversight body established by the county board to oversee the county comprehensive plan development.

FUTURE LAND USE MAPS - 2014 UPDATE

In January of 2014, Planning Department staff again distributed the future land use maps described above to each of the county’s 19 municipalities for review, comment, and corrections. The corrected maps were then synthesized into the final county-level future land use maps.

Described in the following section are the land use categories depicted on Maps 9.1 A – C, Future Land Use, which can be found at the end of this volume. These general land use categories largely match those categories used in creating the current land use maps, with the addition of “rural residential” and “mixed commercial/residential” categories and the replacement of the two categories “agricultural” and “open/fallow” with “rural/agricultural.” Boundaries of “core areas” – a term and land use category first used in the county’s 1995 Door County Development Plan – are also depicted on the county-wide future land use maps. Core areas are found only in towns and are referenced in the Door County Zoning Ordinance as areas allowing higher multiple-occupancy development densities and, in some instances, decreased setbacks. Core area boundaries were reviewed by towns in their review and approval of the county-level future land use maps.

Note that larger-sized versions of these county-level future land use maps are available from the Door County Planning Department for all 19 municipalities. Those maps depict wetlands larger than two acres in area and also areas served by public sewer (as of 2014), features not shown on the smaller-scale maps in this plan volume. ***Important note: While the county Planning Department can provide more detailed municipal-level versions of these county future land use maps, still more specific future land use maps are available from those municipalities which have themselves developed and adopted their own comprehensive plans. Those municipal-level***

plan maps and accompanying goals, policies, and action items should be consulted for more detailed information as to desired land use activities or guidelines regarding development activities – many proposed land uses or projects might require review and approval by multiple levels of government. All municipalities - except for the Towns of Forestville, Jacksonport, and Washington - have adopted their own municipal-level comprehensive Smart Growth plans as of the date of this county plan adoption.

FUTURE LAND USE CATEGORIES

Future land use category designations are not intended to serve as zoning designations, but rather indicators of desired types of development and land uses. Mapped future land use categories will, however, be one consideration when petitions are presented to the county requesting county zoning ordinance map amendments. (Other considerations will include input from the affected town[s] with regard to the municipal-level future land use map or any pertinent goals and action items, if any, and any pertinent goals, policies, and action items from the county plan.)

Note that there are several areas on the county-level future land use maps where the boundaries of particular land use categories are not meant to be specifically defined, due to loosely defined boundaries on the municipal-level future land use maps. Any proposed map amendments for these areas will need to be evaluated with even more care than usual. Those areas are: 1) the proposed commercial area at the intersection of State Trunk Highway 42 and Europe Bay Road (Town of Liberty Grove), 2) the proposed mixed use area around the community of Namur (Town of Union), 3) two proposed residential areas along State Trunk Highway 42 and one along State Trunk Highway 57 just north of the City of Sturgeon Bay (all three in the Town of Sevastopol), and 4) proposed mixed use areas in/near the communities of Valmy and Institute (both in the Town of Sevastopol). Finally, note that, per the town's request, the majority of the Town of Egg Harbor – outside areas governed by county shoreland zoning – is depicted as an unbounded mixture of rural/agricultural, residential, and commercial uses.

Core Areas

The areas encompassed by the core area boundaries consist of existing built-up communities and their planned expansion areas. These communities already contain a fairly dense mixture of commercial, residential, and institutional uses. In many cases public sewer already exists. In general, future high density (re)development, whether commercial, residential, or mixed-use, should be directed to these areas. Guidelines for these areas are as listed below.

- Maintain the vital community character of these core areas by encouraging future commercial, residential, and institutional uses to locate in these areas.
- Allow higher density development in accordance with the availability of and capability of wastewater treatment systems.
- Within individual development core areas, guide the future development pattern by identifying suitable locations for each type of desired development (e.g., retail, single family residential, mixed-use, townhouses, etc.).
- Promote orderly and rational expansion of these communities, particularly by avoiding a linear strip development pattern along major roads in favor of a more compact development pattern. Where possible, communities should strive to maintain a distinct “edge” to their built-up areas.
- Avoid sprawl by maintaining undeveloped parts of the core areas as lower density rural lands until such land is actually needed to accommodate growth from the central parts of the core areas.

- Encourage infill development and redevelopment.

Targeting much of the projected commercial and higher-density residential development to core areas will serve to allow the county to grow with minimal “sprawling,” utilize sewer or planned sewer extensions, expand commercial and industrial uses contiguous to existing such uses, and maintain the rural atmosphere of outlying areas of the county. Core areas are therefore those areas of the county deemed to be designated for “Smart Growth,” as defined by the Wisconsin legislation’s 14 municipal planning goals.

Residential – Areas designated as “Residential” are intended to be developed predominantly with single-family uses, or, where allowed by zoning or other ordinance, mobile homes, group quarters, or non-transient multi-family buildings. Some parcels designated as “Residential” may currently contain duplexes, multi-family developments, or resorts, if those uses are located on parcels currently zoned for primarily single-family residential development, or if the municipality wished to ensure that the long-term development of the property would be primarily residential rather than commercial in nature. “Residential” areas include the majority of the county’s shorelines and areas containing smaller lots and/or emerging small-lot residential development patterns.

Rural Residential – Areas designated as “Rural Residential” are intended to develop with predominantly single-family residential uses, generally on larger parcels and in areas removed from designated community centers, core areas, or “downtowns.” These areas consist primarily of wooded uplands, areas where agricultural activity has greatly diminished, and certain areas adjacent to existing developed areas. Typically, public sewer is not available, though some of these areas have been platted or are beginning to develop at relatively low densities. Development in these areas should continue at modest densities and be consistent with the generally rural character of these areas. Commercial activity should be discouraged except for uses that are compatible with lower density residential development.

Commercial – “Commercial” areas are those intended for development with retail sales, trade of goods and/or services, commercial offices, and commercial lodging establishments and are found largely in community centers, core areas, or “downtowns.” Commercial areas should maintain defined boundaries, avoid excessive access points to major roads by encouraging shared driveways or internal circulation patterns, and have buffering or screening of light industrial uses and storage and parking areas from adjacent public rights-of-way and residential areas. Highway corridor development should avoid further strip development and loss of community separation by limiting future development density, employing stringent setbacks, and requiring screening of new uses. Note that the future land use maps depict many “outlying” (i.e., non-core) commercial areas, reflecting existing commercial zoning or businesses such as multiple occupancy developments; when redevelopment is proposed for the latter, it should be undertaken carefully and with consideration for neighborhood compatibility.

