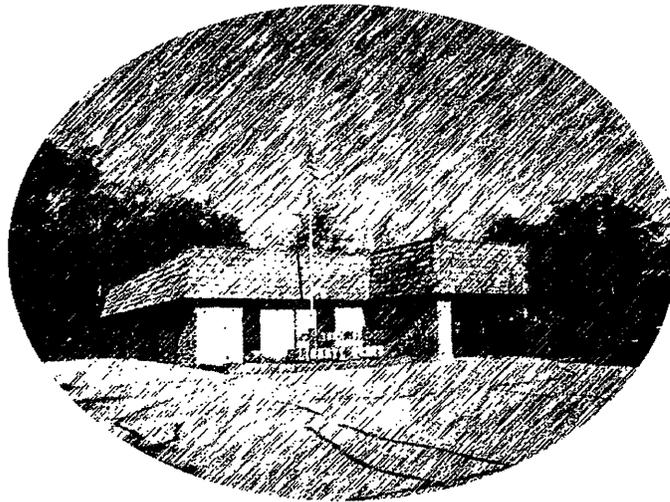


Town of Liberty Grove

COMPREHENSIVE PLAN

2003



**Town Of Liberty Grove
County of Door
11161 Old Stage Road
Sister Bay, WI 54234
November 19, 2003**

TOWN OF LIBERTY GROVE

Town Board

Charles Most, Chairman
Denise Bremer
William Casey
John Mahoney
MaryKay Shumway

Plan Commission

Charles Most, Chairman
Denise Bremer
Alysanne Burkhardt
Russell Forkert
Nancy Goss
Daniel Mortier
MaryKay Shumway

Walter Kalms, Clerk/Administrator
Janet Johnson, Town Treasurer

An Open Letter to the Citizens of Liberty Grove

The attached document is the work of many people. The Liberty Grove Town Board initiated this project in September 2000. At that time, it was decided to utilize the services of Bay-Lake Regional Planning Commission (BLRPC), an agency of the State of Wisconsin.

On September 21, 2000, the Town Board, under the chairmanship of Kubet Luchterhand, contracted with BLRPC to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law. The projected cost was \$26,600, and it was to be completed by March 31, 2002. The contract was extended three times subsequently; first to May 31, 2002, then to August 31, 2002, and finally to December 31, 2002.

Several meetings were held at the Liberty Grove Town Hall during the development of the document. The first of these was held in October 2000. Over 100 citizens attended, and issues of importance in the Town were discussed and identified.

A second meeting was held in January 2001, to prioritize these issues. The resulting document, incorporating over 600 changes, was submitted to the Plan Commission by Bay-Lake in May 2003. Copies were distributed to each member of the Plan Commission, and one was placed at the Town Hall to be available to all Citizens of Liberty Grove. At that time, it was also determined that further changes, if necessary, would be made by Liberty Grove, then forwarded to Bay-Lake.

The final editing process took an additional 3½ months and resulted in five additional drafts incorporating over 1,500 changes. The final draft was presented to the Citizens of the Town of Liberty Grove at an Open House July 31, 2003. Final changes were then incorporated, resulting in the document presented herein.

The present members of the Town of Liberty Grove Board sincerely wish to thank the individual members of the Liberty Grove Plan Commission, the Liberty Grove Planning Committee, the four major subcommittees (Land Use, Transportation, Housing & Economic Development and Utilities & Community Facilities), the Bay-Lake Regional Planning Commission, and all the other individuals who contributed their time and talents during the three year period this process has taken. Their work is greatly appreciated and is hereby acknowledged.

This document is submitted, therefore, to all the Citizens of Liberty Grove. It is hoped it will clearly outline the future course of the Town of Liberty Grove, to make our Town a growing community, yet retain all the qualities that has made it so desirable today.

Respectfully submitted,
The Town of Liberty Grove

ACKNOWLEDGEMENTS

Since the inception of this project in September of 2000, many individuals have given numerous volunteer hours in order to construct a Comprehensive Plan of the highest quality. In addition to the committees listed on the preceding pages, some citizens and organizations should be recognized herein:

Robert Brogan - For his invaluable assistance on the Comprehensive Plan as a Planning Committee and Plan Commission member

David Burkhardt - Who edited and coordinated the final revisions of the document for printing and presentation to the Town Board

Joseph Carpenter - For his many months of attendance at Plan Commission meetings and his assistance in the review and editing process

Jack Travis - For sharing his expertise in the writing of the chapter on natural resources.

All members of the Initial Planning Committee:

Robert Forsberg – Chairman

Jerry Babel

Denise Bremer

Robert Brogan

Jill Karkau

Werner Krause

MaryKay Shumway

Alternates

Bryan Follingstad

Michael Mead

Jim Seaquist

All members of the Planning Subcommittees:

Land Use

Transportation

Housing & Economic Development

Utilities, Community Facilities and Intergovernmental Cooperation

Planning Subcommittees
Liberty Grove “Smart Growth” Plan

A. Biking Trails, Transportation (Roads, Traffic, Hiking & Off-Street Parking)

George Hoyt – Chairperson

Rudie Baack
Denise Bremer
Joe Carpenter
Bryan Follingstad

Lloyd Gerrits
Virginia Johnson
Charles Most
Frank Weber

BF. Housing & Economic Development

Stephanie Devooght – Chairperson

Jerry Babel
Dave Brandt
Alysanne Burkhardt
David Burkhardt
George Krall

Georgine Kretzmann
Ann Lewis
Jewel Ouradnik
MaryKay Shumway
Meg Vermillion

CD. Land Use (Agricultural, Natural and Cultural Resources; Conservation; Preservation; Open Space; Land Use; Environment; Development; Zoning)

Jack Travis – Chairperson

Robert Brogan
Patty Chaudoir
Paul Goodman
Jill Karkau

Werner Krause
Don Luker
Sharon Pluff
Peter Reddin

Jim Seaquist
Bernie Shumway
David Vermillion

EG. Utilities, Community Facilities and Intergovernmental Cooperation (Parks, Public Spaces, Boating Water quality, Sanitation, Machinery & Equipment)

Russ Forkert – Chairperson

Mike Kahr – Chairperson

Alysanne Burkhardt
David Burkhardt
Steve Jacobson

Ann Lewis
John Mahoney
Bob Pluff

TOWN OF LIBERTY GROVE

COMPREHENSIVE PLAN

2003

Prepared by
Liberty Grove Town Board
Liberty Grove Plan Commission
Bay-Lake Regional Planning Commission

November 19, 2003

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Chapter 1 - ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

This Comprehensive Plan is an update to the *1988 Town of Liberty Grove General Plan Design*. The plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes. That statute states, in part, that "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a specific guide as to where future conservation, growth and development should occur within the community. The plan should be consulted when the Town makes decisions concerning land use and other issues impacting the development of the Town including:

- Municipal incorporation procedures under s. 66.012, 66.013 or 66.014
- Annexation procedures under s. 66.021, 66.024 or 66.025
- Cooperative boundary agreements entered into under s. 66.023
- Consolidation of territory under s. 66.02
- Detachment of territory under s. 66.022
- Municipal boundary agreements fixed by judgment under s. 66.027
- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulation under s. 236.45 or 236.46
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s. 236.02(5)
- County zoning ordinances enacted or amended under s. 59.69
- City or village zoning ordinances enacted or amended under s. 62.23 (7)
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62
- An improvement of a transportation facility that is undertaken under s. 84.185
- Agricultural preservation plans prepared or revised under subchapter. IV of chapter 91
- Impact fee ordinances that are enacted or amended under s. 66.55
- Land acquisition for recreational lands and parks under s. 23.09 (20)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use

CONTRACT WITH BAY-LAKE REGIONAL PLANNING COMMISSION

The Liberty Grove Town Board entered into a contract (#56064) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law in September, 2000. An 18-month time period was initially established for the completion of the plan. This timeline was modified to a 36 month time period with a beginning date of September, 2000 and end date in the Fall of 2003 to allow

seasonal residents of the Town to stay involved in the planning process. The plan was prepared by the Town Plan Commission with the help of planning subcommittees and approved by the Plan Commission, Town Board, and citizens of the Town of Liberty Grove.

DESCRIPTION OF THE PLANNING AREA

The Town of Liberty Grove consists of approximately 36,331 acres (approximately 57 square miles) and is located in the northern end of Door County. Communities that surround Liberty Grove include the Towns of Baileys Harbor and Gibraltar, and the Villages of Ephraim and Sister Bay; the Town of Washington covers Washington Island to the north across the Port de Morts Strait.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The planning process was essentially completed in four stages. *Initially*, the Town Plan Committee, with help from Robert E. Lee & Associates, mailed a community wide survey to residents to identify issues and concerns relative to land use and development within the Town.

The *second stage*, inventory and interpretation, began with the collection of data on existing conditions within the community. The data was then analyzed to identify existing and potential problem areas. Using results from the community-wide survey, as well as background data compiled during the inventory stage, the Comprehensive Plan Subcommittees developed goals and objectives. The Plan Commission developed policies and programs for each of the nine elements required in the comprehensive plan.

The *third stage* was the development of the General Plan Design. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the Town over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community for their review and comment. The comments were considered and included in the final General Plan Design map and document.

The *fourth stage* established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan, were established to ensure that the intent of the plan would be achieved.

PLAN CONTENTS

This Comprehensive Plan contains nine chapters that generally correspond to the nine elements required by Section 66.0295 of the Wisconsin Statutes:

- Chapter 1: Issues and Opportunities**, contains the background information on the Town and a statement of overall goals and objectives of the plan;
- Chapter 2: Agricultural, Natural and Cultural Resources**, provides a description of the physical setting and cultural resources of the planning area;
- Chapter 3: Housing and Population**, presents information on the demographics of the Town and on future population, housing and economic growth;

- Chapter 4: Transportation**, presents an inventory of the existing transportation system and an overview of transportation needs;
- Chapter 5: Utility and Community Facilities**, contains an inventory of the Town's community facilities, including schools, recreational opportunities and Town utilities;
- Chapter 6: Economic Development**, contains a development strategy regarding future and existing economic conditions within the Town, including an inventory of the labor force and an analysis of the Town's economic base
- Chapter 7: Intergovernmental Cooperation**, contains objectives, goals and policies for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units
- Chapter 8: Land Use**, contains a land use inventory for the Town, a projection of future land use demands, and the General Plan Design for the Town; and,
- Chapter 9: Implementation**, contains a strategy and action plan to ensure implementation efforts move quickly.

SURVEY RESULTS

The Town of Liberty Grove contracted Robert E. Lee Assoc. to conduct a town-wide survey in 1998. The results of the survey showed a broad level of concern and support for preserving open spaces and protecting natural resources. Support was also indicated for developing and implementing local ordinances, acquiring public land and a purchase of development rights program.

PUBLIC PARTICIPATION

A major element of the comprehensive planning process is public participation. Wisconsin's Smart Growth law establishes adoption requirements that create a base level of public participation. At the beginning of the comprehensive planning process, the Planning Committee expanded on these adoption requirements and made additional recommendations to the Town Board that were adopted as "Written Procedures to Foster Public Participation" throughout the comprehensive planning process. A copy of these procedures has been included in Appendix A.

On Saturday, October 21, 2000, 110 citizens of the Town of Liberty Grove, members of the Town Plan Committee and Town Board were involved in a Nominal Group Process in order to produce a list of issues and concerns regarding future development in the Town of Liberty Grove. The Nominal Group workshop was held near the beginning of the planning process to identify issues of importance to the residents of the Town as well as to verify the results of the 1998 survey. The list was important to the planning process as it was used in formulating goals and objectives for the Town of Liberty Grove Land Use Plan. In addition, the issues identified were used as a checklist to ensure that they were addressed within the plan, and discussed by the Planning Committee during the planning and research phase. The results of the Nominal Group process are included in Appendix B.

Four subcommittees were created based on the results of the Nominal Group and the level of interest in the planning process. Each subcommittee was given the task of identifying goals and objectives for each of the issues identified under an element of the plan. The subcommittees addressed goals and objectives for:

- 1) Transportation,
- 2) Land Use and Natural & Cultural Resources,
- 3) Utilities and Community Facilities, and,
- 4) Housing and Economics.

The work of these committees has been integrated into the plan under each element.

VISION STATEMENT

The Town conducted a visioning workshop in January 2001 to help define a vision for this plan. The initial workshop identified the aspects of the vision that were important to residents of the Town. The Planning Committee then reviewed and edited the vision statement to come up with the following:

The Town of Liberty Grove is a diverse, progressive, community with management standards based on the Town's Comprehensive Plan fostering employment opportunities, environmental quality, and a rural atmosphere with scenic beauty and abundant natural resources.

SUMMARY OF PLAN GOALS

The following is a list of the overall goal for each element of the comprehensive plan. A detailed list of the goals, objectives, policies and programs for each element is included in each chapter.

Goal: Agricultural Resources

Provide for the protection of the existing agricultural lands and to preserve the natural and rural character of the Town.

Objectives:

1. Encourage protection of existing agricultural land uses
2. Encourage expansion of agricultural land uses
3. Encourage the use of sound agricultural and soil conservation methods to minimize soil erosion and groundwater contamination

Goal: Natural Resources

Identify, protect, and preserve the Town's significant natural, scenic, and open space areas for enjoyment by its residents and visitors for present and future generations.

Objectives:

1. Maintain and improve the quality of ground water and surface waters within the confines of the Town
2. Preserve wetlands

3. Maintain the natural beauty and integrity of the Lake Michigan and Green Bay shorelines as seen from land and water while providing for public use and access
4. Preserve and protect the unique geological features that exist in the Town
5. Discourage artificial light pollution, while preserving the safety of the residents of the Town
6. Encourage provision of natural corridors for species exchange between major environmental land holdings
7. Provide potential sources of infrastructure materials for future development (i.e. sand, gravel, stone, etc.) within the Town
8. Encourage the sound management and preservation of the Town's forested areas

Goal: Historic And Cultural Resources

Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the Town and its residents, both past and present.

Objective:

Encourage the identification and preservation areas of historic, cultural, and archaeological significance to the Town

Goal: Housing

Provide Affordable Housing.

Objectives:

1. Encourage overall atmosphere and policies for affordable housing
2. Encourage policies for seasonal employee housing
3. Encourage continued use and re-use of existing housing stock

Goal: Development

Manage, through planning, high-density development to preserve rural, open, and natural character of the Town of Liberty Grove.

Objectives:

1. Manage, through planning, development of multi-unit housing
2. Minimize environmental impact of multi-unit housing
3. Minimize visual impact of multi-unit housing
4. Minimize social impact of multi-unit housing

Goal: Rural Character

Retain natural and rural character of Town, while providing sufficient land area for development of residential needs to meet population projections for the next 20 years.

Objective:

Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both existing and future residents

Goal: Transportation

Establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted Year 2020 Comprehensive Plan.

Objectives:

1. Develop a transportation system, which minimizes the impact on the geographical character of the land and yet efficiently provides for all modes of transportation
2. Assure that safety issues are addressed for all transportation modes
3. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails
4. Plan for and designate future road rights-of-way within the Town as needed
5. Explore the need for additional public transportation options

Vision statement:

To balance the need for Town growth with the cost of providing public and private utilities and community facilities

Goal: Water Resources

Preserve clean water, establish programs to monitor on-site treatment systems, and plan for cost-effective treatment of waste as growth occurs.

Objectives:

1. Provide for orderly development of safe water and sanitary sewer systems
2. Promote adequate and redundant power transmission facilities to accommodate future growth in the Town and explore alternative energy sources
3. Establish a solid waste disposal plan for future growth that will be cost effective, efficient and environmentally sound
4. Provide for future growth and for redundancy of telecommunications

Goal: Town Facilities

Continue to supply accessible and adequate Town facilities that will meet the needs of a growing community.

Objectives:

1. Expand the Town facilities, as needed and within budget restraints, to enhance efficient administrative and service functions
2. Continue to operate a park system that provides recreational and open space with safe, passive and active opportunities for residents and visitors
3. Encourage the concentration of waterfront recreational facilities to where such uses currently exist or where future development is practicable to mitigate environmental impacts
4. To provide adequate police, fire, and emergency medical protection for all citizens of and visitors to the Town of Liberty Grove
5. To provide adequate burial locations for Liberty Grove residents and property owners

Goal: Economic Development

Achieve economic stability by maintaining and enhancing our present diversity of commercial, agricultural, professional, service, construction and tourism related uses while simultaneously working to attract new economic development.

Objectives:

1. Focus on enhancing the number and value of wage earner positions in order to expand overall community resources
2. Remain sensitive to the aesthetic and image appeal of shoreline in the Town of Liberty Grove, while considering the need for economic use of the shoreline to enhance the Town of Liberty Grove's economy
3. Seek to maintain and build a skilled labor force. Attract required labor by providing information on appropriate training
4. Emphasize business retention as a key economic development strategy in job and community wealth growth. Explore the expansion of technological, consultation and information based business opportunities in the Town of Liberty Grove

Goal: Property Tax

Work to mitigate property tax impact of businesses

Objectives:

1. Work independently and intergovernmentally to cause legislative change and to formulate policies to reduce property taxes
2. Obtain an equitable return of tax revenue and services to Liberty Grove

Goal: Intergovernmental Cooperation

Promote cooperation between the Town of Liberty Grove and any other governmental agency that makes decisions impacting the Town.

Objectives:

1. Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries
2. Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities
3. Work with surrounding municipalities to address possible boundary issues to minimize conflict

Goal: Land Use

Promote future development that will meet the needs of the Town while protecting and enhancing its visual character. This includes promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

Objectives:

1. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both existing and future residents
2. Encourage ground water protection within the Town
3. Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while considering the future integration of existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs creating environmental corridors throughout the Town for wildlife habitat and/or pedestrian linkages

4. Encourage the promotion of policies that assist the development of affordable year round housing
5. Encourage harmonious and well-planned commercial development that will serve the needs for the town and area residents, as well as the STH 42 and STH 57 corridors.
6. Provide for additional light industrial zoning
7. Encourage increasing the acreage that is protected from development by public ownership, environmental trust ownership, private conservation easements or other appropriate mean
8. To meet the needs of projected population growth, while retaining the stability and integrity of existing open space areas, encourage new higher density residential development in and around the present population centers
9. Continue to provide public services throughout the planning period in order to reach the desired vision of this plan regarding future land use development

BACKGROUND INFORMATION SUMMARY

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the Town.

Existing Conditions

Demographic Trends

The population of Liberty Grove declined during most of the twentieth century until 1980 (see Table 1.1). Communities within the County have shown growth as high as 38.8 percent in the decades since 1900. While the Towns of Liberty Grove and Baileys Harbor, the Village of Sister Bay and the County all saw significant growth in the decade from 1970 to 1980, only Sister Bay and Liberty Grove saw growth in the period from 1980 to 1990. All the communities saw significant growth from 1990 to 2000, though Door County's growth was at a slower rate.

Table 1.1: Population Trends, 1900-2000, Town of Liberty Grove & Selected Areas

Year	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	No.	Annual Change	No.	Annual Change	No.	Annual Change	No.	Annual Change
1900	1,550		645		NA		17,583	
1910	1,529	-1.4%	628	-2.6%	NA	NA	18,711	6.4%
1920	1,410	-7.8%	679	8.1%	190	NA	19,073	1.9%
1930	1,275	-9.6%	641	-5.6%	238	25.3%	18,182	-4.7%
1940	1,358	6.5%	677	5.6%	309	29.8%	19,095	5.0%
1950	1,332	-1.9%	715	5.6%	429	38.8%	20,870	9.3%
1960	1,190	-10.7%	654	-8.5%	520	21.2%	20,685	-0.9%
1970	1,174	-1.3%	615	-6.0%	483	-7.1%	20,106	-2.8%
1980	1,313	11.8%	799	29.9%	564	16.8%	25,029	24.5%
1990	1,506	14.7%	780	-2.4%	675	19.7%	25,690	2.6%
2000	1,858	23.4%	1,003	28.6%	886	31.3%	27,961	8.8%

Source: Population Characteristics of the Bay-Lake Region, Bay-Lake Regional Planning Commission, August, 1993; General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December, 1975 and 2002.

Age Distribution

The age distribution within Liberty Grove's population is consistent with trends found at the county and state levels (see Table 1.2), with one notable exception: more than 24 percent of the population of Liberty Grove was over the age of 65 in 2000, a significantly higher percentage than found in state statistics. Due to the aging of the baby-boomer population, older population segments are expected to continue to increase.

Table 1.2: Population by Age Groups & Sex, 2000, Town of Liberty Grove & Selected Areas

Age Groups	Town of Liberty Grove				Door County	Wisconsin
	Male	Female	Total	Percent	Percent	Percent
School Age						
5-11	77	60	137	7.4%	8.9%	10.1%
12-14	43	33	76	4.1%	4.2%	4.5%
15-17	28	38	66	3.6%	4.4%	4.5%
Working & Voting Age						
16+	730	824	1,554	83.6%	80.8%	77.5%
16-64	526	574	1,100	59.2%	62.1%	64.4%
18+	712	799	1,511	81.3%	77.9%	74.5%
18-64	520	563	1,083	58.3%	59.2%	61.4%
Retirement Age						
65+	204	250	454	24.4%	18.7%	13.1%
Total	897	961	1,858			

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

Education Levels

The level of education that is attained by the population of a community will often be an indicator of the type of jobs in the area and the standard of living. In 2000, the greatest percentage of persons age 25 and over in Liberty Grove had achieved the High School or equivalent attainment level (see Table 1.3); however, the percentage of people with some college or a college degree was over 48 percent.

Table 1.3: Educational Attainment for Persons 25 Years and Over, 2000, Town of Liberty Grove & Selected Areas, by Percent

Level of Attainment	Town of Liberty Grove	Town of Baileys Harbor	Village of Sister Bay	Door County	State of Wisconsin
Less than 9th Grade	2.3%	3.0%	7.0%	4.6%	5.4%
9th to 12th Grade, No Diploma	6.0%	5.3%	5.5%	7.6%	9.6%
High School Diploma or Eq.	26.9%	30.4%	34.2%	38.6%	34.6%
Some College, no Degree	23.7%	24.4%	19.3%	21.2%	20.6%
Associate Degree	5.1%	6.7%	3.6%	6.6%	7.5%
Bachelor Degree	24.6%	19.8%	20.9%	14.6%	15.3%
Graduate or Professional Degree	11.2%	10.3%	9.6%	6.8%	7.2%
Total Persons 25 Years and Over	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Wisconsin Department of Administration, Demographic Services, June 1992; and Bay-Lake Regional Planning Commission, 2002.

Income Levels

In 2000, the median income in the Town of Liberty Grove was \$43,472. In 1997, Door County had a per capita personal income (PCPI) of \$16,602 according to the Bureau of Economic Analysis. This PCPI, for the County, ranked 64th in the State, and was 69 percent

of the State average, and 66 percent of the national average. This was a 3.2 percent increase from 1996.

Employment Characteristics

In 2000, the civilian labor force for Liberty Grove was 851, with an unemployment rate of 5.2 percent. For Door County, the unemployment rate has been steadily declining while the total number of people in the workforce has been increasing (see Table 1.4). However, in the past year the county experienced a decline in the total workforce.

Table 1.4: Civilian Labor Force, 1990-2001, Door County

Year	Total Force	Unemployed		Employed
		Number	Percent	
1990	14,742	995	6.7%	13,747
1991	14,419	1120	7.8%	13,299
1992	14,665	1142	7.8%	13,523
1993	14,498	1226	8.5%	13,272
1994	14,837	1412	9.5%	13,425
1995	14,847	1002	6.7%	13,845
1996	15,599	971	6.2%	14,628
1997	15,717	948	6.0%	14,769
1998	15,665	821	5.2%	14,844
1999	15,107	662	4.4%	14,445
2000	15,483	706	4.6%	14,777
2001	16,132	833	5.2%	15,299

Source: Wisconsin Department of Industry, Labor and Human Relations, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

In 2000, the majority of people in the workforce in Liberty Grove, Baileys Harbor and Sister Bay were employed by the arts, entertainment, recreation, accommodation and food service industry (see Table 1.5), while the manufacturing industry employed the most people countywide. The retail trade industry was the second highest employer for Liberty Grove at 15.5 percent, followed by the construction industry with 14.7 percent of total employment for 2000.

Table 1.5: Employment, 2000, Town of Liberty Grove & Selected Areas

Industry	Liberty Grove		Baileys Harbor		Sister Bay		Door County	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	32	3.8%	14	2.7%	2	0.6%	625	4.5%
Construction	125	14.7%	82	15.7%	27	8.6%	1,392	10.0%
Manufacturing	35	4.1%	44	8.4%	18	5.7%	2,607	18.8%
Wholesale trade	9	1.1%	5	1.0%	2	0.6%	200	1.4%
Retail trade	132	15.5%	81	15.5%	71	22.6%	1,881	13.5%
Transportation, warehousing, utilities	12	1.4%	9	1.7%	3	1.0%	388	2.8%
Information	10	1.2%	8	1.5%	0	0.0%	198	1.4%
Finance, insurance, real estate, and rental and leasing	71	8.3%	28	5.4%	24	7.6%	717	5.2%
Professional, scientific, mngmnt, admin, waste mngmnt	64	7.5%	27	5.2%	8	2.5%	865	6.2%
Educational, health, social services	115	13.5%	83	15.9%	23	7.3%	2,096	15.1%
Arts, entertainment, recreation, accommodation, food	194	22.8%	106	20.3%	112	35.7%	1,919	13.8%
Other services (except public administration)	36	4.2%	29	5.6%	14	4.5%	572	4.1%
Public administration	16	1.9%	6	1.1%	10	3.2%	441	3.2%
Total	851	100.0%	522	100.0%	314	100.0%	13,901	100.0%

Source: 2000 Census of Population and Housing SF3, General Profiles; and Bay-Lake Regional Planning Commission, 2002.

FORECASTS

Population

A “Low Growth” projection was created from the share-of-the-county methodology. According to Commission forecast, the projected 2005 population for Liberty Grove will be 2,009 persons. The projected 2010 population is 2,083 persons, the projected year 2015 population is 2,145, and the 2020 projected population is 2,179 persons. The projected 2020 population is a 17.3 percent increase from the actual 2000 population. It should be noted that small changes in the community or the region in the future might cause significant changes to these projections.

A “High Growth” projection was developed by using the 1970, 1980, 1990 and 2000 Census figures and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,941 persons, a projected year 2010 population of 2,104 persons, a projected 2015 population of 2,136, and a projected year 2020 population of 2,448. According to this “High Growth” projection, the Town of Liberty Grove’s 2000 population will increase by 31.8 percent by the year 2020.

Housing

Using the census housing counts from 1970 to 2000, a trend was created to the year 2020. This created a housing unit projection, which indicated that by 2020 the Town of Liberty Grove would have 1,128 total housing units or an increase of 304 housing units (Figure 3.4).

By using the High and Low population projections to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of 2,448 persons (with a persons per household projection of 2.24) would equal a new housing demand of 674 units. The Low population projection of 2,179 people would still mean that an additional 257 housing units would be needed for the permanent residents.

Employment

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Door County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

In 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. However, although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

Annual earnings in Door County are typically less than they are for similar jobs in other parts of Wisconsin. In addition, the seasonality of many Door County industries, especially tourism, means annual incomes often have to be earned in six months or less. Consequently, hourly wages that are above average still produce a below average annual earned income. In order for Door County businesses to compete globally, they may not have the option to simply raise wage rates without becoming price-uncompetitive.

Door County is experiencing an atypical relationship between wage rates and housing costs. Often areas that have low wage rates will have low housing costs. Unfortunately, that is not the case in Door County, which has lower than average wages and higher than average housing costs. The housing issue is closely linked to the labor shortage problem because if new employees are indeed attracted to the area, they may be unable to afford housing.

Chapter 2 - AGRICULTURAL, NATURAL & CULTURAL RESOURCES

INTRODUCTION

The Town of Liberty Grove is located at the northern end of the Door County Peninsula. State Highways 42 and 57 provide access to the Town of Liberty Grove from the City of Sturgeon Bay which is located approximately twenty-seven miles south (Map 2.1).

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

The Liberty Grove planning area, delineated on Map 2.2, contains a variety of natural resources. The natural resource base of the planning area is the primary determinant of its development potential and ability to provide a pleasant and habitable environment. The principal elements of the natural resource base are climate, topography, geology, soils, and natural areas, including woodlands, wetlands, and water resources. Knowledge and recognition of these elements and their interrelationships is essential. Alteration and human use of the natural environment must not place slowly renewable, or nonrenewable, resources at risk. Such usage can incur the additional hazard of major public expenditures.

SUMMARY AND IMPLICATIONS

The Town of Liberty Grove is a mix of agricultural and open space lands with its most productive agricultural lands being in the center of the Town. The Town has many natural amenities including Europe Lake, Mink River, Bay of Green Bay and Lake Michigan, woodlands, approximately 5,480 acres of wetlands, and numerous historic and archeological sites. The Town also has features that enhance the quality of life for residents of the Town and State including water access and public recreational facilities. The Town relies on groundwater sources to provide its residents with safe drinkable water. Due to the shallow soils and fractured bedrock, land uses within the Town continue to pose a threat to the groundwater. The Town's parks and undeveloped areas provide ample room for a variety of both threatened and endangered plant and animal species.

The natural resources of the Town will need to be monitored and, in some cases protected, in order to preserve them for future generations. As growth pressures begin to climb, the Town will need to consider future impacts on these resources against any proposed future gains. Community "character" will be of importance as well. Preserving/promoting a sense of place is key for all communities. Protecting entryways into the Town as well as considering the visual impacts along transportation corridors will greatly assist the Town in reaching its vision. The Town will need to work closely with businesses and the County in order to best manage these high profile locations.

RESOURCES STRATEGY

The following Goals, Objectives, Policies, and Programs will help guide the Town in protecting and utilizing the natural resources within the Town. The following statements are a

compilation of broad and specific statements reflecting many popular attitudes and beliefs of Town residents, communities adjacent to the Town, and State agencies.

Goal: Agricultural Resources

To provide for the protection of the existing agricultural lands and to preserve the natural and rural character of the Town.

Objectives:

1. Encourage protection of existing agricultural land uses

Policies:

- A. Assist agricultural use landowners in protecting their land from development by directing them to the appropriate governmental or private agency/organization
 - B. When practicable, classify existing agricultural use land as Natural Area or Agricultural/Woodland/Open Space as identified in the General Plan Design
2. Encourage expansion of agricultural land uses.

Policy:

When practicable classify prime agricultural land as designated by the soil survey of Door County as Natural Area or Agricultural/Woodland/Open Space as identified in the General Plan Design

3. Encourage the use of sound agricultural and soil conservation methods to minimize soil erosion and groundwater contamination.

Policies:

- A. Cooperate with governmental agencies and Door County Soil and Water Conservation Department to promote soil conservation and erosion control
- B. Cooperate with governmental agencies and Door County Soil and Water Conservation Department to prevent groundwater contamination

Goal: Natural Resources

To identify, protect, and preserve the Town's significant natural, scenic, and open space areas for enjoyment by its residents and visitors for present and future generations.

Objectives:

1. Maintain and improve the quality of ground water and surface waters within the confines of the Town.

Policies:

- A. Cooperate with governmental agencies to prevent groundwater contamination
- B. Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system
- C. Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town

2. Preserve wetlands.

Policy:

Protect all wetlands within the Town by establishing buffers to control development on the recharge areas of the wetlands. Buffer area to be defined as a five hundred (500) foot area contiguous to the sensitive and fragile environmental areas of Europe Lake, the Mink River Estuary, the Three Springs Creek area, and the Mud Lake watershed as defined by the WDNR wetland map. A natural area buffer of one hundred (100) feet for all wetlands within the Town of Liberty Grove that are non-contiguous to Europe Lake, the Mink River Estuary, the Three Springs Creek area, and the Mud Lake watershed as defined by the WDNR wetlands map

3. Maintain the natural beauty and integrity of the Lake Michigan and Green Bay shorelines as seen from land and water while providing for public use and access.

Policies:

- A. Maintain zoning restrictions limiting shoreline vegetation removal
- B. Maintain current shoreline building setbacks as defined by the State of Wisconsin and the Door County Planning Department
- C. Encourage the preservation and protection of the Lake Michigan and Green Bay shoreline without infringing on statutory riparian rights

4. Preserve and protect the unique geological features that exist in the Town.

Policies:

- A. Encourage zoning restrictions that mitigate the visual impact of bluffscape vegetation clearing
- B. Support preservation of natural features, as listed in chapter 5 of the Door County Zoning Ordinance, including but not limited to, escarpments, drumlins, dunes, and rockledges
- C. Cooperate with public and private agencies in determining future uses and purchases of escarpment areas

5. Discourage artificial light pollution, while preserving the safety of the residents of the Town.

Policies:

- A. Encourage down lighting whenever practicable
- B. Encourage the use of low wattage, high efficiency lighting fixtures when practicable
- C. Adopt the practice of replacing obsolete intersection lights with high efficiency down light fixtures

6. Encourage provision of natural corridors for species exchange between major environmental land holdings.

Policies:

- A. Create natural area buffers around wetlands
- B. Create natural area corridors and zones to connect major environmental areas

7. Provide potential sources of infrastructure materials for future development (i.e. sand, gravel, stone, etc.) within the Town.

Policies:

- A. Identify suitable sites for sourcing infrastructure material, i.e., sand, gravel, and stone, and zone accordingly, including adequate buffers around identified areas
 - B. Support Door County enforcement for non-metallic mining reclamation requirements
8. Encourage the sound management and preservation of the Town's forested areas.

Policies:

- A. Refer private landowners, who wish to preserve forested areas, to the appropriate public and private organizations
- B. Encourage responsible tree removal in identified woodland areas
- C. Consider an overlay to address a tree plan for major land divisions in identified woodland areas

Goal: Historic And Cultural Resources

To encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the Town and its residents, both past and present.

Objective:

Encourage the identification and preservation areas of historic, cultural, and archaeological significance to the Town.

Policies:

- A. Encourage third parties, i.e. historical societies, etc., to preserve historic structures, areas, and cultural resources within the Town
- B. Encourage residents to comply with the State Historical Society's Burial Site Preservation Program

CLIMATE

The climate of Liberty Grove is modified by the Bay of Green Bay and Lake Michigan. The cool waters of the Lake and Bay delay spring, while relatively warm water in fall retards early frost. Summers, on the average, are mild due to the community's proximity to water which moderates daily extremes.

The annual average temperature for Liberty Grove is 42.5 degrees Fahrenheit. January has the lowest average monthly temperature of 16.5 degrees, while July has the highest average temperature of 65.7 degrees. Frost generally leaves by mid-May and reoccurs during the first week of October. The resultant growing season is about 135 days. Ice forms on the Bay of Green Bay in late December and generally covers the Bay by mid-January. During mild winters, the Bay may not freeze completely to the top of the Peninsula. Ice breakup usually occurs in early April.

The average annual heating degrees for the area is 8,427 with July having the lowest average number of heating degree days at 47, while January has the highest with 1,502. A heating

degree day is equal to the difference between the mean daily temperature and 65 degrees Fahrenheit. If the mean daily temperature is greater than 65 degrees, the number of heating degree days is considered to be zero.

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

GEOLOGY

The Town of Liberty Grove, at the northern end of the Door Peninsula in northeastern Wisconsin, is a narrow, ice-scoured, drift veneered bedrock upland situated between Lake Michigan and Green Bay. Two different types of geologic settings, Quaternary geology and bedrock geology, characterize the Town of Liberty Grove. Quaternary geology refers primarily to the effects that continental glaciation has had on the region and to a lesser extent the surface effects of more recent erosion and deposition. Bedrock geology refers to the solid rock layers that lie beneath Quaternary sediments.

Bedrock Geology

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

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

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

The Silurian or "Niagara" dolomite is perhaps the most notable and influential bedrock unit within the planning area. The rock dips gently to the southeast and is best exposed along the southern shore of Green Bay as a 60 to 90 foot cliff in the Town. This cliff is known as the "Niagara Escarpment". The Niagara dolomite is exposed as low-lying cliffs in some areas of the Town along the western shore of Lake Michigan. The Niagara dolomite in Door County has been subjected to considerable groundwater activity as evidenced by the presence of sinkholes, enlarged joint openings with azimuthal trends of 72 and 155 degrees, cave

systems, and other solution features. Glacial sediments, however, obscure the Niagara dolomite in most of the inland areas of the Town. Because of the dolomite's proximity to the surface, especially in the western portions of the planning area, little agriculture, with the exception of orchard cultivation, is practiced. The Silurian dolomite is also the primary source of groundwater for the planning area.

Glacial Geology

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing this material in lowlands created by pre-glacial erosion. Six types of Quaternary deposits are recognized within the planning area. These include till, glaciofluvial sediments, dune sands, shoreline deposits, organic deposits, and some lacustrine sediment deposited in late-glacial and postglacial lakes. (Map 2.3).

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

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

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

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

Several abandoned shorelines of late-glacial and postglacial phases of Great Lakes are present in the planning area. These abandoned shorelines are recognized by the presence of wave-cut cliffs and terraces, dune ridges, and gravelly beach ridges.

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

SOIL CHARACTERISTICS

General Soils Description

Soils are grouped into general soil associations which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general character of the soils of the planning area is largely the result of various types of glacial deposits overlying the Silurian dolomite. Within the Town, there are three general soil associations (Map 2.4):

Carbondale-Seelyeville-Markey:

Soils in this association consist of very deep, very poorly drained soils in outwash plains, lake plains, and glacial moraines. The Carbondale series consists of very deep, very poorly drained soils formed in organic deposits more than 51 inches thick on ground moraines, outwash plains, and lake plains. These soils have moderately slow to moderately rapid permeability. Slopes range from 0 to 2 percent. The Seelyeville series consists of very deep, very poorly drained soils that formed in organic materials more than 51 inches thick. These soils are on glacial outwash plains, valley trains, flood plains, glacial lake plains, and glacial moraines. They have moderately rapid to moderately slow permeability. Slopes are 0 to 15 percent. The Markey series consists of very deep, very poorly drained organic soils. They formed in herbaceous organic material 16 to 51 inches thick overlying sandy deposits in depressions on outwash plains, lake plains, flood plains, river terraces, valley trains and moraines. Permeability is moderately slow to moderately rapid in the organic layers and rapid or very rapid in the sandy material. Slopes range from 0 to 2 percent.

Longrie-Summerville-Kolberg:

These soils are shallow to deep, level to moderately steep, well drained, and have a sandy loam or loam subsoil over sandy loam or fine sandy loam till or dolomite bedrock. The Longrie series consists of moderately deep, well-drained soils formed in loamy glacial deposits underlain by limestone bedrock at a depth of 20 to 40 inches on ground moraines, glacial lake benches, and terraces. Permeability is moderate. Slopes range from 0 to 25 percent. The Summerville series consists of shallow, well-drained soils formed in loamy materials overlying limestone on ground moraines, end moraines, and glacial lake benches. Permeability is moderate. Slopes range from 0 to 45 percent. The Kolberg series consists of well-drained soils moderately deep to limestone. These upland soils formed in thin, loamy deposits and the underlying moderately fine or fine textured glacial till. Permeability is moderately slow or slow. Slopes range from 0 to 12 percent.

Rousseau-Wainola-Shawano

The Rousseau series consists of well drained soils formed in sandy eolian deposits on dunes, lake plains, and outwash plains. Permeability is rapid. Slopes range from 0 to 70 percent. The Wainola series consists of deep, somewhat poorly drained soils formed in fine sandy glaciofluvial deposits on outwash plains, lake plains, and glacial lake deltas. Permeability is rapid. Slopes range from 0 to 4 percent. The Shawano series consists of very deep, excessively drained soils formed in sandy outwash or eolian deposits on outwash plains, outwash terraces, lake plains, and moraines. Permeability is rapid. Slopes range from 0 to 35 percent.

On-Site Sewage Disposal Systems

Map 2.5 depicts soil limitations for septic tank absorption fields. These are subsurface systems of tile or perforated pipe that disperse effluent from a septic tank into the natural soil. If the degree of soil limitation is slight, soils are favorable for absorption fields, and limitations are minor and easily overcome. Soils with a moderate rating indicate that soil properties or site features are generally unfavorable for absorption fields, but limitations can be overcome by special planning and design. A severe rating indicates that soil properties or site features are so unfavorable or difficult to overcome that major soil reclamation, special designs, or intensive maintenance are required. Soils that have slight limitations for absorption fields generally are well-drained and have sufficient depth before encountering bedrock or groundwater. They are located primarily in the central areas of the planning area, in a general diagonal band extending from the northeast to southwest boundaries of the planning area. Soils with moderate and severe limitations generally have insufficient depths to bedrock or groundwater, percolate slowly, and are subject to flooding. Soils with moderate limitations are generally scattered throughout the planning area, while soils with severe limitations are encountered extensively within the planning area.

Without consideration of the properties of these soils, on-site wastewater treatment systems may fail and collection systems may require expensive and frequent maintenance. Factors, which are considered when evaluating soils for on-site waste systems, are:

High or Fluctuating Water Table - When groundwater is near the soil surface, proper filtering cannot take place and often results in on-site systems either backing up into the home or contamination of groundwater. In addition, construction techniques used to de-water systems are costly.