Mixed Commercial/Residential – Areas designated as “Mixed Commercial/Residential” are intended to accommodate a variety of commercial and residential activities, typically higher-density and in designated community centers, core areas, or “downtowns.” There are also several small “Mixed Commercial/Residential” areas scattered throughout the county outside the core areas, most of which have historically been minor development nodes and which are usually situated at a major crossroads. Unlike core areas, public sewer is not expected to extend to any of these outlying areas. Development in these outlying areas should avoid large-scale projects that would conflict with the “small-town” character of these communities, alter the visual quality of the surrounding areas, or create conflicts with surrounding agricultural uses.

For further guidance, see also the detailed explanations of core areas and the commercial and residential land use categories, as applicable.

Industrial – “Industrial” lands are intended for uses such as fabrication, wholesaling, or long-term storage of products and for extraction (mining) or transformation of materials.

Transportation – Lands designated as “Transportation” include existing or planned parking facilities, airports, marine transportation areas, and non-motorized-related transportation areas.

Communications/Utilities – Those areas shown as “Communications/Utilities” denote areas where the generation, processing, and/or transmission of electronic communications or of water, electricity, petroleum, or other transmittable products is occurring currently, or where the disposal, waste processing, and/or recycling of byproducts is occurring.

Governmental/Institutional Facilities – Those areas shown as “Governmental/Institutional Facilities” denote existing or planned expansions of public and private facilities for education, health, or assembly; cemeteries and related facilities; and government facilities used for administration or safety. (Note that public utilities and outdoor recreation areas are categorized separately.)

Parks and Recreation – Land designated for “Parks and Recreation” are appropriate for out-of-doors sport and general recreation facilities, camping or picnicking facilities, nature exhibits, and protected historical and other cultural amenities.

Rural/Agricultural – “Rural/Agricultural” areas cover much of southern and central Door County, where there are currently relatively stable agricultural lands with few non-agricultural uses, as well as most of the cleared areas located within the northern part of the county, which has more limited or discontinued agricultural activities. These areas are not planned for non-agricultural development in the next 15 years, however, lands in this category can, and most likely will, contain residential uses compatible with agriculture. Agricultural and related operations in these areas should be protected by ensuring development is at low density levels.

Woodland/Wetland/Natural – Lands designated as “Woodland/Wetland/Natural” are primarily in a natural state, and include wetlands, woodlands, and public and private conservancy areas. Note that lands in this category can – outside of wetland and conservancy areas – and most likely will, contain very low-density residential uses in upland areas. The character of these regions should be protected by discouraging any development that would adversely impact the environmental quality or natural beauty of these areas. Maintenance of these natural areas should include continued private stewardship and public ownership or, if necessary, acquisition of easements or additional public lands.

FARMLAND PRESERVATION MAPS

Farmland preservation planning law requires maps and text that clearly delineate and describe the rationale for areas that the county plans to preserve for agricultural and agriculture-related uses. These areas may include undeveloped natural resource and open space areas, but may not include any area that is planned for nonagricultural development within 15 years after the date on which the plan is adopted.

For all of the towns except for the Town of Clay Banks, the Planning Department staff created draft farmland preservation plan maps based solely on two land use categories from the future land use maps described previously. (See Maps 9.2 A - C.) The process for creating these maps is described below.

- 1) The Rural/Agricultural future land use designations were renamed “farmland preservation areas,” and
- 2) The Woodland/Wetland/Natural Area future land use area were also converted to farmland preservation areas, except for conservation areas (such as Land Trust, Nature Conservancy, or The Ridges ownership, state ownership, etc.). The conversion of Woodland/Wetland/Natural land use designations to farmland preservation areas was done because there are now uses involving wooded areas that can count as agriculture, and because Woodland/Wetland/Natural land adjacent to agricultural land is eligible for the per acre income tax credit.
- 3) Properties with any other future land use designation besides Rural/Agricultural or Woodland/Wetland/Natural are shown as “nonfarmland preservation areas.”

The farmland preservation map for the Town of Clay Banks was created differently because of their Exclusive Agricultural (EA) zoning. On the Town of Clay Banks farmland preservation map, all properties zoned EA are shown as farmland preservation areas, as well as most areas zoned Estate or Prime Agricultural. The Estate and Prime Agricultural lands are included because these zoning districts allow farming and most of the land is currently being farmed.

In the event land use designations conflict between future land use and farmland preservation maps, the farmland preservation map will supersede the future land use map. For example, if a property owner in the Estate areas described above wishes to rezone to a denser residential category, it would be inconsistent with the Door County Comprehensive and Farmland Preservation Plan 2035. However, if and when a property owner decides to discontinue farming, the property may still be used for residential purposes to the extent that the Estate zoning allows. In this situation, any properties where farming has been discontinued will be shown as non-farmland preservation during the next update of this plan.

Note that the farmland preservation map for the Town of Egg Harbor does not have any farmland preservation areas. This is because the town’s future land use map allows for any type of residential or commercial development anywhere in the rural/agricultural areas, exhibiting the potential for significant loss of agricultural or open space lands.

Draft farmland preservation maps were handed out to municipalities at a March 2011 educational/discussion meeting for local officials. Staff members gave an overview of the state-level farmland preservation planning programs and the county’s planning process, followed by a question-and-answer session. Staff members also explained the development of the farmland preservation maps and the process for town review of those maps. The farmland preservation mapping process was re-explained at a January 2014 educational/discussion meeting for town officials to ensure all understood how the maps were being developed. Since the farmland preservation maps were created based on the comprehensive plan future land use maps via the process described above, there are no conflicts between the two maps.

OTHER MAPS ASSOCIATED WITH FUTURE LAND USE

Per state statutes, the land use element of a comprehensive plan shall include maps showing productive agricultural soils, natural limitations for development, floodplains, wetlands and other environmentally sensitive lands, public utilities and community facilities, and the general location of future land uses. Refer to the list below for the Resource Report maps which should be reviewed in conjunction with the future land use maps. All maps can be found at the end of the Resource Report, Volume II of this plan.

- Productive agricultural soils - Map 6.2: Prime Agricultural Soils

- Natural limitations for building site development
 - Map 6.1: General Soil Associations
 - Map 6.4: Surface Water Features
 - Map 6.5: Major Wetland Areas
 - Map 6.6: Shorelands and Floodplains
- Floodplains - Map 6.6: Shorelands and Floodplains
- Wetlands and other environmentally sensitive lands
 - Map 6.4: Surface Water Features
 - Map 6.5: Major Wetland Areas
 - Map 6.8: Preserved Lands
- Boundaries of utilities and facilities - Maps 10.1 A – C, 2014 Land Use (shows public sewer service areas and utilities such as communication, electric substations and transmission lines, and other utilities)

EXISTING/POTENTIAL CONFLICTS BETWEEN MUNICIPAL PLANS AND COUNTY PLAN

Door County municipalities that completed their own comprehensive plans identified within those plans internal conflicts or conflicts with other municipalities. The Town of Nasewaupee also identified a conflict between the town's plan and the county's shoreland zoning regulations. Specifically, the town plan indicates that the county shoreland zones are in some cases more restrictive and in some cases less restrictive than preferred town "management areas" in terms of shoreland development density and minimum lot size. Note that the town has not approached the county to resolve these potential conflicts since its plan was adopted in 2003. When/if the town wishes to further its plan implementation, county staff can assist with appropriate map and/or text amendments.