Bedrock - Large stones or bedrock near the soil surface may hinder excavation and considerably increase the cost of construction. In addition, conventional on-site septic systems cannot function properly, which may result in wastewater passing through the cracked bedrock and contaminating the groundwater.

Soil Permeability - Permeability refers to the rate at which water flows through the soil. When passage is too rapid, groundwater can become polluted. If it is too slow, the soils can become saturated and effluent ponding may result.

Flooding - On-site waste disposal systems that are located within a floodplain can result in problems. As water levels rise during periods of flooding, the system becomes saturated, which results in untreated solid and liquid waste being discharged into the ground or surface waters.

Small privately owned on-site wastewater treatment facilities are regulated under chapter COM 83 of the Wisconsin Administrative Code. COM 83 includes performance-based provisions that provide flexibility in design of on-site systems.

Housing and population density are likely to increase due to the revised COM 83 code. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls such as zoning will help achieve more efficient development patterns.

Prime Agricultural Lands

According to the *Soil Survey of Door County*, almost 43 percent of the Town's land is classified as prime agriculture land with minimal modifications. These lands are located in the center of the Town, usually away from the shoreline. The Natural Resources Conservation Service identified two classes of prime farmland; those areas where all land is prime farmland (33 percent), and those areas that are considered prime farmland only where drained (nine percent). The rest of the Town is not classified as prime farmland. Map 2.6 shows these areas of prime farmland.

Basements

Over 60 percent of the Town has severe limitations for dwellings with basements. According to the *Soil Survey of Door County*, severe limitations indicate one or more soil properties or site features that are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, such costly measures may not be feasible. In the Town, the main limitation for dwellings with basements is depth to bedrock or wetness. The areas in the Town that are severe are located along the shoreline and in the wetlands. The rest of the Town is rated either moderate (seven percent) or slight (27 percent). These areas are mostly located in the central part of the Town. Map 2.7 shows these limitations.

TOPOGRAPHY

The attractiveness of the Liberty Grove area is due, in part, to a variety of topographic features. Controlled primarily by the underlying bedrock, these features can be grouped into three general categories of topographic expression. The first of these includes three separate areas with relief in excess of 700 feet above mean sea level. They are located within the extreme southwest portion of the planning area between Sister Bay and Ephraim, the area immediately south of Ellison Bay, and the area within the north central sections of the planning area. The areas are characterized by relatively level tops, similar to plateaus, with steep slopes dipping to the southeast. Many of the steep slopes are near vertical bluffs, especially in the areas immediately adjacent to the waters of Green Bay (Map 2.8). These areas are undoubtedly the most obvious in terms of topographic expression within the Town.

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

The central area of Liberty Grove is located upon the third general relief category. The area consists of a low relatively level plain marked by several depressions. The lowest elevation within the planning area is found within the center of the Town.

WATER RESOURCES

Three Springs Creek and the Mink River drain the planning area. Direction of precipitation runoff is primarily southeasterly towards Lake Michigan for the majority of planning area. Runoff into Green Bay is limited to a narrow zone along the coast.

Watersheds and Sub-Watersheds

The Town of Liberty Grove lies within the Upper Door County watershed. Within this watershed, there are five sub-watersheds. The Lake Michigan watershed covers the eastern half of the Town. The Green Bay watershed covers the western part of the Town, about 20 percent of the study area. Three Springs Creek covers the south central part of the Town, and the Mink River watershed lies in the north central part of the Town. Finally, the Ephraim Creek watershed covers a small portion in the southwest part of Liberty Grove. Map 2.9 shows these sub-watersheds in the Town.

Groundwater

In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common ground water contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites, feedlots, municipal and industrial wastewater, sludge disposal, refuse disposal areas, and leaking septic systems.

Groundwater is derived primarily from the Silurian dolomite aquifer. Well depths range from 60 to 700 feet with yields as high as 1,200 gallons per minute. Water from the Silurian dolomite is a very hard calcium magnesium bicarbonate type with varying concentrations of iron and nitrate. The dolomite has numerous joints and crevices which allow water to move relatively easily through the rock. Pollutants may also enter the groundwater supply via these fractures. The dolomite aquifer is recharged by surface seepage of direct precipitation and snowmelt.

Surface Waters

Surface waters within the planning area include Europe Lake, the Mink River and Three Springs Creek (Map 2.9). The largest surface water resources impacting the planning area are the Bay of Green Bay and Lake Michigan.

Shoreland Corridors

Coastal areas within the study boundaries include the steep dolomite bluffs adjacent to the waters of Green Bay and the wooded wetland areas adjacent to Lake Michigan. There are approximately 45 miles of Great Lakes shoreline within the planning area. This large amount of shoreline makes residential development very attractive.

Floodplains

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

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums,

extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for remodeling and expanding buildings within the floodplain. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the State of Wisconsin requires that counties, cities, and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

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

The extensive wetland area on the Lake Michigan coast is also subject to flooding. This flood hazard area is located on the southeastern portion of the planning area and is largely undeveloped at the present time (Map 2.10).

Wetlands

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas.

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

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103 and NR 350, respectively.

Wetlands within the planning boundaries include an extensive area along the eastern and southern boundaries. The major wetland area within the planning area includes an extensive wetland which extends from North Bay north along the Lake Michigan coast to the Rowleys Bay area. This wetland is part of a major series of Lake Michigan coastal wetlands, which also extend south to Baileys Harbor.

Within the Town, there are approximately 5,480 acres of wetlands. Map 2.11 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

FORESTS AND WOODLANDS

Woodlands in the Town are comprised primarily of sugar maple, yellow birch, American beech, basswood, red oak and red pine in northern Liberty Grove. Sugar maple, paper birch, aspen and white cedar are predominant in the area from Europe Lake to Newport State Park, with the northern hardwood species again predominant in the park. The forested area adjacent to Lake Michigan in the Mink River area and Three Springs Creek area are composed of balsam, tamarack, white cedar, white oak and red maple with smaller stands of pine. The western and central portions of the Town are composed of smaller stands of the northern hardwood species. The western and northern edges of the Town, along the shores of Green Bay, are dominated by white cedar. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. Map 2.12 shows the woodlands, both upland and lowland, within the Town.

AIR QUALITY ISSUES

Door County is in a non-attainment zone for the ozone air quality standard. An area is designated as non-attainment when it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA). The clean air act classification is marginal which is derived from the pollutant concentration (in parts per million) recorded by air quality monitoring devices. Newport State Park is a monitoring station that records such data.

Door County is classified as a rural transport area. This means that industries in other cities impact the air quality in Door County. According to the EPA, it was recently found that ozone formed in one area can drift on air currents to add to air quality problems elsewhere.

The air contaminants in Door County are purported to originate principally in the industrial and metropolitan areas at the southern end of Lake Michigan and are carried by wind currents up the shore of the lake. Research shows that this "transported ozone" contributes significantly to high ozone levels in Wisconsin. Facilities wishing to move into the Town may be subject to additional requirements because Door County is designated as a non-attainment area.

WILDLIFE HABITAT

All large remaining wooded and wetland areas within the planning boundaries have been designated as Class I (most desirable) wildlife habitats by the Wisconsin Department of Natural Resources. The areas include:

The Lake Michigan coastal shoreline, including both the Three Springs Creek and Mink River areas, and the coastal shoreline adjacent to Green Bay are designated Class I wildlife areas. Scattered throughout the central portion of the planning area are remnant wildlife areas of Class I, II and III values. See Appendix C for definitions of classes for fish and wildlife habitats.

Major wildlife species using these habitats include songbirds, deer, ruffed grouse, and squirrels. Other common species include snowshoe hare, coyote, gray fox, raccoon, red fox, skunk, turkey, and porcupine. Black bears have also been reported in this part of Door County. Muskrat, mink, beaver, and otter have been identified in the wetland area. Several species of gulls, terns, geese, and ducks inhabit the area. Some of the old fields, depicted on the map as desirable habitat, provide habitat for pheasants.

In addition, the planning area lies within an important migratory corridor for songbirds, shorebirds, cranes, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use the wooded and wetland areas for food and rest.

The variety of habitat types within the planning area is a key to the number of species found in the area. The high bluff shoreline woodlands, the wetlands, the grassy fields, and inland woodlands are each important to certain species.

The Wisconsin Department of Natural Resources has also designated the waters of Green Bay, which border the planning area as desirable fish habitat. Fish species include, but are not limited to, small mouth bass, yellow perch, northern pike, rock bass, rainbow trout, lake trout, and brown trout and whitefish.

THREATENED AND ENDANGERED SPECIES

Door County has many rare, threatened, and endangered species. Exact locations of these species are not published, but care should be taken before development occurs to not disturb potential habitats for these flora and fauna. Appendix D lists all the rare, threatened, and endangered species and natural communities in Door County identified in the Wisconsin DNR Natural Heritage Inventory.

PARKS AND OPEN SPACES

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

The following parks located in the Town of Liberty Grove were identified in the 1979-1984 Door County plan inventory and the *1988 Town of Liberty Grove Comprehensive Plan*, and have been updated with information provided by Town of Liberty Grove officials (Map 2.13).

Town Parks

1. Porte des Morts Town Park 1.2 Acres
Facilities -- Toilets (portable); two picnic tables; one grill
Features of note -- excellent view of Washington Island and Plum Island; not well marked

2. Wisconsin Bay State Park 0.5 Acres
Facilities -- Undeveloped; parking along road for two cars
Features of note -- Poorly marked; no toilets; no beach; good view toward Washington Island

3. Gills Rock Memorial Park 10.53 Acres
Facilities -- Playground equipment; flush toilets; picnic shelter; four picnic tables; grass play area
Features of note -- Centrally located in Gills Rock (adjacent to the Maritime Museum); marked; expansive area

4. Fitzgerald Park (Old School Site) 7.75 Acres
Facilities -- Ball diamond; skating area; picnic shelter; maintenance building and warming house; playground equipment; two picnic tables; two basketball hoops; portable toilet facilities

5. Wills Park and Marina 1.52 Acres
Facilities -- Portable toilets; 22 boat slips w/electricity; one boat ramp; and parking
Features of note -- Dockage; centrally located in Ellison Bay

6. Europe Bay Town Park 3.0 Acres
Facilities -- Three picnic tables; toilets (pump out); excellent sand beach; six grills; parking
Features of note -- Not well marked; surrounded by Newport State Park; pleasant "off the beaten path" facility features a good location for a multi-use community park, including picnic areas and educational/cultural activity areas

7. Ellison Bay Community Center (Women's Club) 3.0 Acres
Facilities -- Seven picnic tables; two swimming beaches separated by a dock/break-water (one beach very sandy); four grills; maintained grass field; informational marker; flush toilets; meeting house (rental available); two tennis courts and playground equipment; two horseshoe pits and gazebo
Features of note -- Lawn games possible; pleasant setting; parking area provided; ideal for large group gatherings

8. Sand Bay Town Park 6.4 Acres
 Facilities -- Excellent sand beach; eight picnic tables; six grills; toilets (pump out); and parking
 Features of note -- Wooded and brushed out; marked at entrance and at Sand Bay Road and Water's End Road intersection; view of Spider Island and Newport State Park
9. Isle View Park 0.5 Acres
 Facilities – One small picnic table and viewing bench
 Features of note – Distant view of lighthouses

Public Access Sites to Water:

10. Garrett Bay - Boat Launch and Historical Marine State Trail Site
11. East End of Isle View Road
12. East End of Europe Lake Road - Boat Launch
13. Waters End Road- East and West Ends
14. Winding Lane - North Bay - Boat Launch
15. North Bay Drive - North End
16. West End of Porcupine Bay Road
17. East End of Appleport Road
18. South End of North Bay Road - Boat Launch

County Parks

19. Door Bluff Headlands County Park 155 Acres
 Facilities--Small Parking Lot
 Features of note-- This park is maintained as a wilderness area, and is not developed for recreational use. The park is characterized by vertical bluffs rising from the Bay of Green Bay, a variety of tree and ground species, and varied topography.
20. Ellison Bay Bluff County Park 160 Acres
 Facilities--Two picnic tables; two fire rings; a well; toilets; parking lot for about 15 cars
 Features of note-- The drive to the park features a three-quarter mile drive with woods on one side and a stone fence and open field on the other. A stairway to a viewing area features spectacular views of Green Bay waters. Access to the water from the park is not possible due to the high bluff separating the two.

State Parks and Open Space

21. Newport State Park 2,440 Acres
 Facilities -- Over 40 miles of trails for hiking; biking; skiing; snow shoeing; 16 primitive camp sites; picnic area with shelter; and toilets (pump-out)
 Features of note -- The park features 11 miles of Lake Michigan Shoreline, a nature center, year round naturalist, guided hikes and activities, and school programs. The park is designated as a wilderness area with minimal development.

22. Mud Lake State Natural Area

340 Acres

Facilities -- None

Features of note -- The site contains a shallow, hard, drainage lake surrounded by northern wet-mesic forest, the extent of which depends on water levels. Reiboldts Creek, which runs from Mud Lake to Lake Michigan, has been stocked with trout and supports a trout spawning run. Waterfowl use is occasionally heavy. Nesting has been confirmed for pied-billed grebe, American bittern, common golden eye, mallard, pintail, blue-winged teal, wood duck, and Virginia rail. Uses include: group use, research use, individual nature study, hunting, fishing, boating or canoeing.

SCIENTIFIC AND NATURAL AREAS

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

Within the Town, there are two state-designated natural areas. They are Newport Conifer Hardwoods and Mud Lake. Mud Lake was previously discussed in the park and recreation section of this chapter. The Newport Conifer Hardwoods contain diverse northern mesic, northern wet-mesic, and boreal forest communities located in Newport State Park. The 140 acre site is composed of white birch, sugar maple, beech, and ash. A three to eight foot high wall of dolomite traverses the site. The natural area is accessible via hiking trails in the state park (Map 2.14).

In addition to the State natural areas described above, the WDNR also completed a natural area inventory in 1980. This study inventoried potential areas of natural significance based on plant and animal diversity, natural area community structure, and the extent of human disturbance. These areas are placed into the following five categories:

- SA State Scientific Areas - those natural areas of at least State significance which have been designated by the Scientific Areas Preservation Council.
- NA-1 Natural Areas - tracts of land and/or water so little modified by man's activity, or sufficiently recovered, that they contain nearly intact native plant and animal communities believed to be representative of the pre-settlement landscape.
- NA-2 Natural Areas - tracts of land and/or water slightly modified by man's activities or insufficiently recovered from past disturbances such that they are of county or multi-county natural area significance because of one or more of the following reasons: the degree of quality is less than level of grazing, water level manipulation or pollution, etc.; the type may be the most abundant or a very common type in the region, only the very best of which might qualify for state scientific area recognition; or the area may be too small.

NA - 3 Natural History Areas - tracts of land/or water modified by man's activities, but which retain a moderate degree of natural cover and often would be suitable for educational use. Such exclusions from a natural area inventory would be an oversight. Two or more of the identifying natural area criteria may be substandard in natural history areas, but in time and with protection, most natural history areas will increase in "naturalness". Natural history areas may reflect patterns of former vegetation or show the influence of settlement on vegetation. An important value of some of the larger NA-3 sites is their role in watershed protection and environmental corridors.

NA-1 (RSH) Rare Species Habitats - sites where the primary natural value is the presence of one or more rare, threatened, or endangered species of plants or animals.

In addition to the two state natural areas listed above, the Town of Liberty Grove has five areas designated in this natural area inventory. They are:

Sister Islands

T32N R28E Sec 30
2 to 15 acres depending on water level
Code: SA
Ownership: DNR

Two low-lying dolomite gravel islands in the Bay of Green Bay considered to be important gulleries. An estimated 1,350-1,650 breeding pairs of herring gulls were present in 1964. Bird banding and several research projects on gulls have taken place on the islands. Vegetation is primarily composed of pioneering weedy herbs and shrubs.

Marshall's Point

T31N R28E Sec 23, 24, 25
About 600 Acres
Code: NA-2
Ownership: Private and Trust Lands (114 Acres)

An outstanding area exhibiting Lake Michigan rocky shore and boreal forest of white cedar, balsam fir and other conifers and hardwoods over dolomite bedrock. The soil is a raw humus rendzina, which is an undecomposed organic soil over calcareous rock. Numerous critical plant species have been documented from this area, and it contains a rich bryophyte community.

Mink River Marsh

T32N R28E Sec 13, 14, 24 (Ellison Bay)
1,100 Acres
Code: NA-1
Ownership: Private

A two mile wide spread of the Mink River subject to the water level fluctuations of Lake Michigan. Extensive sedge meadows line the periphery, while aquatics abound in the marsh. Numerous springs feed into the marsh, and extensive shrub and conifer swamps surround the wetland. The area has high furbearer and waterfowl significance. The Nature Conservancy owns 60 acres on the edge of the marsh.

Hotz Tract-Europe Lake

T32N R29E Parts of Sec 4 and 9
130 Acres between Europe Lake and Lake Michigan
Code: NA-1
Ownership: DNR and Private

A state significant isthmus between Lake Michigan and Europe Lake features over a mile of undeveloped low dunes and limestone frontage on the former and cobblestone frontage on the latter. Virgin red pine groves and excellent beech-sugar maple mesic forest are additional features. Critical plant species are present. The southern half of the area is in Newport State Park.

Door Bluff Park

T33N R28E Sec 35
50 Acres
Code: NA-2
Ownership: Door County

A very high Niagara dolomite bluff overlooking Lake Michigan, with terraced lower levels indicating former wave-cut beaches. It is forested with second growth American beech-sugar maple white birch on the summit, with large trees and white cedar on the cliffs. Critical plant species are present. Most of the area falls within the boundaries of Door Bluff Headlands County Park.

ENVIRONMENTAL CORRIDORS

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community. As part of its on-going effort to complete a regional master plan, the Bay-Lake Regional Planning Commission has begun to compile and delineate region-wide data needed for land use planning within the region. The environmental corridor process is also used as part of the planning process for making planning and zoning decisions at the local level.

After reviewing existing definitions and regulations from federal, state and local levels, the Bay-Lake Regional Planning Commission determined a need to define two sets of criteria for environmental feature delineation: one set for delineating “Environmentally Sensitive Areas” for

sewer service area planning under NR 121; and, one set for delineating “Environmental Corridors” for all other community planning work.

For community planning work, the Bay-Lake Regional Planning Commission has defined its Environmental Corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. Within the Town, there are 6,740 acres of environmental corridors. (Map 2.15).

OTHER LOCAL KEY NATURAL FEATURES

One key local feature within the Town of Liberty Grove is the Niagara Escarpment. The Niagara Escarpment is an observable geologic landform throughout the Great Lakes from New York to Wisconsin that, because of the unique habitat areas associated with it, is an important natural resource area in both the United States and Canada. The escarpment forms much of the western edge of the Town and is readily apparent as the bluffs overlooking the Bay of Green Bay provide the type of view that attract visitors to the area.

HISTORIC/CULTURAL AND ARCHEOLOGICAL RESOURCES

According to the *History of Door County*, in 1859, Liberty Grove Township became the northernmost territory organized on the Door peninsula. Norwegian Moravians from the Town of Gibraltar initiated the creation due to the need of a Norwegian from Ephraim who felt he needed to relocate because he felt that Gibraltar’s increasing population of settlers undermined his liberty. This new Town was named “Liberty” Grove.

There are many buildings of historical importance within the Town of Liberty Grove. Most of these buildings are old farmhouses and barns. Others are old commercial buildings, schools, and churches. A large number of these sites are located in Ellison Bay and along the shoreline. One of these historic sites is called The Clearing and is on the National Registry of Historic Places. It is located along the shoreline in Ellison Bay. This site is a 128 acre school and is considered an outstanding example of landscape architecture design including rustic structures in woods and meadows overlooking the Bay of Green Bay.

A historical and architectural resources survey regarding Door County’s historical and architectural resources completed in 1998 provides several recommendations for additional sites that are eligible for National Register designation. The study entitled *Historical and Architectural Resources Survey, Selected Unincorporated Communities of Door County* recommended that the Rowleys Bay Pier, the Pioneer Store in Ellison Bay and the collection of structures in Gills Rock associated with the Weborg Pier could all be considered eligible sites.

There are also numerous archeological sites within the Town. Again, these are scattered along the shoreline of the Town with a small concentration in Ellison Bay. Two of these sites are on the National Registry of Historic Places. They are Bohjanen's Door Bluff Pictographs and the Porte des Morts site. The Porte des Morts site is an old village site of the Oneotas. The Door Bluff Pictographs show figures of Indians and canoes painted in the rock face. Care should be taken when excavation is done within the Town of Liberty Grove, since there is the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so the State Historical Society can do an investigation. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources, or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. Map 2.16 shows the approximate locations of these historic and archeological sites.

METALLIC AND NON METALLIC MINING RESOURCES

Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as "the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors". Restoration is defined as, "returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use". There is currently no metallic mining in the Town. Sand, gravel, and crushed stone are nonmetallic resources, which are the most likely nonrenewable resources to be mined in the Town since no metallic mines have existed in Door County.

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

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

Non-metallics are currently regulated by the Door County Zoning Ordinance, which requires a site plan, an operational plan, a reclamation plan and a copy of the lease for all non-metallic mining operations. The land use map of the Town (Map 8.4) indicates the locations of the existing non-metallic mines in the Town.

COMMUNITY DESIGN

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

Landmarks

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

- Boat Ramps
- Cemeteries
- Churches
- Klenkes Garage
- Marinas
- Parks
- Road Crossings
- School Houses
- Town Hall

Pathways

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

Major Pathways:

- County Highway ZZ
- County Highway Q
- Old Stage Road
- Mink River Road
- State Highway 42
- State Highway 57

Secondary Pathways:

- Appleport Road
- Beach Road
- Garrett Bay Road
- Timberline Road
- Waters End Road

Minor Pathways:

- Town Road network

Edges

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

- Bay of Green Bay
- Country Lane
- Flint Ridge Road
- Grove Road
- Hill Road
- Lake Michigan
- Pebble Beach Road
- Town Line Drive/Stock Road
- Woodcrest Road

Districts

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

- Ellison Bay
- Gills Rock
- Highway 42 Business District - Sister Bay
- Highway 57 and Hwy Q Business District
- Northport
- Rowleys Bay

Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district.

- Old Stage Road/CTH ZZ intersection
- 3 Light Industrial Districts on Old Stage Road

Community Entryways

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

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

- State Highway 42 entering from the north at the Washington Island Ferry
- State Highway 42 entering from the village of Ephraim
- State Highway 57 entering from the south

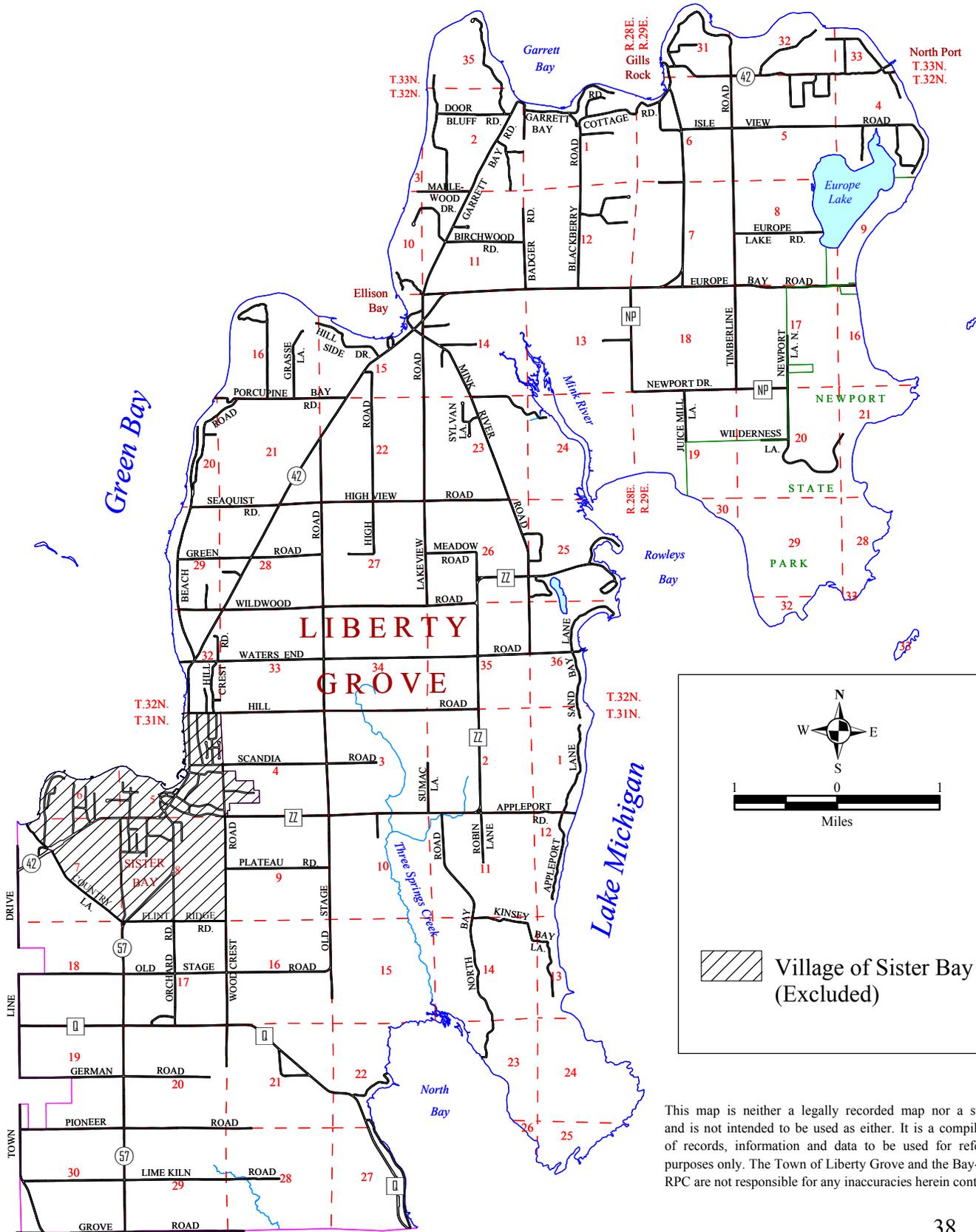
The **Secondary** entryways into the Town of Liberty Grove are more subtle portals enjoyed by local Town residents. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural/agricultural look of the area. Secondary entryways around the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

- County Highway Q
- Settlement Road entering from the west
- Town Line Drive
- Woodcrest Road entering from the south

Planning Area

Town of Liberty Grove

Door County, Wisconsin



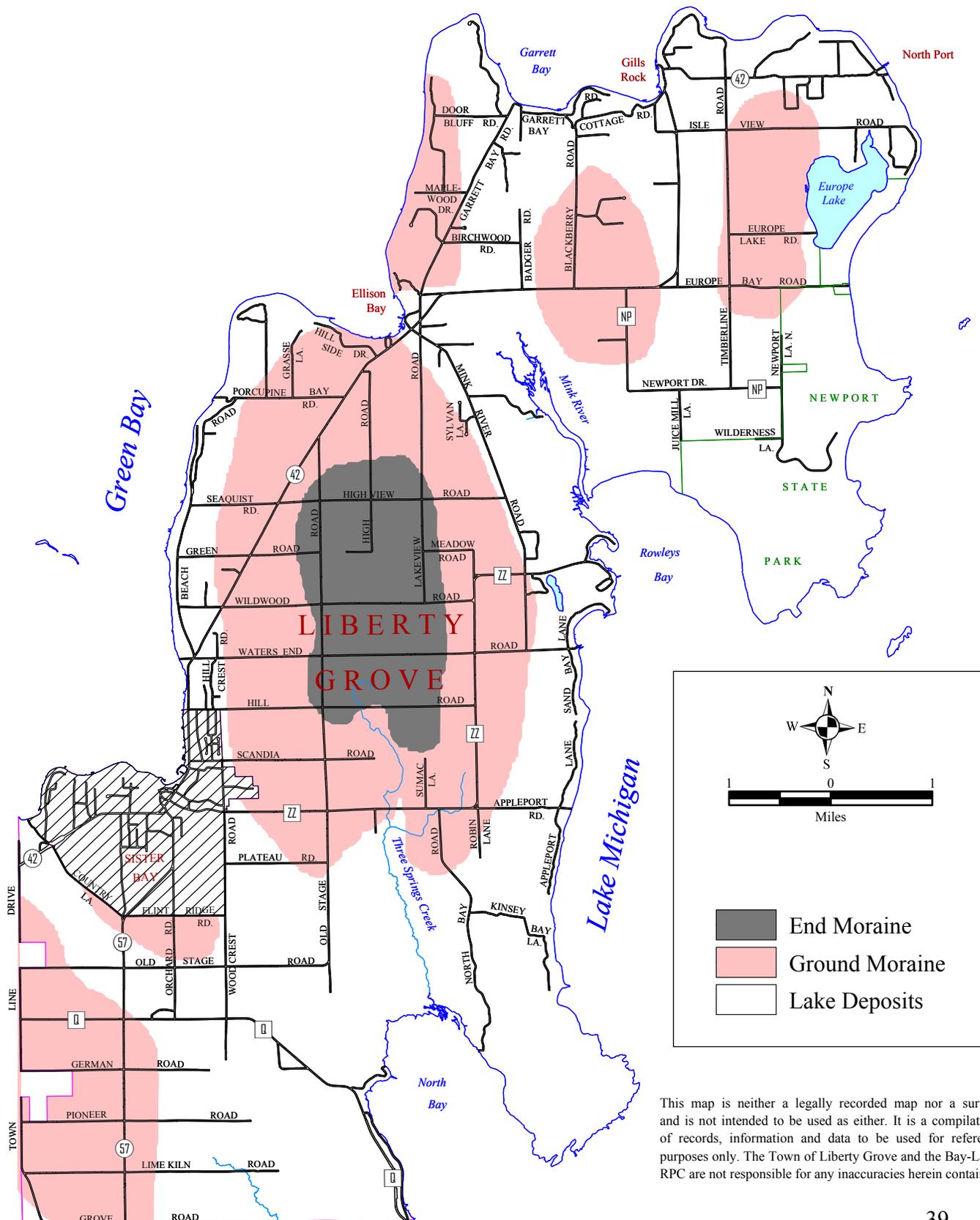
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Source: Bay-Lake Regional Planning Commission, 2004.

Pleistocene Geology

Town of Liberty Grove

Door County, Wisconsin



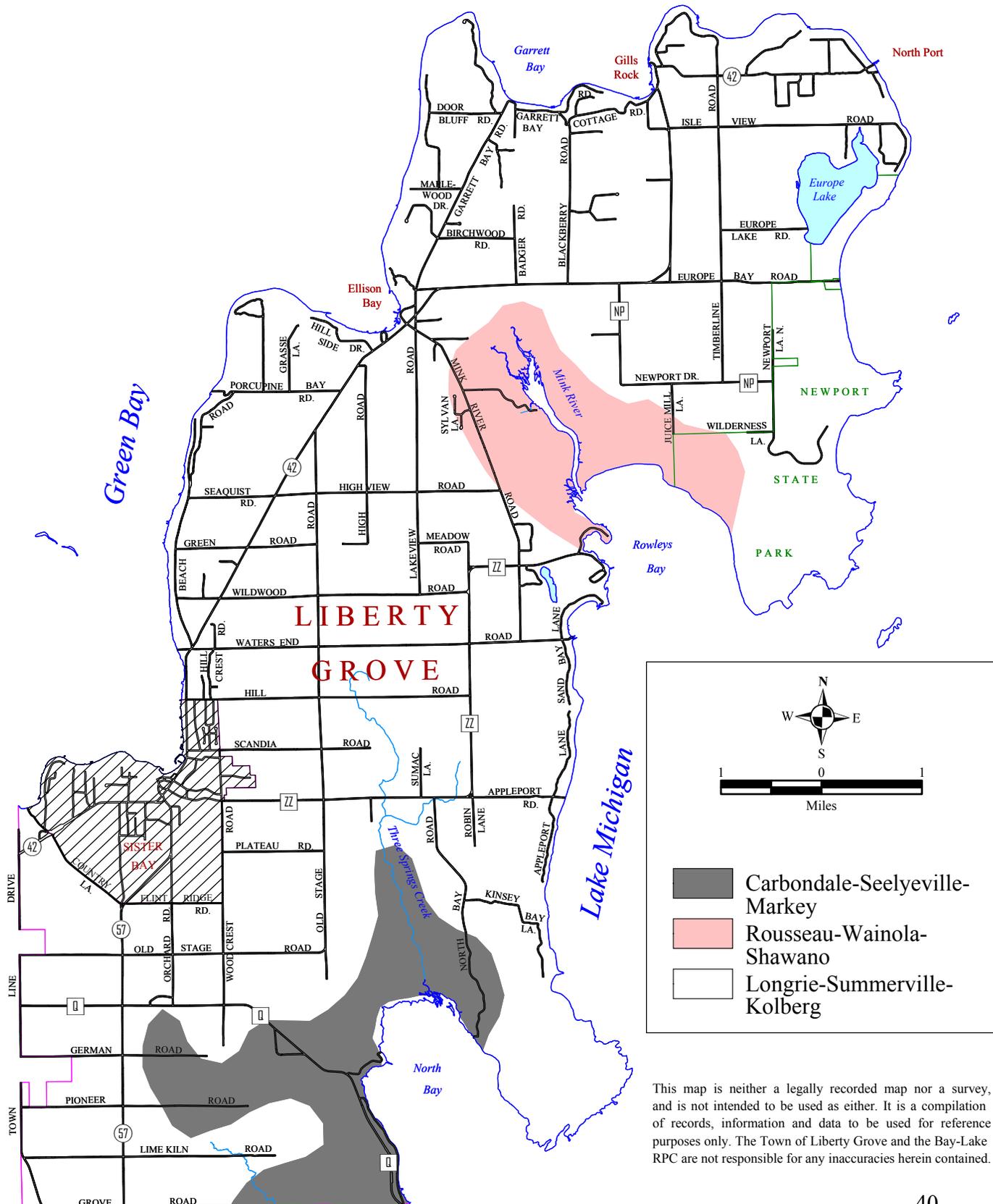
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Source: USGS, 1973; Bay-Lake Regional Planning Commission, 2004.

General Soil Associations

Town of Liberty Grove

Door County, Wisconsin



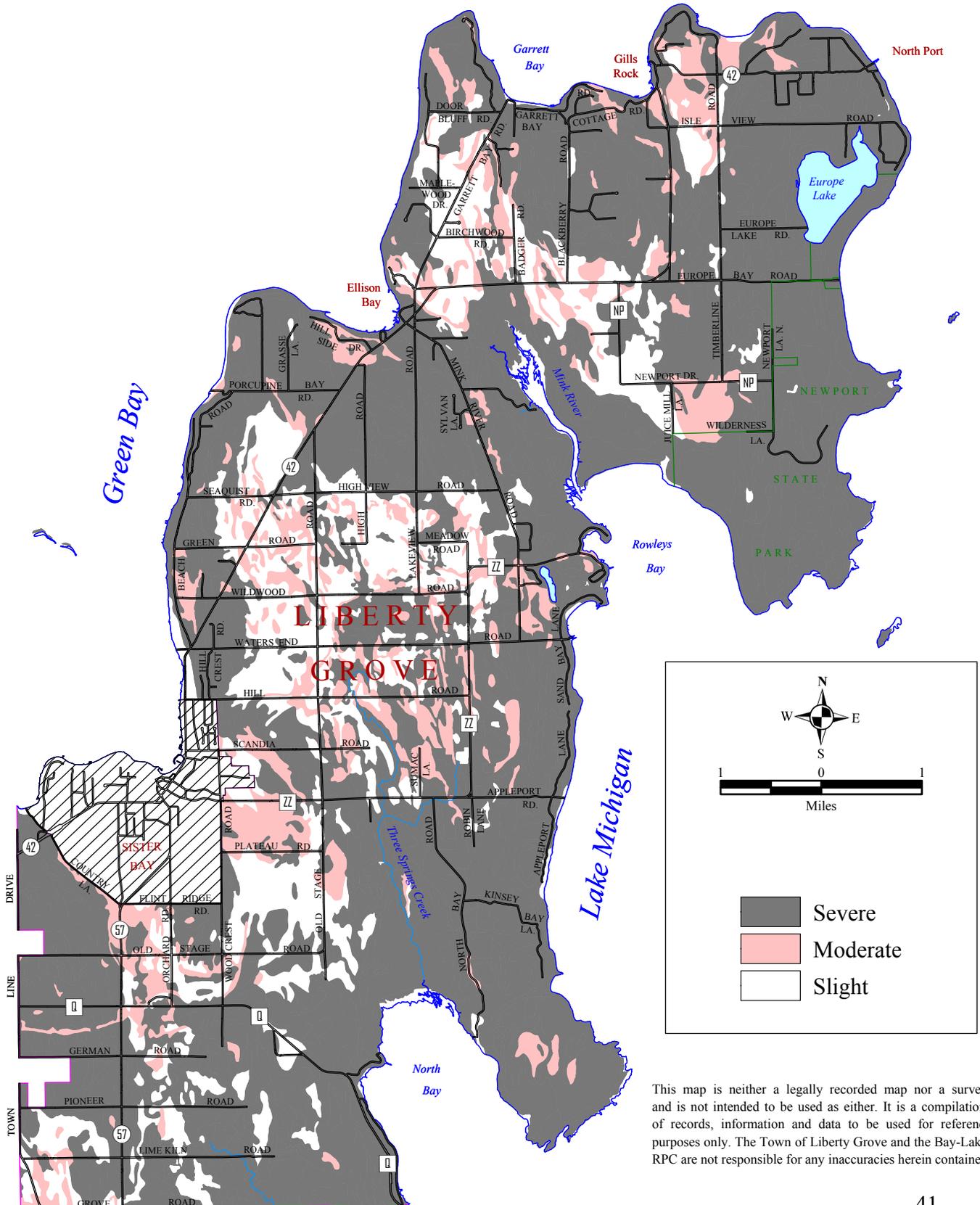
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Source: NRCS; Bay-Lake Regional Planning Commission, 2004.

Soil Limitations for Septic Systems

Map 2.5

Town of Liberty Grove Door County, Wisconsin



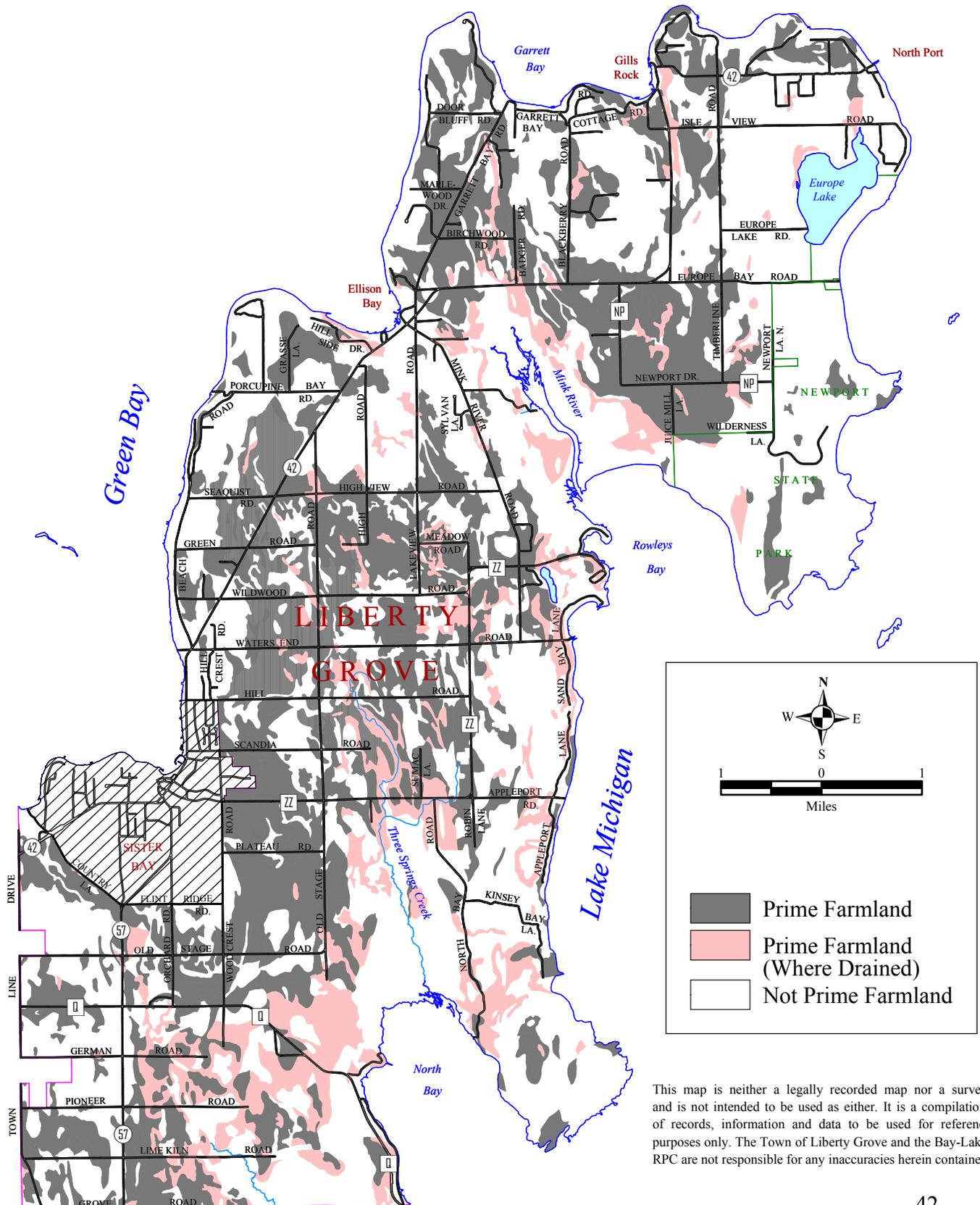
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Source: USDA; NRCS; Bay-Lake Regional Planning Commission, 2004.

Prime Farmlands

Town of Liberty Grove

Door County, Wisconsin

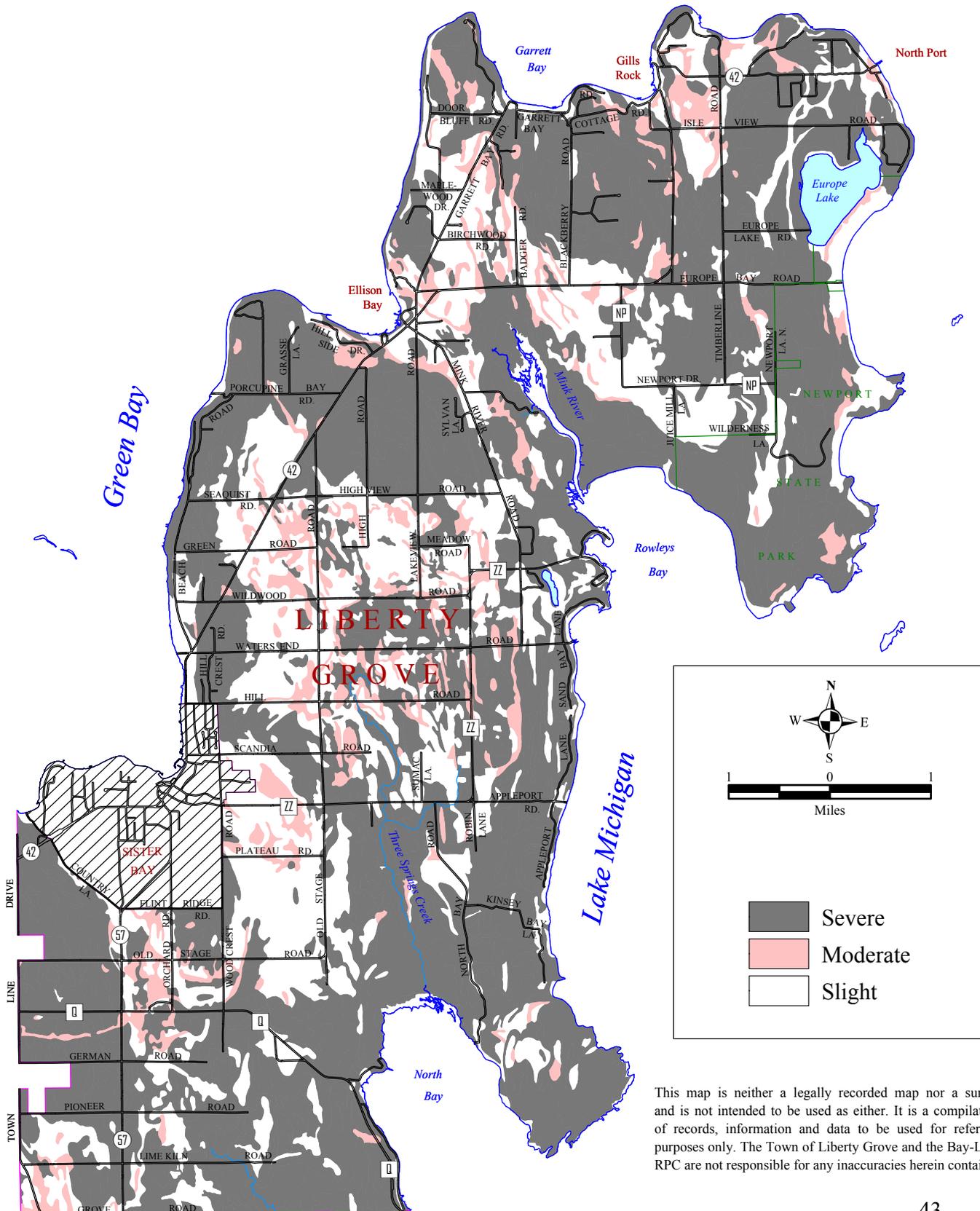


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Source: USDA; NRCS; Bay-Lake Regional Planning Commission, 2004.

Soil Limitations for Dwellings With Basements

Town of Liberty Grove Door County, Wisconsin



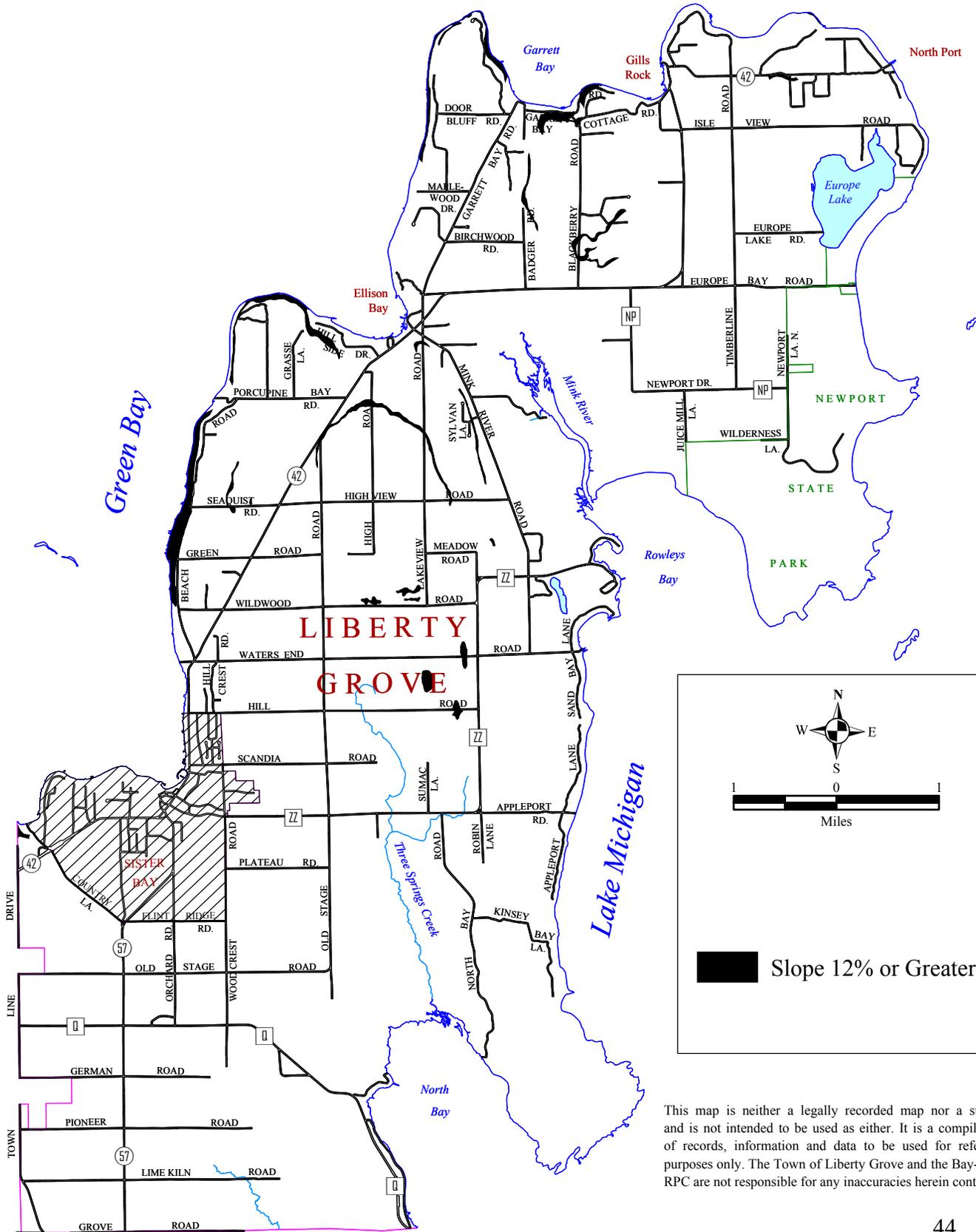
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Source: USDA; NRCS; Bay-Lake Regional Planning Commission, 2004.

Steep Slope

Town of Liberty Grove

Door County, Wisconsin

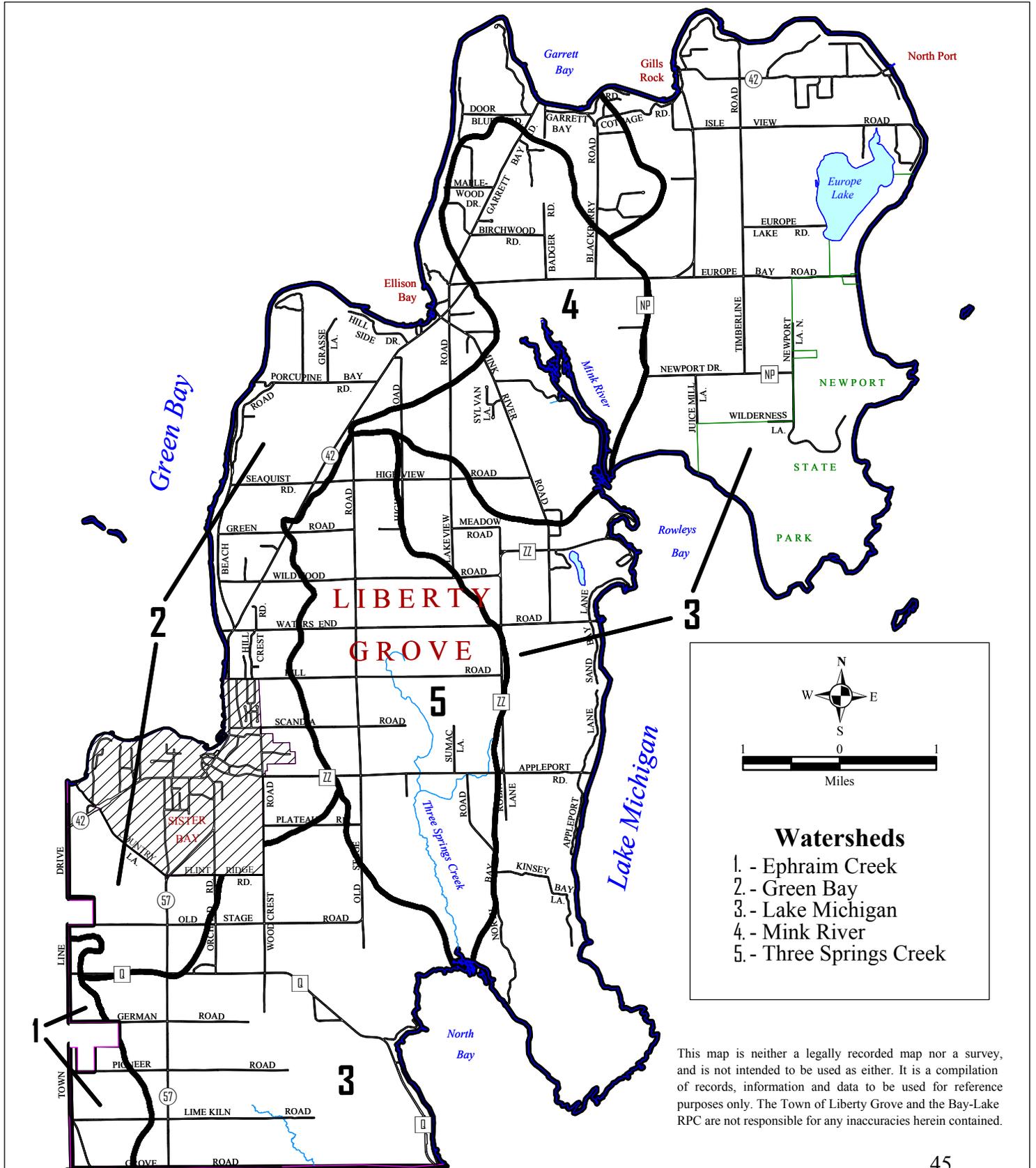


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Source: USDA; NRCS; Bay-Lake Regional Planning Commission, 2004.

Watersheds & Surface Water Features Map 2.9

Town of Liberty Grove Door County, Wisconsin

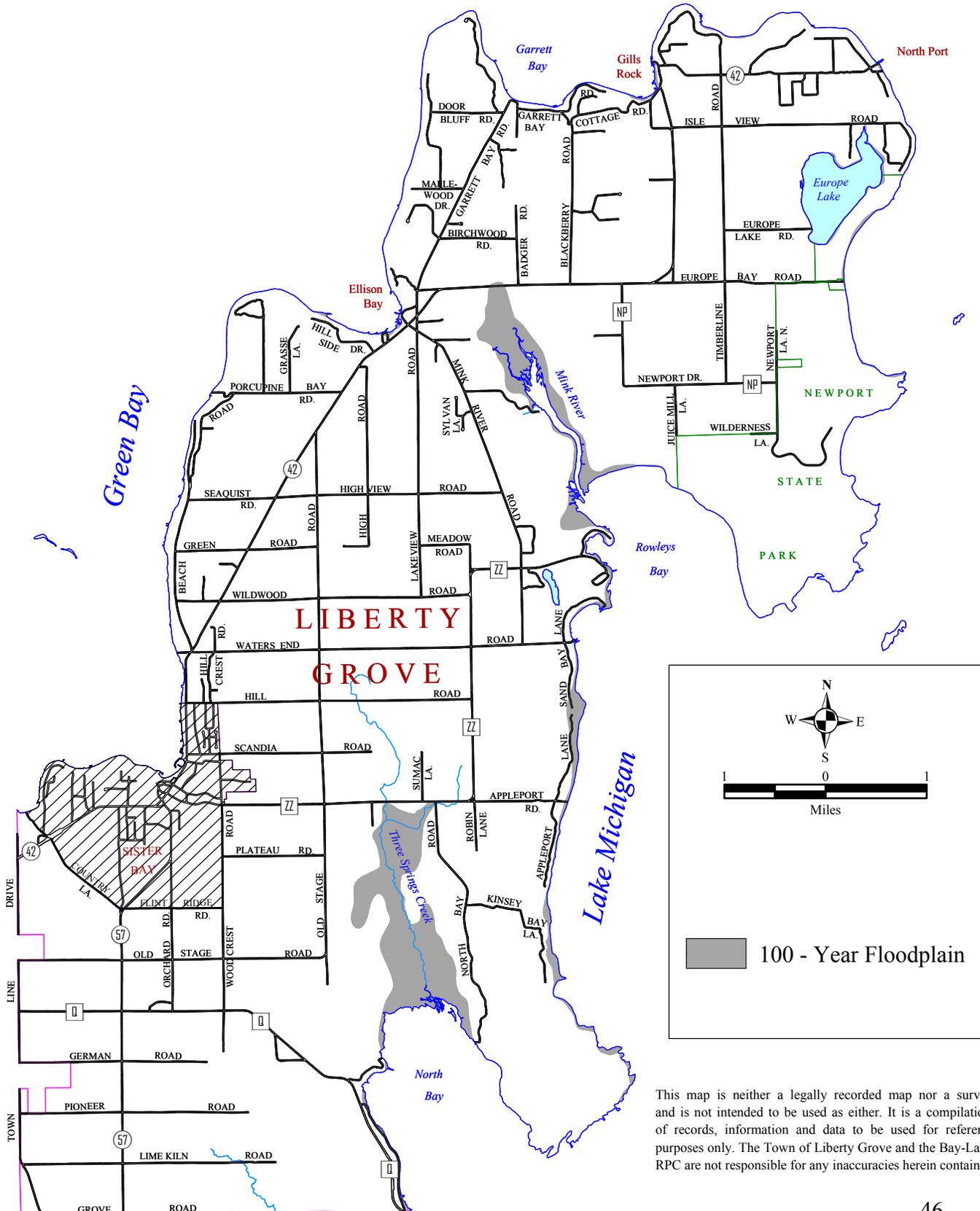


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Floodplains

Town of Liberty Grove

Door County, Wisconsin



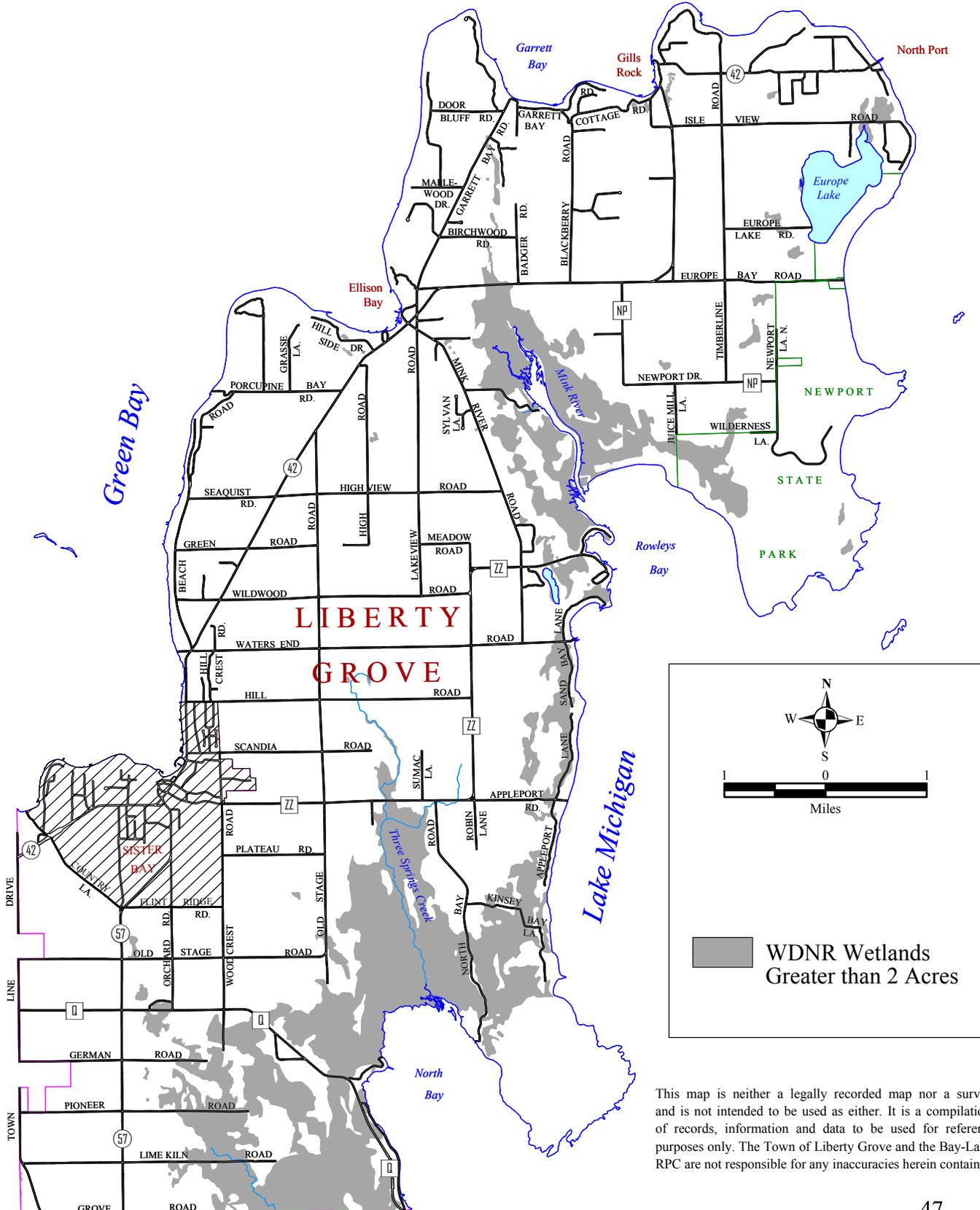
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Source: FEMA, FIRM, 1978; Bay-Lake Regional Planning Commission, 2004.

Wetlands

Town of Liberty Grove

Door County, Wisconsin



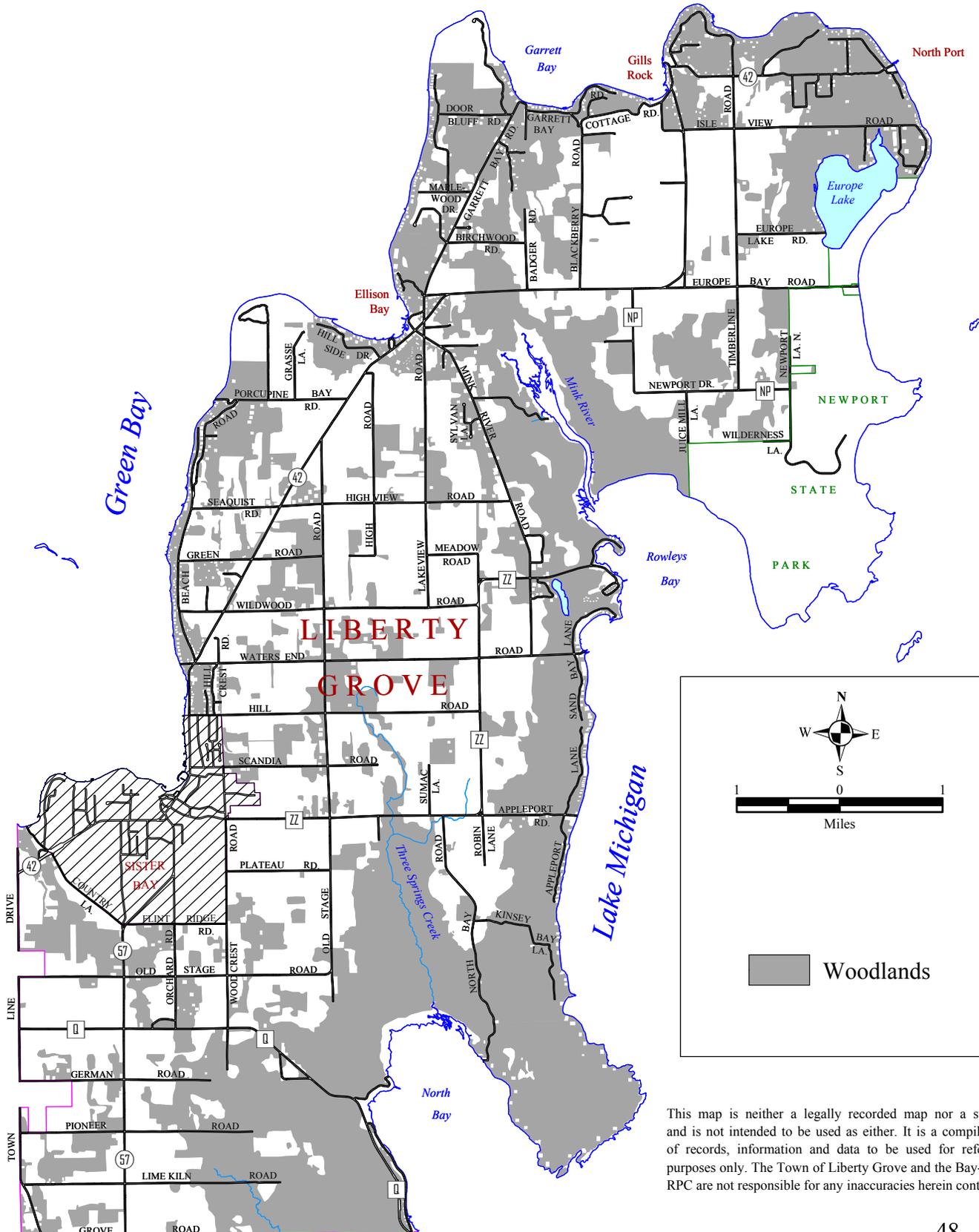
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Source: WDNR, 1989; Bay-Lake Regional Planning Commission, 2004.

Woodlands

Town of Liberty Grove

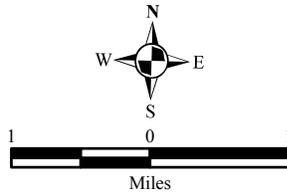
Door County, Wisconsin



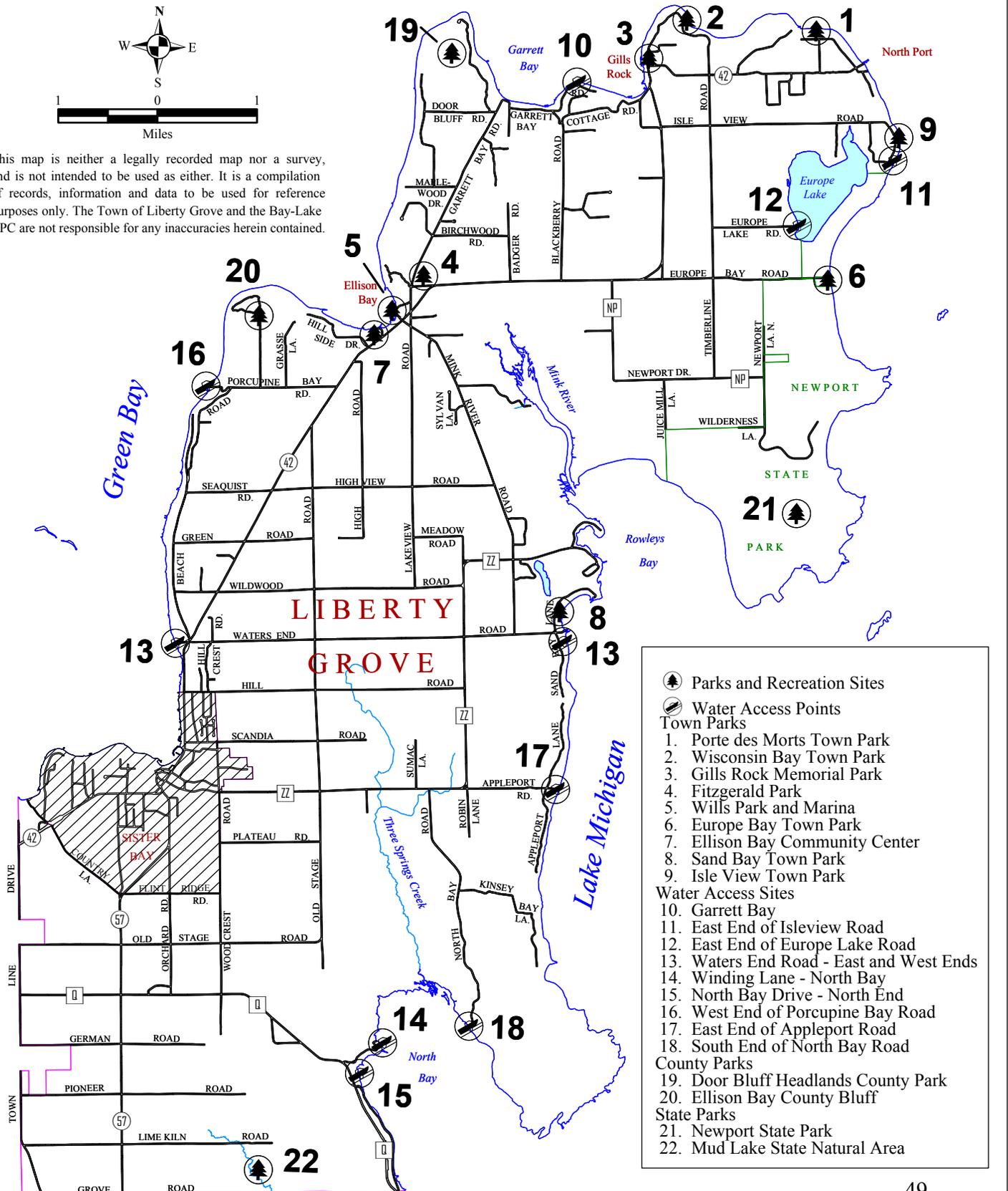
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Park, Recreation, & Water Access Sites

Town of Liberty Grove Door County, Wisconsin



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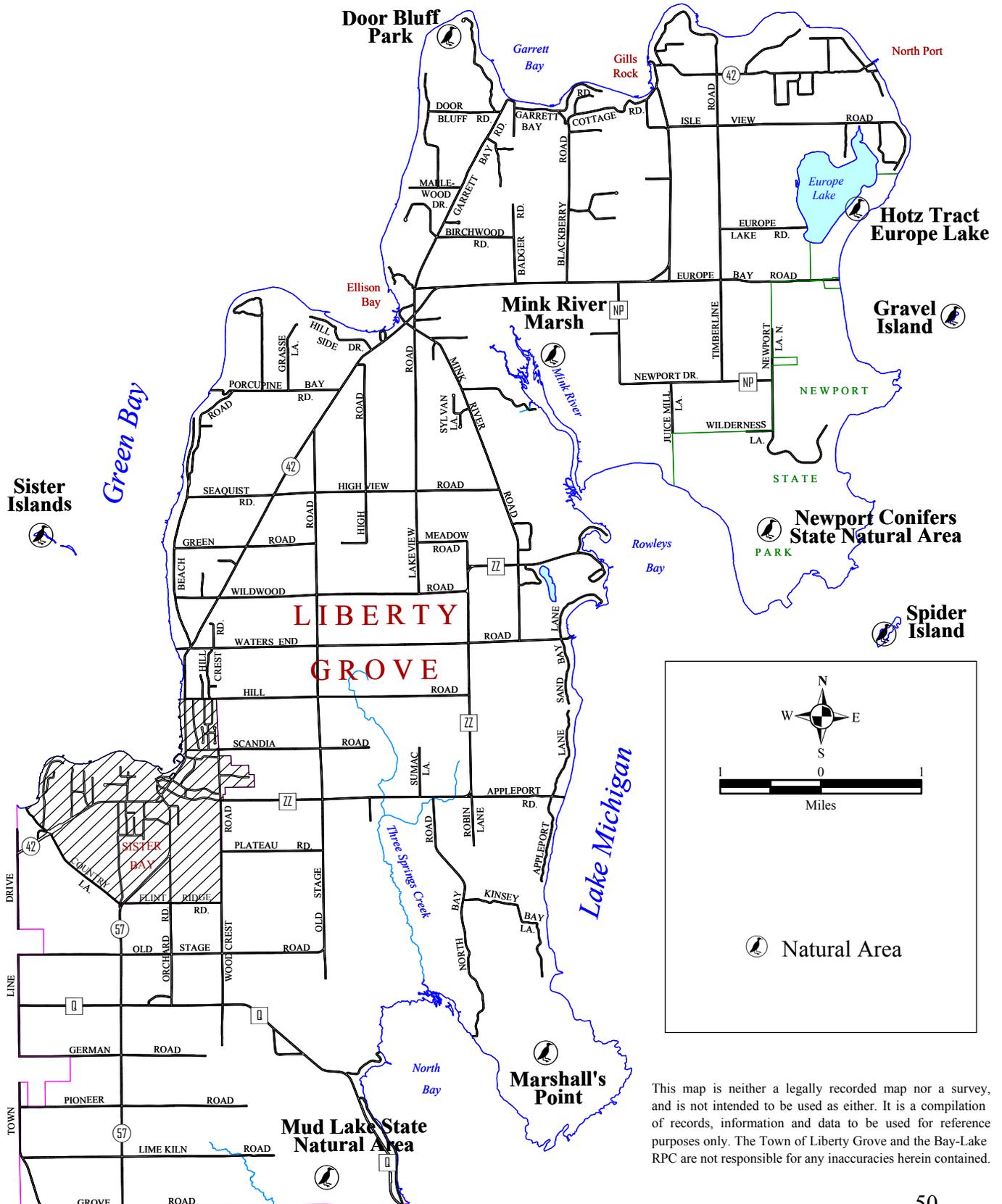
- Parks and Recreation Sites
- Water Access Points
- Town Parks**
- 1. Porte des Morts Town Park
- 2. Wisconsin Bay Town Park
- 3. Gills Rock Memorial Park
- 4. Fitzgerald Park
- 5. Wills Park and Marina
- 6. Europe Bay Town Park
- 7. Ellison Bay Community Center
- 8. Sand Bay Town Park
- 9. Isle View Town Park
- Water Access Sites**
- 10. Garrett Bay
- 11. East End of Isleview Road
- 12. East End of Europe Lake Road
- 13. Waters End Road - East and West Ends
- 14. Winding Lane - North Bay
- 15. North Bay Drive - North End
- 16. West End of Porcupine Bay Road
- 17. East End of Appleport Road
- 18. South End of North Bay Road
- County Parks**
- 19. Door Bluff Headlands County Park
- 20. Ellison Bay County Bluff
- State Parks**
- 21. Newport State Park
- 22. Mud Lake State Natural Area

Source: Bay-Lake Regional Planning Commission, 2004.

Natural Areas

Town of Liberty Grove

Door County, Wisconsin

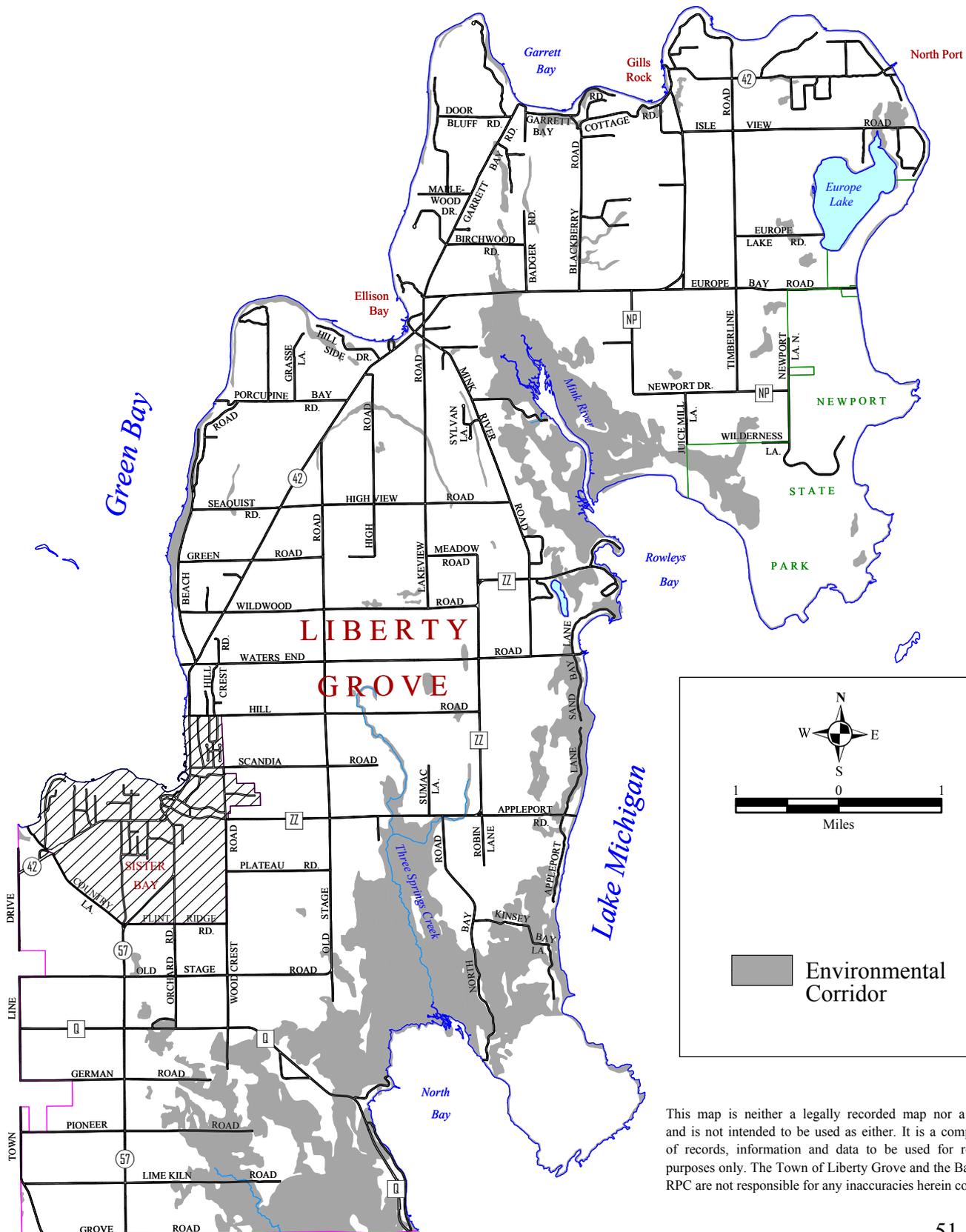


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Source: WDNR; Bay-Lake Regional Planning Commission, 2004.

Environmental Corridors

Town of Liberty Grove Door County, Wisconsin



Environmental Corridor

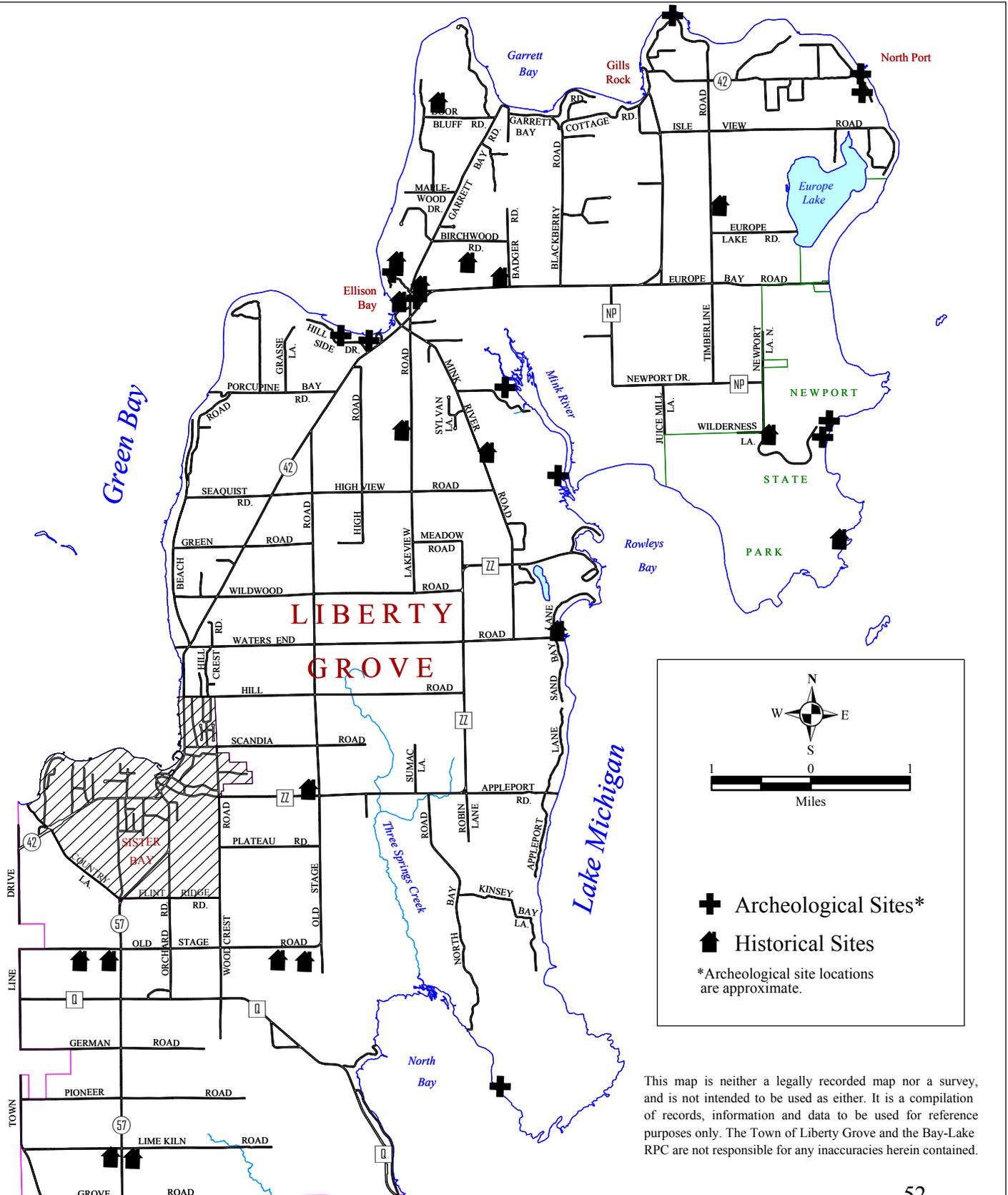
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Source: Bay-Lake Regional Planning Commission, 2004.