The county-level future land use maps for this comprehensive plan were created so as to completely accommodate and not conflict with local municipal plan future land use maps. This process has resulted in several internal conflicts within this plan, between the future land use map (based on the towns' maps) and the goals, policies, and action items (developed by the work groups and the Core Planning Committee). These conflicts and their potential resolutions are listed below.

- 1) The Town of Nasewaupee's future land use map includes significant commercial expansion along the STH 57 corridor, which conflicts with several goals, policies, and action items advocating the minimization of commercial sprawl along the highway corridors. Since the county has no zoning jurisdiction in this area, there is currently no resolution available to the county to address this issue. On the other hand, given that the county only has shoreland zoning jurisdiction in the town, no actual/official conflicts are expected to arise.
- 2) The Town of Egg Harbor's future land use map allows for any type of residential or commercial development anywhere in the rural/agricultural areas, exhibiting the potential for sprawl, adjacent siting of conflicting land uses, and significant loss of agricultural or open space lands. Again, as with Nasewaupee, since the county has no zoning jurisdiction in this area, there is currently no resolution available to the county. Given that the county only has shoreland zoning jurisdiction in the town, though, no actual/official conflicts are expected to arise.
- 3) The Town of Sevastopol's future land use map includes commercial expansion along STH 42/57, which conflicts with several goals, policies, and action items advocating the minimization of commercial sprawl along the highway corridors. To resolve any potential conflicts this might create, the Resource Planning Committee will need to carefully review any rezoning and conditional use permit applications within this highway corridor. Conditions that address screening, traffic issues (frontage and reverse frontage roads, strict sign regulations), and design would be appropriate.

- 4) The Town of Sevastopol has also mapped three alternative housing “bubbles” that are not located near any existing commercial centers or residential developments. Again, review by the Resource Planning Committee of any rezoning and conditional use permit applications within these alternative housing “bubbles” should be cautiously considered and include conditions that address screening, traffic issues (frontage and reverse frontage roads, strict sign regulations), and design.
- 5) The Town of Gardner has mapped residential development along many road corridors throughout the town, exhibiting the potential for sprawl, adjacent siting of conflicting land uses, and loss of agricultural or open space lands. As with the Towns of Egg Harbor and Nasewaupee, since the county has no zoning jurisdiction in this area, there is currently no resolution available to the county. Given that the county only has shoreland zoning jurisdiction in the town, though, no actual/official conflicts are expected to arise.
- 6) The City of Sturgeon Bay’s comprehensive plan future land use map includes extraterritorial land use areas, encompassing a 1.5 mile radius beyond the city limits, which conflicts with the county’s future land use map in several locations:
 - The county’s future land use map designates approximately 50 acres of land in the Town of Sturgeon Bay, located between 18th Avenue and Highway 42/57 to the south of Alabama Street (CTH “T”), as future commercial use. The city’s extraterritorial future land use map designates only a strip of road frontage along Alabama as future commercial use, with the remaining portion of the area in question designated as residential use.
 - The county’s future land use map designates stretches of commercial use along the STH 42/57 highway corridor in the Towns of Nasewaupee and Sevastopol, conflicting with the city’s extraterritorial future land use map which shows these areas as primarily agricultural. As discussed above, the county’s map for these areas is actually in conflict with county plan goals, policies, and action items; see discussions #1 and #3 above as to how these conflicts will be addressed.

EXISTING/POTENTIAL CONFLICTS BETWEEN FARMLAND PRESERVATION AND MUNICIPAL EXPANSION (ANNEXATION)

In order to identify potential conflicts between farmland preservation and future expansion by incorporated municipalities, Planning Department staff reviewed the comprehensive plans of towns and incorporated areas that border one another. (No municipalities in the county have a farmland preservation plan.) Of the five incorporated areas in the county, only the City of Sturgeon Bay and the Village of Sister Bay show extraterritorial planning jurisdiction on their future land use maps. These extraterritorial planning areas were compared against the county farmland preservation maps to identify any potential conflicts in the event of annexation. The only significant area with conflicting future land uses is in the Town of Liberty Grove, bordering the Village of Sister Bay. The Village future land use map shows a 160-acre area as residential, whereas the town and county future land use maps and the county farmland preservation map show it as agricultural. Further discussion on all incorporated areas and potential annexation issues with bordering towns are described below.

- Village of Ephraim. The Village of Ephraim borders the Towns of Gibraltar and Liberty Grove. The Village’s comprehensive plan does not mention annexation and its future land use map does not show any extraterritorial planning areas.
 - The majority of bordering parcels in the Town of Gibraltar are mapped as farmland preservation area. This area is not being used agriculturally and is primarily wooded or wetland. About one-half of the bordering properties are zoned “wetland” or “conservation area” and the other one-half is zoned for agricultural uses. The town’s plan mentions annexation as an issue and proposes to “encourage the development of border

agreements with neighboring villages, if and when, annexation issues arise.”

- Only a small bordering area is designated as farmland preservation in the Town of Liberty Grove. This area is currently a tree plantation and zoned for agricultural uses (Heartland-10).
- Village of Egg Harbor. The Village of Egg Harbor shares borders with the Towns of Egg Harbor and Gibraltar. There is no farmland preservation designated areas in either town along these borders.
- Village of Forestville. The Village of Forestville borders only the Town of Forestville. The Village of Forestville’s comprehensive plan does not mention annexation and the Town of Forestville does not have a comprehensive plan. Considering that the Wisconsin Department of Administration projects the Village’s population to decline by over 15% between 2010 and 2040, and that the area does not have a significant seasonal population, annexation by the Village does not seem likely.
- Village of Sister Bay. The Village of Sister Bay borders only the Town of Liberty Grove, including some areas mapped as farmland preservation. As mentioned previously, the Village has designated a 160-acre area with a residential future land use, while the town and county plans have it designated as agricultural. This area is zoned for agricultural uses and is currently being farmed. Both the Village of Sister Bay and the Town of Liberty Grove list annexation as a top-ten concern in their comprehensive plans. Both plans also state that they should “determine common areas of development between communities before development or annexation” to possibly resolve any future conflict.
- City of Sturgeon Bay. The City of Sturgeon Bay borders the Towns of Nasewaupee, Sevastopol, and Sturgeon Bay. Its extraterritorial planning map shows some very small areas designated as farmland preservation that have future non-agricultural uses, with only one area that is currently being farmed.
 - Town of Nasewaupee. Small areas in the Town of Nasewaupee are mapped as farmland preservation, but designated by the City as “rural residential” on its future land use map. These areas are not currently being used agriculturally. Note that Door County does not have zoning jurisdiction in this area.
 - Town of Sevastopol. There are no farmland preservation areas along this border.
 - Town of Sturgeon Bay. A minor area along Lily Bay Road is designated as a farmland preservation area by the town and county, but “public & institutional” and “rural residential” future land use by the City. This area is zoned for agricultural uses and is currently being farmed.