Historical & Archeological Sites

Map 2.16

Town of Liberty Grove Door County, Wisconsin



Source: WSHS; Bay-Lake Regional Planning Commission, 2004.

Chapter 3 - HOUSING AND POPULATION

INTRODUCTION

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

SUMMARY AND IMPLICATIONS

1. Between 1990 and 2000, the Town population increased 23.4 percent, or 352 persons, for a total population in 2000 of 1,858 persons. (In 2002, the Department of Administration estimated 1,905 persons.)
2. According to official population projections from the Wisconsin Department of Administration (WDOA) released in 1993, the Town's population was projected to increase from 1,506 in 1990 to 1,703 persons by 2015, which would represent an 8.3 percent decrease from 2000. Modified population projections based on 2000 Census population counts project an increase in the Town's population to between 2,179 and 2,448 by the year 2020.
3. The largest age group is between 45 and 54 years old. This is followed by the 65-74 year old age group, which contributes to a statistically biased median income figure.
4. The Town's median age in 2000 was 49 years which indicates an aging adult population. Implications are that an aging community will need additional specialized services to accommodate these age groups in the future.

The Town's population has risen markedly over the course of the last four decades. Projections developed after the 1990 Census indicate that the Town's population was likely to increase through 2015 though at a slower rate than has been seen from the 2000 Census. The Town has experienced (over the past three decades) an age structure shift towards the older age groups. This may lead the Town to spend more on services to accommodate an aging population over the next twenty years. Likewise, the aging population can also mean additional business opportunities, especially for a rural Town like Liberty Grove. The elderly have been shown to import income into a community; living on prior savings or investments in the form of social security, private pensions, stocks, etc. This aging population requires basic services such as groceries, housing, home maintenance and health care, but they tend to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the Town.

5. The number of housing units in the Town of Liberty Grove and the surrounding communities in Door County have seen a steady increase from 1990 to 2000. Liberty Grove has had a 76 percent increase in housing units since 1970.

6. The household size for the Town is expected to decline over the next 20 years from 2.52 to 2.24 persons per household.
7. At approximately 2.24 persons per household, the Town can expect a housing projection of approximately 500 to 700 new housing units by 2020.

Throughout the planning period there will be a demand for additional housing units within the Town. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The Town will need to adequately identify areas to accommodate this change in land use while ensuring adequate services are provided. Additional housing does not always lead to a community making money. In most cases it can be shown that housing (though most preferred in many communities) is the most costly development based on the supporting services needed to accompany it. The Town will need to monitor costs of future housing on the Towns' budget to control future property taxes.

8. Of the 2,000 housing units in the Town, 24 percent (481 structures) were built before 1940.
9. In 2000, approximately 15 percent of renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 2000, 46 percent of home owners were paying 30 percent or more of their incomes towards housing payments.
11. According to the Wisconsin Department of Commerce the median income for the Town in 1998 was \$37,868 while the 2000 Census reported the 1999 median household income at \$43,472.

Approximately 96 percent of the housing within the Town of Liberty Grove is residential single family, with many homes 40 to 60 years old. Because of the above, it is likely that residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The Town will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Due to the Town experiencing an increase in population and because the Town experienced 250 new housing units constructed within the last ten years, this plan's future land use is projecting a range in the number of new housing units to be between 500 and 700 new units over the twenty year planning period. Sufficient vacant land does exist (allowing for a mix in densities and services provided) within the Town to accommodate these growth forecasts.

The Town supports the ideals of promoting housing for all residents, encouraging a mix in housing, working to obtain more financial assistance for its residents for rehabilitation of housing and rental assistance, by working with county, state, federal agencies, and private organizations.

HOUSING STRATEGY

The current legislation on comprehensive plans under s66.1001 requires that the housing element will need to be integrated and made consistent with the other nine elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated Goals, Objectives, Policies, and Programs are based on the information provided and detailed later within this chapter of the comprehensive plan.

Goal:

Provide Affordable Housing

Objective:

1. Encourage overall atmosphere and policies for affordable housing

Policies:

- A. Provide zoning districts allowing adequate areas for smaller lot sizes at higher densities where infrastructure is planned or currently exists. Where practicable, provide for smaller lot sizes of one-quarter (1/4) acre or less.
 - B. Consider innovative standards in zoning and subdivision techniques including, but not limited to, zero lot lines, cluster developments, and inclusionary zoning.
 - C. Consider using property owned by the Town for affordable housing.
 - D. Work with private and/or nonprofit organizations to assist in creating more affordable housing.
 - E. Create a committee to explore policies and programs that promote year-round, affordable and seasonal housing.
2. Encourage policies for seasonal employee housing
- #### **Policy:**
- Work with the County, other municipalities, and private businesses and organizations to encourage development of seasonal housing by employers, either individually or by cooperative efforts.
3. Encourage continued use and reuse of existing housing stock
- #### **Policies:**
- A. Promote older homes as starter homes.
 - B. Encourage the renovation and upgrading of existing residential properties.
 - C. Consider adaptive reuse of affordable housing.
 - D. Explore the possibilities for residential use and/or re-use of existing nonconforming housing stock.

Goal:

Work to mitigate property tax impact on residents.

Objective:

1. Work independently and intergovernmentally to cause legislative change and to formulate policies to reduce property taxes

Policies:

- A. Consider options to reduce reliance on property tax, including but not limited to:
 - i. Expanded County and State Sales Tax
 - ii. Room Tax
 - iii. User Tax
 - iv. Real Estate Transfer Tax
 - v. Premier Resort Tax District
 - B. Continue working to change the funding mechanism for the Wisconsin Technical College system
2. Obtain an equitable return of tax revenue and services to Liberty Grove

Policy:

- A. Develop effective communication between Town, County, and State regarding tax revenue generated and returned to Liberty Grove, including but not limited to:
 - i. Shared Revenue
 - ii. General Transportation Aid
 - iii. County Services
 - iv. DNR Lieu Tax
 - v. Fire Dues Distribution
 - vi. Forest Crop Payment
 - vii. Payment of Municipal Services

Goal:

Manage, through planning, high density development to preserve rural, open, and natural character of the Town of Liberty Grove.

Objective:

1. Manage, through planning, development of multi-unit housing

Policies:

- A. Concentrate multi-unit housing in areas classified as high density residential and general commercial on the General Plan Design Map.
- B. Concentrate multi-unit housing to areas with the appropriate infrastructure; for example, the present population centers and/or existing or future sanitary districts.
- C. Work with Door County Planning Department to periodically review ordinances for density standards.

2. Minimize environmental impact of multi-unit housing

Policies:

- A. Concentrate multi-unit housing to areas with the appropriate infrastructure, for example, the present population centers and/or existing or future sanitary districts.
- B. Utilize the environmental corridor/wetlands classification of the General Plan Design to minimize the impact of multi-unit housing.
- C. Encourage compatibility of multi-unit housing with natural and cultural surroundings to minimize the environmental impact.
- D. Encourage cooperation with other governmental units to protect the environment through the use of storm water run off plans.
- E. Encourage down lighting whenever practicable.
- F. Encourage the use of low wattage, high efficiency lighting fixtures when practicable.

3. Minimize visual impact of multi-unit housing.

Policies:

- A. Encourage design standards that minimize the visual impact of multi-unit housing.
- B. Encourage design limitations for multi-unit housing pertaining to the number of units per building and overall square footage of multi-unit buildings.

4. Minimize social impact of multi-unit housing.

Policy:

Encourage the use of a broad set of design standards to accommodate the different types of multi-unit housing, including, but not limited to, attainable housing, seasonal housing, residential housing, and commercial housing.

Goal:

Retain natural and rural character of Town, while providing sufficient land area for development of residential needs to meet population projections for the next 20 years.

Objective:

Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both existing and future residents.

Policies:

- A. Utilize the General Plan Design Map as an illustration of the Town's overall development policy to provide sufficient land area for projected residential needs.
- B. Encourage future development within and towards population centers to facilitate controlled residential growth.
- C. Encourage utilization of conservation based subdivision guidelines to preserve rural and natural areas.
- D. Encourage the use of ecologically and geologically sound practices in residential development (refer to Chapter 2).

- E. Utilize the General Plan Design Map as an illustration of the Town’s overall development policy to minimize the impact of housing on Liberty Grove’s infrastructure.
- F. Work with the County and neighboring towns and villages to ensure compatible residential growth.

POPULATION CHARACTERISTICS

Historical Population Levels

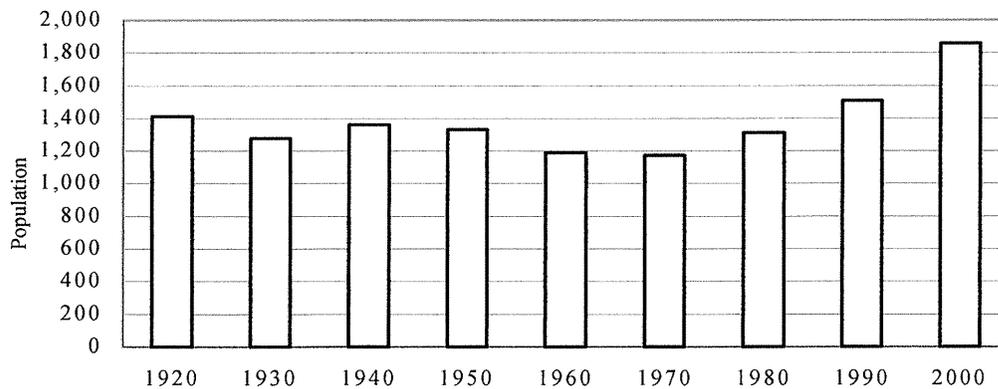
Table 3.1 displays the historic population trends for the Towns of Liberty Grove and Baileys Harbor, the Village of Sister Bay, and Door County. The Town of Liberty Grove did not surpass its 1900 population level until 2000. In 1900, the Town of Liberty Grove had a population of 1,550 persons, in 2000 the population was 1,858. In 1970, the population reached its lowest point and has been increasing at a steady pace since then. Figure 3.1 displays the increases and decreases that Liberty Grove’s population has experienced since 1900.

Table 3.1: Historic Population Levels, 1900-2000, Town of Liberty Grove & Selected Areas

Year	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	No.	Annual Change	No.	Annual Change	No.	Annual Change	No.	Annual Change
1900	1,550		645		NA		17,583	
1910	1,529	-1.4%	628	-2.6%	NA	NA	18,711	6.4%
1920	1,410	-7.8%	679	8.1%	190	NA	19,073	1.9%
1930	1,275	-9.6%	641	-5.6%	238	25.3%	18,182	-4.7%
1940	1,358	6.5%	677	5.6%	309	29.8%	19,095	5.0%
1950	1,332	-1.9%	715	5.6%	429	38.8%	20,870	9.3%
1960	1,190	-10.7%	654	-8.5%	520	21.2%	20,685	-0.9%
1970	1,174	-1.3%	615	-6.0%	483	-7.1%	20,106	-2.8%
1980	1,313	11.8%	799	29.9%	564	16.8%	25,029	24.5%
1990	1,506	14.7%	780	-2.4%	675	19.7%	25,690	2.6%
2000	1,858	23.4%	1,003	28.6%	886	31.3%	27,961	8.8%

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; 1980 and 1990 U.S. Census; and Bay-Lake Regional Planning Commission, 2001.

Figure 3.1: Historic Population Levels, 1900-2000, Town of Liberty Grove



Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; 1980 and 1990 U.S. Census; and Bay-Lake Regional Planning Commission, 2001.

Population Trends and Forecasts

All areas that are shown in Table 3.2 have been increasing in population since 1970, except Baileys Harbor which experienced a slight decrease from 1980 to 1990. For the period 1970 to 1980, Door County and the communities shown had a substantially higher percentage of population growth when compared to the State and also the region. In the next decade, 1980 to 1990, the Town of Liberty Grove and the Village of Sister Bay still had a high percentage of population growth. Door County and Baileys Harbor rate of growth decreased substantially for the same period. For the period 1990 to 2000, Liberty Grove experienced a growth of 23.4 percent, Baileys Harbor increased 28.6 percent, and the Village of Sister Bay grew by 31.3 percent.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state, utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA projections indicated that the Town of Liberty Grove has already surpassed its projected year 2015 population. The Town of Baileys Harbor and the Village of Sister Bay have also exceeded their projected year 2015 population.

Table 3.2: Population Trends, 1970-2015, Town of Liberty Grove & Selected Areas

Year	Geographic Location					
	Town of Liberty Grove	Town of Baileys Harbor	Village of Sister Bay	Door County	Bay-Lake Region	State of Wisconsin
Actual Population						
1970	1,174	615	483	20,106	440,926	4,417,731
1980	1,313	799	564	25,029	476,134	4,705,767
1990	1,506	780	675	25,690	498,824	4,891,769
2000	1,858	1,003	886	27,961	554,565	5,363,675
Population Projections						
2005	1,661	844	796	26,967	539,948	5,409,536
2010	1,685	853	817	27,101	546,261	5,512,313
2015	1,703	858	836	27,070	550,833	5,603,528
Number Change						
1970-1980	139	184	81	4,923	35,208	288,036
1980-1990	193	-19	111	661	22,690	186,002
1990-2000	352	223	211	2,271	55,741	471,906
2000-2015	-155	-145	-50	-891	-3,732	239,853
Percent Change						
1970-1980	11.8%	29.9%	16.8%	24.5%	8.0%	6.5%
1980-1990	14.7%	-2.4%	19.7%	2.6%	4.8%	4.0%
1990-2000	23.4%	28.6%	31.3%	8.8%	11.2%	9.6%
2000-2015	-8.3%	-14.5%	-5.6%	-3.2%	-0.7%	4.5%

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2001.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (see Table 3.3). In 1990, the Town of Liberty Grove had 1,100 seasonal housing units. The 2000 estimated seasonal population for Liberty Grove was 2,475 persons. The Town of Liberty Grove had the greatest percentage of its population as being seasonal among those compared at 133.2 percent.

Table 3.3: Estimated Seasonal Population, 2000, Liberty Grove & Selected Areas

	Geographic Location			
	Town of Liberty Grove	Town of Baileys Harbor	Village of Sister Bay	Door County
Population	1,858	1,003	886	27,961
Persons Per Household	2.24	2.08	1.78	2.33
Total Housing Units	2,000	1,029	945	19,587
Total Seasonal Housing Units*	1,100	546	499	6,970
Percent of Housing Units Seasonal	55.0%	53.1%	52.8%	35.6%
Estimated Seasonal Population**	2,464	1,136	888	16,240
Percent Population Seasonal	132.6%	113.2%	100.3%	58.1%

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

**Estimated Seasonal Population = Seasonal Housing Units x Persons Per Household

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2001.

Revised Population Projections

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. Given the discrepancy between the Wisconsin Department of Administration (WDOA) population projections, the 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine an approximate growth rate for the Town of Liberty Grove.

Projections were found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the Town level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

A "Low Growth" projection was created from the share-of-the-county methodology. According to Commission projections, the projected 2005 population for Liberty Grove will be 2,009 persons. The projected 2010 population is 2,083 persons, the projected year 2015 population is 2,145, and the 2020 projected population is 2,179 persons. The projected 2020 population is a 17.3 percent increase from the actual 2000 population. It should be noted that small changes in the community or the region in the future may cause significant changes to these projections.

A "High Growth" projection was developed by using the 1970, 1980, 1990 and 2000 Census figures and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,941 persons, a projected year 2010 population of 2,104 persons, a projected 2015 population of 2,136, and a projected year 2020 population of 2,448.

According to this “High Growth” projection, the Town of Liberty Grove’s 2000 population will increase by 31.8 percent by the year 2020.

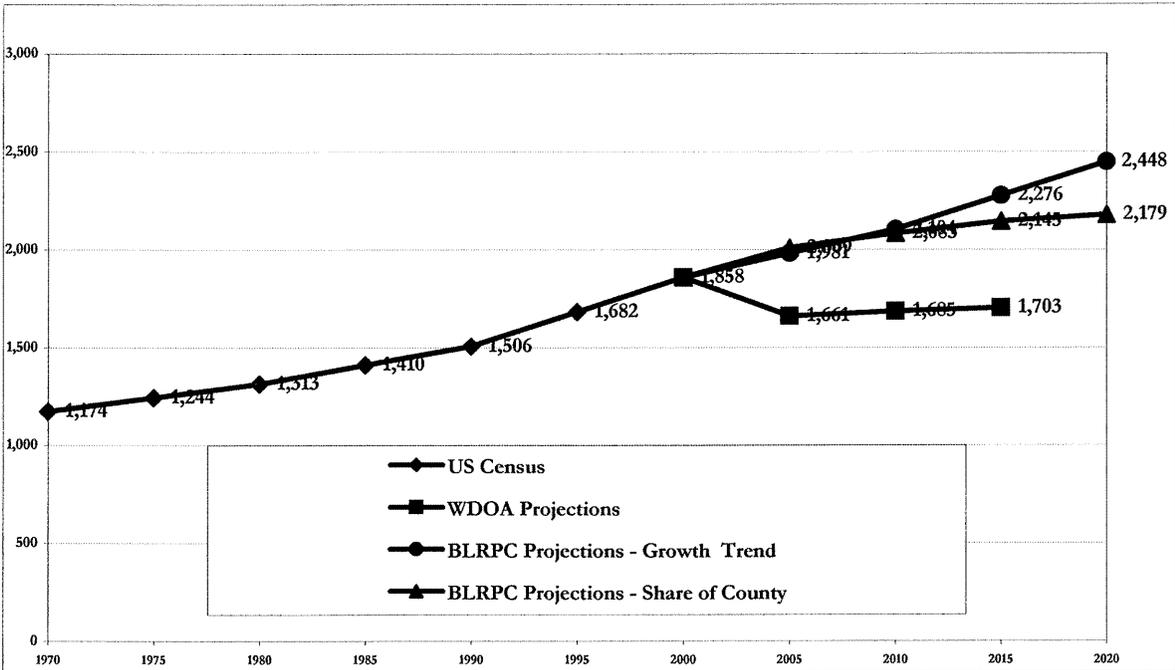
Table 3.4 and Figure 3.2 display the actual U.S. Census counts, WDOA projections, the “High Growth” growth series based off the Census counts, and the “Low Growth” BLRPC projections.

Table 3.4: Revised Population Projections, Town of Liberty Grove, 2005-2020

	1970	1980	1990	1995	2000	2005	2010	2015	2020
US Census	1,174	1,313	1,506	1,682	1,858				
WDOA Projections					1,858	1,661	1,685	1,703	
BLRPC Projections - Share of County					1,858	2,009	2,083	2,145	2,179
BLRPC Projections - Growth Trend					1,858	1,981	2,104	2,276	2,448
BLRPC Projections - Linear Trend					1,858	1,941	2,024	2,136	2,249

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Population Estimates*, for years cited; Bay-Lake Regional Planning Commission, 2000.

Figure 3.2: Revised Population Projections, Town of Liberty Grove, 2005-2020



Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Population Estimates*, for years cited; Bay-Lake Regional Planning Commission, 2000.

Population By Age and Sex

From 1980 to 2000, there have been moderate shifts in the distribution of the male and female population within age groups in the Town of Liberty Grove (see Table 3.5). Table 3.5 is also represented in Figure 3.3.

Table 3.5: Male and Female Distribution by Age and Sex, Town of Liberty Grove, 1980-2000

1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	54	8.6%	4.1%	61	8.9%	4.6%	115	8.8%
65-74	91	14.5%	6.9%	98	14.3%	7.5%	189	14.4%
60-64	62	9.9%	4.7%	64	9.3%	4.9%	126	9.6%
55-59	25	4.0%	1.9%	51	7.4%	3.9%	76	5.8%
45-54	52	8.3%	4.0%	64	9.3%	4.9%	116	8.8%
35-44	60	9.6%	4.6%	62	9.1%	4.7%	122	9.3%
25-34	113	18.0%	8.6%	85	12.4%	6.5%	198	15.1%
20-24	27	4.3%	2.1%	44	6.4%	3.4%	71	5.4%
15-19	48	7.6%	3.7%	48	7.0%	3.7%	96	7.3%
10-14	34	5.4%	2.6%	28	4.1%	2.1%	62	4.7%
5-9	27	4.3%	2.1%	33	4.8%	2.5%	60	4.6%
under 5	35	5.6%	2.7%	47	6.9%	3.6%	82	6.2%
TOTAL	628	100.0%	47.8%	685	100.0%	52.2%	1,313	100.0%

1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	63	8.5%	4.2%	67	8.7%	4.4%	130	8.6%
65-74	89	12.1%	5.9%	115	15.0%	7.6%	204	13.5%
60-64	63	8.5%	4.2%	64	8.3%	4.2%	127	8.4%
55-59	31	4.2%	2.1%	42	5.5%	2.8%	73	4.8%
45-54	79	10.7%	5.2%	78	10.1%	5.2%	157	10.4%
35-44	133	18.0%	8.8%	112	14.6%	7.4%	245	16.3%
25-34	87	11.8%	5.8%	94	12.2%	6.2%	181	12.0%
20-24	22	3.0%	1.5%	18	2.3%	1.2%	40	2.7%
15-19	41	5.6%	2.7%	27	3.5%	1.8%	68	4.5%
10-14	33	4.5%	2.2%	54	7.0%	3.6%	87	5.8%
5-9	55	7.5%	3.7%	51	6.6%	3.4%	106	7.0%
under 5	41	5.6%	2.7%	47	6.1%	3.1%	88	5.8%
TOTAL	737	100.0%	48.9%	769	100.0%	51.1%	1,506	100.0%

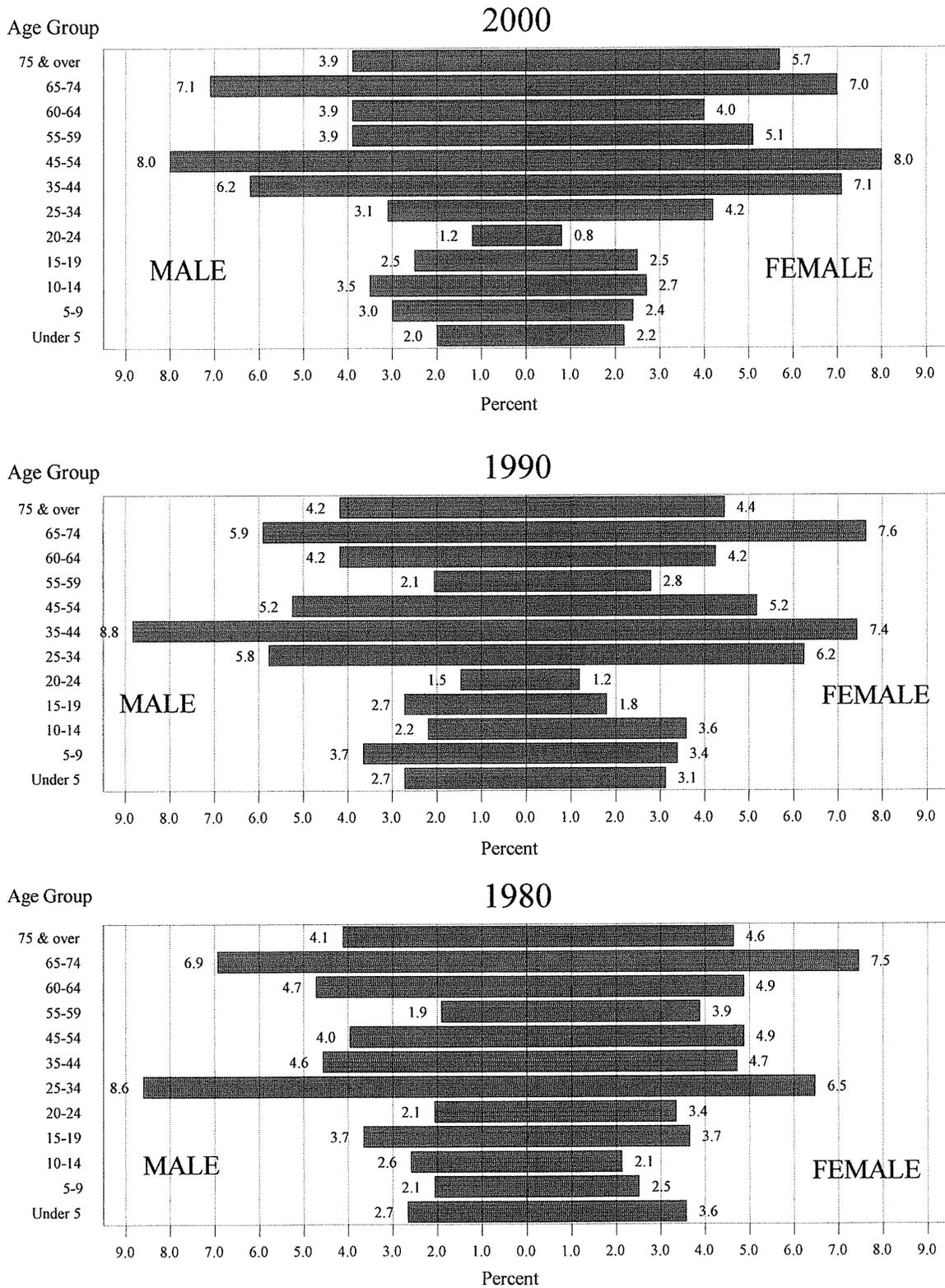
2000								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	72	8.0%	3.9%	106	11.0%	5.7%	178	9.6%
65-74	132	14.7%	7.1%	130	1352.8%	7.0%	262	14.1%
60-64	73	8.1%	3.9%	74	770.0%	4.0%	147	7.9%
55-59	73	8.1%	3.9%	95	988.6%	5.1%	168	9.0%
45-54	149	16.6%	8.0%	148	1540.1%	8.0%	297	16.0%
35-44	115	12.8%	6.2%	132	1373.6%	7.1%	247	13.3%
25-34	58	6.5%	3.1%	78	811.7%	4.2%	136	7.3%
20-24	22	2.5%	1.2%	15	156.1%	0.8%	37	2.0%
15-19	46	5.1%	2.5%	46	478.7%	2.5%	92	5.0%
10-14	65	7.2%	3.5%	51	530.7%	2.7%	116	6.2%
5-9	55	6.1%	3.0%	45	468.3%	2.4%	100	5.4%
under 5	37	4.1%	2.0%	41	426.6%	2.2%	78	4.2%
TOTAL	897	100.0%	48.3%	961	8908.0%	51.7%	1,858	100.0%

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 3A, Table 15; 1990 Census of Population and Housing, STF 1A, Table P012 and General Profile; 2000 Census of Population and Housing, SF-1; Bay-Lake Regional Planning Commission, 2002.

Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex of the population of Liberty Grove for 1980, 1990 and 2000. The number of persons under the age of 20 has continually been a decreasing segment of Liberty Grove's population. The middle age group, approximately age 25 to age 55, has continually been increasing since 1980. If trends continue, and the middle age group remains a large segment of the population, as indicated by the 2000 Census figures, then the aging of this group will continue to be seen as an increasing number of individuals in older age groups. This aging of the baby-boomers is a trend found in many areas. Anticipating this demographic change will require planning for the different needs of an older population.

Figure 3.3: Population Pyramids, 1980-2000, Town of Liberty Grove



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; 1990 Census of Population and Housing, STF 1A, Table P012 and General Profile; 1980 Census of Population and Housing, STF 3A, Table 15;; and Bay-Lake Regional Planning Commission, 2001.

School Age, Working Age, and Retirement Groups

In 2000, approximately 49.8 percent of the Town of Liberty Grove's population was male, while 50.2 percent was female (see Table 3.6). Some notable features of Liberty Grove's population include lower percentages of school age children and a higher percentage of retirement age persons when compared to the County and the State.

Table 3.6: Population by Age Groups and Sex, 2000, Town of Liberty Grove & Selected Areas

Age Groups	Town of Liberty Grove				Door County	Wisconsin
	Male	Female	Total	Percent	Percent	Percent
School Age						
5-11	77	60	137	7.4%	8.9%	10.1%
12-14	43	33	76	4.1%	4.2%	4.5%
15-17	28	38	66	3.6%	4.4%	4.5%
Working & Voting Age						
16+	730	824	1,554	83.6%	80.8%	77.5%
16-64	526	574	1,100	59.2%	62.1%	64.4%
18+	712	799	1,511	81.3%	77.9%	74.5%
18-64	520	563	1,083	58.3%	59.2%	61.4%
Retirement Age						
65+	204	250	454	24.4%	18.7%	13.1%
Total	897	961	1,858			

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

Household Relationship

In 2000, 100 percent of the people in Liberty Grove lived in a household (see Table 3.7). The trend in Liberty Grove is different from Baileys Harbor with somewhat less than one-half of householders being present in the home, while in Baileys Harbor, more than 73 percent of the households had a householder present. The householder refers to the person in whose name the housing unit is owned or rented. In Sister Bay, more than 10 percent of the households were in group quarters indicating a population needing more care.

Table 3.7: Household Relationship, 2000, Town of Liberty Grove & Selected Areas

Units	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Persons	1,858	100.0%	1,003	100.0%	886	100.0%	27,961	100.0%
In Households	1,858	100.0%	1,003	100.0%	793	89.5%	27,580	98.6%
Householder	824	44.3%	483	73.1%	446	50.3%	11,828	42.3%
Spouse	530	28.5%	263	39.8%	205	23.1%	6,867	24.6%
Child	427	23.0%	206	31.2%	109	12.3%	7,329	26.2%
Other Relative	38	2.0%	13	2.0%	12	1.4%	545	1.9%
Non Relative	39	2.1%	38	5.7%	21	2.4%	1,011	3.6%
In Group Quarters		--		--	93	10.5%	381	1.4%
Institutionalized		--		--	80	9.0%	323	1.2%
Other		--		--	13	1.5%	58	0.2%

Source: U.S. Bureau of the Census, 2000 Census; and Bay-Lake Regional Planning Commission, 2001.

Median Age

For the period 1970 to 2000, the median age for the areas shown has been steadily increasing. In general, the population of the entire U.S. is expected to continue to shift to an increasingly

older population. The Town of Liberty Grove has recently experienced an increase in median age, with a median age substantially higher than the region and State median age (Table 3.8). The Village of Sister Bay showed a very high median age in 1990 and again in 2000, with 51.5 years and 61.4 years of age respectively, nearly 20 years older than the 1980 median age of 41.2. This national trend, which can be seen in Door County and its communities, should be noted when planning for future needs for the area. There will most likely need to be adjustments in the housing stock, labor force, transportation, health care, as well as many other areas.

Table 3.8: Median Age, 1970-2000, Town of Liberty Grove & Selected Areas

Geographic Area	1970	1980	1990	2000
Town of Liberty Grove	43.9	42.3	42.2	49.1
Town of Baileys Harbor	42.5	39.7	40.9	47.0
Village of Sister Bay	40.1	41.2	51.5	61.4
Door County	33.8	31.4	36.5	42.9
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, *General Population Characteristics*, Wisconsin, 1970 Tables 33,35; 1980 Table 44; 1990 STF 1A, General Profile, Census 2000; and Bay-Lake Regional Planning Commission, 2001.

HOUSING INVENTORY

Total Housing Unit Levels by Decade

The total number of housing units within the Town of Liberty Grove has steadily been increasing since 1970 (Table 3.9). Between 1970 and 1980, the rate of housing unit growth ranged from 26.6 percent for the state to 80.4 percent in Baileys Harbor. For the period 1980 to 1990, the Village of Sister Bay had the greatest percentage of housing unit growth, 74.2 percent. The Town of Liberty Grove had the smallest percent increase in housing units for the period 1970 to 2000, however, the growth that was experienced was still greater than the region and the State. If these trends continue in the County and its communities, planning will become increasingly important to ensure a wise use of land and resources.

Table 3.9: Total Housing Units, 1970-2000, Town of Liberty Grove & Selected Areas

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
Village of Sister Bay	292	493	859	945	68.8%	74.2%	10.0%	223.6%
Town of Baileys Harbor	475	857	954	1,029	80.4%	11.3%	7.9%	116.6%
Town of Liberty Grove	1,136	1,463	1,750	2,000	28.8%	19.6%	14.3%	76.1%
Door County	10,779	15,324	18,037	19,587	42.2%	17.7%	8.6%	81.7%
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6%	10.3%	12.9%	57.6%

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF1A, Census 2000; and Bay-Lake Regional Planning Commission, 2001.

Housing Unit Additions and Deletions

The Town of Liberty Grove has had a total of 362 housing unit additions for the period 1990 to 1999 (Table 3.10). For the same period, the Town of Baileys Harbor had 311 housing unit additions, but also 23 housing unit deletions. The Village of Sister Bay had 236 additions and 2 deletions from their housing units stock. The number of housing unit additions which occur in Liberty Grove appear to fluctuate from year to year. In 1998, the Town reached a high of 62 additions in one year and then barely achieved half of that number the following year.

Table 3.10 Housing Unit Additions and Deletions, Town of Liberty Grove & Selected Areas

Year	Town of Liberty Grove	Town of Baileys Harbor	Village of Sister Bay	Door County
1990	27	44	17	257
1991	18	17	9	201
1992	26	19	36	252
1993	31	25	18	253
1994	44	55	12	301
1995	29	40	32	301
1996	40	29	48	360
1997	48	31	21	329
1998	62	17	19	360
1999	37	34	24	486
Total Additions	362	311	236	3,100
Total Deletions, 1990-1999	0	23	2	185
Net Change, 1990-1999	362	288	234	2,915

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2001.

Historic and Projected Household Size

According to Wisconsin Department of Administration household projections for Door County, several trends are projected to occur from 1990 to 2015 (Table 3.11). The population is expected to continue to increase while the number of persons per household is projected to decrease to 2.24 by 2015. For the period 1990 to 2015, the greatest change in household type is expected in the living alone/older than 65 male householder category; projections indicate a 32.5 percent increase in this household type for Door County.

Table 3.11: Household Projections by Household Type, 1990-2015, Door County

Characteristics	Planning Year					
	1990	1995	2000	2005	2010	2015
Population	25,690	26,525	26,821	26,967	27,101	27,070
Persons Per Household	2.52	2.50	2.43	2.35	2.29	2.24
Households	10,066	10,472	10,851	11,263	11,630	11,891
Married Couple Family	6,262	6,550	6,801	7,092	7,367	7,500
Other Family	930	973	1,003	1,012	1,010	1,011
Male Householder	267	279	289	298	302	297
Female Householder	663	694	714	714	708	714
Householder Living Alone	2,529	2,606	2,688	2,792	2,891	3,031
Male	938	960	995	1,024	1,039	1,055
Age 65 and over	280	288	283	295	313	371
Female	1,591	1,646	1,693	1,768	1,852	1,976
Age 65 and over	1,064	1,103	1,084	1,092	1,125	1,253
Other Nonfamily Households	345	343	359	367	362	349

Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Projected Housing Units

According to projections made by the Wisconsin Department of Administration the number of persons per household is expected to continually decrease for Door County. This trend is also anticipated for Liberty Grove. It should be noted that although Liberty Grove is projected to have 500 to 700 new housing units established by 2020 this does not correspond to a projected population. For example, the estimated 500 new housing units anticipated multiplied by an approximate 2.24 persons per household will not mean increased population of 1,120 persons by 2020. Many housing units will be for seasonal use only or held vacant and will not be established as households.

In order to formulate a “best guess” for the future residential needs of the community, the following two methods were looked at in order to determine the most likely population projection to 2020.

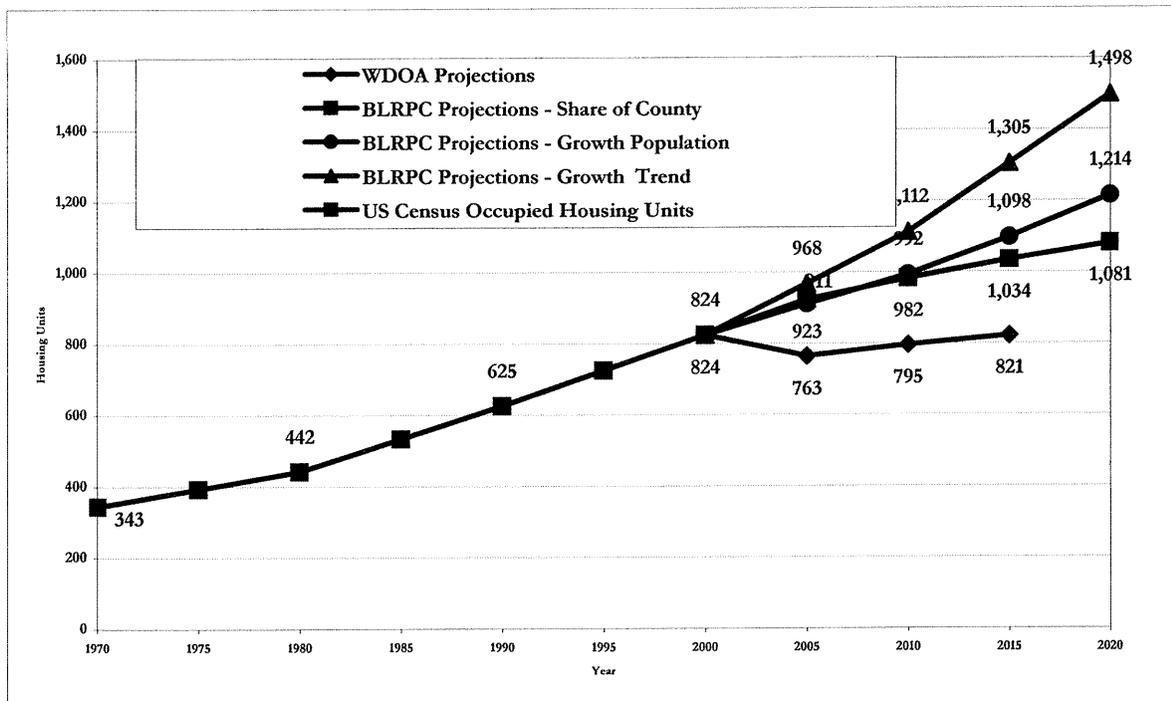
Method One:

Using the census housing counts from 1970 to 2000, a trend was created to the year 2020. This created a housing unit projection which indicated that by 2020 the Town of Liberty Grove would have 1,128 total housing units or an increase of 304 housing units (Figure 3.4).

Method Two:

By using the High and Low population projections to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of 2,448 persons (with a Persons Per Household projection of 2.24) would equal a new housing demand of 674 units. The Low population projection of 2,179 people would still mean that an additional 257 housing units would be needed for the permanent residents.

Figure 3.2: Projected Occupied Housing Units, Town of Liberty Grove, 2005-2020



Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Housing Occupancy and Tenure

Of the over 2,000 total housing units in the Town of Liberty Grove, there were 1,176 units vacant. Of those vacant units, 1,100 were for seasonal, recreational, or occasional use (Table 3.12). There were 824 occupied housing units in Liberty Grove (35.7 percent), of which 727 were owner occupied (36.4 percent). The Town of Baileys Harbor had similar trends to Liberty Grove. The Village of Sister Bay had very similar trends, with a slightly higher number of owner occupied units and lower amounts of rental units, vacant and occupied. The County as a whole had approximately 39.6 percent of all housing units as being vacant; 35.6 percent for seasonal, recreational, or occasional use; and 60.4 percent as owner occupied.

Table 3.12: Housing Occupancy and Tenure, 2000, Town of Liberty Grove & Selected Areas

Units	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	824	41.2%	483	46.9%	446	51.9%	11,828	60.4%
Owner	727	36.4%	402	39.1%	271	31.5%	9,394	48.0%
Renter	97	4.9%	81	7.9%	175	20.4%	2,434	12.4%
Vacant	1,176	58.8%	546	53.1%	499	58.1%	7,759	39.6%
Seasonal, Recreational, Occasional Use	1,100	55.0%	505	49.1%	469	54.6%	6,970	35.6%
Other	76	3.8%	41	4.0%	30	3.5%	789	4.0%
Total Units	2,000	100.0%	1,029	100.0%	859	100.0%	19,587	100.0%

Source: U.S. Bureau of the Census, 2000 Census; and Bay-Lake Regional Planning Commission, 2001.

Age of Housing

Among the selected areas, the age of housing units varies greatly. In 2000, the Towns of Liberty Grove and Baileys Harbor had the greatest percent of housing units built prior to 1939 (Table 3.13). The Village of Sister Bay had most units as being built between 1980 and 1989. Although a substantial number of housing units in Liberty Grove are quite old, there were many housing units built between 1990 and 1998. With the population increasing and the need for affordable housing becoming more important, the need for additional housing units will become necessary, especially if older housing units are not maintained and are removed from the overall housing stock.

Table 3.13: Housing Units by Year Built, 2000, Town of Liberty Grove & Selected Areas

Year Structure Built	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	2	0.1%	47	4.5%	80	8.4%	17	0.1%
1995 to 1998	140	8.4%	154	14.9%	154	16.2%	702	4.7%
1990 to 1994	310	18.5%	56	5.4%	79	8.3%	1,878	12.5%
1980 to 1989	247	14.8%	128	12.4%	232	24.3%	1,373	9.1%
1970 to 1979	240	14.3%	140	13.5%	98	10.3%	3,033	20.1%
1960 to 1969	264	15.8%	86	8.3%	72	7.6%	3,246	21.5%
1940 to 1959	135	8.1%	204	19.7%	123	12.9%	1,510	10.0%
1939 or earlier	335	20.0%	221	21.3%	115	12.1%	3,316	22.0%
Total	1,673	100.0%	1,036	100.0%	953	100.0%	15,075	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2002.