CHAPTER 10: INTERGOVERNMENTAL COOPERATION

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(g), Wis. Stats., the Intergovernmental Cooperation element of a comprehensive plan shall contain: “A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

Note that s. 66.0301, Wis. Stats., outlines how and for what purposes municipalities may enter into agreements for various projects and purposes, including municipal boundary agreements, while s. 66.0307, Wis. Stats., further details how municipalities may adopt and implement a cooperative plan regarding boundary issues. Section 66.0309, Wis. Stats., describes the methods for creation, organization, powers, duties, and membership considerations for regional planning commissions.

INTERGOVERNMENTAL ISSUES AND OPPORTUNITIES

ISSUES

These issues were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/ revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The issues listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. State-level conflicts, issues, mandates
 - Issues with state regarding “Family Care”
 - Regionalization of economic development programs; e.g., revolving loan funds
 - Planning Department staff and Department of Natural Resources staff do not always agree on interpretation/administration of NR 115
 - Department of Transportation-initiated projects - are the projects being planned for us the ones we really want and need?
2. Conflicts within the county
 - Comprehensive planning and zoning issues
 - Need county-wide framework for planning and conflict resolution
 - Zoning regulations/restrictions
 - Will we at some point disallow development in agricultural areas?
 - Coordination of county agencies/committees with towns and their needs – is the county set up to be user-friendly, efficient, cooperative?

- Turf wars – between county and city, county and towns, school districts, etc.
- 3. Demographic issues
 - Aging population – long-term care and other services, schools and funding, etc.
 - Income separation in the county – most are either low or high income; fewer in the middle
- 4. School consolidation/service sharing and funding
 - Sturgeon Bay and Sevastopol consolidation should be explored further
 - Regional (county-level) administration should be considered/pursued such as sharing superintendent(s), services
 - School funding system needs to be revised
- 5. Government service provision
 - Increasing costs – collective bargaining, insurance
 - Leading to privatization of services/departments
 - Bureaucratic mindset
 - Government has no incentive to be proactive – change is foisted on you

OPPORTUNITIES

These opportunities were originally identified by persons participating in comprehensive planning work group and Core Planning Committee meetings held for the 2009 planning process. They were reviewed/revised again by the Resource Planning Committee, original work group members and plan participants, and the public for the 2014 planning process. The opportunities listed here, therefore, are not necessarily to be considered as conclusions based on fact or opinions shared by County of Door elected officials or staff members.

1. Telecommunications options are improving and costs are decreasing
2. We have the chance to say what/how we want our programs/infrastructure/services to be set up, since some of these initiatives are just beginning
 - Can bring community members into what's happening in the community with regard to planning and other issues
3. Intergovernmental cooperation in Door County is good with regard to telecommunications and emergency/rescue services – lessons there might be helpful to other issue areas

SUMMARY OF CURRENT CONDITIONS

Please refer to Chapter 11 of Volume II, Resource Report, of this plan for detailed information regarding intergovernmental cooperation, as required by the comprehensive planning legislation for the Intergovernmental Cooperation element of this plan.

The primary political subdivision in the State of Wisconsin is the county, of which there are 72 in the state. Door County is governed by an elected Board of Supervisors, representing 21 Supervisory Districts, which is primarily responsible for policy-making, law-making, budgetary approval, and cooperative decision-making. Policy is set through the adoption of plans, budgets, ordinances, and resolutions. Much of this work is conducted through the county's various committees, which also

oversee the county's departments. Door County's programs and services are primarily funded by property taxes.

With regard to land use issues, the primary types of county and municipal interactions in Door County are relationships required by or established with the Wisconsin Departments of Administration and Natural Resources, and the Bay-Lake Regional Planning Commission. Land use relationships primarily involve comprehensive planning, zoning, land use education and discussion forums, and plat review. A wide variety of other cooperative relationships outside of land use also exists between Door County, local municipalities and other governments, and non-governmental agencies.

INTERGOVERNMENTAL COOPERATION VISION STATEMENT

In the year 2035, Door County and the government units with which it interacts – local, regional, and state level – communicate and cooperate to provide efficient and effective government services. Officials from all levels of government within the county meet on a regular basis to communicate and coordinate services, including active communication between municipal officials and county board committees. Local- and county-level elected and appointed officials are offered and take advantage of educational and training opportunities regarding their roles as elected officials and also the issues and programs they manage. A unified web-based system provides links to local municipalities and regulatory information, allowing for easy access to government information at all levels within the county.

CHAPTER 11: IMPLEMENTATION

SMART GROWTH LEGISLATION REQUIREMENTS

Per s. 66.1001(2)(i), Wis. Stats., the Implementation element of a comprehensive plan shall contain: “A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in [all other elements of the comprehensive plan]. The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”

PLAN IMPLEMENTATION GOALS, POLICIES, AND ACTION ITEMS

Beginning on page 70 are all of the Door County Comprehensive and Farmland Preservation Plan 2035 goals, policies, and action items. All are derived from the 2009 and 2014 planning processes, which included visioning, workgroup, committee, and open house meetings, as well as input gathered through email correspondence.

These goals, policies, and action items are derived and reformatted from the goals, objectives, and action items in the original implementation chart found in Volume I, Vision and Goals, Door County Comprehensive Plan 2030 (adopted in 2009). The reformatted version below uses a “policies” category instead of an “objectives” category. Also different is that all of the policies are grouped together and all of the action items are grouped together, under the associated goal, rather than trying to list action items specific to each policy. Often, an action item will help achieve more than one policy.

EXPLANATION OF GOALS, POLICIES, AND ACTION ITEMS

For each goal, there is a set of policies and a set of action items. Also listed for each goal are potential cooperating departments and agencies that might be involved in the action item implementation. The goals, policies, and action items are described below.

Goals: Goals are general statements of desired outcomes of the community and broadly described.