Substandard Housing

Determining the number of substandard housing units in Liberty Grove will be an indication of the condition of the overall housing stock. Those units which are determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community. Often, determining a structure as substandard can be based solely on the age of the structure; however many older housing units have been remodeled or renovated and should not be considered substandard. In 2000, there were 335 housing units built prior to 1940, many of which are not substandard. However, in 1990, there were five housing units in Liberty Grove which lacked complete kitchen/plumbing facilities. For the purpose of this document these five residences should be considered substandard and not be counted as part of the 1990 housing supply.

Price

Information on the price of property in Liberty Grove was obtained from a number of sources including the Door County property assessment and local realtors.

- Land - approx. \$30,000 to \$70,000 per lot;
- Residential Homes - median \$199,000;
- Commercial Property - \$100,000 per lot and up

These prices vary depending upon numerous factors; the surrounding land use; location; access; services; whether a parcel has water frontage; is wooded; includes a large amount of open space; and other, subjective, features. Historically, waterfront and water view properties have sold at significantly higher prices. However, the pricing trend for the Town of Liberty Grove continues to increase on interior land as development pressures and the demand for additional seasonal property continue to climb.

Housing Costs-Rents and Mortgage

In March 2000, the Door County Workforce Development Taskforce created a report on the current Door County employment crisis. The report found that there is an atypical relationship between wage rates and housing costs in Door County. Often areas of low income in Wisconsin also are areas where housing costs are low. Door County, on the contrary, suffers from lower than average resident income and higher than average housing costs. The housing problem is not limited to entry level positions. Professionals employed by the county and school districts typically do not expect to be able to live where they work due to the high housing costs.

In an employer survey, done by the Door County Economic Development Corporation (DCEDC) in 1999, approximately 30 percent of respondents listed the lack of affordable housing as a factor making it difficult to fill positions. The highest category in the survey indicating a need for additional employee housing was the restaurant business. It should be noted that although the report and survey done by the DCEDC covered all of Door County, many of the trends found in the county apply to Liberty Grove as well. Census information and other data provided earlier show that many of the trends found in the county are also found with individual communities, but on a smaller scale.

Providing affordable housing, which meets the needs of future Liberty Grove residents, is an important element of planning. Housing also affects the economy, transportation, infrastructure and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as having to pay no more than 30 percent of household income for housing. According to the 2000 Census, the median household income was \$43,472 in Liberty Grove. Therefore, an individual making the median household income could afford approximately \$1,087 per month for housing.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units was \$528 per month. Approximately 12 out of 79 renter-occupied housing units, 15 percent, paid 30 percent or more of their income in rent in Liberty Grove.

In August of 1999, the DCEDC surveyed rental housing in Door County and only 9 units were available, out of 385 units. It should be noted that the survey may have been undertaken at a time of the year when supply is the most limited.

Owner Costs and Income Comparison

The 2000 Census indicates that 142 out of 310, or 46 percent, of owner-occupied housing units paid 30 percent or more for monthly owner costs. This 46 percent is considered as living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$965 for the Town. For owner-occupied units without a mortgage the median monthly cost was \$286.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

The Town of Liberty Grove currently does not have any policies or programs which solely focus on housing in the community. However, there are several programs and agencies that assist with various housing issues at the county level. Assistance is available to local housing projects through both Federal and State housing programs, however, all have limited resources available.

Local Programs and Revenue Sources

Lake Shore Community Action Program

The Lake Shore Community Action Program offers a Home Buyer Education and Assistance Program, available to Door County residents, in which low income eligible families can receive low interest loans and counseling on purchasing a home. The Door County Housing Authority also provides a listing of several moderately priced apartment complexes as well as public housing units located in Door County, however most of those units are located in Sturgeon Bay.

The Lake Shore CAP has two assistance programs available to residents in Door County and Liberty Grove. One program is the Emergency Housing Assistance Program, which aids those threatened with homelessness. There are strict qualifications which must be met in order to receive assistance. Most often, rental assistance is offered on a short-term basis to prevent homelessness. A second program that is offered is called Continuation of Care. It is intended for those who are already homeless, as defined by HUD. Assistance that is offered is used to provide a stabilization mechanism to aid people in getting housing. This can include job training, referrals to low-income housing, and other things that qualifying individuals need to be able to provide themselves with housing.

Housing trust fund

A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include escheated or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual

appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

Housing linkage programs

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

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

Private Programs

Non-profit housing development corporations

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

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

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

Housing Plan

Below is a detailed review of how the community can achieve its desired housing for all of its residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter which states specific policies and programs the Town will follow to meet these requirements.

Requirement 1. Promoting the development of housing which provides a range of housing choices to meet the needs of persons of all income levels and of all age groups and persons with special needs.

An increasing number of people cannot find housing in their community that is suitable for their stage of life. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, financial concerns, security, accessibility and proximity to services, transportation, food, and medical facilities will all become very important.

Specific local actions

Local governments affect the type and cost of housing available in their communities through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

Zoning and subdivision regulations for smaller lot size

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land

development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes, which seek to increase overall density within the community, can also be linked to other community planning objectives. For example, higher density development can:

- (1) Preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing
- (2) Improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled
- (3) Use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet with opposition from existing area residents. To address these concerns attention must be given to site design characteristics. For example, design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy. The development must be attractive if it is to be accepted by the larger community.

A word of caution: Concentrating the very lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.

Standards in zoning and subdivision ordinances

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setbacks, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and that have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

Setbacks - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in

addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

Streets - Narrower streets can reduce development costs.

Lot layout - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

Lot design and vegetation - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

References/Additional Resources

Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).

Changing Development Standards for Affordable Housing by Welford Sanders and David Mosena (American Planning Association, PAS Report # 371, 1982).

Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Smart Growth: Creating Communities for People by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).

Model Code Provisions - Urban Streets & Subdivisions Washington State Department of Community, Trade and Economic Development (1998).

Innovative zoning and subdivision techniques

Innovative development techniques, such as ***mixed-use development***, ***zero lot lines***, and ***cluster development***, can also encourage a broader range of housing choices.

Mixed-use development allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it would not be otherwise. Higher density housing in commercial zones may be more

politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning is critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

Zero-lot-line

Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. *Zero-lot-line* ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

Cluster development

Cluster developments allow housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. But, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique that has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

References/Additional Resources

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

Density bonuses

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

Inclusionary zoning

Inclusionary zoning requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

References/Additional Resources

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).

Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).

Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Accessory or "Granny" apartments

An *accessory or "granny" apartment* is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room.

Detached units are sometimes also referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space. This includes households with an older relative, still able to live a substantially independent life, but requiring some degree of assistance; and young adults who want to live independently while still being near to their parents.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities accessory units can only be used for a frail elderly person or caretaker and the kitchen must be removed when this permitted use ends.

References/Additional Resources

Accessory Apartments: Using Surplus Space in Single-family Houses by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

Streamlined permitting processes

The land use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land use review process can also result in a more cost-effective way to administer land use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

Self-assessment - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

Centralized one-stop permit desk - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

Checklists and flow charts - Consider publishing guidebooks that outline the local permit process.

Zoning and subdivision ordinances should describe the application process from start to finish - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

Pre-application conferences - Formal or informal meetings with community staff to present concept or sketch plans, address requirements and save money by clarifying expectations before the expensive technical and engineering work begins.

Concurrent review - Concurrent review allows different steps in an application to proceed at the same time (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

Staff discretion on administrative matters - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

Fast-tracking - Development projects that are desirable because of type or location can be encouraged by exempting them from certain permit requirements.

Encourage innovation - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

References/Additional Resources

Streamlining the Development Approval Process by Debra Bassert (Land Development, Winter 1999, pp. 14-19).

Streamlining Land Use Regulations: A Guidebook for Local Governments by John Vranicar, Welford Sanders, and David Mosena (American Planning Association, 1982).

Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Impact fees

Impact fees are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, wastewater, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from, or a reduction in, the amount of impact fees on developments that provide low-cost housing.

Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s66.1001. Several options are available to communities. For example, communities should insure an adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify

areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low and moderate-income housing include the following:

Specific local actions

Community land trust

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. Also, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts which protect natural resources and open space.

Community land trusts provide the following benefits:

Lower land costs - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

Permanent affordability - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

Retention of investment - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

Community stability - Community land trusts are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

Speed - Land trusts can more quickly purchase properties that become available than can government.

The Madison Area Community Land Trust has been active since 1990 working with the City of Madison. For more information about the Madison Area Community Land Trust call (608) 255-6442.

References/Additional Resources

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. 413-746-8660.

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Use of public or donated land for housing

Development of housing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

Infrastructure improvements reserved for affordable housing

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

Infill development

Infill refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots to development of entire city blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects which have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and

Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

Adaptive reuse

Adaptive reuse involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

Manufactured Housing

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product.

A study by the University of Wisconsin-Extension suggests that manufactured home communities may have a positive impact on local taxes. There also may be community concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association at (800) 236-4663.

The Foundation for Rural Housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing. For information contact the Foundation at (608) 238-3448.

References/Additional Resources

Manufactured Housing: Regulation, Design Innovations, and Development Options by Welford Sanders (American Planning Association, PAS Report #478, 1998).

Manufactured Housing Impacts on Adjacent Property Values by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents by Richard Stauber (University of Wisconsin-Extension, 1995).

Product Report: 'Manufactured Housing' available from the American Association of Retired Persons website at www.aarp.org/manhov1.html.

Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes (1999) available from the U.S. Department of Housing and Urban Development website at hud.gov/fha/sfh/mhs/mhssht3.html.

Regulating Manufactured Housing by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

Requirement 3. **Maintaining or rehabilitating existing housing stock**

It is important that the community's housing plan consider conservation of the community's existing housing stock. The existing stock often is the primary source of affordable housing. In many communities this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

Specific local actions

Building code

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

Historic building code

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin which have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

Housing code

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

Community paint/fix up events

Local governments should target home maintenance/rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting/fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

Rehabilitation loans and grants

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

Occupant education and cooperation

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities.

Chapter 4 - TRANSPORTATION

INTRODUCTION

This section of the Town's comprehensive plan focuses on the various transportation elements that comprise the Town's transportation system. Chapter 4 presents the Town's transportation goals, objectives, and policies and also includes identification of various programs that provide funding assistance for the Town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the Town of Liberty Grove in Door County and addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the Town's transportation system. Those elements include (where applicable) transit systems, the elderly and disabled transportation system, intercity bus transportation, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the Town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the Town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including: a state airport plan, state railroad plan, state bicycle plan, as well as any other special transportation plans that are applicable to the Town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

SUMMARY AND IMPLICATIONS

Through its comprehensive planning program the Town of Liberty Grove seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted 20-Year Comprehensive Plan.

The transportation facility inventory conducted for the Town indicated that the Town has jurisdiction over and responsibility for approximately 99.4 miles of local roads. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Town of Liberty Grove is the state's disbursement of general transportation aids. The state provides a payment to the Town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. In addition, the Town's local transportation system is complimented by STH 42, STH 57, and the county trunk highway system, which provide access to the county, the region and the state.

TRANSPORTATION STRATEGY

Transportation System Development Goals, Objectives, Policies and Programs

Transportation in its many forms is the link that connects the Town's land uses into a cohesive pattern. The following transportation objectives and policies have been adopted to

represent and define the importance of transportation in achieving the goals of the *Town of Liberty Grove 20-Year Comprehensive Plan*.

Goal:

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted 20-Year Comprehensive Plan.

Objectives:

1. Develop a transportation system, which minimizes the impact on the geographical character of the land and yet efficiently provides for all modes of transportation.

Policies:

- A. Pursue the proper use of land for, and adjacent to, transportation facilities in accordance with the Town's land use development objectives.
 - B. Minimize the total amount of land used for transportation facilities.
 - C. Locate transportation facilities to minimize impacts on visually pleasing buildings, structures, and natural features: to enhance vistas to such features.
 - D. Design future expansion of the transportation system to provide access and service for all modes of transportation so as to facilitate the efficient flow of traffic.
2. Assure that safety issues are addressed for all transportation modes.

Policies:

- A. Identify and address any dangerous intersections within the Town.
 - B. Identify and address any dangerous curves and hills within the Town.
 - C. Minimize the number of access points along busy arterial roads.
 - D. Maintain all road rights of way to provide for adequate site lines and efficient snow removal.
 - E. Encourage the proper maintenance of private roads and driveways for emergency vehicles.
 - F. Cooperate with the Department of Transportation to develop adequate traffic controls and efficient vehicular movement near all businesses located along the STH 42 and STH 57 corridors.
3. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails.

Policies:

- A. Retain abandoned utility right-of-way corridors for future transportation facilities such as bicycle, pedestrian, and recreational vehicles.
- B. Design for, and wherever practicable construct additional paved and marked lanes for bicycle traffic on higher volume roads.
- C. Encourage private, land trust, conservation and public organizations to provide access and trails for bicycle, pedestrian, and limited recreational vehicle usage.

- D. Encourage the County to adopt a bike plan, so state funds may be accessed.
4. Plan for and designate future road rights-of-way within the Town, as needed.
 - Policies:**
 - A. Initiate a dialog with the Village of Sister Bay to plan for a safe bypass around the Village.
 - B. When practicable, require future developments and/or major land divisions to provide roads that are in compliance with Town ordinances.
 - C. Create a desired right-of-way map for future public roads.
 - D. When practicable, future road right-of-ways should link to existing roads and future road right-of-ways.
 5. Explore the need for additional public transportation options.
 - Policies:**
 - A. Encourage social services, both public and private, to develop a public transit plan to meet the needs of a growing and aging population.
 - B. Encourage participation in a countywide transportation system.

PROGRAMS

The following section of this chapter identifies programs, established and administered by various agencies, that may provide financial and technical support for the operation, maintenance and planning of the Town’s transportation system.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

Town road improvements, construction and maintenance are funded, in part, through the State’s disbursement of general transportation aids. The State provides payment to each county and municipality that pays a portion of local governments’ costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory “rate per mile” was \$1,825 for 2003. Each biennium State budget, the “rate per mile” changes. Contact the Town Clerk/Administrator for current figures. Beginning in 2000, each municipality was required to establish and administer a separate segregated account to be used only for purposes related to local highways. All state and federal money for local highway purposes must be deposited in that account.

Local Mileage Certification

Beginning in 2001, the requirement for local governments to file certified plats with county clerks was eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments are based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements:

- 1) County Highway Improvement Component (CHIP)
- 2) Town Road Improvement Component (TRIP)
- 3) Cities and villages under Municipal Street Improvement Component (MSIP).

In addition LRIP funds three statewide discretionary programs:

- 1) County Highway Discretionary Improvement Program (CHIP-D);
- 2) Town Road Discretionary Improvement Program (TRIP-D); and
- 3) Municipal Street Discretionary Improvement Program (MISD-D) for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction and resurfacing. Ineligible projects include, but are not limited to, new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This is actually two separate programs: 1) A statewide local bridge entitlement program, and 2) A high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length.)

The program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT Transportation Office (District 3) staff in the winter of odd numbered years. Program approval is in the summer of the odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the State's elderly and disabled population located in each county, subject to two minimums:

- 1) No county can receive less than ½ percent of the total annual appropriation; and,
- 2) No county can receive an allocation smaller than they received in 1992. A local match of 20 percent of the state aid is required. In 2003 the County received \$54,487 for programs providing transportation to the county's elderly and disabled.

Eligible expenditures include:

- Transportation service for the elderly and disabled;
- The purchase of transportation services from any public or private organization;
- User subsidies for the elderly or disabled passenger when using the transportation service;
- Volunteer driver escort reimbursement;
- Performing or purchase planning and/or management studies on transportation;
- Coordinating transportation services;
- Performing or purchasing in-service training relating to transportation services; and/or
- Purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and State agencies for projects that enhance a transportation project. There are 12 eligible project categories:

- Providing facilities for bicycles and pedestrians;
- Providing safety and educational activities for pedestrians and bicyclists;
- Acquiring scenic easements and scenic or historic sites;
- Sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- Landscaping and other scenic beautification;
- Preserving historic sites;
- Rehabilitating and operating historic transportation buildings and structures;

- Preserving abandoned railway corridors;
- Controlling and removing outdoor advertising;
- Conducting archaeological planning and research;
- Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and,
- Establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match. The County would be the applicant for these funds and acts as a conduit for the Town. Then the 20 percent would come from the Town of Liberty Grove.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips, such as rehabilitation and purchase of replacement vehicles for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation Assistance Program (WETAP).

Transportation Demand Management Program (TDM) provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

The Wisconsin Employment Transportation Assistance Program (WETAP) is a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration

Transportation and Community and System Preservation Pilot Program (TCSP)

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21); the six-year surface transportation law was signed into law in 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfield sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

INVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, and volunteer programs using private vehicles, etc. Current transportation services for elderly and disabled persons living within the Town of Liberty Grove are provided through programs administered by the Door County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Door County Department of Human Services provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation. The Veterans' Service Office provides transportation to medical appointments for the elderly and disabled veterans of Door County.

Medical-related and nutritional-related trip purposes receive priority, followed by work-related and recreational and/or business-related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the Town. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately-owned vehicles. The cost of the special transportation services is borne by State subsidy through the Wisconsin Department of Transportation's Section 85.21 (*Special Transportation for the Elderly and Disabled Transportation*) grant program, County funds (20 percent of the State grant), donations and fares collected from passengers. In 2003, Door County is eligible for \$54,457 in s. 85.21 aid based on a projected elderly and disabled population of 5,823 persons. The County is required to provide a minimum match of 20 percent of the s. 85.21 dollar amount or \$10,891 for transportation services to the County's elderly and disabled population

The following section consists of general operational profiles for the two agencies that are now providing the primary transportation services to the elderly and disabled population of Door County.

The Door County Senior Resource Center

The Door County Senior Resource Center is a public agency which operates a twelve passenger minibus on a fixed schedule, door-to-door, demand responsive basis for elderly persons throughout the county. The program is available to elderly persons who are 55 years or older. Trips are provided for medical appointments, nutrition programs, personal business and to various service agencies (Social Security office, etc.). The bus operates on a dial-a-ride system for people living in Sturgeon Bay and the immediate urban area. The bus provides transportation for those living in or near the City of Sturgeon Bay 3 days a week. Elderly residents of both Northern and Southern Door County are provided service one day a week. Call for schedules and details.

The minibus operates an average of 57,000 miles annually. Donations are requested from riders, although not required. The Center provides service to the most economically

disadvantaged and isolated elderly persons residing in the rural areas of Door County, and primarily to the urban areas of the County.

Sunshine House

The Sunshine House is a sheltered employment facility which is located in the City of Sturgeon Bay. The facility provides services to persons 16 years old or older who have mental and/or physical disabilities. The services provided include sheltered employment, education, recreation therapy, day services, and community support.

Financial support for activities conducted by the Sunshine House is derived from the county, sales of goods manufactured by clients, government service contracts, and United Way donations.

The facility operates two passenger buses, both equipped for wheelchairs and two vans, one of which is wheelchair accessible. The service is provided within the framework of a fixed route system, with the route determined by the home location of the clients. Although the primary area of operations is in the immediate area of the city of Sturgeon Bay, Sunshine House does provide transportation to clients throughout most of the county.

Red Cross

The Red Cross has a transportation service limited to medical trips to Green Bay two days a week and Sturgeon Bay two days a week. An appointment is necessary.

Three more transportation services are available to Northern Door residents:

- Trolley Service
- Scand Bus Service
- Veterans Service Office Transportation

Other Related Special Transportation Services

In addition to the Senior Resource Center and the Sunshine House, there are at least three private (for-profit) entities providing transportation services within Door County. These companies are primarily providing transportation for medical purposes, with the cost of the ride borne by fares and state/federal medical assistance. Northeast Wisconsin Transportation Service Inc (NEW Transport) operates four (wheelchair accessible) vans within Door County and is also under contract with the Door County Senior Resource Center to provide rides to Door County residents to medical facilities and services located in Green Bay. In addition, Medivan of Green Bay operates four (wheelchair accessible) vans, and Para Tran of Sturgeon Bay operates one van and one minivan which is also wheelchair accessible.

Additionally, there are currently two taxicab services operating within the County which provide service in the City of Sturgeon Bay. These companies operate on a minimum per trip and mileage based fare system.

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the State also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities. Connections to intercity bus service routes can be made in the City of Green Bay.

Bicycle Transportation System

At this time, only the Village of Sister Bay has facilities (bicycle paths or lanes excluding state recreational trails) dedicated solely to the use of bicyclists. However, the *Wisconsin Bicycle Transportation Plan 2020* does identify general bicycling conditions on state and county highways within the Town of Liberty Grove and Door County. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. The state bike plan indicates that STH 42 is classified as “not recommended for bicycling” because of relatively high traffic volumes, moderate to high truck traffic volumes, and narrow road shoulders. CTH ZZ and CTH NP, CTH Q are designated as “suitable for bicycling” based on the light traffic volumes and roadway width. The state’s Bicycle Plan only assesses conditions on state highways and county trunk highways. The Wisconsin plan assumes that all local town roads are suitable for bicycling, basing that assumption on the low traffic volumes present on average town roads.

The “Door County Bicycle Transportation Capital Improvement Plan” has been prepared and published by the Door County Highway Committee and Door County Chamber of Commerce. It details the County’s preferred bicycle route through Door County and makes suggestions for Washington Island. The Plan will accommodate the addition of each municipal Bicycle Transportation Plan as it becomes available.

The *Bay-Lake Region - Bicycle Facility Transportation Plan* (in progress) will identify a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Door County and the Town of Liberty Grove.

Rail Transportation

There are no operating rail facilities located within the Town of Liberty Grove, or for that matter, in Door County.

Port, Harbor and Marina Facilities

Both private and publicly operated marinas and boat launch facilities, offering a variety of services, are located at the Villages of Ephraim and Sister Bay, at Ellison Bay, Garrett Bay, Gills Rock, Northport, Rowleys Bay, and North Bay. The services provided at these facilities

range from simple boat launches with adjoining picnic or small park facilities, to full service marinas and a large port/dock facilities for a ferry operation.

Ellison Bay is located on the east bay shore. Ellison Bluff forms the southwest boundary of Ellison Bay which opens to the north and northwest, has steep shores, and affords protection from the south and east winds. Located on the bay is the unincorporated community of Ellison Bay. Dock and marina facilities in Ellison Bay include a public marina and the Ellison Bay Town Dock which is owned and operated by the Town. Increasing boating pressures and DNR policies may dictate future expansion of Town marina facilities.

Gills Rock is located on the southeast corner of Hedgehog Harbor at the tip of the peninsula. The harbor is at the northwest point of the southern mainland peninsula which separates Green Bay from Lake Michigan. Hedgehog Harbor is sheltered from the south and enclosed on the east by Table Bluff and on the west by Death Door Bluff.

Northport, is an area at the very tip of the peninsula and consists of a ferry dock facility that is leased from the county by the Washington Island Ferry Line.

Rowleys Bay is located about six miles northeast of Sister Bay on the lake side of the peninsula. The east side of the bay is bordered by Newport State Park. On the northwest corner of Rowleys Bay lies the mouth of the Mink River, a small inlet which extends approximately one mile inland. Rowleys Bay is approximately 1.5 miles in length by 1.25 miles in width. The Wagon Trail Resort maintains boat launch facilities at Rowleys Bay.

Air Transportation

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Liberty Grove is provided by Austin Straubel International Airport, owned and maintained by Brown County and located near the City of Green Bay. The facility is classified as an Air Carrier/Air Cargo (AC/AC) indicating that the airport can accommodate virtually all sizes and types of aircraft. Austin Straubel International Airport is a full service regional connector that is currently providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Five airlines provide flights on varied schedules.

Door County Cherryland Airport located in Sturgeon Bay provides a seasonal passenger service as well as corporate service for Door County. Cherryland Airport is classified as a Transport/Corporate (T/C) facility indicating that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small

airplanes (piston or turboprop) used in commuter air service. Currently the facility has two asphalt paved runways 4,600 feet and 3,200 feet in length.

Washington Island Airport is classified as a Basic Utility-B (BU-B) airport facility indicating that the facility is designed to accommodate aircraft of less than 12,500 pounds gross weight with approach speeds below 121 knots and wingspans of less than 49 feet. Such aircraft can be either single-engine or twin-engine piston. The facility has two turf runways; 1,840 and 2,230 feet in length.

Ephraim-Gibraltar Airport, located southeast of Eagle Harbor and STH 42 on Maple Grove Road, is classified as a Basic Utility-A (BU-A) airport facility indicating that the facility is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston. The facility has one asphalt runway, 2,700 feet long and one turf runway, 2,364 feet long.

In addition to the three public use airport facilities, there are also eight privately owned airstrips or helicopter landing pads located within Door County. There is one airstrip in Liberty Grove, a privately owned, 2,300 foot turf runway, located on Hill Road. Generally, these small, private airport facilities offer minimal services, and are utilized by recreational fliers, or for emergency medical purposes. Private facilities are typically characterized by short (2,000 to 3,000 feet) turf covered runways which can accommodate small single engine and light twin engine aircraft operating under FAA visual flight rules.

Private air-strip facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed air-strip is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located so that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located.

Roads and Highways

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

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by

the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Liberty Grove shown in Map 4.1 has been functionally classified based on criteria identified in Table 4.1.

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be, as much as is possible, limited. Arterial roads are further categorized into either *principal* or *minor* arterial roads based on traffic volumes. There are two minor two-lane arterial highways located within the Town of Liberty Grove, STH 42 and STH 57.

STH 42 begins at the junction of STH 23 and STH 28 in the city of Sheboygan, travels north 137.76 miles through Sheboygan, Manitowoc, Kewaunee and Door County before terminating at Northport, at the Washington Island ferry dock, two miles east of Gills Rock. In 1977 the Sturgeon Bay bypass routing of STH 42 and STH 57 was completed, removing those highways from the old downtown routing and the historic bridge crossing Sturgeon Bay. At Gills Rock there is a STH 42 spur which is, by far, the shortest state trunk highway in Wisconsin, measuring approximately 1/13th of a mile, or about 400 feet long. It connects STH 42 in Gills Rock with the Island Clipper ferry dock about one block north of where STH 42 turns east toward Northport (and the Washington Island Ferry Line). This route is one of only three "SPUR"-designated state trunk highways in the state.

STH 57 measures 191.73 miles from its southern terminus at STH-59/National Avenue in Milwaukee west of the city's downtown to its northern terminus at STH 42/Bay Shore Drive in Sister Bay. STH 57 is the primary connector between Green Bay and Sturgeon Bay. From its junction north of the City of Sturgeon Bay, STH 57 provides access along the Lake Michigan side of the peninsula through Jacksonport and Baileys Harbor before traversing inland and then terminating at Sister Bay.

Collector Roads

The primary function of those roads classified as *collectors* is to provide general *area to area* routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted. Collector roads are further delineated by classification as *major* or *minor* collectors by the State of Wisconsin Department of Transportation.

In the Town of Liberty Grove, CTH ZZ from the Village of Sister Bay to Rowleys Bay is classified as a major collector and CTH Q and CTH NP are classified as a minor collector roads.

The water route between Northport and Washington Island is also classified as a major collector and is considered a Town road under the jurisdiction of the Town of Washington Island.

There are slightly more than 14 miles of county trunk collector roads in the Town of Liberty Grove.

Local Roads

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the Town are classified as local roads. In the Town of Liberty Grove the local road system has developed in a pattern that serves the lake and river system located throughout the Town.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 99.3 miles of local roads under the jurisdiction of the Town.

There are local roads the Town recognizes as major and minor arterial roads. These are:

- Old Stage Road
- Mink River Road
- Lakeview Road
- Town Line Drive
- Country Lane
- Woodcrest Road
- Flintridge Road
- Garrett Bay Road
- Timberline Road
- Europe Bay Road

The preferred designated heavy traffic/bypass routes in the Town of Liberty Grove are CTH ZZ, Old Stage Road, and Mink River Road.

Table 4.1a: Functional Classification Criteria for Rural Roads and Highways

Rural Principal Arterials					
Basic Criteria			Supplemental Criteria		Mileage
County Population Density (Rural)	Must meet any 2 of these		OR		Percent of System Range
	Population Service	Land Use Service	Spacing	Traffic Volume	
>43	Connect Places 50,000 with other places of 50,000	Provide access to major recreation areas of the state.	Maximum 30 Miles	>6,000	2.0-4.0% statewide
<43	Connect Places 5,000 with other places of 50,000			<2,000	
Rural Minor Arterials					
>43	Connect Places 5,000 with other places of 5,000	Service all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial	Maximum 30 Miles	>2,000	4.0-8.0% statewide
<43	Connect Places 1,150 with other places of 5,000			<1,000	

Table 4.1b: Functional Classification Criteria for Rural Roads and Highways, continued.

Rural Major Collector						Mileage	
Basic Criteria						Supplemental Criteria OR must meet 2 of these plus 90% of Traffic Volume	Percent of System Range
County Population Density (Rural)	Must meet any 2 of these						
	Population Service	Land Use Service	Spacing	Traffic Volume			
	Connect Places 1,500 with other places 1,150						
>43	Connect Places 575 with other places 1,150 or higher function route	Land Use Service Index > or = 16.	Maximum 10 Miles	>1,000 (>4,000)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-18.0% countywide	
<43	Connect Places 575 with other places 1,150 or higher function route	Land Use Service Index > or = 12.		>400 (>1,600)		Most counties should be 7.0-14.0%	

*Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

Table 4.1c: Functional Classification Criteria for Rural Roads and Highways, continued.

Rural Minor Collector					Supplemental Criteria	Mileage
Basic Criteria					OR must meet 2 of these plus 90% of Traffic Volume	Percent of System Range
County Population Density (Rural)	Must meet any 2 of these OR the parenthetical Traffic Volume Alone					
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 115 with other places 115	Land Use Service Index > or = 8.	Maximum 10 Miles	>400 (>1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-10.0% countywide
<43	Connect places 60 with other places 115 or higher with function route.	Land Use Service Index > or = 5.		>200 (>800)		
Locals						
All public roads not classified as arterials or collectors						65% to 75% countywide Most counties should be at 68.0 - 72.0%

*Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

Source: Wisconsin Department of Transportation, 2002; and, Bay-lake Regional Planning Commission, 2003

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an *Annual Average Daily Traffic (AADT)* figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the Town of Liberty Grove, traffic volumes were last counted in 2001. Counts were also taken in 1995 and 1989. The annual average daily traffic volume on principal and minor arterial roadways within the Town for those years are listed in Table 4.2, and are shown on Map 4.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period. Seasonal discrepancies and data collection periods may have introduced statistical bias.

Table 4.2: Annual Average Daily Traffic Counts, 1989, 1995, 1998.

Highway - Counter Location	ADT		Number	Percent	ADT	Number	Percent	ADT	Number	Percent
	1989	1995	Increase 1989 to 1995	Increase 1989 to 1995	1998	Increase 1995 to 1998	Increase 1995 to 1998	2001	Increase 1998 to 2001	Increase 1998 to 2001
STH 42 - at Sister Bay	7,690	8,300	610	7.3	5,800	-2500	-43.1	5,800	0	0.0
STH 42 - north of Sister Bay	6,160	6,500	340	5.2	4,400	-2100	-47.7	4,700	300	6.8
STH 42 - north of Bayview Rd.	3,930	4,300	370	8.6	2,400	-1900	-79.2	2,700	300	12.5
STH 42 - south of Ellison Bay	na	na			2,900			2,800	-100	-3.4
STH 42 - east of Ellison Bay	3,260	3,000	-260	-8.7	1,900	-1100	-57.9	1,900	0	0.0
STH 42 - north of Isle View Rd.	2,200	2,100	-100	-4.8	1,100	-1000	-90.9	1,100	0	0.0
STH 42 - east of Gills Rock	1,460	1,200	-260	-21.7	560	-640	-114.3	590	30	5.4
STH 57 - at Sister Bay	3,170	2,200	-970	-44.1	2,000	-200	-10	2,100	100	5.0
CTH ZZ - at Sister Bay	1,320	1,400	80	5.7	1,300	-100	-7.7	1,300	0	0.0
CTH NP - south of STH 42	520	320	-200	-62.5	240	-80	-33.3	220	-20	-8.3
Porcupine Bay Rd. - east of Beach Rd.	370	410	40	9.8	230	-180	-78.3	290	60	26.1
Garrett Bay Road - north of STH 42	850	950	100	10.5	480	-470	-97.9	820	340	70.8
Waters End Road - east of CTH ZZ	1,050	970	-80	-8.2	420	-550	-131	470	50	11.9
Blackberry Road - north of STH 42	290	400	110	27.5	170	-230	-135.3	140	-30	-17.6

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data, 1992, 1995, 1998*; Bay-Lake Regional Planning Commission, 2003.

Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 4.3). The maximum total capacity of a two-lane, two-way road (such as STH 42 or STH 57, CTH ZZ, CTH NP, and CTH Q) under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly

Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 4.3 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 4.3: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: *Highway Capacity Manual*, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2001.

As the comparison of the recorded annual average daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the Town that have approached or appear to be approaching the road’s design capacity.

Level of Service

A highway or road’s level of service (LOS) is a measure of its capacity to serve the traffic demands placed on it. Traffic and roadway design factors such as Average Daily Traffic (ADT) volumes, peak hour volumes, truck percentages, number of driving lanes, lane widths, vertical grades, passing opportunities, and numbers of access points affect the level of service. Levels of service range from ‘LOS A’ to ‘LOS F’ in order of decreasing operational quality.

The LOS for highways and roads are determined by consideration of the following criteria derived from the Wisconsin Department of Transportation’s *Field Design Manual*:

Table 4.4: Level of Service Criteria

<p><u>Level of Service ‘A’</u></p> <ul style="list-style-type: none"> · Unrestricted free flow. · Drivers virtually unaffected by others. · High level of freedom to select speed and maneuver. · Excellent level of driver comfort and convenience. 	<p><u>Level of Service ‘D’</u></p> <ul style="list-style-type: none"> · Heavily restricted flow. · Driver operation completely affected by others. · Severe restriction in speed and maneuvering. · Poor level of driver comfort and convenience.
<p><u>Level of Service ‘B’</u></p> <ul style="list-style-type: none"> · Slightly restricted stable flow. · Drivers aware of use by others. · Slight restriction in speed and maneuvering. · Good level of driver comfort and convenience. 	<p><u>Level of Service ‘E’</u></p> <ul style="list-style-type: none"> · Unstable flow (approach greater than discharge flow) · Slow speeds and traffic backups; some stoppage. · Total restriction in vehicle maneuvering. · High driver frustration.
<p><u>Level of Service ‘C’</u></p> <ul style="list-style-type: none"> · Moderately restricted stable flow. · Driver operation completely affected by others. · Moderate restriction in speed and maneuvering. · Fair level of comfort and convenience. 	<p><u>Level of Service ‘F’</u></p> <ul style="list-style-type: none"> · Forced flow (approach greater than discharge flow) · Stop and go movements with long backups and delays. · Forced vehicle maneuvers. · Maximum driver frustration.

Source: Wisconsin Department of Transportation, *Field Design Manual*; and, Bay-Lake RPC, 2002.

Levels of service ‘A’ and ‘B’ are most desirable in rural and urban areas, while levels ‘D’ through ‘F’ are considered poor and unacceptable. LOS ‘A’ and LOS ‘B’ are most often associated with highways designed to freeway standards, where access is completely controlled (no roads or driveways directly access the facility) and appropriately spaced interchanges provide access to the highway. An intermediate level of service ‘C’ will provide for stable operation, but traffic flow approaches a level at which small increases in traffic and unrestricted access may cause (both temporary and long-term) deterioration in the level of service. Generally, rural two-lane highways and roads fail to meet level ‘C’ when traffic volumes exceed 7,000 ADT, where there are 12-foot wide driving lanes, and 9 percent truck volumes.

Traffic Crashes

Vehicle crash reports, are filed with the Door County Sheriff’s Department and also with the Wisconsin Department of Transportation. The reports provide the detail of the time, location, type and severity of the crash that has occurred. These reports may serve to indicate problems with the road’s vertical and horizontal alignment, roadway construction, and the geometric design of the road. The number, location and severity of crashes can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement

of more prominent signs or warning devices, relocation of accesses and/or speed limit changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or road area safer.

Between January 1, 1998 and October 31, 2000, there were a total of 109 crashes reported in the Town of Liberty Grove. There were three fatalities and a total of 54 persons injured in 32 reported crashes. A total of 57 crashes resulted in property damage only, with no injuries reported.

Table 4.5: Vehicle Crash Severity - Town of Liberty Grove, 1998, 1999, and 2000*

Town of Liberty Grove	1998	1999	2000*	Total
Intersection Crashes	7	8	5	20
Non-Intersection Crashes	22	36	31	90
Vehicle/Deer Crashes	8	18	15	41
Fixed Object/Tree Crashes	6	6	8	20
Fatalities	1	2	0	3
Injuries	10	24	20	54
Property Damage Only	21	32	25	78
Crashes Causing Injury and or Fatality	8	13	11	32
Multi-Vehicle Crashes	9	11	11	31
Total Reported Crashes	29	44	36	109

Source: Wisconsin Department of Transportation, 2000; Bay-Lake Regional Planning Commission, 2001.

*Through October 31, 2001.

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

Table 4.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1998, 1999, and 2000 Intersection/Non-Intersection

Crash Location	Crashes	Intersection		Non-Intersection	
		Crashes	Percent	Crashes	Percent
State Highway 42	14	8	7.3%	6	5.5%
State Highway 57	10	8	7.3%	2	1.8%
County Highways	7	0	0	7	6.4%
Local Town Roads	78	4	3.6%	74	67.9%
Total	109	20	18.2%	89	81.6%

Source: Wisconsin Department of Transportation, 2000; Bay-Lake Regional Planning Commission, 2001.

The crash data indicates very few intersection crashes, with a significant majority of the reported crashes (81.6 percent) occurring as single vehicle crashes at mid-points on the local road system. The preponderance of non-intersection crashes may be attributed to the design attributes of the local road system which is generally characterized by a curvilinear road pattern that follows the natural features (lake shoreline and escarpment) present within the Town. Five of the reported crashes occurring at intersections were single vehicle crashes with the vehicle leaving the road at the intersection and hitting a fixed object.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Door County does not have nor does it plan to adopt a Controlled Access Ordinance.

Driveway Permits

Driveways to local Town roads may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow Towns to issue permits for all new driveways which can allow the Town to prohibit driveways which due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems, and impede drainage from the road surface. The Town of Liberty Grove requires permits for all new driveways per statutory requirements and Town ordinances. Contact the Clerk/Administrator for application forms. For driveways accessing county or state roads, permits are obtained through the County Highway Department.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interests, law enforcement agencies with statutory requirements, and engineering study recommendations. Interested parties include drivers, who tend to choose speeds that seem reasonable for conditions, land owners and residents, who frequently prefer and request lower speed limits than those posted.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for

which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits, tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

The Town's internal traffic circulation system is greatly influenced by the existing natural resource base and its coastal features including bays and estuaries of Lake Michigan. The major arterials include STH 42 and STH 57, which provide essential north to south access through the county and the Town. For the most part, the county trunk system, including CTH ZZ, CTH Q, and CTH NP serve as east to west collectors, funneling local traffic from the Town roads to the State Highway System. The Town road system tends to be somewhat circuitous and consists primarily of non-through roads serving areas of development along the shoreline.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

State Highway Plan

The Wisconsin State Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System;

1. Preserving the system by improving or replacing aging pavements and bridges;
2. Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
3. Improving highway safety through combined strategies of engineering, education and enforcement.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation "3-R Program".

- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.
- *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
- *Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the State's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

Wisconsin State Railroad Plans

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

State, Regional and Local Bicycle Plans

State Bicycle Plan

The Wisconsin Bicycle Transportation Plan 2020 has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include:

- 1) Developing local bicycle transportation plans
- 2) Providing suitable space for bicyclists when designing roadway projects
- 3) Following accepted bikeway guidance and standards
- 4) Routinely considering bicyclists when developing roadway projects.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Door County and the Town of Liberty Grove. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Door County including the Village of Sister Bay and nearby communities. The Regional plan recommends paving road shoulders (four to five feet in width) on STH 42, STH 57, CTH ZZ and CTH N. The plan does note that due to physical constraints on STH 42 between Ellison Bay and Northport that four to five foot paved road shoulders may not be possible.

Funding the Town Road System

The cost of constructing, maintaining and operating roads under local jurisdiction (Town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin Towns through a highway aids formula administered by the Wisconsin DOT. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the Town, or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the Town. The 2001 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2001 flat rate has been set at \$1,740 per mile. Transportation Aids for Towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

TRANSPORTATION RECOMMENDATIONS

Initiate A Pavement Management Program

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP) and Town property tax assessment. The LRP program provides each local unit of government in the State with financial support derived from State taxes on gasoline and other transportation related surcharges for local road maintenance and repair.