Policies: Policies are subsets of goals, but more specific. They are part of on-going processes and will be achieved through execution of associated action items.

Action Items: Action items are a set of projects or services necessary to help achieve the goals and policies.

PROCESSES FOR IMPLEMENTING AND UPDATING PLAN**IMPLEMENTING**

Door County Planning Department (DCPD): After plan adoption, staff members will review existing programs and ordinances for changes required to ensure consistency with the plan. Those changes requiring sponsorship or adoption by the Resource Planning Committee will be brought to the committee. Staff members will also review/refer to the plan frequently to guide the planning and zoning programs and be responsible for updating the plan.

Resource Planning Committee (RPC): All current and future members of the RPC will receive a copy of this plan. The RPC will conduct periodic reviews to determine progress in meeting plan goals. The RPC will also refer to the appropriate sections of the plan when evaluating applications for conditional use permits and deciding upon recommendations to the county board regarding zoning map or text amendment petitions.

Door County Board of Adjustment: The comprehensive plan will be implemented in part by the Board of Adjustment when administering the zoning ordinance through requests for variances.

Door County Municipal Boards and Commissions: DCPD staff will work with municipal boards and commissions to implement plan goals, in conjunction with and assisting in municipal plan implementation efforts.

Door County Board of Supervisors: The plan will be made available to the current and future supervisors so they may use it as appropriate in policy, programming, and budgeting decision-making.

UPDATING

Wisconsin's comprehensive planning legislation states that comprehensive plans must be updated and re-adopted at least every ten years. Legally, therefore, this plan needs to be revised and re-adopted no later than December 2024.

To ensure compliance with and progress toward plan goals, however, and to determine if an update is needed sooner, a five-year review of the plan should be undertaken by the Resource Planning Committee.

The process for minor revisions to the plan shall be determined by staff and the RPC on a case-by-case basis. If background data is updated, but it is determined that trends and issues have not really changed, the RPC may choose to simply publicize and have a public hearing to adopt the plan with updated background data.

GOAL 1. Improve communication and knowledge regarding land use issues between all levels of government and residents, and support or initiate cooperative efforts on issues requiring multi-jurisdictional coordination.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Promote proper understanding and implementation of the comprehensive plan.
2. Coordinate growth, consistent with the county and municipal future land use maps and goals.
3. Continue to establish and improve planning- and zoning-related relationships.
4. Offer assistance to all municipalities, not just areas under county jurisdiction.
5. Promote communication and sharing of planning- and zoning-related information and resources between the county and the towns, villages, and city.
6. Communicate and coordinate land use decision-making processes and plan/ordinance implementation activities with municipalities and other governing agencies.
7. Discuss and regularly review zoning and planning issues with local, county, and regional agencies.
8. Develop educational tools to help municipal officials visualize the effect of potential policies, zoning districts, etc.
9. Develop increased and on-going educational and information-sharing opportunities for local elected/appointed officials and the general public.
10. Support and participate in, as appropriate, educational programs and activities for elected officials, government staff members, and private citizens.
11. Limit the use of critical sites for critical use. For example, a shipyard has to be built on the water, but hotels, restaurants, multi-family condominium complexes, etc. do not necessarily have to be.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- *Information Systems*
- *Soil & Water Conservation*
- *University of Wisconsin-Extension*

Outside Agencies:

- *City, villages, towns*
- *Local business/community associations*
- *Local conservation groups*
- *Property owner associations*

Time Frame: On-going

1. Ensure new development is as consistent as possible with the comprehensive plan by creating or updating zoning, subdivision, and other ordinances and programs.
2. Work with local elected officials at educational meetings on analyzing the vision for the county expressed in the comprehensive and farmland preservation plan and evaluate and prioritize the plan's goals and actions to implement this vision.
3. Develop model ordinances (zoning and others), including residential development architecture/design, commercial development design, and lighting ordinances.
4. Write staff reports – with recommendations – for issues going to public hearing (text and map amendments, conditional use permits, variances), using the plan as the basis for the recommendation. The plan should be referred to in order to:
 - a. evaluate new developments/projects/subdivisions to see if they fit vision, goals, etc.
 - b. guide decisions regarding requests for rezonings (map amendments), text amendments, conditional use permits, and variances.
5. Include an “executive report” (condensed version of staff report) on RPC agendas that briefly explains the agenda item, including staff interpretation of the issues and potential staff recommendation to approve/deny.
6. Record reasons for individual rezonings on a RPC decision document (similar to what Board of Adjustment does for variances now).
7. Ensure that the burden of proof rests on the applicant and not on the RPC for conditional use, zoning amendment, and other permit applications.
8. Assist towns in understanding the appropriate criteria by which to evaluate proposed zoning changes or development proposals.
9. Provide 5-year updates to the full county board on the Smart Growth plan and its implementation.

Time Frame: 1 - 5 Years

10. Develop a process for identifying and resolving potential land use conflicts.
11. Evaluate conducting more outreach to local officials, such as:
 - a. holding planning meetings for local elected and appointed officials more frequently
 - b. addressing topics and issues towns have identified as important in their plans to discuss with each other, not just planning/zoning issues
12. Create criteria by which the Board of Adjustment and the RPC may evaluate development proposals and provide them with a list of standard questions and issues to consider when evaluating rezoning and other requests.
13. Develop a “book” of information – explanation of municipal issues, ordinances, etc. – to help guide local elected officials in decision-making so that all municipalities are operating off of the same standards.
14. Develop “build out” scenario maps.
15. Provide links to all local municipal Web sites.

Time Frame: 5 - 10 Years

16. Collect models and research intergovernmental agreements in other areas, their periodic review, expiration of agreements, and plans for future agreements.
 - a. Work with municipalities to address potential conflicts through the development of border or other cooperative agreements, including annexation, extraterritorial, and zoning/plat review.
 - b. For example, the county could assist municipalities in considering when/why/how annexation should be considered/undertaken.
-