The Town has a pavement management system that is reviewed annually by the Town's Highway Committee. The system provides a detailed inventory and description of all roads within the Town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the Town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A Pavement Management Program is simply a Capital Improvement Program geared specifically to the Town's roads. The Pavement Management Program provides the Town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

Employ Adequate Design Standards

New highways and roads, in the optimum setting, shall be designed for their projected and desired use. State and Town road design standards shall be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of Town roads, the "road-scape" of these facilities also should be considered as well. The "road-scape" includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

Assess Special Transportation Needs

The Town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the Town.

Bicycle Transportation

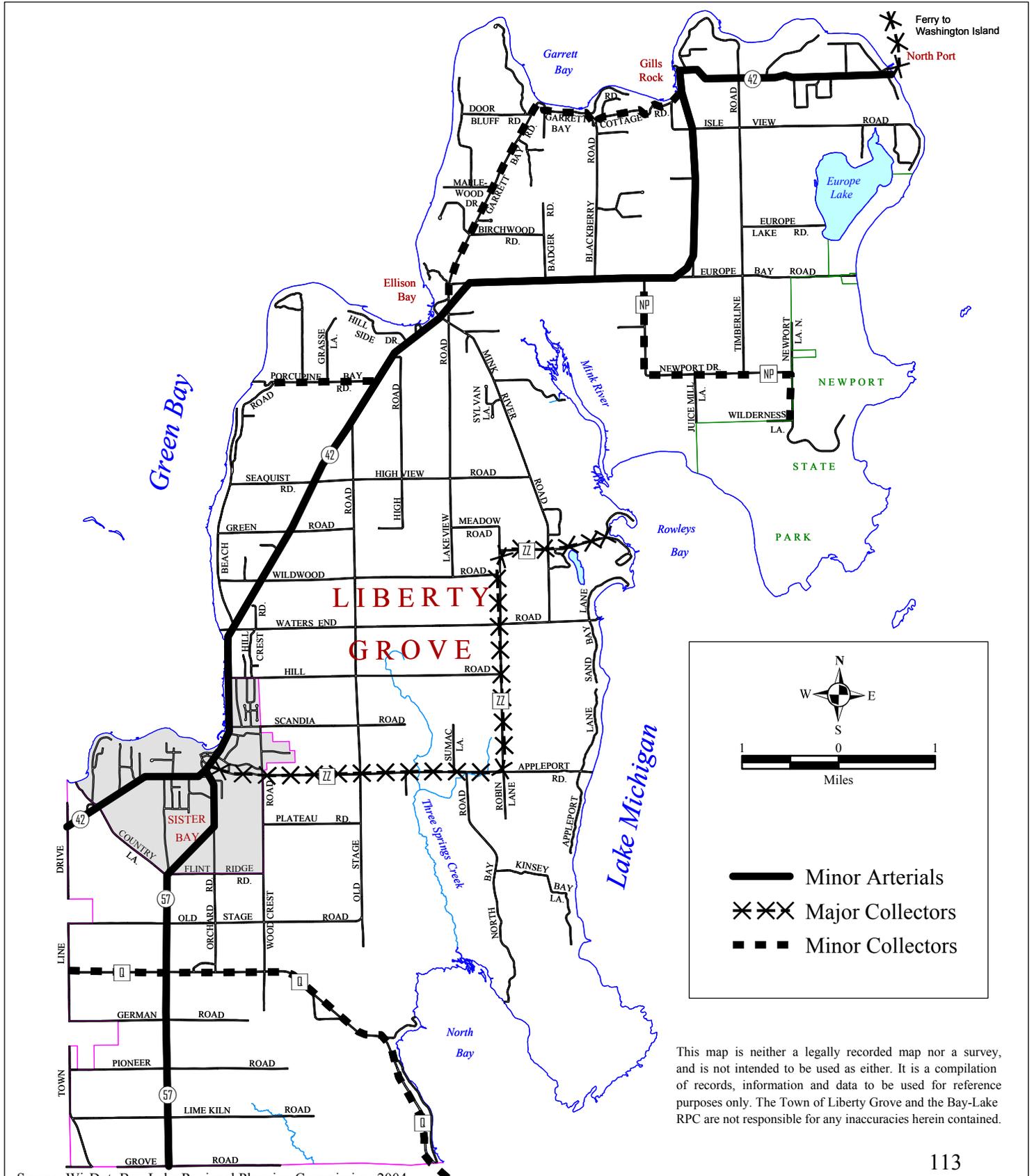
Develop and identify a system of bicycle trails, paths and road accommodations to facilitate safe and efficient travel between population centers (villages and unincorporated nodes of development), and other important destination points such as State parks and natural areas. Although most typical local roads (10 to 12 foot paved travel lanes and three foot gravel shoulders) can be safely used by bicyclists, those roads that tend to have higher volumes of vehicle and bicycle traffic should be considered for improvements or accommodations to enhance safety and efficiency.

Assess Rural Transit Needs

Alternate systems of transportation are needed due to the lack of accessible and affordable housing coupled with the demand for high school and college age students who may not have access to reliable transportation. An economical and efficient transportation system is essential to the attraction of a sufficient workforce. The Town should explore with the County the development of a rural transit (bus) system to provide service between the city, villages and population centers located within the County.

Functional Classification

Town of Liberty Grove Door County, Wisconsin



This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. The Town of Liberty Grove and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: WisDot; Bay-Lake Regional Planning Commission, 2004.

Chapter 5 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Town of Liberty Grove utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions and questionnaires filled out by the Town Clerk/Administrator, Town employees, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

UTILITY AND COMMUNITY FACILITY STRATEGY

Vision Statement:

To balance the need for Town growth with the cost of providing public and private utilities and community facilities.

Goal:

Preserve clean water, establish programs to monitor on-site treatment systems, and plan for cost-effective treatment of waste as growth occurs.

Objectives:

1. Provide for orderly development of safe water and sanitary sewer systems

Policies:

- A. Survey all private on-site wastewater treatment systems
 - B. Support the Door County Sanitation office inspection and maintenance program of all private on site wastewater treatment systems
 - C. Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system in commercial centers
 - D. Explore the expansion of existing and the creation of new sanitary districts to accommodate future growth in the Town
 - E. Encourage participation in the Well Head Protection and Well Abandonment programs
 - F. Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town
2. Promote adequate and redundant power transmission facilities to accommodate future growth in the Town and explore alternative energy sources

Policies:

- A. Encourage additional high voltage lines into the Town

- B. Encourage upgrading of existing and the creation of additional substations to accommodate future demand in the Town
 - C. Encourage the installation of a redundant power grid in the Town
3. Establish a solid waste disposal plan for future growth that will be cost effective, efficient and environmentally sound

Policies:

- A. When practicable, support permit requests for local solid waste disposal transfer stations and recycling centers
- B. Encourage proper disposal of hazardous waste in the Town by means, both public and private, as mandated by federal, state, and local regulations
- C. Encourage the County to establish more frequent hazardous waste collections through programs such as “Clean Sweep”
- D. Educate and encourage citizen participation in hazardous waste collection programs to protect the environment and the health, safety, and welfare of the citizens and visitors of the Town
- E. Explore the establishment of an organic waste composting operation within the Town

4. Provide for future growth and for redundancy of telecommunications

Policy:

Encourage high-speed data and communication links

Goal:

Continue to supply accessible and adequate Town facilities that will meet the needs of a growing community.

Objectives:

1. Expand the Town facilities, as needed and within budget restraints, to enhance efficient administrative and service functions

Policy:

Review Town facilities periodically for adequacy of service to prioritize future expansion needs

2. Continue to operate a park system that provides recreational and open space with safe, passive and active opportunities for residents and visitors

Policies:

- A. Consider the purchase of properties for future expansion and development of parks, water access points and scenic vistas when they become available
- B. When necessary, professionally evaluate parks, water access points and scenic vistas to maximize safe and proper use and/or development
- C. Promote reclamation and adequately mark all rights-of-ways at road ends for access to water
- D. Promote public awareness of all public recreational lands, especially underused areas

3. Encourage the concentration of waterfront recreational facilities to where such uses currently exist or where future development is practicable to mitigate environmental impacts

Policies:

- A. Facilitate expansion of existing marinas, in appropriate zoning districts, as demand requires
- B. Enhance Town marina facilities in Ellison Bay, including parking facility
- C. Encourage new appropriately placed marinas in the Town
- D. Encourage expansion of existing boat ramp facilities as necessary

4. To provide adequate police, fire, and emergency medical protection for all citizens of and visitors to the Town of Liberty Grove

Policies:

- A. Explore a joint program with neighboring municipalities and/or County to share expense of full-time local law enforcement
- B. Improve fire protection by increasing the amount of water available to fight fires
- C. Stabilize or increase the size of fire fighting crews
- D. Continually evaluate, update and improve fire fighting facilities and equipment as demand requires and within budget constraints
- E. Encourage that ambulance and emergency medical services are maintained at the highest level practicable with service expansion to match population growth

5. To provide adequate burial locations for Liberty Grove residents and property owners

Policy:

Acquire land when available contiguous to existing cemeteries and/or develop a new cemetery as necessary

BOARDS AND COMMITTEES INVENTORY

Liberty Grove Town Board

The Liberty Grove Town Board consists of the Town Chairperson and four Supervisors, along with the Town Clerk/Administrator and Town Treasurer. The Town Board should work for the benefit of the public, recognizing that public interests must be their primary concern.

Town of Liberty Grove Plan Commission

The Town of Liberty Grove Plan Commission consists of seven members. The Town Board established the Plan Commission to develop the Town's Comprehensive Plan.

Other Boards and Commissions

In addition, there are four other Commissions to handle the Town's requirements:

The Fire Commission, which consists of five members, works jointly with the Village of Sister Bay to administer the Sister Bay – Liberty Grove Fire Department.

The Library Commission, which consists of six members, was developed to plan, build and administer the joint Sister Bay - Liberty Grove Library.

The Sanitary District Board, which consists of three members, is responsible for handling the sanitary sewer needs of the Town.

The Municipal Taxpayers Commission, which consists of eight members, was formed to pursue alternatives to funding the Northeastern Wisconsin Technical College with property taxes.

Electric Service

Wisconsin Public Service Corporation provides Liberty Grove with electric power. Electrical power is transmitted through a 69,000-volt transmission line extending from Sturgeon Bay to a substation located on Country Lane.

Natural Gas

Natural gas service is not available in the Town of Liberty Grove; however, liquid propane service is provided by a number of private vendors.

Public Water System

A public water system is provided only in the Liberty Grove Sanitary District No. 1. The district is located immediately north of the Village of Sister Bay and consists of approximately 265 acres. The remainder of the Town residents have individual or shared wells that are owned and maintained by the property owner(s).

Aquifer Recharge Area

The Silurian dolomite system, containing the Niagaran and Alexandrian aquifers, is the major source of groundwater in the area. Well yields are highly variable and the primary problems are hardness, locally high iron concentrations, and contamination from surface sources.

Future Services Area

Dependant upon capacity and density of homes that could be accommodated using the existing system.

Sanitary Sewer Service

A sanitary sewer system is provided only in the Liberty Grove Sanitary District No. 1. The district is located immediately north of the Village of Sister Bay and consists of approximately 265 acres. The remainder of the Town residents utilize private waste disposal systems.

The Wastewater Treatment facility has the capacity to treat the Village of Sister Bay, the Liberty Grove Sanitary District No. 1 and the remainder of the Town of Liberty Grove's

holding tank and septic tank waste. The Town owns 40.7 percent of the capacity of the Wastewater Treatment facility.

System Needs

Upgrades will be addressed as necessary.

Private Onsite Wastewater Treatment Systems (POWTS)

Private systems in the Town include a combination of holding tanks, conventional septic systems, mound systems and other systems permitted by Department of Labor Comm 83.

Storm Sewer System

The Town of Liberty Grove allows stormwater to drain through a series of ditches and culverts along a majority of the Town roads. In 2002, as part of the Highway 42 resurfacing project, the Town installed a stormwater system in the commercial district contiguous to the Village of Sister Bay.

Solid Waste & Recycling Facilities

Refuse pick-up and disposal is provided by private contractors. A recycling depot and local transfer station for solid waste are located on Old Stage Road, south of CTH ZZ.

Telecommunications Facilities

Verizon provides telephone service to the area. Verizon maintains a telephone facility on STH 57 just south of the STH 42-57 intersection in the Village of Sister Bay, and provides service for residential and commercial customers of the area. Cellular phone services are provided by Cellcom, US Cellular, as well as other service providers.

Cable Television

Charter Communications provides geographically limited cable television to subscribers in northern Door County. The system was upgraded to digital fiber optics in 2002 to add additional channels, provide clearer reception, and broadband internet access.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

Cemeteries

There are five cemeteries in the Town of Liberty Grove including: Ellison Bay Cemetery, Rowley Bay Cemetery, Little Sister Cemetery, Trinity Lutheran Cemetery of Ellison Bay, and Sister Bay Moravian Cemetery.

Child Care Facilities

Northern Door Child Care Center is the major childcare facility in the Town area. It is supplemented by the Northern Door Branch of the YMCA and other private in-home providers. It has capacity for 80 full-time children. Current enrollment is approximately 69 children of whom 60 are part-time. Wisconsin State Statues require that a caregiver with four or more children under age seven be licensed by the state. Up to eight children are allowed at in-home childcare facilities for State licensed facilities.

Emergency Services

Ambulance and emergency medical services are provided by a Door County rescue squad, which is headquartered at the Sister Bay fire station on Mill Road. The squad consists of two ambulances, seven paramedics, and three volunteer EMTs serving Sister Bay, Liberty Grove, Gibraltar, Baileys Harbor and portions of Jacksonport and Egg Harbor. The rescue squad responds to approximately 600 calls per year. The Northern Door First Responders, a twenty-four member volunteer group equipped with defibrillators, oxygen and first aid supplies, supports and assists County emergency medical personnel. They respond to between 120 and 200 calls per year.

Fire Department

The Town is protected by an all volunteer, "paid-by-call" Fire Department. Members each carry a pager unit capable of receiving calls from the 911 dispatch center in the County Communications Center. All members attend technical school basic training courses or in-house training sessions twice a month. The Fire Department is overseen by a joint Fire Commission between the Village of Sister Bay and Town of Liberty Grove. The Department also has a mutual aid agreement for water, air, and additional manpower with Ephraim, Baileys Harbor, Gibraltar, Egg Harbor and Jacksonport. Large amounts of water are received via tankers on a primary call basis for all structure fires. The Fire Department is housed in two locations; one in Sister Bay, the other in Ellison Bay. The facilities house the following equipment::

1. 1960 Pumper w/1,250 gpm pump, 750 gal. tank
2. 1971 Pumper w/1,500 gpm pump, 400 gal. tank
3. 1985 Pierce 50-foot ladder truck with snorkel, 1,000 gpm pumper and 400 gal. tank
4. 1988 Grass Truck, 4x4 w/350 gpm pump, 275 gal. tank
5. 1993 Tanker w/1,485 gal. tank
6. 1996 Tanker w/2,000 gal. tank
7. 2000 Hose/Pumper truck w/1,250 gpm pump
8. 2001 Pumper/Tanker w/2,000 gpm pump, 2,250 gal. tank
9. 2001 Brush truck 150 gpm pump, 300 gal tank

Sanitary District #1 within the Town of Liberty Grove is protected by a municipal water supply via fire hydrants.

Insurance Service Office (ISO) Grading

The adequacy of fire protection within the Town is evaluated by the Insurance Service Office (ISO) using the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment
- Alarm systems
- Water supply system
- Fire prevention programs
- Building construction
- Distance of potential hazard areas from a fire station

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2001, the Town of Liberty Grove was rated 4-5 by the ISO. By comparison, the Town of Baileys Harbor, the Town of Gibraltar, the Village of Ephraim, and the Village of Sister Bay, received ratings of 8-9, 8-9, 7 and 7-9, respectively. Table 5.1 illustrates these ratings.

Table 5.1: ISO Fire Protection Ratings, 2001

Municipality	Fire Protection Rating
Town of Liberty Grove	4-5
Town of Gibraltar	8-9
Town of Baileys Harbor	8-9
Village of Ephraim	7
Village of Sister Bay	7-9

Source: ISO Commercial Risk Service Inc. 2001: and Bay-Lake Regional Planning Commission, 2001.

Future Growth Considerations

As a community grows, the need for adequate fire protection increases. Normally, newly developing residential and commercial areas are located further from the existing fire protection facilities, thereby increasing response times. A plan for the installation of new facilities should be determined prior to this growth. Property location/acquisition and water system improvements can be determined utilizing the Official Mapping and Capital Improvement Program procedures.

The location of a new fire protection facility can be based on several aspects. The rule utilized by the National Board of Underwriters recommends a maximum four-mile radius for service to a fire district, but different standards exist. The fire protection facility needs in the Town of Liberty Grove can be evaluated with the standards given in Table 5.2.

Table 5.2: Recommended Distribution Standards for Fire Protection

Type of Land Use	Suggested Service Radius	
	Engine or Pumper Company	Ladder Company
Commercial/Industrial	0.75-1.0 miles	1.0 miles
Medium/High Density Residential (<100 ft between structures)	2.0 miles	3.0 miles
Scattered Residential (>100 ft between structures)	4.0 miles	4.0 miles

Source: Small Town Planning Handbook, American Planning Assoc., 1988; and Bay-Lake Regional Planning Commission, 1999.

Sister Bay – Liberty Grove Library

The library is one of seven branches of the Door County Library System and a member of the Nicolet Federated Library System.

A 7,500 sq. ft. facility was completed in 2002 and is located on Mill Street, east of STH 42. A joint Library Commission of the Village of Sister Bay and the Town of Liberty Grove holds title to the building and is responsible for operation and maintenance of the building and furnishings.

Health Care Facilities

Liberty Grove has no hospital, however, major medical services are available at the Door County Memorial Hospital in Sturgeon Bay. In addition, there are four medical clinics, one paramedic service, and three dentists that serve the area. Hearthside-Cordial Care and Scandia Good Samaritan Village of Sister Bay also provide such services as assisted living, assisted care, nursing care, and care for Alzheimer’s patients.

Municipal Building

Liberty Grove's administrative facilities are housed in the Town Hall located in the central portion of the Town, and the Town Chairman, Clerk/Administrator, Assessor and Building Inspector offices are housed in the building. There is off-street parking provided at the Town Hall.

The Town Hall was built in 1984 and is located on Old Stage Road. Facilities in the Town Hall include a meeting hall which serves as a community center; two office areas; a kitchen; and restroom facilities. The Town's main garage, shop and sand/salt building are located at the Town Hall. Separate storage facilities are found in Ellison Bay where fire equipment is located, and an equipment storage building at the quarry.

Municipal Streets and Ground Maintenance

The Town of Liberty Grove provides its own street maintenance services. The Town maintains its roads and parks, with Town personnel. Town maintenance equipment consists of three patrol trucks with snowplows and sanders, one grader, one backhoe, one loader, two

one-ton utility trucks, one highway mower, one utility tractor, two riding lawn mowers, a skidster loader, and one suburban utility van. For a current list of equipment, contact the Town Clerk/Administrator.

Parks and Open Spaces

There are currently nine Town parks, two county and one state park in the Town of Liberty Grove. A complete discussion of the parks and open spaces in the Town of Liberty Grove can be found in Chapter 2: Agricultural, Cultural and Natural Features.

Police Protection

Police protection is provided by the Door County Sheriff's Department.

Schools

Gibraltar Area School District

Liberty Grove belongs to the Gibraltar Area School District whose facility is located in the Town of Gibraltar approximately ten miles south of the Town Hall. The school district provides high school, middle school, elementary and preschool facilities to students in the northern part of Door County. Additional pre-school services are available at the Peninsula Preschool located in the Village of Ephraim.

Other educational facilities available include "The Clearing", located in Ellison Bay, Northeastern Wisconsin Technical College, located in Sturgeon Bay, and the Peninsula Art School located in Fish Creek.

Quarry

As an integral part of the Town's street maintenance program, the Town of Liberty Grove owns and operates a quarry located on Mink River Road, south of CTH ZZ. The Town engages in non-metallic mining at this site to provide material for the construction and maintenance of the Town roads.

Other Facilities

Postal Service

Post offices are located in Ellison Bay on Garrett Bay Road and Sister Bay on STH 42. Parking is available at the post office. The Ellison Bay post office was built in 1974. The building contains 620 square feet of floor space and 184 lock boxes. Most lock boxes are used during the summer, while an average of 65 are used during the winter, illustrating the effects of seasonal fluctuation in the population of the area.

PUBLIC/COMMUNITY FACILITY RECOMMENDATIONS

Over the course of the planning period, possible or likely improvements to the Town public/community facilities could include:

- Town Hall/Shop expansion
- Additional storage facility at Town quarry
- Wills Park and Marina improvement and expansion
- Women's Club expansion and remodel

- Cemetery improvement and land acquisition
- Miscellaneous park expansion/improvements
- Ellison Bay Post Office
- Wastewater treatment facility for Gills Rock/Ellison Bay
- Probable expansion of the service area and physical plant for both wastewater treatment and municipal water facilities

Chapter 6 - ECONOMIC DEVELOPMENT

INTRODUCTION

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the Town of Liberty Grove.

SUMMARY AND IMPLICATIONS

1. Federal, state, regional, and county programs exist to promote opportunities within the Town.
2. Employment opportunities for Town residents exist within the Town, the Village of Sister Bay, the Village of Ephraim, and other communities that are within an hour drive of the Town. The 1990 Census indicates that 97.6 percent of Town workers chose to remain in Door County for employment.
3. According to the 2000 Census, the greatest number of jobs for Town residents were in sales and office occupations, or in management, professional and related occupations. Most employed Town residents were in the arts, entertainment, recreation, accommodation and food service industry with a substantial number in the retail trade industry. (Reference Table 6.2)
4. For the period 1990-2001, the unemployed Door County civilian labor force ranged from a high of 9.5 percent in 1994 to a low of 4.4 percent in 1999. The number of employed persons grew from 13,747 in 1990 to 15,299 in 2001.
5. According to the Department of Workforce Development, the manufacturing group occupation is expected to continue to grow, however the rate of increase will slow down. The Service industry is also expected to continue to grow to accommodate an aging population.
6. In 1999, the Town had a median household income for employed and fixed income residents of \$43,472, resulting in a 61 percent increase from 1989. The Per Return Income of the Town was \$40,341 for the same period, which was higher than all other comparable areas except the State. (Reference Table 6.6)
7. Based on a Location Quotient Analysis of Door County, farm employment, construction and retail trade are the Basic Employment Industries in the county, producing more goods and services than the local economy can use. Non-basic industries include wholesale trade; finance, insurance, and real estate; manufacturing; and, services. (Reference Table 6.7)
8. Financially, the Town had an existing debt of \$1,849,563 as of December 2002, and a \$36,783,290 debt limit.

The Town is in a good position for limited business development given its many positive attributes, which include:

- An abundance of area for future growth,
- Access to state and county highways,
- The Town surrounds the Village of Sister Bay,
- A rural character and an abundance of natural features.

With controlled growth, the Town can look to expand its tax revenue, plus capitalize on future growth in nearby communities to afford greater job opportunities to its Town residents.

Identifying the location, type, and volume of businesses the Town wants will be key to the Town's long range planning regarding its vision. Therefore, the Town Board and Town Plan Commission will need to closely monitor growth, its impacts on existing infrastructure and determine the needed regulations to minimize any negative impacts it may have. A cost benefit analysis or a needs assessment may be required in order to determine all aspects of future development of industries throughout the planning period.

The Plan will direct development to designated commercial and industrial areas in the future, in order to steer incompatible uses away from the Town's defined residential and agricultural areas (See General Plan Design Map). This will help to enhance other land uses by minimizing and controlling likely nuisances.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

Goal:

Achieve economic stability by maintaining and enhancing our present diversity of commercial, agricultural, professional, service, construction and tourism related uses while simultaneously working to attract new economic development.

Objectives:

1. Focus on enhancing the number and value of wage earner positions in order to expand overall community resources.

Policies:

- A. Create an economic development plan for the Town of Liberty Grove that utilizes all available educational and professional resources, including Door County Economic Development Corporation and Door County Chamber of Commerce
 - i. Encourage local businesses to develop marketing strategies that utilize the Door County name and image
 - ii. Encourage local businesses to capitalize on the unique strength's of the Town of Liberty Grove
 - B. Identify target markets for retail and employment uses and aggressively recruit businesses to locate in the Town of Liberty Grove
 - C. Establish a program to attract and retain both traditional and technologically based businesses
2. Remain sensitive to the aesthetic and image appeal of the shoreline in the Town of Liberty Grove, while considering the need for public use of the shoreline to enhance the Town of Liberty Grove's economy.

Policies:

- A. Facilitate expansion of existing marinas
- B. Enhance Town marine facilities in Ellison Bay

- C. Encourage new appropriately placed marinas in the Town
 - D. Encourage expansion of existing boat ramps
 - E. Enhance use and expansion of park lands for recreation and tourism
3. Seek to maintain and build a skilled labor force. Attract required labor by providing information on appropriate training.

Policies:

Attract required labor by encouraging:

- i. Job training opportunities
 - ii. Affordable housing
 - iii. Year-round wage earning positions
4. Emphasize business retention as a key economic development strategy in job and community wealth growth. Explore the expansion of technological, consultation and information based business opportunities in the Town of Liberty Grove.

Policies:

- A. Work with all available private and professional resources, including Door County Economic Development Corporation and the Door County Chamber of Commerce, to help year round and seasonal businesses in the Town retain and/or expand customer base
- B. Explore the option of working with Door County and surrounding municipalities and private and professional resources to install a redundant power supply and telecommunication infrastructure
- C. Consider all business incentive options available to the Town , including but not limited to Town sponsored bond issues and Premier Resort Area Tax Districts
- D. Promote tourism by utilizing the Internet and other media
- E. Link the Town of Liberty Grove web-site to other pertinent sites, including but not limited to the Door County Chamber of Commerce site, the Door County Economic Development Corporation site, and the Door Bell link
- F. Develop and utilize performance measures to monitor the effectiveness of economic development programs in meeting the Town's objectives

Goal:

Work to mitigate property tax impact on businesses

Objectives:

1. Work independently and intergovernmentally to cause legislative change and to formulate policies to reduce property taxes

Policies:

- A. Consider options to reduce reliance on property tax, including but not limited to:
- i. Expanded County and State Sales Tax
 - ii. Room Tax
 - iii. User Tax

- iv. Real Estate Transfer Tax
- v. Premier Resort Tax District
- B. Continue working to change the funding mechanism for Wisconsin Technical College system

2. Obtain an equitable return of tax revenue and services to Liberty Grove

Policy:

Develop effective communication between Town, County, and State regarding tax revenue generated and returned to Liberty Grove, including but not limited to:

- i. Shared Revenue
- ii. General Transportation Aid
- iii. County Services
- iv. DNR Lieu Tax
- v. Fire Dues Distribution
- vi. Forest Crop Payment
- vii. Payment of Municipal Services

Programs

Local

The Top of the Thumb Association and Sister Bay Advancement Association can provide local tourism-related programs and/or information for the Town of Liberty Grove.

County

The Door County Economic Development Corporation considers itself the point of contact for development assistance in Door County. Through this agency, businesses located in the Town of Liberty Grove would have access to the Door County revolving loan fund. In addition, the entire county has been designated as a community development zone by the Wisconsin Department of Commerce and is entitled to tax credits.

State

The Wisconsin Department of Commerce has several grant programs for which the Town of Liberty Grove could apply. The federally funded Community Development Block Grant (CDBG) can be used for housing and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation as well as many other improvements as needed by a community. The CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

Federal

Some examples of federal programs that could assist the Town of Liberty Grove in economic development include:

USDA Wisconsin Rural Development Programs

- **Rural Business Opportunity Grants Program**
Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized.
- **Rural Economic Development Loans and Grants**
Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.
- **Rural Business Enterprise Grants Program (RBEG)**
The Rural Business-Cooperative Service makes grants under the RBEG Program to public bodies and private nonprofit corporations to finance and facilitate development of small and emerging private business enterprises located in rural areas. The small or emerging business to be assisted must have fewer than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

US Department of Commerce, Economic Development Administration Programs

- **Public Works and Economic Development Program**
The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

Regional

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified in the CEDS report. Door County is invited to identify future projects for economic development. Those projects are included within the CEDS and may become eligible for Economic Development Administration (EDA) funding.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Shifts in the age and sex characteristics of the population, changes in the number of residents age 16 and over, the proportion of this group working or seeking employment, and seasonal elements are all factors affecting the size of the labor force.

Place of Work

In 1990, approximately 98.8 percent of workers who were 16 years and older in the Town of Liberty Grove worked in Door County (see Table 6.1). When looking at the whole county, 93.3 percent of county residents worked within the county. These percentages indicate either that there is a sufficient amount of employment opportunities within the county or that residents are not near any other population centers to which commuting becomes feasible. The City of Green Bay, located to the south, is most likely the greatest source of out of county employment for Door County residents.

Table 6.1: Place of Work, 1990, Town of Liberty Grove & Selected Areas

Place of Work	Town of Liberty Grove	Town of Baileys Harbor	Village of Sister Bay	Door County	State of Wisconsin
Worked in state of residence	579	343	242	11,580	2,271,607
Worked in county of residence	572	336	242	10,808	1,846,382
Worked outside county of residence	7	7	0	772	425,225
Worked outside state of residence	7	6	2	81	78,084

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF3A, Table P045; and Bay-Lake Regional Planning Commission, 2001.

Occupation

In 2000, the majority of employed persons in the Town of Liberty Grove were either in sales and office occupations (29.4 percent) or they were in management, professional and related occupations (29.8 percent). In addition, there was greater than 15 percent employment in service occupations (17.2 percent) and construction, extraction, and maintenance (see Table 6.2). Door County had the highest percentage of their employment opportunities in the same occupations as Liberty Grove. The Town of Baileys Harbor and the Village of Sister Bay had higher employment in the service occupations. For all the selected areas, trends in employment by occupation were somewhat similar.

Table 6.2: Employed Persons by Occupation, 2000, Town of Liberty Grove & Selected Areas

Occupation	Liberty Grove		Baileys Harbor		Sister Bay		Door County	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Management, professional, and related	254	29.8%	132	25.3%	85	27.1%	3,828	27.5%
Service	146	17.2%	117	22.4%	74	23.6%	2,172	15.6%
Sales and office	250	29.4%	139	26.6%	90	28.7%	3,285	23.6%
Farming, fishing, and forestry	15	1.8%	9	1.7%	0	0.0%	267	1.9%
Construction, extraction, maintenance	135	15.9%	76	14.6%	43	13.7%	1,847	13.3%
Production, transportation, material moving	51	6.0%	49	9.4%	22	7.0%	2,502	18.0%
Total	851	100.0%	522	100.0%	314	100.0%	13,901	100.0%

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Industry

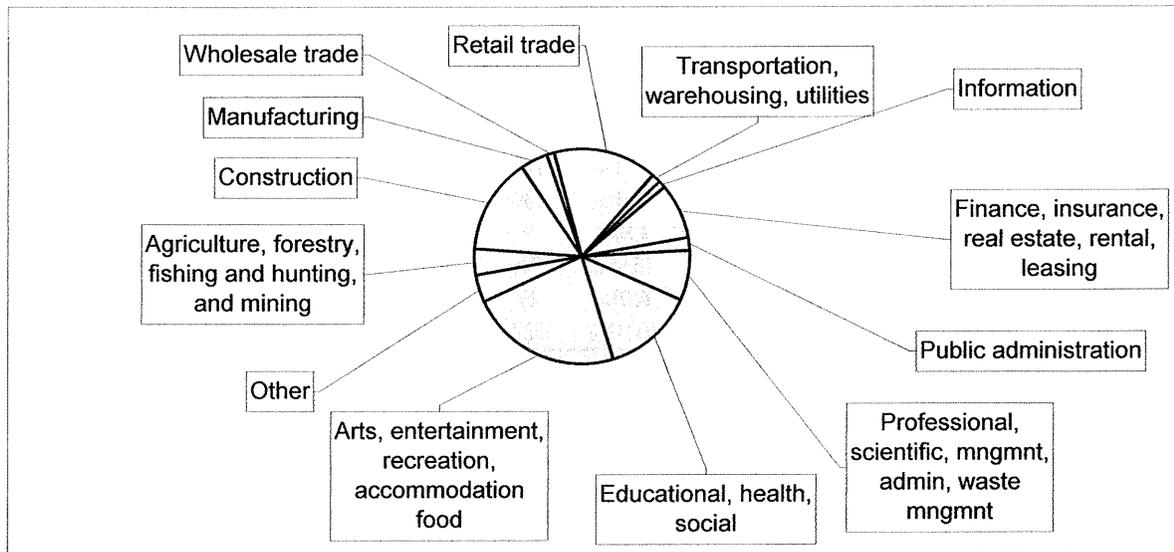
Table 6.3 displays the number and percent of employed persons by industry group in the Towns of Liberty Grove and Baileys Harbor, the Village of Sister Bay, and Door County for 2000. The greatest percentage of employment for the Towns of Liberty Grove and Baileys Harbor, and the Village of Sister Bay was in the arts, entertainment, recreation, accommodation and food service industry with 22.8 percent, 20.3 percent, and 35.7 percent, respectively. Door County had the highest number of employed persons in the manufacturing industry, 18.8 percent. The second greatest employment group for the Town of Liberty Grove was in the retail trade industry with 15.5 percent. High percentages of employment in the retail trade and the arts, entertainment, recreation, accommodation and food service industries are to be expected due to the strong tourism industry within the County, as well as in Liberty Grove and its neighboring communities. Figure 6.1 represents the percent employment by major industry group for the Town of Liberty Grove in 2000.

Table 6.3: Employed Persons by Industry Group, 2000, Town of Liberty Grove & Selected Areas

Industry	Liberty Grove		Baileys Harbor		Sister Bay		Door County	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	32	3.8%	14	2.7%	2	0.6%	625	4.5%
Construction	125	14.7%	82	15.7%	27	8.6%	1,392	10.0%
Manufacturing	35	4.1%	44	8.4%	18	5.7%	2,607	18.8%
Wholesale trade	9	1.1%	5	1.0%	2	0.6%	200	1.4%
Retail trade	132	15.5%	81	15.5%	71	22.6%	1,881	13.5%
Transportation, warehousing, utilities	12	1.4%	9	1.7%	3	1.0%	388	2.8%
Information	10	1.2%	8	1.5%	0	0.0%	198	1.4%
Public administration	16	1.9%	6	1.1%	10	3.2%	441	3.2%
Finance, insurance, real estate, rental, leasing	71	8.3%	28	5.4%	24	7.6%	717	5.2%
Professional, scientific, mngmnt, admin, waste mngmnt	64	7.5%	27	5.2%	8	2.5%	865	6.2%
Educational, health, social	115	13.5%	83	15.9%	23	7.3%	2,096	15.1%
Arts, entertainment, recreation, accommodation, food	194	22.8%	106	20.3%	112	35.7%	1,919	13.8%
Other	36	4.2%	29	5.6%	14	4.5%	572	4.1%
Services Sub Total	409	48.1%	245	46.9%	157	50.0%	5,452	39.2%
Total	851	100.0%	522	100.0%	314	100.0%	13,901	100.0%

DP-3; and Bay-Lake Regional Planning Commission, 2002.

Figure 6.1: Percent Employment by Industry Group, 2000, Town of Liberty Grove



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Unemployment Rate

The civilian labor force for Door County has experienced both moderate increases and decreases in unemployment since 1990 (see Table 6.4). The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade. For the period 1990 to 2001, the civilian labor force increased 9.4 percent, the number of unemployed decreased 16.3 percent, and the number of employed increased 11.3 percent.

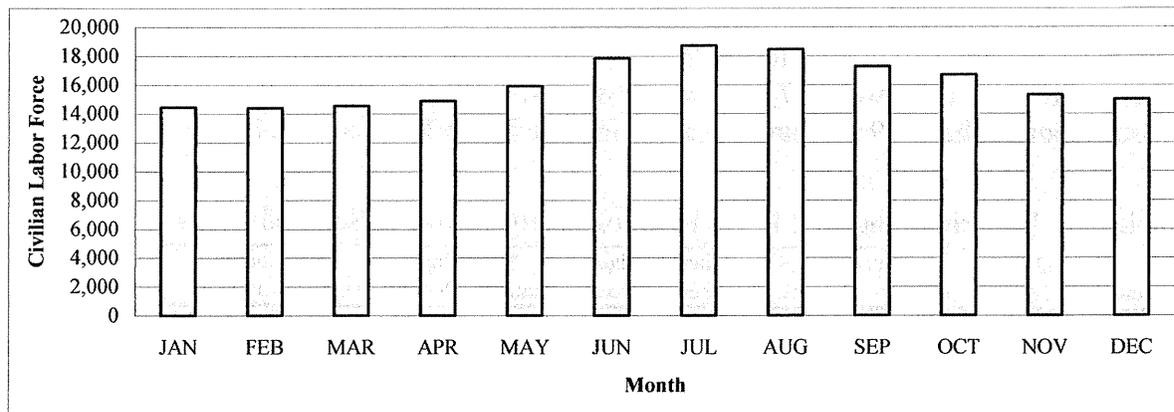
If trends continue, as they are expected to, the County will continue to face a labor shortage. While only 9.4 percent more people entered the workforce in Door County between 1990 and 2001, numbers indicate that the need for more employees is much greater. There are many factors which may be contributing to the labor shortage, such as the geographic location of the County, a lack of attainable housing, non-competitive wages, the aging of the population and the age of immigrating residents, the seasonality of employment, as well as many other possible factors. Figure 6.2 displays the civilian labor force in 2001 by month to reiterate the seasonality of employment in the county.

Table 6.4: Average Civilian Labor Force Estimates, 1990-2001, Door County

Year	Total Force	Unemployed		Employed
		Number	Percent	
1990	14,742	995	6.7%	13,747
1991	14,419	1120	7.8%	13,299
1992	14,665	1142	7.8%	13,523
1993	14,498	1226	8.5%	13,272
1994	14,837	1412	9.5%	13,425
1995	14,847	1002	6.7%	13,845
1996	15,599	971	6.2%	14,628
1997	15,717	948	6.0%	14,769
1998	15,665	821	5.2%	14,844
1999	15,107	662	4.4%	14,445
2000	15,483	706	4.6%	14,777
2001	16,132	833	5.2%	15,299

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 6.2: Civilian Labor Force, 2001, Door County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, 2001; and Bay-Lake Regional Planning Commission, 2002.

Employment Forecast

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Door County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

Service industry employers will add approximately 18,400 jobs to the region’s labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase.

Local Employment Forecast

In 1990, employment data was available for each business within the Town of Liberty Grove, which included the number of employees each employer had. This data is now suppressed to ensure confidentiality of the individual employers. Census information only provides the employment status of residents, not the employment numbers of the businesses in the Town.

Median Household Income

In 1999, the median household income in the Town of Liberty Grove was \$43,472 (see Table 6.5). This was greater than the Town of Baileys Harbor, the Village of Sister Bay, and the County, but less than the State of Wisconsin's median household income. The greatest percentage of households were in the income range of \$50,000 to \$74,999 for the Town of Liberty Grove and Door County, and also the State. The Village of Sister Bay had the greatest percentage of households as having in the range of \$15,000 to \$24,999 as an annual household income, while Baileys Harbor had the greatest number of people in the \$35,000 to \$49,999 range. These numbers could be skewed upward by the large retirement community located in Liberty Grove.

In 2001, the Wisconsin Department of Commerce (WDOC) released figures for median household income. According to the WDOC, the median household income in the Town of Liberty Grove in 1998 was \$37,868, which is a 34.9 percent increase from 1989. The 2000 census reported the 1999 median household income in the Town at \$43,472.