GOAL 2. Preserve and protect the county's surface water, groundwater, wildlife habitats, and natural features.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Be proactive about working with public and private - local, county, regional, and state - agencies to preserve, protect, and improve the quality of surface water, ground water, and wildlife habitat.
2. Support and participate in as appropriate coordinated and cooperative relationships with the state and local units of government regarding topics, such as:
 - a. assisting in grant writing for acquisition of lands containing significant natural features.
 - b. funding and staffing educational and regulatory programs.
 - c. offering incentives to protect natural resources.
3. Support and participate in as appropriate local education efforts regarding natural resource protection, preservation, and conservation, including:
 - a. regulations regarding natural resources.
 - b. criteria for decision-making.
 - c. voluntary land stewardship and good management practices.
 - d. sharing of information between landowners and conservation groups.
4. Identify, preserve, and protect natural features, including escarpments, bluffs, steep slopes, drumlins, dunes, rockholes, bluffs, woodlands, ridge and swale complexes, shoreland vegetation, wooded areas, and wetlands.
 - a. Revise or undertake zoning and other land use management ordinances and regulatory programs to prevent any negative environmental impacts that might result from development.
 - b. Designate environmental corridors around sensitive areas, including unzoned areas.
 - c. Guide growth to planned growth areas with appropriate infrastructure for high density development and minimize impact to natural resources within growth areas.
 - d. Base land use decisions, at least in part, on soil types.
 - e. Develop a better understanding of permeable geological structures, including the bedrock and associated karst features, and consider the impact of new zoning regulations or districts on areas with known significant geological features.
 - f. Cooperate with public and private agencies in determining future uses of escarpment areas.
5. Manage the impact of new development on water quality through appropriate land use designations, decisions, and conditions.
 - a. Concentrate intense waterfront recreational facilities, especially marinas, in order to reduce impact on water quality.
 - b. Consider basing land use decisions, at least in part, on soil types and the SWCD's analysis of what that means for the proposed development.

6. Partner with county Soil and Water Conservation and Sanitarian Departments to review and potentially update ordinances, programs, and policies in order to better protect water quality.
 - a. Research and evaluate how to use watershed boundaries and natural drainage patterns to guide allowable types and intensities of development.
 - b. Improve management of runoff.
 - c. Support Sanitarian/Board of Health inspection programs designed to evaluate and determine suitability for new septic systems.
7. Adequately regulate quarry operations.
 - a. Existing and future mining sites should not negatively impact natural resources or residents.
 - b. Operations should affect neighbors as little as possible (noise, hours, etc.).
 - c. Scenic views, the natural environment, and rural characteristics should be preserved.
 - d. Incompatible uses should not be developed adjacent to one another (quarrying operations should be adjacent to compatible uses).

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies.

Door County Departments:

- Parks
- Sanitarian
- Soil & Water Conservation

Outside Agencies:

- City, villages, towns
- Local conservation groups
- Property owner associations
- WI Department of Natural Resources

Time Frame: On-going

1. Identify and discuss shared natural resources.
2. Evaluate all rezoning and development proposals for potential impact on natural features.
3. When reviewing and deciding upon conditional use permit applications, consider significant geological features and how they will be affected.
4. Inform residents of proposed mining sites.

Time Frame: 1 - 5 Years

5. Evaluate using officially identified natural features/resource maps as an overlay to guide land use decision-making.
 - a. Research regulatory mechanisms to preserve and protect environmental corridors. (i.e., how have other areas translated identification of those corridors into protection?).
 - b. Corridors would need to be reviewed and approved by the county and local municipalities.
6. Study watersheds - determine boundaries, drainage patterns, impervious surface capacity, etc. - and develop a county-wide map of drainage areas.
 - a. Examine existing regulations in regard to impervious surfaces and potentially reduce impervious

- surface allowances within known drainage areas.
 - b. Research and evaluate requiring developers to study the impact a development will have on water quantity and quality.
7. Consider county-level coordination of agricultural and natural resource preservation efforts, particularly with regard to education and landowner outreach.
 - a. DCPD could serve as coordinators.
 - b. Consider coordinating some efforts with The Ridges, which is doing a lot of education and outreach.
 8. Rewrite Chapter 5, Natural Features Protection Requirements, Door County Zoning Ordinance, to better protect natural and geological features.
 - a. Review and undertake education efforts regarding zoning restrictions that limit shoreline vegetation removal, mitigate the visual impact of bluffscape and shoreline vegetation clearing, and shoreline building setbacks.
 - b. Create natural area buffers around wetlands, such as “stepped” setbacks, depending on the district and/or use.
 - c. Research and evaluate how to use existing inventory of karst features to help guide development.
 - d. Examine existing regulations in regard to filling crevices and rock holes to see if effective and/or if other regulations need to be adopted.
 9. Consider requiring a tree plan for major land divisions within woodland areas.
 10. Amend the definition of “junk” in zoning ordinances so as to include hazardous or toxic substances. Those substances should not be allowed to accumulate at all, even within current square footage allowances for junk.

Time Frame: 5 - 10 Years

11. Revise the zoning ordinance and other ordinances to eliminate or minimize fragmentation of environmental corridors.
12. Evaluate providing incentives and options to landowners to retain contiguous areas of agricultural lands, natural areas, and open spaces, such as conservation subdivisions, purchase of development rights and/or transfer of development rights programs, and other tools.
 - a. Research purchase and/or transfer of development rights programs as a way to balance private property rights with conservation and other community-level goals.
 - b. Research other county-level programs (Mission Peninsula, Michigan, for example).
 - c. Consider lower permit fees for developments preserving natural resources and/or providing recreation areas.
13. Review/analyze/change zoning classifications based on results of a maximum density study.
 - a. Calculate the maximum density the county can support based on hydrology, soil type and depth, geology, etc. to figure out homes per acre that the county’s geology can support without sewer/water.
14. Research existing drinking water quality programs in other areas that would help the county update its ordinances, programs, and policies.
 - a. Research Minnesota regulations and standards regarding testing requirements and how it is determined which types of septic systems can go where.
15. Support and participate in as appropriate Department of Natural Resources outreach and education regarding sustainable forestry practices, including:

- a. education on locally harvested timber and how it is being used.
 - b. conveying that forest lands are a renewable resource available to the county for economic and environmental benefit and that managed forests provide better habitat for wildlife.
 - c. informing people about DNR forestry staff and programs.
16. Revise zoning ordinances such that regulations regarding clear-cutting/forestry practices match DNR sustainable forestry recommendations.
 - a. Create explicit “exemptions” from zoning ordinance clear-cutting restrictions for DNR managed forestry enrollees and persons reclaiming forested lands for agricultural use.
 - b. Modify rules for non-enrollees in DNR forestry programs to coincide with sound forestry management practices.
 17. Identify areas with potential sources of infrastructure materials for future development (i.e., sand, stone, and gravel).
-

GOAL 3. Protect existing agriculture and promote sustainable agricultural operations.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Develop local plans, ordinances, and programs to help retain large, contiguous areas of prime agriculture.
2. Minimize conflicts between agricultural and other uses and discourage adjacent uses which may negatively impacting farming.
3. Encourage local food sources to serve present and future generations.
4. Support the preservation of small family farms, as well as low-impact and emerging agricultural operations.
5. Encourage development in areas with less productive soils.
6. Encourage development on smaller parcels of land.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- University of Wisconsin-Extension

Outside Agencies:

- City, villages, towns
- Local agricultural groups
- Door County Cooperative
- Door County Visitor Bureau
- WI Department of Natural Resources
- WI Department of Trade, Agriculture, and Consumer Protection

Time Frame: On-going

1. Investigate incentives to retain the most productive farmland – as determined by factors such as soil type – in agricultural use.
2. Review new development proposals for potential negative impacts on farming, so as to identify and address at public hearings.