Table 6.5: Household Income, 1999, Town of Liberty Grove & Selected Areas

Annual Household Income	Liberty Grove		Baileys Harbor		Sister Bay		Door County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	46	5.5%	25	5.3%	37	8.5%	824	7.0%	148,964	7.1%
\$10,000 to \$14,999	44	5.2%	26	5.5%	40	9.2%	847	7.2%	121,366	5.8%
\$15,000 to \$24,999	118	14.0%	57	12.1%	87	20.0%	1,857	15.7%	264,897	12.7%
\$25,000 to \$34,999	108	12.8%	66	14.0%	67	15.4%	1,717	14.5%	276,033	13.2%
\$35,000 to \$49,999	178	21.1%	124	26.3%	54	12.4%	2,208	18.7%	377,749	18.1%
\$50,000 to \$74,999	203	24.1%	89	18.9%	71	16.3%	2,482	21.0%	474,299	22.7%
\$75,000 to \$99,000	65	7.7%	54	11.5%	48	11.0%	855	7.2%	226,374	10.9%
\$100,000 to \$149,000	44	5.2%	22	4.7%	23	5.3%	741	6.3%	133,719	6.4%
\$150,000 to \$199,000	18	2.1%	5	1.1%	4	0.9%	122	1.0%	30,598	1.5%
\$200,000 or more	18	2.1%	3	0.6%	4	0.9%	158	1.3%	32,305	1.5%
Total Households	842	100.0%	471	100.0%	435	100.0%	11,811	100.0%	2,086,304	100.0%
Median Income	\$43,472		\$41,350		\$33,224		\$38,812		\$43,791	

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Personal Income

The per return income for residents in the Town of Liberty Grove has increased 30.3 percent for the period 1995 to 2000 (see Table 6.6). This percent increase is less than any other area except the State of Wisconsin for the same period, while the 2000 personal income for the Town of Liberty Grove was second only to the State of Wisconsin as the highest when compared to other areas. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Table 6.6: Municipal Per Return Income, 1995-2000, Town of Liberty Grove & Selected Areas

Area	(Dollars)						Percent Change 1995-2000
	1995	1996	1997	1998	1999	2000	
Town of Liberty Grove	\$30,964	\$28,895	\$37,807	\$37,868	\$39,693	\$40,341	30.3%
Town of Baileys Harbor	\$23,259	\$23,940	\$27,852	\$26,650	\$33,987	\$36,978	59.0%
Village of Sister Bay	\$24,189	\$31,158	\$38,222	\$35,542	\$43,030	\$36,090	49.2%
Door County	\$26,206	\$27,696	\$30,471	\$31,937	\$34,816	\$36,435	39.0%
Wisconsin	\$31,427	\$32,793	\$34,716	\$36,996	\$38,930	\$40,570	29.1%

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

ECONOMIC BASE

Employment by Economic Division

The future of the Town of Liberty Grove's population requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

Nine basic economic divisions are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient analysis technique compares the local economy, Door County, to the United States. This allows for identifying specializations in the Door County economy (see Table 6.7). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 6.7: Employment by Industry Group, 1990-1998, Door County and United States, Location Quotient Analysis

Item	Door County		United States		Percent Change 1990-1998		Door County Location Quotient	
	1990	1998	1990	1998	Door	U.S.	1990	1998
Total full-time and part-time employment	16,273	18,229	139,426,900	160,198,700	12.0%	14.9%		
Farm employment	1,351	1,022	3,153,000	3,127,000	-24.4%	-0.8%	3.67	2.87
Nonfarm employment	14,922	17,207	136,273,900	157,071,700	15.3%	15.3%	0.94	0.96
Private employment	13,272	15,455	115,077,900	135,123,700	16.4%	17.4%	0.99	1.01
Ag. Services, forestry, fishing, & other	245	395	1,453,000	2,042,600	61.2%	40.6%	1.44	1.70
Mining	23	(D)	1,044,100	855,500	NA	-18.1%	0.19	NA
Construction	916	1,458	7,260,800	8,799,100	59.2%	21.2%	1.08	1.46
Manufacturing	3,128	2,167	19,697,200	19,568,500	-30.7%	-0.7%	1.36	0.97
Transportation and public utilities	294	(D)	6,568,600	7,668,300	NA	16.7%	0.38	NA
Wholesale trade	286	338	6,711,500	7,351,900	18.2%	9.5%	0.37	0.40
Retail trade	3,507	4,152	22,920,500	26,710,200	18.4%	16.5%	1.31	1.37
Finance, insurance, and real estate	732	1,178	10,712,600	12,229,900	60.9%	14.2%	0.59	0.85
Services	4,141	5,438	38,709,600	49,897,700	31.3%	28.9%	0.92	0.96

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2001.

Threshold Analysis

Export Base (Basic Employment)

There are four areas within the 1998 Door County economy which can be considered basic employment areas; farm employment; agricultural services, forestry, and fishing; construction; and retail trade. These four areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the Door County economy is getting closer to reaching and exceeding local demand. For example, construction had gone from 1.08 in 1990, to 1.46 in 1998. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Basic Employment Industry

Under private employment, there are four areas which can be considered non-basic: manufacturing; wholesale trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the manufacturing industry LQ actually decreased since 1990, however the Door County economy could support more of this industry. There is currently no industry with an LQ equal to one, which would indicate that local demand is being met and services are not being exported, however there are several industries which are very close.

STRENGTHS AND WEAKNESSES ANALYSIS

Introduction

This element of the plan looks at conditions within the Town either as a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan in order to understand exactly

their community's continued economic viability and future draw for new businesses. This portion of the element gives a perspective from a business point of view and reflects concerns, issues, questions current and future business owners would ask about a community in formulating a plan, or before expanding their business. Within these categories are assumptions and statements based on information available on the community, as well as information derived from the local plan committee/commission.

Physical Capabilities

Utilities

Strength:

Electric services are provided by Wisconsin Public Service. The Village of Sister Bay is also located in the southwestern portion of the Town of Liberty Grove and can provide potential new commercial or industrial businesses with the infrastructure that Liberty Grove lacks.

Weakness:

The Town currently only has a public sewer and water system in Liberty Grove Sanitary District No.1 beyond the northern edge of the Village of Sister Bay which it can offer potential commercial businesses. Electrical service at the northern end of the Door County peninsula is not always consistent; the Town has occasionally experienced periods of low power.

Telecommunications

Strength:

Telephone service (local and long distance), including digital switching, is provided. There are no major differences in the quality of telephone service between the Town and other municipalities within the County. Cable and fiber optics are also available to a portion of the Town.

Weakness:

Cable and fiber optic services do not reach to all areas of the Town.

Transportation

Strength:

The Town has access to STH 42 and STH 57, which are pathways that provide highway exposure to the Town.

Weakness:

The Town does not have its own access to rail or air service. The Town is geographically isolated on the end of a peninsula.

Local Labor Force Characteristics

Strength:

The unemployment rate (5.2 percent) within the County is low. The employment rates for the County grew approximately five percent over the last ten years.

Weakness:

The Town is experiencing an aging structure shift due to the baby boomers reaching retirement age. Current and future labor shortages are due to low numbers in the age

group of 16-24, and due to the large number of seasonal businesses within the area employing and needing large numbers of young workers. In addition, more of these younger individuals are moving away to find year-round employment and housing opportunities elsewhere.

Industrial/Commercial Site Availability

The Town has space for commercial or light industrial development along STH 42 north of Sister Bay and two locations on Old Stage Road as well as on CTH Q.

Programmatic Capabilities

Existing Business Base Analysis

The Town has approximately 284 acres dedicated to industrial and commercial uses, or approximately five percent of its developed lands. Businesses within the Town include retail, hospitality, wholesale, manufacturing, excavating, storage building, etc.

Available Government Services

The Town has an adopted Comprehensive Plan, a County Land Division Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Police and ambulance services are provided by Door County, fire services are provided by a joint Sister Bay-Liberty Grove Fire Department. Postal services are provided by the Sister Bay and Ellison Bay post offices. Government assistance comes from the Town Board, Plan Commission, Town Administrator/Clerk, and various planning agencies which assist in writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc).

Specific Inhibitors to Economic Development

Infrastructure does not exist in many planned areas of commercial and industrial growth. Rail and air services do not exist within the Town. The geographic isolation and lack of redundant telecommunication and power systems contribute to the specific inhibitors.

Training Programs

Strength:

The Town has access to training from UW-Green Bay, the UW-Extension services (providing education and training seminars and courses), and Northeast Wisconsin Technical College.

Weakness:

Most of the training sites are between 45 minutes and two hours (by automobile) away.

Quality of Life

Housing Prices

Approximately 40 percent of the Town residents paid more than 30 percent of their incomes towards housing costs in 2000. In 1999, the median household income was \$43,472. Based on the household income median, a median housing payment would be \$1,086 or approximately a home valued around \$155,000 at 7.5 percent interest. As of May 2001, the median price of a home in northern Door County was \$243,000, and approximately \$200,000 in Liberty Grove.

Aesthetics

The Town consists of a rural countryside with bluffs along the Bay of Green Bay, and low sandy areas along the Lake Michigan shoreline. The abundance of shoreline, open fields, woodlands and sloping terrain make up much of the Town's prominent views.

Environment

Areas of woodlands, farm fields, miles of waterfront along the Bay and Lake Michigan, and acres of wetlands exist within the Town. The waters are open to fishing, while the lands are open to hunting and hiking. The county has ordinances and plans protecting and enhancing the environment.

Education and Health Care

The Town is within the Gibraltar School District. Health care is available in the communities of Sister Bay, Gibraltar, and Sturgeon Bay. Dental services exist within Sister Bay and Sturgeon Bay. Chapter 5 of this document provides a detailed list and discussion of the health care and educational facilities available to Town residents

Evaluation of Environmentally Contaminated Sites

Recently the DNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be used more productively. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the Town of Liberty Grove currently has one of these sites. The Town also has five sites which are designated as part of the WDNR Environmental Repair Program (ERP). These areas are sites other than LUST sites that have contaminated soil and/or groundwater.

Community Finances

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens.

Financial Capabilities

Tax Base Comparisons

Tables 6.8 and 6.9 provide a history of the taxes levied in the Town of Liberty Grove. The full value has increased 198.8 percent for the period 1990 to 2000. The total property tax has increased 120.7 percent for the same period. The taxing jurisdiction

share, which has increased the most for the period, was the vocational category which has increased by 186.6 percent. The Town had a 2000 Full Value equal to \$639,882,800. The Full Value Effective Rate for the Town in 2000 was .00923.

Incentives for Development

The Town of Liberty Grove has no local incentives for development.

Banking Capability and Capacity

The Town and its residents have access to numerous lending firms throughout the county, state and nation. With today's linking of lending agencies via telecommunication's networks and other "high speed" services, a borrower can have a lender in distant locations to include other nations.

Table 6.8: Comparative Tax Appropriations, 1990-2000, Town of Liberty Grove

Year Levied	Full Value	Percent Assmt Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
1990	215,621,200	99.74%	\$2,825,243	\$207,552	0.01310	0.01214	\$1,171,857	\$310,338	\$783,741	\$481,539	\$77,766
1991	225,886,900	97.48%	\$3,073,818	\$162,301	0.01360	0.01288	\$1,273,600	\$327,056	\$912,810	\$479,169	\$81,181
1992	229,589,000	97.59%	\$3,243,781	\$157,674	0.01412	0.01344	\$1,398,536	\$344,610	\$966,202	\$452,505	\$81,928
1993	243,158,200	94.37%	\$3,392,450	\$157,565	0.01395	0.01330	\$1,443,299	\$363,141	\$1,020,125	\$480,063	\$85,822
1994	266,778,600	89.53%	\$3,612,559	\$155,981	0.01354	0.01295	\$1,530,126	\$385,416	\$1,114,034	\$489,556	\$93,427
1995	281,275,100	114.9%	\$3,739,436	\$157,693	0.01329	0.01273	\$1,514,101	\$387,213	\$1,153,376	\$601,635	\$83,111
1996	356,164,700	95.46%	\$4,250,000	\$233,178	0.01193	0.01127	\$1,703,065	\$459,717	\$1,376,103	\$613,025	\$98,089
1997	441,759,200	80.51%	\$4,806,202	\$259,936	0.01087	0.01029	\$1,835,119	\$554,284	\$1,615,023	\$689,542	\$112,234
1998	527,407,900	67.73%	\$5,328,717	\$290,304	0.01010	0.00955	\$1,909,564	\$685,483	\$1,875,692	\$729,103	\$128,876
1999	555,259,000	67.18%	\$5,574,453	\$324,369	0.01003	0.00945	\$1,948,546	\$746,990	\$1,914,301	\$829,687	\$134,930
2000	639,882,800	60.05%	\$6,236,069	\$327,789	0.00974	0.00923	\$2,020,528	\$890,039	\$2,189,686	\$983,811	\$152,005

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2002.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The Town's existing debt as of December 31, 2002, was \$1,849,563 with a debt margin of \$34,933,727.

Table 6.9: Public Indebtedness, 1998-2002, Town of Liberty Grove

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	\$527,407,900	\$26,370,395	\$645,000	\$25,725,395
1999	\$555,259,000	\$27,762,950	\$1,183,500	\$26,579,450
2000	\$639,882,800	\$31,994,140	\$1,300,954	\$30,693,186
2002	\$735,665,800	\$36,783,290	\$1,849,563	\$34,933,727

*Debt Limit equals five percent of full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, *Equalized Value and Debt Limit Value*, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Chapter 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Town of Liberty Grove's relationship with neighboring communities and school districts can impact Town residents in terms of planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

INTERGOVERNMENTAL COOPERATION STRATEGY

Goal:

Promote cooperation between the Town of Liberty Grove, and any other governmental agency that makes decisions impacting the Town.

Objectives:

1. Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries.

Policies:

- A. Work with neighboring communities to identify shared natural features such as wetland recharge areas and natural habitat areas
 - B. Co-plan with neighboring municipalities to ensure compatible land use along shared borders
 - C. Encourage the exchange of municipal Board minutes and encourage leaders of neighboring communities to meet at least semi-annually to discuss issues of common concern
 - D. Work with neighboring municipalities to identify and develop advantageous transportation corridors
2. Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities.

Policies:

- A. Explore the possibility of jointly developing services including, but not limited to:
 - i. Fire protection
 - ii. Police protection
 - iii. Ambulance and First Responder services
 - iv. Public transportation
 - v. Joint sanitary and water districts
 - vi. Snow removal
- B. Explore the possibility of jointly developing facilities including, but not limited to:
 - i. Utilities
 - ii. Joint sanitary and water treatment plants
 - iii. Parks and recreational facilities
 - iv. Marina and boat launches
 - v. Airports

- vi. Libraries
 - vii. Shared municipal buildings
 - viii. Animal shelter
- C. Explore the possibility of jointly developing programs including, but not limited to:
- i. Waste and recycling
 - ii. Health and Human services
 - iii. Building inspector
 - iv. Beach maintenance and beach water quality testing
 - v. Household water testing
 - vi. Cooperative efforts to spur legislative change
 - vii. Child care programs
 - viii. Cultural programs
3. Work with surrounding municipalities to address possible boundary issues to minimize conflict.

Policies:

- A. Encourage open communication with neighboring towns and villages to facilitate the creation of co-planning areas along municipal borders
- B. Encourage the development of border agreements with neighboring villages, if and when, annexation issues arise

EXISTING ACTIVITIES

Adjacent Governmental Units

The Town of Liberty Grove shares borders with five other municipalities. The municipalities include the Towns of Baileys Harbor, Gibraltar, and Washington, and the Villages of Sister Bay and Ephraim.

Relationship

The Town of Liberty Grove has a good working relationship with the surrounding towns. Since towns are not incorporated, they cannot annex land. Therefore, the borders between the Town of Liberty Grove and adjacent towns are fixed, and boundary disputes are virtually nonexistent. These communities cooperate among themselves, and with the County of Door, in matters involving police and fire protection, as well as emergency rescue and ambulance services.

The Town of Liberty Grove and the Village of Sister Bay have a good working relationship. Periodic conflicts do occasionally occur, and efforts have been made to better the cooperation between the two municipalities on land use issues. The Village of Sister Bay, being an incorporated municipality, also has the statutory power to annex land from the Town. This power could strain relations between the Town and the Village.

Siting Public Facilities

Liberty Grove shares several facilities with neighboring communities. The Northern Door First Responders and the Fire Department, serving Liberty Grove and the Village of Sister Bay have facilities located in the Village and the Town. Library facilities for Northern Door are located within the Village of Sister Bay and serve the surrounding communities.

Sharing Public Services

Currently the Town of Liberty Grove has several intergovernmental agreements with neighboring communities in regards to public services. A jointly funded Fire Department provides services to the Town of Liberty Grove and the Village of Sister Bay. The Town of Liberty Grove contributes two-thirds of the annual budget for equipment and expenses. Liberty Grove's ambulance services are provided by Emergency Services of Door County and are shared with the Village of Sister Bay and the Towns of Gibraltar, Baileys Harbor and portions of Jacksonport and Egg Harbor. The library facility located in the Village of Sister Bay is jointly owned and maintained through the Sister Bay-Liberty Grove Library Commission. Law enforcement is provided by the Door County Sheriffs Department. Liberty Grove owns forty percent of the capacity of the Sister Bay Wastewater Treatment plant that serves the Village of Sister Bay and the Town of Liberty Grove.

School District

The Town of Liberty Grove is located within the Gibraltar Area School District.

Relationship

The Town of Liberty Grove's relationship with the School District is best described as limited. The School District tends to operate rather independently and interaction with the Town tends to be minimal; however, the School District is among the taxing jurisdictions that directly affect the Town of Liberty Grove.

Siting School Facilities

The siting of new school facilities is mainly conducted by the School District's elected Board. The Town has historically had little input into the location of new school facilities. However, as the District continues to discuss facility improvements, the Town may want to become more involved to ensure that the goals and objectives of this plan can be met.

Sharing School Facilities

The Town has no formal agreement with the School District for shared use of the school's facilities.

County

The Town of Liberty Grove is located in Door County and therefore the County has some jurisdiction within the Town. In particular, the County has jurisdiction in the Town over zoning, land divisions, private on-site wastewater treatment systems (except for zoning map district changes, over which the Town has veto power.) The Town and County need to continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect.

Region

The Town of Liberty Grove is located in Door County, which is located in the northeast region of the State of Wisconsin.

State

The Town's relationship with the State of Wisconsin is an on-going one, which deals with many issues and State agencies.

INVENTORY OF PLANS AND AGREEMENTS

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

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the Town may want to discuss Boundary Agreements with adjacent municipalities in the future. Currently, the Town of Liberty Grove has not entered into a boundary agreement with any municipality.

The Town of Liberty Grove and the Village of Sister Bay held a meeting on June 10, 2002 to address joint planning issues. Growth projections for the Village were presented to Town Plan Commission members. The amount of joint planning area the Village might need over the next 20 years was agreed upon.

On July 8, 2003, the Liberty Grove Plan Commission met with the Ephraim Village Board to discuss joint planning along the common border. As of the writing of this plan, negotiations are still ongoing.

Extra-territorial subdivision regulation

State Statutes allow an incorporated village or city to extend Extra Territorial Plat review over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, for cities over 10,000 the area extends to 3 miles. In the Town of Liberty Grove, the Villages of Sister Bay and Ephraim have extra territorial jurisdiction within the Town. Both Villages currently have populations of less than 10,000 and have a right to exercise extra territorial plat review jurisdictions and thereby influence the division of land within 1.5 miles of their borders with the Town.

Extra-territorial Zoning

State statutes allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, for cities over 10,000 the area extends to 3 miles; however, the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. Extra territorial zoning is not currently being administered in the Town of Liberty Grove. No village is currently administering extra-territorial zoning within the Town.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

On December 10, 2001, the Town of Liberty Grove met with the surrounding municipalities, school districts, WDNR and WisDOT to identify existing and potential conflicts in the area. A list of issues and concerns was developed. The top ten were identified as:

1. Sharing/Duplication of services (including younger workers)
2. Lack of attainable housing
3. Ground and surface water quality protection
4. Northeast Wisconsin Technical College (NWTC) tax levy
5. Lack of communication between local units of government
6. Economic development
7. County land use decision making vs. local control
8. Common goals for conservation areas across political boundaries
9. Annexation
10. Taxes

A complete listing of the issues discussed, and the attendance list from the workshop can be found in Appendix E.

PROPOSED CONFLICT RESOLUTION PROCESS

After the participating individuals identified the existing or potential concerns, they also began to generate a list of possible solutions to address the issues mentioned at the nominal group session. The following ideas were developed by reviewing the list of concerns and issues, and then “brainstorming” for possible solutions.

Possible Conflict Resolutions

1. Create a central database to share data or info gathered by local units of government
2. Sharing of services
3. Sharing meeting agendas/minutes
4. Monthly meeting between chairs of units of government
5. Access to clearinghouse for information on: project funding, creating solutions, alternative technologies, ordinances / laws
6. Joint meeting among boards every two to three months
7. Regular meetings of Town and Village administrators

8. Township federation or alliance within County
9. Determine common areas of development between communities before development or annexation
10. More common projects

Summary and Conclusions

In general, the identification workshop could be characterized as successful given the number of attendees and the fact that all participated in the process. Issues were identified and alternative solutions to resolve conflicts were generated.

It is anticipated that the intergovernmental cooperation meeting and this summary could serve as the starting point for future collaborative planning efforts in and around the Town of Liberty Grove. This Plan recommends that the Town pursue the above solutions as well as expand upon them.

CHAPTER 8 - LAND USE

INTRODUCTION

The Land Use portion of this plan is intended to present information on the current (2001) land use within the Town and to articulate the direction for future growth and development. The General Plan Design, contained within this chapter, identifies the wishes of the community on how development should occur within the plan's timeframe and it provides direction to residents, the business community, and government officials. The General Plan Design will serve as a detailed guide to the members of the Town Board in their decision-making process.

The goals, objectives and information within this chapter, along with the demographic trends detailed earlier within this document, were utilized to develop a projection of future land use demands, and, to assist in guiding the selection of future locations for specific types of land uses. Existing land use controls were also inventoried and they assisted in the development of the General Plan Design.

LAND USE STRATEGY

Goal:

Promote future development that will meet the needs of the Town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

Objectives:

1. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both existing and future residents.

Policies:

- A. Utilize the General Design Plan Map as an illustration of the Town's overall development policy
- B. Encourage future development within and towards population centers to facilitate controlled growth
- C. Encourage the use of ecologically sound practices in all types of development
- D. Work with the County and neighboring towns and villages to ensure compatible growth
- E. Encourage dialog with neighboring communities and the County on future design standards and ordinances that are to be used for development bordering the Town, including, but not limited to, landscaping, signage, and lighting
- F. Work Independently and with the Door County Planning Department on developing standards and procedures for major lands divisions in the Town

G. Encourage development and adoption of an Official Town Map

2. Encourage groundwater protection within the Town.

Policies:

- A. Cooperate with governmental agencies to prevent groundwater contamination
- B. Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system
- C. Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town

Objective: Natural and Cultural Resources

Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while considering the future integration of existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs creating environmental corridors throughout the Town for wildlife habitat and/or pedestrian linkages.

Policies:

- A. Encourage residential subdivisions that are compatible with their natural and cultural surroundings
- B. Refer private landowners who wish to preserve and create wildlife areas, conservation easements, and wetlands to the appropriate public and private organizations
- C. Utilize the environmental corridor/wetlands classification of the General Plan Design to promote and preserve wildlife habitats and trails, where appropriate
- D. Carefully consider the impacts of land use within and adjacent to the Comprehensive Plan's identified environmental corridor/wetlands

Objective:

Encourage the promotion of policies that assist the development of affordable year round housing.

Policies:

- A. Create a committee to explore policies and programs that promote year round affordable and seasonal housing
- B. Encourage dialog with neighboring communities and the County to explore policies and programs that promote affordable, year-round housing
- C. Encourage policies and programs that allow housing for all workers, both seasonal and low to moderate income

Objective: Commercial

Encourage harmonious and well-planned commercial development that will serve the needs of the Town and area residents, as well as the STH 42 and STH 57 corridors.

Policies:

- A. Consider developing a set of design standards that encourage harmonious and well-planned commercial development
- B. Areas already characterized by commercial development and where Town services and facilities are available should be given preference for further development
- C. Encourage expanding home occupational businesses to relocate in areas classified as commercial
- D. Points of ingress and egress should be properly located and controlled to prevent problems and traffic congestion on adjacent arterial roads. Adjacent roads should be capable of accommodating the increased traffic associated with the commercial development
- E. Encourage a landscape screening “buffer” between commercial uses and adjacent noncommercial uses
- F. Enforce building setbacks from roads and highways

Objective: Light Industrial

Provide for additional light industrial zoning.

Policies:

- A. Encourage light industrial development in designated areas
- B. Promote design standards for light industrial development that mitigates the environmental impact on the Town, including but not limited to, landscaping, signage, and lighting
- C. Work with adjoining municipalities and governmental agencies to develop infrastructure which would be attractive to potential businesses
- D. Intensive heavy industrial uses shall not be allowed in the Town

Objective:

Encourage increasing the acreage that is protected from development by public ownership, environmental trust ownership, private conservation easements or other appropriate means.

Policy:

Consider assessment practices which recognize the value of property placed in trust or restricted covenant; which is permissible under State statutes and Department of Revenue guidelines

Objective:

To meet the needs of projected population growth, while retaining the stability and integrity of existing open space areas, encourage new higher density residential development in and around the present population centers.

Policies:

- A. Provide for appropriate densities within the existing areas of Ellison Bay, Gills Rock, and areas contiguous to the Villages of Sister Bay and Ephraim

- B. Encourage compatible in-fill development and redevelopment within the established classification

Objective:

Continue to provide public services throughout the planning period in order to reach the desired vision of this plan regarding future land use development.

Policies:

- A. Continue to monitor services provided to Town residents and explore options of maintaining or improving upon the level of existing services without drastically impacting the Town property tax levy
- B. Work with adjoining Towns, the Villages of Sister Bay and Ephraim, and the County of Door, to help provide future services as effectively and efficiently as possible
- C. Work independently and with the Door County Planning Department on developing standards and procedures for major land divisions in the Town of Liberty Grove

INVENTORY OF EXISTING LAND USE CONTROLS

This section inventories and discusses the land use controls which currently exist within the Town of Liberty Grove, which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the General Plan Design for future development within the Town.

Existing Comprehensive Plans

This is an update to an existing comprehensive plan for the Town of Liberty Grove. All adjacent communities have either completed a plan, are considering developing a plan, or are in the actual process of developing a plan. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to help avoid any conflicts in future land use decisions.

Door County Comprehensive Plan

The *Door County Development Plan* was adopted in March of 1994. *The Door County Development Plan* provides guidelines for future land use and development within the county. Three of the underlying principals of the county’s development plan are particularly germane to the transportation/land use issues explored within this study. Those three principal policies are as follows:

- Discourage commercial sprawl beyond established or planned businesses areas.
- Maintain the function of the County’s principal arterial roads.
- Promote development within well defined communities and growth areas where such development can more easily be serviced by public facilities.

The County Plan separates the County into twelve general land use categories, each with different land use and development objectives. Those categories include:

1. Development Core Areas
2. Crossroads Communities
3. Business Development Areas
4. Resort/Residential Areas
5. Shoreline Residential Areas
6. Rural Residential Areas
7. Suburban Residential Areas
8. Open Agricultural Areas
9. Open/Rural Areas
10. Natural Areas
11. Airport Areas
12. Highway Corridor Areas

Town of Liberty Grove Comprehensive Plan 1988

The 1988 Town of Liberty Grove Comprehensive Plan was designed to provide areas for growth, for agriculture, and for open space and natural resource protection, while identifying primary and secondary urban development and commercial districts (Map 8.1). The plan identified seven districts as part of the General Plan Design Map:

- Commercial Areas
- Primary Development
- Secondary Development
- Parks (County & State)
- Natural Areas/Woodlands/Wetlands
- Business Development
- Open/Agriculture

The 1988 Comprehensive Plan Design for the Town of Liberty Grove was intended to provide for future development activities to occur within the Town while maintaining the integrity of the natural and man-made features that combine to make the area an attractive place to live and to visit.

The plan design recommended primary and secondary development areas be adjacent to Sister Bay, Ellison Bay, and Gills Rock. The plan design also provided for the protection of the existing major transportation routes, that commercial/tourism development be placed within or adjacent to the existing commercial centers; and that business and industry be accommodated in business parks. Commercial development was recommended to be adjacent to and within Ellison Bay and Gills Rock. Industrial development was recommended for two areas: Old Stage Road and State Highway 42; and, Old Stage Road and County Highway ZZ.

The rural and natural character of the Town was to be preserved by the delineation of environmental corridors to protect woodlands, wetlands and other unique areas within the landscape. This was to be done by a combination of discouraging development in rural areas, while encouraging large lot or cluster developments. The plan recommended the central portion of the Town be maintained in an open, rural, farm field type setting. The plan also recommended that waterfront coastal areas be maintained in as natural state as possible.

Door County Farmland Preservation Plan

The Door County Farmland Preservation Plan, adopted November, 1983, identifies areas which are of prime agricultural importance, and for which the landowners may permit tax credits under the Farmland Preservation Program.

Agricultural Preservation Areas

Areas that are currently cultivated (in agricultural use) that are part of, or wholly consist of, 100 contiguous acres at a minimum, are classed as Agricultural Preservation Areas. This definition is intended to include all types of farmland and agricultural use, in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in these areas are eligible to sign contracts for ten to twenty years.

Transitional Areas

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in a transitional area may sign a contract agreeing not to develop their lands for a period of five to twenty years.

Environmental Areas

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers, and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part, are eligible for a tax credit.

Excluded Areas

Areas considered ineligible for the Wisconsin Farmland Preservation Program include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use.

Zoning Ordinances

The Town of Liberty Grove does not have a zoning ordinance of its own. In 1996, however, the Town Board voted to adopt the Door County Zoning Ordinance. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the County, and therefore the Town of Liberty Grove, into districts for the purpose of regulating:

- 1) the location and use of land, water, buildings, and structures
- 2) the height and size of buildings and structures
- 3) the percentage of a lot that may be covered

- 4) the density of the population
- 5) the size of lots

The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The Door County Zoning Ordinance, which was adopted in 1995 and revised in 1998, is based on a county-wide development plan, while several Towns within the County have individual plans. Map 8.2 displays the zoning for the Town of Liberty Grove.

The unincorporated areas of Door County are divided into the following zoning districts with the purpose and intent of each of the zoning districts established by the ordinance.

DISTRICTS EXISTING WITHIN THE TOWN ARE LISTED BELOW IN BOLD TYPE:

Wetland (W). This district is intended to prevent the destruction and depletion of Door County's wetlands; to protect water courses and navigable waters and the public rights therein; to maintain the purity of water in lakes and streams and to prevent pollution thereof; and to protect spawning grounds, fish, and habitats for wild flora and fauna. Furthermore, this district is intended to prevent the changing of the natural character of wetlands. Lot sizes of at least 10 acres are required for new lots.

Natural Area (NA). This district is intended to conserve the existing, mostly undeveloped natural areas of Door County. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.

Exclusive Agricultural (EA). This district is intended to protect the agricultural industry from scattered nonagricultural development that may displace agricultural uses and is, therefore, not intended to accommodate future nonagricultural growth. This district is intended to help implement recommendations of the *Door County Farmland Preservation Plan-1982*. It is intended that this district apply to lands included in productive farm operations and which have historically exhibited good crop yields, or are capable of such yields; have demonstrated productivity for dairying, livestock raising, and grazing; have been used for production of specialty crops such as tree and plant materials, fruits, and vegetables; or have been integral parts of such farm operations. Lot sizes of at least 35 acres are required for new lots.

Prime Agricultural (PA). This district is intended to maintain and preserve agricultural lands which have historically demonstrated high agricultural productivity. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. This district is also intended to provide farmland owners with additional management options by

allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least 20 acres are required for new lots.

General Agricultural (GA). This district is intended to maintain agricultural lands which have historically demonstrated high agricultural productivity and to accommodate certain nonagricultural uses which require spacious areas to operate or where natural resource exploitation occurs. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. Lot sizes of at least 20 acres are required for new lots.

Countryside (CS). This district is intended for mostly rural areas of the interior of the county where a mixture of low density residential, agricultural, and rural commercial activity exists or is desirable. The district provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.

Heartland-3.5 (HL3.5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural activity is desirable or existing. Lot sizes of at least 3.5 acres are required for new lots.

Heartland-5 (HL5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. Lot sizes of at least 5 acres are required for new lots.

Heartland-10 (HL10). This district is intended to help maintain the rural character of areas of the interior of Door County, particularly cleared and other open areas where agricultural activity has been diminishing. Lot sizes of at least 10 acres are required for new lots.

Estate (ES). This district is intended to provide for single family residential and planned residential developments on large lots. Lot sizes of at least 5 acres are required for new lots.

Single Family Residential - 20,000 (SF20). This district is intended to provide for exclusive single family residential and planned residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer. Generally, these districts will be located along the waterfront and in or near existing communities where smaller lots are the norm.

Single Family Residential - 30,000 (SF30). This district is intended to provide for single family residential and planned residential development at slightly lower densities than in SF20 district. Lot sizes of at least 30,000 square feet are required for new lots. Generally, this district will be located along the waterfront and in or near existing communities.

Small Estate Residential (SE). This district is intended to provide for single family residential and planned residential development on smaller lots than allowed in the Estate district. Lot sizes of at least 1 ½ acres are required for new lots.

Rural Residential (RR). This district is intended to provide for single family and two family residential development on medium-sized lots. Lot sizes of at least 40,000 square feet are required for new lots. This district also permits manufactured home parks and home businesses. It will generally be located within the interior of the county.

High Density Residential (HD). This district is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

Commercial Center (CC). This district is intended to provide centers for commercial and mixed use development and redevelopment. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

Mixed Use Commercial (MC). This district permits both residential and commercial uses and is designed to accommodate those areas of Door County with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

Recreational Commercial (RC). This district is intended for Door County's resort areas, particularly areas where high concentrations of recreational uses are located or are appropriate. Lot sizes of at least 20,000 square feet are required for new lots.

Light Industrial (LI). This district is intended to provide for manufacturing, warehousing, and other light industrial operations. This district can also be used for industrial or business parks. Lot sizes of at least 60,000 square feet are required for new lots.

Refer to the Door County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

Subdivision Ordinance

The Door County Land Division Ordinance was adopted in August of 1996, and regulates the division of land to promote public health, safety, aesthetics, and general welfare. The ordinance provides for minor land divisions, major land divisions, design standards and the dedication and improvement of a parcel of land to be developed.

The ordinance regulates the combining of two or more parcels of land into one parcel of 10 acres or less and the subdivision of land where the act of division creates five or more parcels or building sites which are less than 10 acres in size within a five year period. The ordinance also regulates minor land division (certified survey map or commonly referred to as CSM's) where it is proposed to divide land into at least one but not more than four parcels or building sites of less than 10 acres. The ordinance also contains design standards for streets, curb and

gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools, provides a means of implementing the county's zoning. The Town of Liberty Grove may request that the County allow it to augment the ordinance to be more restrictive in identified Town areas.

Official Map

Section 62.23(6)(b) of the *Wisconsin Statutes* provides that the Town may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, roads, highways, parkways, parks, and playgrounds. The Town may also include on its official map the locations of public transit facilities, and those waterways which have been included in a comprehensive surface water drainage plan. Such a map has the force of law and is deemed to be conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways and the location and extent of existing and proposed railway rights-of-way, public transit facilities, and parks and playgrounds shown on the map. It is important to note that in Wisconsin the official map-enabling legislation is a subsection of the basic local planning enabling legislation, Section 62.23 is entitled "City planning," and as such is made applicable by references in other statutes to villages and towns as well as to cities.

An official map illustrates the town, village, or city master plan for streets, highways, parkways, parks, playgrounds and drainage ways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Liberty Grove does not currently maintain an official map. Door County has completed a countywide parcel base map. The Town could utilize the County's parcel map as a possible starting place for an official map. The Town is currently utilizing the General Plan Design Map for future planning.

Erosion Control Plan

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. Door County is designated as a priority County. The Door County Land Conservation Committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems.

Shoreland and Floodplain Ordinances

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a county. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Shoreland zones are those areas within 300 feet of a navigable river or stream, within 1,000 feet of a navigable lake, pond or flowage, or to the landward side of the 100-year floodplain, whichever distance is greater. Map 8.3 depicts the shoreland zone within the study area. Shorelands are often

viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated but may be permitted with specific design techniques. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Door County Zoning Ordinance.

Floodplains within Door County are under the jurisdiction of the *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on FEMA. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process.

The Door County Setback Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance*, and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Liberty Grove was conducted in the summer of 2001 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.4 (Appendix F contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Planning Area

The Town of Liberty Grove encompasses approximately 34,810 total acres of land. Of this, 5,636 acres, or 16 percent of the Town, are developed, leaving 29,174 acres (84 percent) of undeveloped land. Of these undeveloped lands, the vast majority of the acreage is in woodlands and other undeveloped natural areas.

Residential Land

Residential land accounts for approximately 18.9 percent of the developed land, but only three percent of the total land. It is the third largest developed land use in the Town. The 1,065 acres of residential land are scattered throughout the Town. The majority of the residential land (18.5 percent) is classified as single family, with the remainder being two-family, multi-family and mobile homes.

Commercial Land

Commercial land in the Town of Liberty Grove totals 123 acres of land, or about two percent of the developed land in the Town. There are several commercial centers in the Town including Ellison Bay and Gills Rock as well as the north end of Sister Bay, and a few commercial structures scattered throughout the Town. Establishments within the Town include restaurants, shops, and galleries, as well as residential properties with small retail uses co-located.

Table 8.1: Town of Liberty Grove 2001 Land Use Summary

Land Use Type	Total Acres	Percent Total Land	Percent Developed Land
DEVELOPED			
Residential	1,065.5	3.06%	18.90%
Single Family	1,045.1	3.00%	18.54%
Two Family	3.0	0.01%	0.05%
Multi-Family	5.0	0.01%	0.09%
Mobile Homes	9.7	0.03%	0.17%
Vacant Residential	2.6	0.01%	0.05%
Commercial	123.6	0.36%	2.19%
Industrial	177.2	0.51%	3.14%
Transportation	1,136.1	3.26%	20.16%
Communications/Utilities	7.4	0.02%	0.13%
Institutional/Governmental	19.9	0.06%	0.35%
Recreational/Parks	2,955.2	8.49%	52.43%
Agricultural Structures	151.0	0.43%	2.68%
Total Developed Acres	5,636.0	16.19%	100.00%
UNDEVELOPED			
			Percent Undeveloped Land
Croplands/Pasture	5,352.4	15.38%	18.35%
Undeveloped Open Space	3,175.3	9.12%	10.88%
Woodlands	14,903.3	42.81%	51.08%
Other Natural Areas	5,339.7	15.34%	18.30%
Water Features	404.1	1.16%	1.39%
Total Undeveloped Acres	29,174.7	83.81%	100.00%
Total Land Area	34,810.7	100.00%	

Source: Bay-Lake Regional Planning Commission, 2001

Industrial Land

Land uses under this category include small manufacturing operations, mining, and private storage facilities. Within the Town, approximately 177 acres or 3.2 percent of the developed land are under this category. In the Town of Liberty Grove, more than three-fourths of these uses are for sand and gravel pits, with the rest being private storage facilities.

Transportation

Transportation uses account for the second largest developed category at 20 percent of the developed land or 1,115 acres. Transportation uses in the Town include the entire local road network.

Communication/Utilities

Uses under this category include land used for the generation, processing and/or transmission of electronic communication; of water, electricity, petroleum or other transmittable products; and for the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for only 7.4 acres. Uses in this category in the Town of Liberty Grove include several radio towers and a garbage disposal/transfer site.

Institutional/Governmental

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the Town this accounts for 19.9 acres of land including the Town hall, municipal garage, Ellison Bay post office and several churches.

Parks and Recreational Opportunities

Land under this category accounts for 2,955 acres or 52.4 percent of the developed land and 8.5 percent of the total land uses within the Town making it the largest developed category. In this category, developed land is considered to be areas that are not available for further residential, commercial or industrial use. Included uses in this class are all the State, County and Town parks including Newport State Park, Death Door Park, and Ellison Bay Park as well as boat landings and water access sites.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures. These uses account for 151 acres of land, or 2.7 percent of the developed land in the Town. This is the fifth largest use under the developed land. Agricultural structures are scattered throughout the Town of Liberty Grove.

Croplands/Pasture

Land under this category includes land used for the cultivation of plants, grasses for grazing, pastures, orchards as well as land used for growth, husbandry or housing of plants and animals and their products. This is one of the smallest undeveloped land uses within the Town at 5,352 acres, or 18.5 percent of the undeveloped land (15.4 percent of the total land). Agricultural land is concentrated in the central portion of the Town.

Undeveloped Open Space

Land uses within this category are primarily lands that have been disturbed in the past either for agricultural purposes, or cleared for development and allowed to go fallow. These lands are similar in character to agricultural pastures, but are not in active agricultural use. More than 9.1 percent (3,175 acres) of the total undeveloped uses within the Town fall into this category.

Natural Areas

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands and prairies. This use category is the largest in the Town with 5,339

acres or 18.3 percent of the undeveloped land in the Town and 15.3 percent of the total area. These areas are found in large tracts throughout the Town primarily adjacent to water features and woodlands.

Woodlands

Woodlands account for the second largest use in the Town at 14,903 acres or 51 percent of the undeveloped land in the Town of Liberty Grove. Woodlands are found adjacent to the Bay of Green Bay and Lake Michigan as well as scattered throughout the Town.

Water Features

Water features account for just 404 acres (about one percent of the undeveloped uses) within the Town. The majority of this comes from Europe Lake and the Mink River and the various ponds scattered throughout the Town. Water resources are discussed in more detail in Chapter 2 of this document.

LAND SUPPLY

Amount

The amount of land available for development within Liberty Grove is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 25-foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are approximately 23,431 acres of developable lands within the Town of Liberty Grove.