Time Frame: 1 - 5 Years

3. Ensure zoning and other regulations are not impeding establishment of new agricultural uses, the expansion or maintenance of existing operations, or the development of businesses/industries needed to support agriculture.
4. Assist local agricultural operators in producing, processing, and selling crops locally by allowing appropriate processing and sales options on-site for agricultural uses.
5. Examine zoning maps for high-density residential uses adjacent to agriculture and revise if appropriate.

GOAL 4. Maintain, preserve, and enhance the community's rural atmosphere and agricultural heritage.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Preserve rural character by retaining/preserving large areas of natural and open space that provide scenic views.
2. Work cooperatively with developers and government agencies to promote development patterns that reflect rural character.
3. Regulate new development to fit in with the county's communities by minimizing its visual impact.
4. Avoid or mitigate highway corridor development so as to minimize blending of communities and to preserve the county's scenery by leaving open/green space between communities.
 - a. Any future corridor development should be well-screened and designed.
5. Encourage county-wide signage standards and elimination of billboards.
6. Encourage alternative development styles, including conservation/cluster developments, as alternatives to conventional developments.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- *Historical Museum*
- *Parks*
- *University of Wisconsin-Extension*

Outside Agencies:

- *City, villages, towns*
- *Local historical societies and foundations*
- *Local user groups*
- *Door County Visitor Bureau*
- *WI Department of Natural Resources*
- *WI Department of Transportation – Scenic Byways Program*
- *WI Historical Society*

Time Frame: On-Going

1. Consider the appearance of new development, particularly along highway corridors, when reviewing conditional use permits and rezoning petitions.

Time Frame: 1 - 5 Years

2. Consider county-wide signage standards and elimination of billboards, possibly through county-wide regulations or development of a model signage ordinance.
3. Review zoning ordinances for any potentially necessary amendments to improve corridor appearance and minimize blending of communities.

GOAL 5. Preserve historic sites and community character, and support, as appropriate, cultural and historical festivals, events, and activities.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Establish education efforts for municipal officials, developers, business owners, and residents regarding historic preservation and design standards.
2. Pursue county-level historic preservation programs and ordinances to encourage upkeep, preservation, and re-use of old buildings and out-buildings.
3. Regulate new development to fit in with the county's communities by minimizing its visual impact.
4. Encourage (re)construction in keeping with a community's character.
5. Consider the impact of development on adjacent cultural and historical resources, minimize any negative impacts, and discourage adjacent incompatible land uses.

6. Consider adopting zoning, design review, and/or historic preservation regulations that maintain rural character through appropriate site design standards, such as buffers, setbacks, landscaping, fencing, vehicle entryway design, parking, architecture, construction materials, lighting, signage, and service area design.
7. Minimize the destruction of or negative impacts to historic buildings and historic, scenic, scientific, archaeological, and cultural sites caused by the reconstruction of existing or the construction of new transportation facilities.
 - a. Consider access point standards and traffic and pedestrian flow when developing design review or historic preservation regulations.
 - b. Consider the aesthetic quality of transportation facilities and the areas through which they pass.
 - c. Consider transportation access and improvement in order to promote desirable land use patterns.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- Historical Museum
- University of Wisconsin-Extension

Outside Agencies:

- City, villages, towns
- Local arts associations
- Local business/community associations
- Local conservation organizations
- Local historical societies and foundations
- Door County Community Foundation
- Door County Visitor Bureau
- WI Historical Society

Time Frame: 1 - 5 Years

1. Create a Door County Historic Preservation Commission, which would:
 - Identify and recruit potential sites with willing property owners for voluntary preservation efforts.
 - Support municipalities or others working on preservation.
 - Support and coordinate municipal, agency, and other preservation efforts.
 - Look into a county-level historic preservation ordinance, which would allow the county to apply for “Certified Local Government Status” from the State Historic Preservation Board. This designation would give the county access to increased funds/support for preservation non-profits.
 - Encourage preservation of places on the Door County Historical Society sites list and other inventories that are not yet preserved.
2. Examine zoning and other ordinances governing cultural and historical resource institutions for potential unnecessary or illogical requirements.

Time Frame: 5 - 10 Years

3. Develop educational information on the value of historic preservation/design standards and design ordinances, and the benefits of being on state/federal historic registries, such as:
 - a. the importance of design ordinances and historically (re)designing buildings.
 - b. the value to the county of design standards.
 - c. the value of being on state/federal historic registries.
 4. Investigate financial tools out there for municipalities to help support historically appropriate (re)development.
 5. Explore funding options, code problems, etc. regarding adapting, reusing, and maintaining older buildings.
 6. Evaluate providing all permit applicants (zoning or building, county-wide) with information regarding historic preservation and design – no zoning or building permit would be issued without acknowledgment that material had been received.
-

GOAL 6. Encourage quality affordable housing and economic opportunities for the current and future population.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Enact regulatory changes at the local level that will encourage provision of affordable housing and allow for desired housing and economic development.
2. Support the expansion of strong existing industries and businesses in the county.
3. Support the promotion of new industries, trends, and economic development implementation ideas that fit Door County.
4. Locate new commercial/industrial development within areas served by sewer, storm water drainage facilities, electric power, and communications; areas contiguous to existing commercial/industrial development; or designated commercial/industrial neighborhoods or parks.
5. Support and participate in as appropriate the provision of telecommunications and other infrastructure needed to attract new and appropriate businesses to the county.
6. Provide a range of housing types, densities, and lot size options, with smaller minimum lot sizes and higher densities in areas where appropriate, such as in or adjacent to existing residential areas, downtowns, hamlets, or other commercial areas, or, areas served by public sewer, facilities, and other infrastructure, etc.
7. Develop programs, policies, and ordinance language that encourage “green” building.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies.

Door County Departments:

- Airport
- Information Systems
- University of Wisconsin-Extension

Outside Agencies:

- City, villages, towns
- Door County Housing Partnership
- Door County Economic Development Corporation
- Door and Kewaunee County Business Education Partnership
- Door County Visitor Bureau
- Door-Tran
- Local agricultural groups
- Local airports
- Local arts associations
- Local business/community associations
- Local conservation organizations
- Local development organizations
- Local utilities
- Schools
- Shipbuilding cluster businesses
- We Are Hope, Inc.

Time Frame: On-going

1. Identify preferred growth areas that offer the best opportunities to site new businesses and then assess and improve community facilities, services, and infrastructure needed to foster economic growth in these areas.
2. Continually monitor local population characteristics as to changing demographics/characteristics and distribute any information relevant to housing agencies and organizations.
3. Review zoning regulations to ensure they do not prohibit or excessively restrict desirable economic development activities.
4. Consider creating more light industrial sites to foster business opportunities.

Time Frame: 1 - 5 Years

5. Examine current zoning maps and ordinance text to ensure we have enough area available for economic development, including new agricultural uses.
6. Research/consider adopting/amending zoning to encourage or require more affordable, alternative, and denser housing options, such as inclusionary zoning, and mandated provision of employee housing for new businesses.
 - a. Consider amendments that would separate lot size from density (like Brussels and Union have done), perhaps in combination with a requirement that those homes/lots be clustered.

- b. Research/consider requiring developments (such as land divisions and multiple occupancy developments) to designate a certain percentage of the units/lots to be sold/rented to low- to moderate-income residents.
- c. Explore other ordinance tools to encourage or require affordable housing.
- d. Research/create a “workforce housing” zoning district along the lines of Sister Bay’s district:
 - District would not be placed on zoning maps, but would rather be created as an option within the zoning ordinance text for which property owners/developers/town officials could petition to establish.
 - The only or primary use allowed would be workforce housing; all other uses would have to be supportive of the housing development.
 - Consider requiring establishment of this district (or some other affordable housing provision) when someone is petitioning to rezone to commercial; the housing would need to be located relatively nearby.

GOAL 7. Support the development, maintenance, and up-grade of utilities, community facilities, and services in an efficient, coordinated, and cost-effective manner to service the current and future needs of the community’s residential and commercial uses.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Support and participate in, as appropriate, efforts determining adequate staffing and funding levels to establish, improve, and maintain programs, regulations, and education efforts by exploring and implementing solutions to financial issues and constraints.
 - a. Help determine how the aging population affects community facilities issues.
2. Support or participate in, as appropriate, joint planning efforts to acquire, maintain, and improve public recreation infrastructure in order to provide adequate and safe public recreation space.
3. Assist as appropriate with updates to county and town outdoor recreation plans.
4. Locate new commercial/industrial development within areas served by sewer, storm water drainage facilities, electric power, and communications; areas contiguous to existing commercial/industrial development; or designated commercial/industrial neighborhoods or parks.
5. Work to achieve consensus between the county, municipalities, and providers as to where we want our energy sources to be located (based on or with specificity re: type).
 - a. Ensure decisions/goals are not in conflict with each other or with general “Smart Growth” principles.
6. Develop programs, policies, and ordinance language that encourages “green” building.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- Emergency Services
- Highway
- Parks
- Sheriff
- University of Wisconsin-Extension

Outside Agencies:

- City, villages, towns
- Local fire departments
- Local haulers/recyclers
- Local schools
- Local utilities
- Nicolet Federated Library System
- WI Department of Natural Resources

Time-Frame: On-going

1. Periodically monitor population characteristics in relation to services provided, review facilities to determine any need for new or expanded services, and explore options for maintaining/improving upon the level of existing services.
2. RPC decision-making should include consideration of matters related to pertinent utilities and community facilities.

GOAL 8. Support the development - at the lowest possible environmental and social cost - of a transportation system that is safe, economical, efficient, integrated, inter-modal, and interconnected, and adaptable to changes in demand and technology.

Policies

The implementation of these policies will be an on-going process, to be undertaken by the DCPD/RPC.

1. Support, as appropriate, public and private transportation that is accessible to all people regardless of age, abilities, and income.
2. Avoid or minimize the negative impact on environmental corridors, natural areas, significant wildlife habitats, endangered species, wetlands, and waterways resulting from the location of transportation facilities.
3. Enhance scenic vistas while avoiding or minimizing any negative impacts on natural resources resulting from the location of transportation facilities.
4. Require, when appropriate, safe and convenient pedestrian, bike, and walking paths, sidewalks, and crosswalks, particularly within dense or community core areas, that connect to residential and commercial areas.

5. Encourage dense housing developments to be built near jobs and services, in order to minimize automobile dependency.

Action Items

The implementation of these action items will be undertaken by the DCPD/RPC, potentially in cooperation with the following Door County departments, including their associated oversight committees, and outside agencies:

Door County Departments:

- Airport
- Emergency Services
- Highway
- Parks
- Sheriff
- Soil and Water Conservation

Outside Agencies:

- City, villages, towns
- Door County Economic Development Corporation
- Door County Silent Sports Alliance
- Door County Visitor Bureau
- Local airports
- Local business/community associations
- Local ferries
- Local utilities
- WI Department of Natural Resources
- WI Department of Transportation
- U.S. Coast Guard

Time-Frame: On-going

1. Review and revise zoning so as to allow appropriate land uses that do not require automobile transportation, e.g., uses in conjunction with residences and agricultural operations.
2. Help implement the county bicycle/pedestrian plan.
3. Continue assisting Door Tran and Door 2 Door with research, editing, etc.
4. Address safety and efficiency issues by identifying dangerous intersections, providing adequate traffic controls, assessing lines-of-sight, providing appropriate access points, maintaining a minimum Level of Service (LOS) on all highways and roads, and other appropriate safety/efficiency methods.
 - a. Points of vehicle ingress and egress should be properly located and controlled to prevent safety problems and traffic congestion on adjacent arterial streets.
 - b. Adjacent streets should be capable of accommodating any increased traffic associated with new commercial development.
 - c. Protect highway corridors – particularly State Trunk Highways 42, 57, and 42/57 – as high-speed, limited access corridors in order to encourage:
 - Traffic safety (speed, cross-traffic, intersection issues when/if corridors compromised).
 - Road functionality (high-speed, limited access transportation system routes).
 - d. Any highway corridor development should only be served by “reverse frontage roads” (developments take access from frontage roads located behind the development).
 - Allows for beautification of any new development or even some existing development

(parking and driveways behind development, land along highway for screening landscaping, etc.).

- Allows safer traffic movement for areas already developed (existing driveways could be eliminated) and any new areas that might be developed.
- e. Minimize the use of cul-de-sacs, which can act as barriers for many transportation options and for safety vehicles.

Time-Frame: 1 - 5 Years

5. Review land use regulations for areas surrounding air transportation facilities for consistency with FAA guidelines and regulations.

Time-Frame: 5 - 10 Years

6. Identify and preserve abandoned rail and/or utility rights-of-way corridors for future transportation facilities such as bicycle, pedestrian, transit, and/or arterial streets.