The General Plan Design has identified areas to accommodate future growth projections along with market force considerations. Thus, developing within identified natural areas for residential, commercial, industrial or similar uses is not necessary throughout the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, etc.

Price

Information on the price of property in Liberty Grove was obtained from a number of sources including the Door County property assessment and local realtors.

- Land - approx. \$30,000 to \$70,000 per lot;
- Residential Homes - median \$199,000;
- Commercial Property - \$100,000 per lot and up

These prices vary depending upon numerous factors; the surrounding land use; location; access; services; whether a parcel has water frontage; is wooded; includes a large amount of open space; and other, subjective, features. Historically, waterfront and water view properties have sold at significantly higher prices. However, the pricing trend for the Town of Liberty Grove continues to increase on interior land as development pressures and the demand for additional seasonal property continue to climb.

Demand

Based on building permit information from the Wisconsin Department of Administration and Door County, the Town of Liberty Grove experienced 362 housing permits for new residential construction from 1990 to 1999. If this trend were to continue, the Town could expect more than 700 new homes by the year 2020. Additionally, the demand for additional seasonal housing in Door County and the Town of Liberty Grove is likely to continue putting greater pressure on the Town to develop new residential areas.

The demand for commercial lands in the Town has been slowly increasing for the past 10-20 years, with many of new businesses locating within the Village of Sister Bay. With the increased development, the demand for commercial and light industrial land in the Town of Liberty Grove will increase during the planning period.

LAND USE ISSUES AND CONFLICTS

The Town will need to work with the Door County Planning Department in order to update the Town's zoning map. The Town's zoning map needs to be updated to reflect current uses within the Town of Liberty Grove and to reflect the Town's plan design.

There are opportunities for future conflicts to arise among uses, especially as residential growth takes place in the historically agricultural areas, and commercial and industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks and buffering will alleviate much of the incompatibility as will additional County controls within the subdivision ordinance, and ordinances regulating signage, lighting and noise.

The General Plan Design addresses areas for uses taking into consideration the impact on neighboring parcels. In many cases, there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, the area identified for a possible industrial park may be subject to additional design standards, which will be determined by the Town.

ANTICIPATED LAND USE TRENDS

The following land use trends were developed by analyzing past data for the planning period. These trends will influence the Town's future growth and preservation. The Town Board will need to address these trends over the next two decades in order to reach the Town's desired vision. The following trends were used to provide direction in the development of the General Plan Design. The Town's goals, objectives, and policies, issue identification and the Town-wide survey results were also considered.

1. The demand for larger lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
2. Residential developments adjacent to the Village of Sister Bay will continue at higher densities to receive adequate services and to preserve the rural nature of the surrounding Town.

3. The Town of Liberty Grove can expect a projected 700 additional dwelling units through the year 2020.
4. The Town's rural character will continue to be threatened by requests for the conversion of agricultural and open space lands. This may require additional mechanisms for preserving the natural vegetative structure needed for the protection of wildlife.
5. The use of private on-site wastewater treatment systems and individual groundwater wells will continue within the Town throughout the planning period.
6. As computer technology continues to advance in global information (Internet), home occupations will likely increase.
7. Commercial uses will likely increase, with primary locations being adjacent to Sister Bay, in Ellison Bay and Gills Rock along State Highway 42.
8. The Town will experience increased demand for services, as the median population age continues to increase, and additional people relocate from areas with greater services.

DEVELOPMENT STANDARDS

Environmental and Public Utility Considerations

The population projections found in Chapter 3 of this document can be used to provide the Town with an adequate measure of the number of acres that will be needed to accommodate future growth. Following are environmental and public utility considerations should be utilized to provide the Town with an indication of which acreage of the municipality is best suited for development.

Undeveloped lands exist within the Town, which will make it unnecessary to propose development within the Town's remaining "environmental corridors" as defined within the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the Town for future generations to enjoy. The Town has an abundance of unique areas including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community, while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control.

The Town provides municipal sewer and water to its residents in Liberty Grove Sanitary District #1. The Plan indicates that individual property owners residing outside Liberty Grove Sanitary District #1 will continue to install and maintain their own wells and private on-site wastewater systems. Protection of the watersheds and aquifers within the Town is required, therefore, to assure Town residents are supplied with safe, usable water.

An adequate network of arterial, collector, and local roads are already in place throughout the Town. These should adequately serve future traffic flows generated from any increased growth.

Planning Criteria

Planning criteria are developed in order to give the community a basis for their land use recommendations. The Town's general plan design was based upon criteria identified by the State, Door County as well as the Town. These criteria assure the planning process is sound, whether being presented to the public, or when modifying or developing land use practices within the Town.

Following are the State of Wisconsin criteria for Smart Growth (s. 66.1001), to be used for community planning.

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

The Door County Zoning Ordinance has identified the following criteria for all the unincorporated areas within Door County:

1. Promote planned and orderly land use development.
2. Protect property values and the property tax base.
3. Fix reasonable dimensional requirements to which buildings, structures, and lots shall conform.
4. Prevent overcrowding of the land.
5. Advance uses of land in accordance with its character and suitability.
6. Provide property with access to adequate sunlight and clean air.

7. Aid in protection of groundwater and surface water.
8. Preserve wetlands.
9. Protect the beauty of landscapes.
10. Conserve flora and fauna habitats.
11. Preserve and enhance the county's rural characteristics.
12. Protect vegetative shore cover.
13. Promote safety and efficiency in the county's road transportation system.

The Town of Liberty Grove has identified the following criteria from the issue identification process, the Town wide survey results, and the Comprehensive Plan's goals and objectives:

Community Growth

1. To protect the groundwater and surface water
2. To maintain the Town's rural atmosphere
3. To provide for appropriate development while preserving the agricultural lands, open spaces and maintaining the integrity of the environment
4. To protect all future growth areas from incompatible development
5. Cooperate with the Village of Sister Bay, the County, and surrounding Towns on future planning projects and boundary issues to minimize conflicts

Residential

1. Direct new development to appropriate locations to maintain the rural character of the Town
2. Situate higher density residential development in and adjacent to areas that minimize impacts upon agricultural lands and the environment
3. Residential developments should be directed to areas which will allow for compatible uses that will minimize conflicts between farming and non-farming land uses within the Town
4. Direct multi-family developments toward areas that have the adequate facilities and services that they need
5. Provide for a variety of quality housing opportunities for all segments of the Town's current and future population including the disabled and the elderly

Commercial/Industry/Parks

1. Identify key locations for commercial and light industrial development that addresses both its impacts on surrounding uses, and the environment, to minimize adverse impacts
2. Give proper consideration to both neighborhood commercial and highway commercial business
3. Plan for commercial development in Ellison Bay and Gills Rock, ensuring that they have adequate room to develop off-street parking and landscape buffers
4. Cooperate with Door County, Village of Sister Bay, adjacent towns, and property owners on the maintenance of existing parks and any development of additional recreational opportunities

YEAR 2000 LAND USE PROJECTIONS

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and Town-wide survey results. Over a 38-month period, the Town Plan Committee and Plan Commission met more than 150 times to review Town data and growth options. From these open meetings and presentations to the public, a 2020 General Plan Design was developed and approved.

One noticeable difference that needs to be taken into consideration is the visual representation of the 2000 Land Use map and the 2020 General Plan Design map. The General Plan Design was developed by the Town utilizing the parcel mapping. As mentioned previously in this chapter, the existing land use was done by specific structural or feature basis rather than parcel-by-parcel. In order to more accurately determine, on a parcel basis, the amount of land developed and how much land is available for growth, the Commission's GIS system was utilized. Parcels that have existing development on them were tagged as developed, and the remaining parcels were deemed available for future development. However, there were rare instances where the designated land use did not precisely match the parcel. Overall, converting the existing land use acreages into parcel acreages gives a better representation of the amount of land that is developed and how much land is available for future development in the Town of Liberty Grove.

FIVE YEAR INCREMENTAL LAND USE PROJECTIONS

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, and industrial land uses in the community over the twenty year planning period.

The methodology used to project the Town's future residential land use acreage employed the projected housing needs presented in Chapter 3 of this document (an average of 387 occupied housing units needed by 2020), an assumed dwelling unit per 4.5 acres ratio for all housing types, and a multiplication factor to allow for market flexibility. Based on this methodology, the Town would need nearly 3,000 acres of land for new residential development over the next twenty years. This is approximately 548 acres for future residential development over the next five years; 658 acres between 2005 and 2010; 768 acres between 2010 and 2015; and 877 acres between 2015 and 2020.

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the Town (8:1) based on the 2000 land use inventory. Based on this methodology, the Town would need to accommodate about 68 acres for future commercial development over the next five years, 82 between 2005 and 2010, 96 acres between 2010 and 2015, and 109 acres between 2015 to 2020. The Town has allocated approximately 700 acres for commercial uses on the 2020 General Plan Design. The larger commercial acreage allocation on the plan design is due in large part to the highway exposure and expected growth in the communities of Ellison Bay and Gills Rock as well close proximity to the Village of Sister Bay. It is the hope that this will attract more commercial businesses to the area and help create more jobs. These areas, designated as

commercial, will also allow for proper parking facilities and adequate buffers between the different business types.

Industrial lands are projected in the same manner as the commercial lands. According to the 2000 land use inventory, the current ratio of residential acreage to industrial land use acreage in the Town is 6:1. Therefore the Town would need to accommodate about 91 acres for future industrial development over the next five years, 110 between 2005 and 2010, 128 acres between 2010 and 2015, and 146 acres between 2015 to 2020. The Town has allocated approximately 540 acres for industrial uses on the 2020 General Plan Design.

DEVELOPMENT STANDARDS

General Plan Design Classifications

The classifications listed below closely follow a set of standards that were developed by the Door County Planning Department and utilized in the Door County Zoning Ordinance. These classifications were utilized in the development of the General Plan Design to assist the Town with allocating different types of land use in various areas.

The General Plan Design uses **13 classes** of land use. The intent of the plan is for these classifications to be consistent with the zoning districts within the *Door County Zoning Ordinance* that are in existence within the Town of Liberty Grove, and to ease future implementation of the Plan and coordination with the County. The General Plan Design Map's classifications, along with the Town's land use strategy for each of the classifications are identified below:

1. Single Family Residential
2. High Density Residential
3. Rural Residential
4. Commercial Center
5. General Commercial
6. Light Industrial
7. Governmental/Institutional/Utilities
8. Parks and Recreation
9. Agricultural/Woodland/Open Space
10. Natural Areas
11. Environmental Corridors/Wetlands
12. Primary Highway Corridor
13. Secondary Highway Corridor

Single Family Residential

The classification is intended to provide for single family residential and planned residential development at fairly high density. Generally, these districts will be located in or near existing communities and along the shoreline where smaller lots are more common.

High Density Residential

This classification is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. Multi-family residential is intended to be located in areas with an existing mixture of residential types, certain regions which are, or may be served by public sewer, and other locations where high density residential developments are appropriate. Multi-family development is not intended to develop into centers of commercial activity and, thus, most commercial uses are not permitted.

Rural Residential

This classification is intended for mostly rural areas of the interior of Liberty Grove where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. This district also permits home businesses. It is intended to provide additional development options to homeowners by allowing certain businesses to be established in conjunction with residences. Lot sizes of 2 acres or greater are required for new lots.

Commercial Center

This district is intended to provide centers for commercial and mixed use development and redevelopment. The district permits a wide variety of retail, service, and office uses and is intended to maintain the vitality of the Town of Liberty Grove commercial centers. It should be established for the main business districts of existing communities in the unincorporated areas of Ellison Bay and Gills Rock, but it is also intended for outlying or smaller nodes of development.

General Commercial

This district permits both residential and commercial uses and is designed to accommodate those areas of the Town of Liberty Grove with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Typically, this district will be located within or near existing communities. In addition, this district can be used as a transition between business centers and strictly residential areas.

Light Industrial

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. It is also intended that this district be used for the location of trade or contractor establishments, commercial storage facilities and similar businesses. Such uses should not be detrimental to the surrounding area or to the Town as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. Such uses may be subject to requirements that will reasonably ensure compatibility. This classification can also be used for industrial or business parks.

Governmental/Institutional/Utilities

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites.

Parks and Recreation

This classification designates parks and other recreational facilities.

Agricultural/Woodland/Open Space

This classification is intended for mostly rural areas of the interior of the Town where a mixture of low-density residential, agricultural, and rural commercial activity exists or is desirable. This classification is intended to maintain agricultural lands, to conserve the existing, mostly undeveloped wooded and open space natural areas of the Town, and to accommodate certain nonagricultural uses that require spacious areas to operate or where natural resource exploitation occurs. This district is also intended to provide property owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. The classification provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.

Natural Areas

This classification is intended to conserve the existing, mostly undeveloped natural areas of Liberty Grove. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.

Environmental Corridors/Wetlands

Environmental corridors are represented by elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands and their setbacks, and a 75-foot setback from all navigable waterways as defined by the Door County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights.

Primary Highway Corridors

Primary Highway corridors are defined as those roads in the Town functionally classified as arterials and are designed to be overlay categories to other classifications within the General Plan Design. Development with direct access to STH 57 and STH 42 should be limited. Development of lands immediately adjacent to the state highways that are accessed from other local roads should be discouraged. If development is allowed to occur adjacent to the state highways with access to the development from the county or local road system, the location of the access driveway should be prohibited within 1000 feet of the state highway and connecting road intersection. The primary highway corridor should be considered a main truck route. Development is discouraged so as to help

maintain the existing speed limits and provide for safer access to the highway. An open space buffer should be established on either side of the primary corridors to preserve the visual character of the area. Cluster developments and shared driveways should be encouraged adjacent to these corridors.

Secondary Highway Corridors

Secondary Highway Corridors are those roads in the Town that carry a majority of truck and through traffic around the Village of Sister Bay and across the Town. The secondary highway corridors are designed to be an overlay category to other classifications within the General Plan Design. Development with direct access along these corridors should be limited. The location of access driveways should be prohibited within 1000 feet of the secondary corridor and connecting road intersection. The secondary highway corridor should be considered a truck route to encourage safe movement of traffic at the existing speeds. An open space buffer should be established on either side of the secondary corridors to preserve the visual character of the area. Cluster developments and shared driveways should be encouraged adjacent to these corridors. Wider lanes should be constructed along these corridors to allow for bike lanes.

RECOMMENDED DEVELOPMENT STRATEGY

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the Town. The following text discusses each of the major future land use classifications as depicted on the General Plan Design Map. It should be noted that the specified classifications do not designate individual areas for development; instead it designates the entire area for that use to occur. It is not the intent of the plan to see the entire area within a classification developed, rather that specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within each classification.

Residential Development

As residential development pressures continue, the Town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural character of the Town. The General Plan Design includes three primary areas for residential types of growth.

Single Family Residential

The Single Family Residential development is intended to promote orderly and efficient growth which is consistent with the land uses adjacent to the Village of Sister Bay. The intention is that these areas will develop with minimal lot sizes. Residential developments should be steered to these areas rather than being allowed to scatter throughout the Town. This would help to preserve the open spaces, viewsapes and natural settings that are prevalent throughout the Town.

By locating near the Village of Sister Bay, residential developments in these areas could potentially receive services such as sewer and water. The creation of smaller lot sizes in these

areas would enhance the cost-effective provision of water and sewer. In order to ensure the Village's cooperation regarding urban services, a boundary agreement is recommended. It is also recommended that any expansion near the Village comply with the "Official Map" regarding street extensions and minimum standards for Village streets. These areas are where future annexation will most likely occur as public amenities such as wastewater treatment and municipal water are demanded.

Rural Residential

The second type of residential development addresses those improvements intended to provide for spacious living environments at a minimum residential lot size of one unit per 2 to 10 acres. In addition, these areas shall allow a mixture of farming uses which are compatible with other surrounding land uses. These areas will also help to preserve the Town's rural nature and ensure that there will be fewer conflicts between incompatible land uses. The Rural Residential classification allows the Town to provide for a range of lot sizes within the Town, while providing a transition from the population centers to the countryside.

Agricultural/Open Space/Woodland Areas

The third type of residential development addresses lands within agricultural, wooded and open areas. These areas are intended to remain as they are at the time of this plan with a minimum requirement of one residential unit per 10 or more acres. It is felt by the Town that further development of these areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the Town. If residential development were to occur in these areas, adequate buffers should exist between farming and non-farming operations in order to lessen conflicts. Though some rural commercial activity is desirable for these areas, it is not the intention of this category to allow for fully retail based business; business allowed in this district should supply a mix of home, agriculturally produced products and retail products. When practicable, the Town should work with existing businesses in these areas to keep them viable if proposed changes to the retail mix of business expansions are compatible with surrounding land uses.

Individual proposals for residential development in these areas need to be considered on their own merit. If it is found that new residential development will not have a negative affect on an existing farm operation or the rural character of the Town, it may be possible to allow limited development.

Criteria for review in these instances should include at a minimum:

- An inventory of surrounding land uses;
- Consideration of the potential impact on existing land uses;
- Location of woodlands and prime agricultural soils;
- Soils test results and the type of on-site treatment system that would be required;
- Whether the new development would require the construction of new streets

Overall, the Town shall encourage future land divisions and residential developments within the proposed residential classifications only. This practice will encourage infill development and discourage further fragmentation of agricultural areas.

It is the intent of this Plan to see all future residential developments occur without negatively affecting the function or the look of the Town's unique environmental features. Large stands of trees as well as open spaces, if they are to be developed, should be handled in such a way as to complement their aesthetic nature. In most cases, the plan's intent is to protect existing natural areas (vegetated areas and/or open space views) from being developed.

Commercial Strategy

Commercial Center

These areas are envisioned to fulfill the needs of the residents plus capitalize on high traffic volumes, good visibility, access on a major State highway, and have ease of access and enough area to accommodate off-street parking and landscaping. These areas will promote highway as well as neighborhood-type businesses such as restaurants, gas stations, grocery stores, etc. The areas classified as commercial on the 2020 General Plan Design Map shall have identified standards for the commercial uses allowed within them. The Town may adopt minimum sign, landscaping, lighting, parking and access standards that fit the Town's atmosphere.

General Commercial

This commercial category accounts for businesses such as restaurants, shops and other existing commercial uses found within the Town. It is the intent of this plan that these existing establishments continue throughout the 20 year planning period. In addition, home occupational businesses also fall into the General Commercial category. The Town will need to ensure that the home occupational businesses that exist do not outgrow their current location or become nuisances to adjoining landowners. Those home occupational businesses, which do expand, should be encouraged to relocate their business to the areas designated as commercial.

Agricultural/Open Space/Retail

Commercial development in the rural areas of the Town is intended to be less intense than the commercial activity allowed in areas designated as Commercial Center and General Commercial. Businesses allowed in this district should supply a mix of home, agriculturally produced products and retail products. Businesses established in these areas should be compatible with surrounding land uses.

With any kind of development, the Town Board and Town Plan Commission must closely monitor the infrastructure and community service capacities, and weigh the future benefits against their cost.

Light Industrial Strategy

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. This classification can also be used for industrial or business parks. As with the commercial development, when light industrial development is proposed within the Town, the Town Plan Commission and Town Board should monitor this type of development. Signage, landscaping, lighting, parking and access standards should fit the Town's rural atmosphere

Governmental/Institutional/Utilities Strategy

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites. It is the intent of this plan to see that the Town Plan Commission and Town Board continue to monitor services provided to the Town residents. These officials will work with adjoining communities and Door County to help provide future services as effectively and efficiently as reasonably possible. It is recommended that the Town continue to cooperate with surrounding villages and towns as well as the Door County Parks Department in maintaining and enhancing the recreational facilities in the area. The Town shall explore grant and aid programs as well as consolidation of services when considering improvements to any of the Town services. The Town should continue to work with other zoned towns and the Door County Planning Department to update the Door County Zoning Ordinance. The Town should ensure that services and utility services provided to Town residents and adequate and will be available through the planning period.

Parks and Recreation Strategy

This classification designates parks and other recreational facilities. Any future recreational development should be coordinated with the Door County Parks Department, the Department of Natural Resources, and possibly other communities to plan for future neighborhood and community parks. The Town should expand existing parks and locate future parks and recreational facilities to enhance their aesthetic appeal and best serve the Town's residents and visitors. The Town should explore grant and aid programs when considering improvements and expansions of existing parks, as well as the purchase of land for new parks and recreational facilities.

Natural Areas Strategy

This classification is intended to conserve the existing, mostly undeveloped natural areas of Liberty Grove. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots. By preserving its natural areas, the Town of Liberty Grove will maintain its rural nature which gives the Town its character. Residential development in these areas should have a minimal effect on wildlife habitats and the rural nature of the Town.

Environmental Corridors/Wetlands Strategy

Environmental corridors are represented by elements including: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands and their setbacks, and a 75-foot setback from all navigable waterways as defined by the Door County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights. Many natural features are unsuitable for development, enhance the appearance of the community, and/or improve natural processes such as flood control, water retention or groundwater recharge. The Town of Liberty Grove has many significant natural features including wetlands, large stands of trees, floodplains, lakes, rivers, and creeks. This Plan recommends that the natural features within the Town remain in their natural state or be minimally modified for possible recreational use. Residents feel strongly about preserving

natural resources. Using the environmental corridors as a guide when reviewing proposed developments will give the Town information on what areas the Town residents believe are important to maintaining the Town's rural character and the quality of its natural resource base. The Town should direct development away from environmental corridors as much as possible. The Plan should serve as a guide for the preservation of these areas.

Transportation

The transportation network in the Town of Liberty Grove is adequate, given the two State highways and the various County highways that are found within the Town. The local road system that is in place provides good traffic flow within the Town from north to south, and east to west. If any new subdivisions are proposed within the Town, the Plan Commission and Town Board should require Area Development Plans. This will allow the Town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the Town's future maintenance costs.

IDENTIFIED "SMART GROWTH" AREAS

The Town of Liberty Grove Plan Commission (LGPC) Land Use Plan (Map 8.5) has identified how the Town will preserve its lands throughout the planning period. This process has identified some "Smart Growth Areas." Wisconsin statute s. 16.965 defines a "smart growth area" as:

"An area that will enable the development and redevelopment of lands within existing infrastructure and municipal, State and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs."

Smart Growth Areas in the Town of Liberty Grove have been identified. This allows for more orderly and efficient growth patterns. In addition, these areas allow for a mixture of uses (residential, light industrial, commercial, recreational, etc.) and are more likely to be in close proximity to present and future municipal services. Higher density developments adjacent to existing centers assist the Town in maintaining a rural character. Lower densities throughout the remainder of the Town offer opportunities to preserve the many valuable natural areas and prime agricultural lands that make up the Town of Liberty Grove's landscape.

SUMMARY

Overall, the Town of Liberty Grove 2020 General Plan Design is the result of approximately 36 months of preparation and work done by the citizens and officials of Town of Liberty Grove, and which addresses the following issues:

- Finding a balance between individual property rights and community wide interests and goals;

- Steering developments to appropriate areas within the Town in order to minimize land use inconsistencies;
- Recognizing the value of environmental corridors and wildlife habitats by preserving these areas;
- Promoting environmental corridors to serve as natural buffers;
- Preserving productive agriculture activities within the Town;
- Maintaining the Town's rural and open space character;
- Steering more intensive development towards population centers where the infrastructure exists to support such development;
- Cooperating with all surrounding towns and villages;
- Identifying sufficient land to accommodate development over a 20 year planning period.

The effect that this Comprehensive Plan will have on the Town is wide ranging; it identifies a program to sustain or improve the overall condition and delivery of public facilities and services. It provides a future development scheme that is compatible with the Town's existing development pattern. In addition, it provides for the achievement of the Town's vision and goals outlined within the Plan. In simple terms, the Town must not only plan for new development that may occur, but must also plan for the timing and location of the new development that is within the framework of this Plan design. To accomplish this, the Town Board, Town Plan Commission and all Town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining towns, villages and the County.

Table 8.2 contains a summary of the year 2020 land uses, which have been designated in the General Plan Design for the Town of Liberty Grove along with their approximate acreage totals.

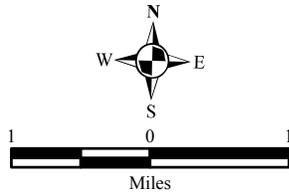
Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Liberty Grove

Plan Design Category	Acres	Percent
Single Family Residential	1,525	4.4%
Rural Residential	6,062	17.4%
Agricultural/Open Space/Woodland	10,404	29.9%
High Density Residential	194	0.6%
General Commercial	604	1.7%
Commercial Center	101	0.3%
Light Industrial	537	1.5%
Government/Institutional/Utilities	153	0.4%
Parks & Recreation	2,317	6.7%
Natural Area	6,249	18.0%
Environmental Corridors/Wetlands	6,665	19.1%
Total	34,810	100.0%

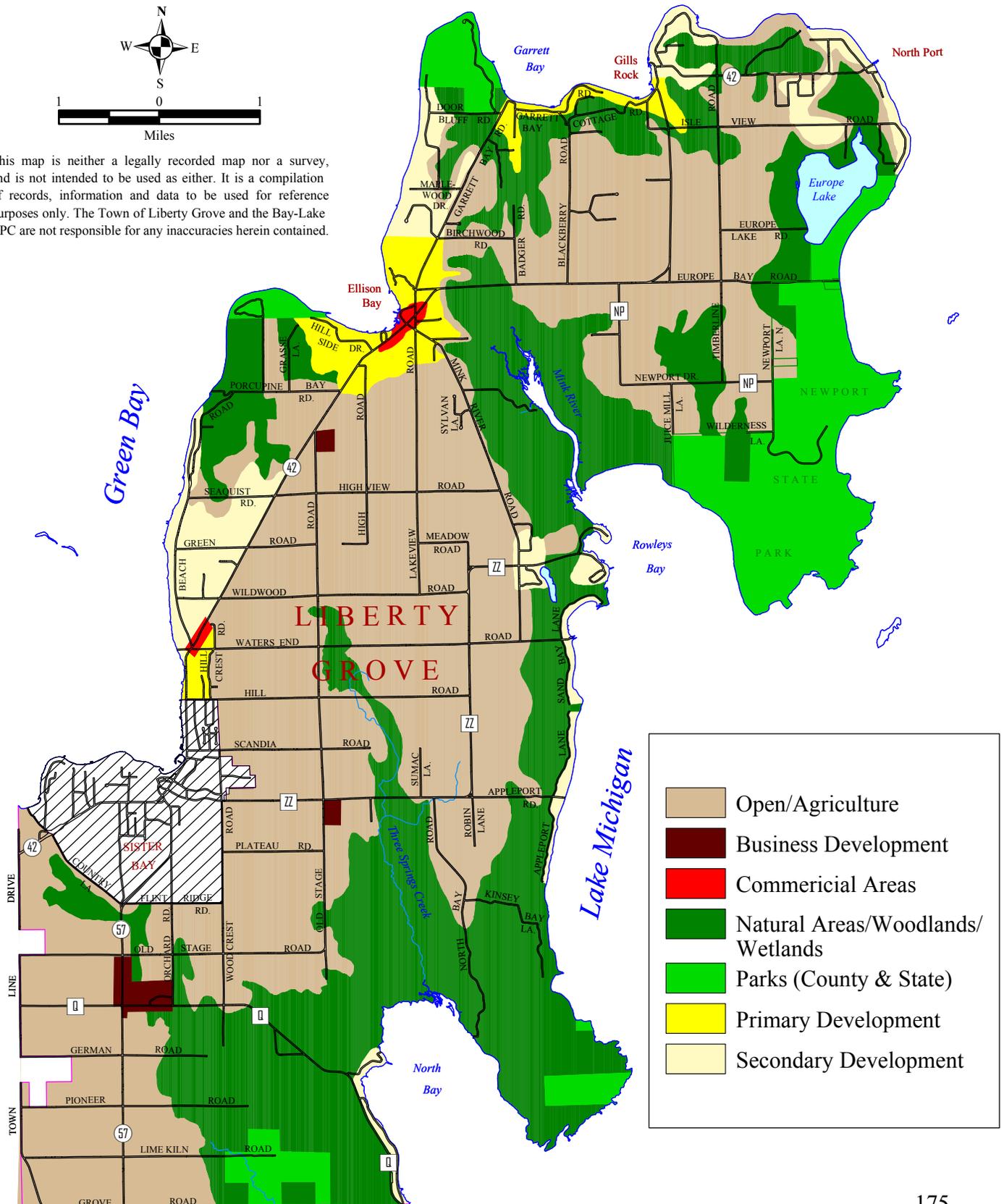
Source: Bay-Lake Regional Planning Commission, 2003.

1988 General Plan Design

Town of Liberty Grove Door County, Wisconsin



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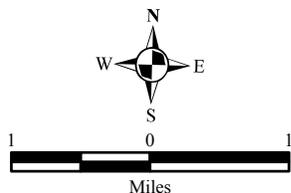


Source: Bay-Lake Regional Planning Commission, 2004.

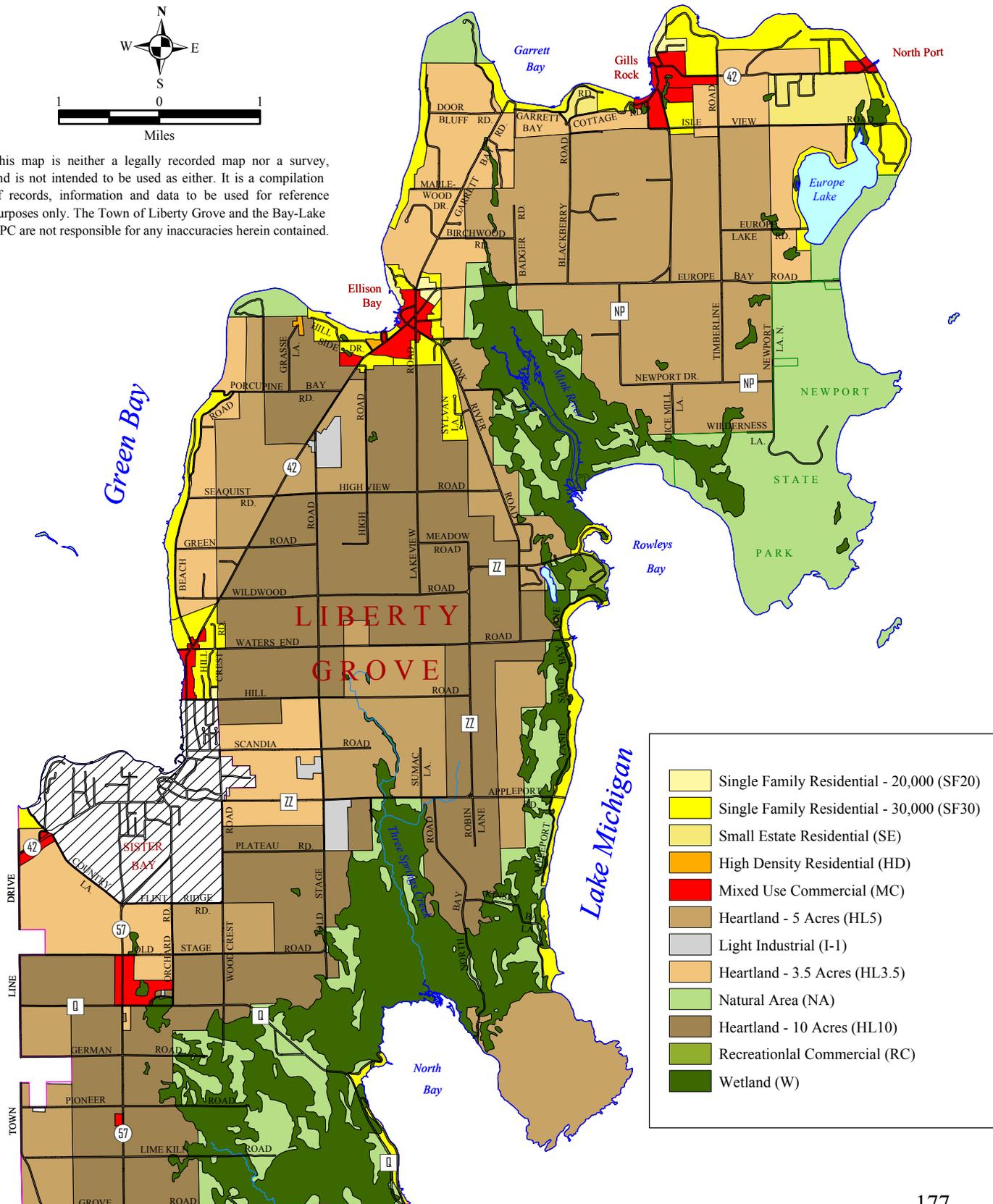
Door County Zoning

Town of Liberty Grove

Door County, Wisconsin



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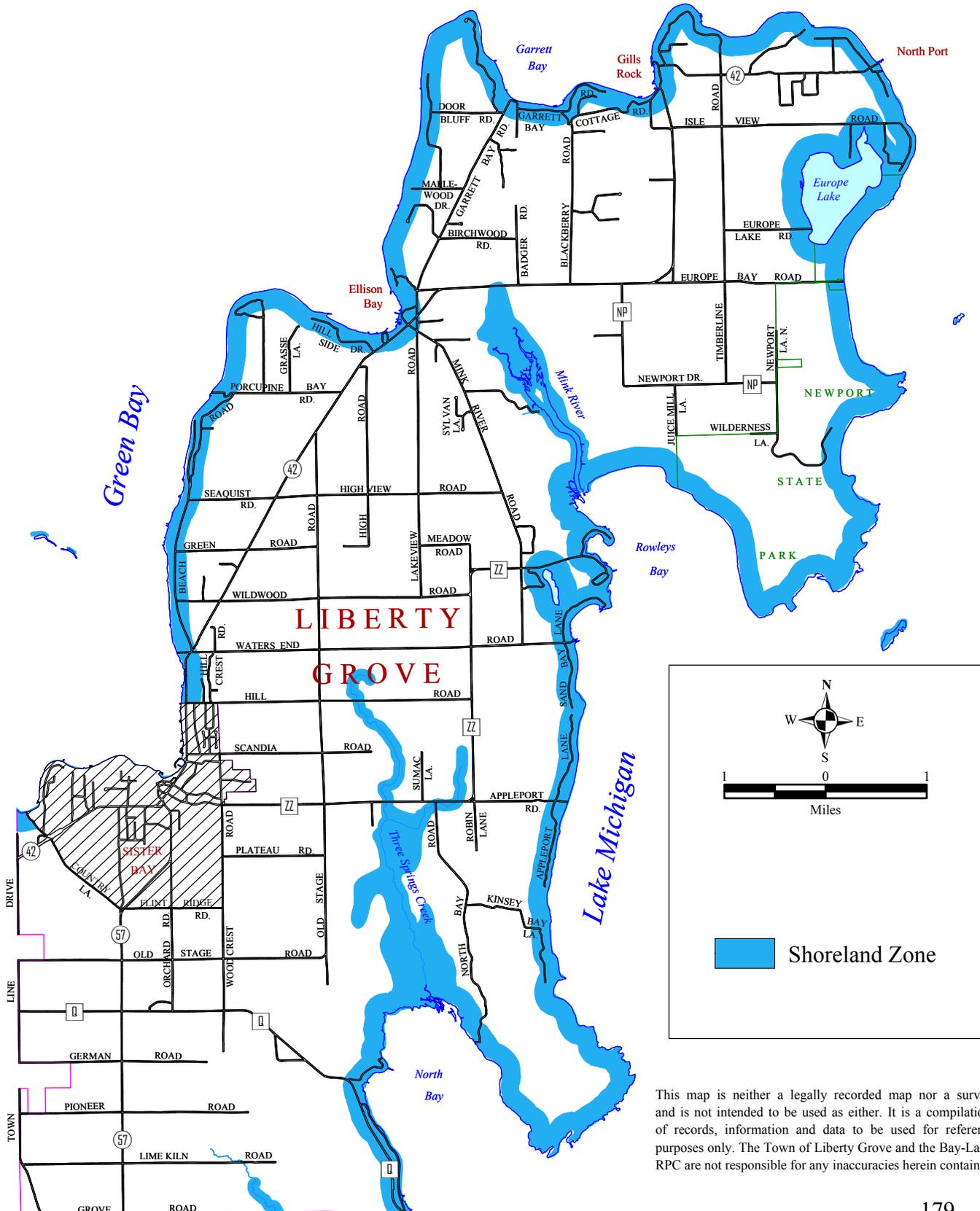


Source: Door County, 2000; Bay-Lake Regional Planning Commission, 2004.

Shoreland Zone

Town of Liberty Grove

Door County, Wisconsin

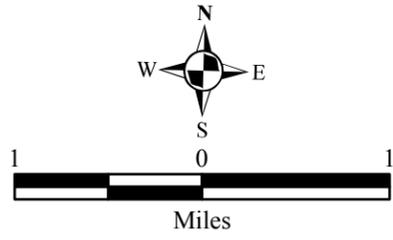


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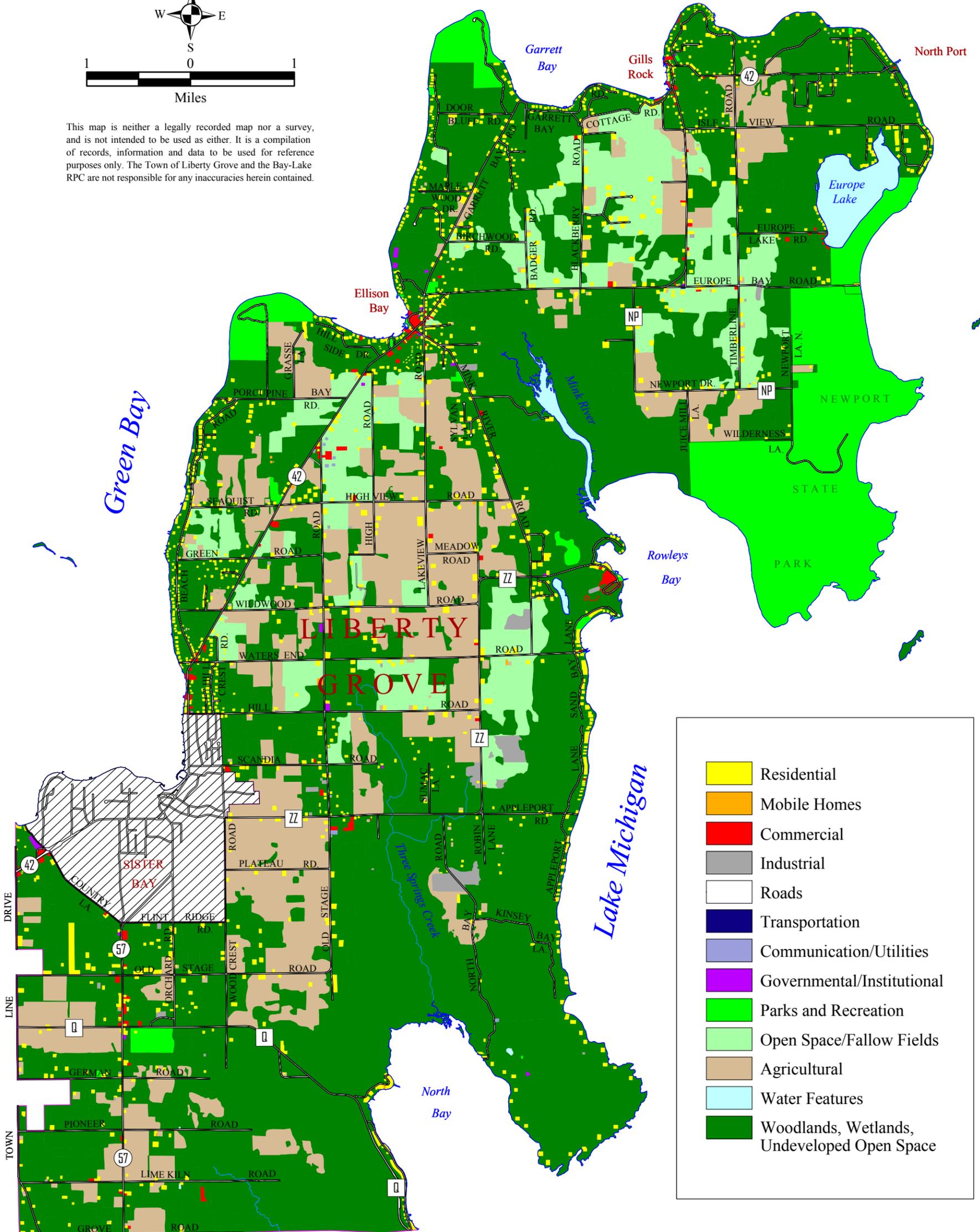
Source: Bay-Lake Regional Planning Commission, 2004.

Land Use

August 2001
 Town of Liberty Grove
 Door County, Wisconsin



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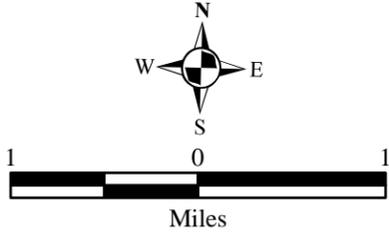


- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communication/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands, Wetlands, Undeveloped Open Space

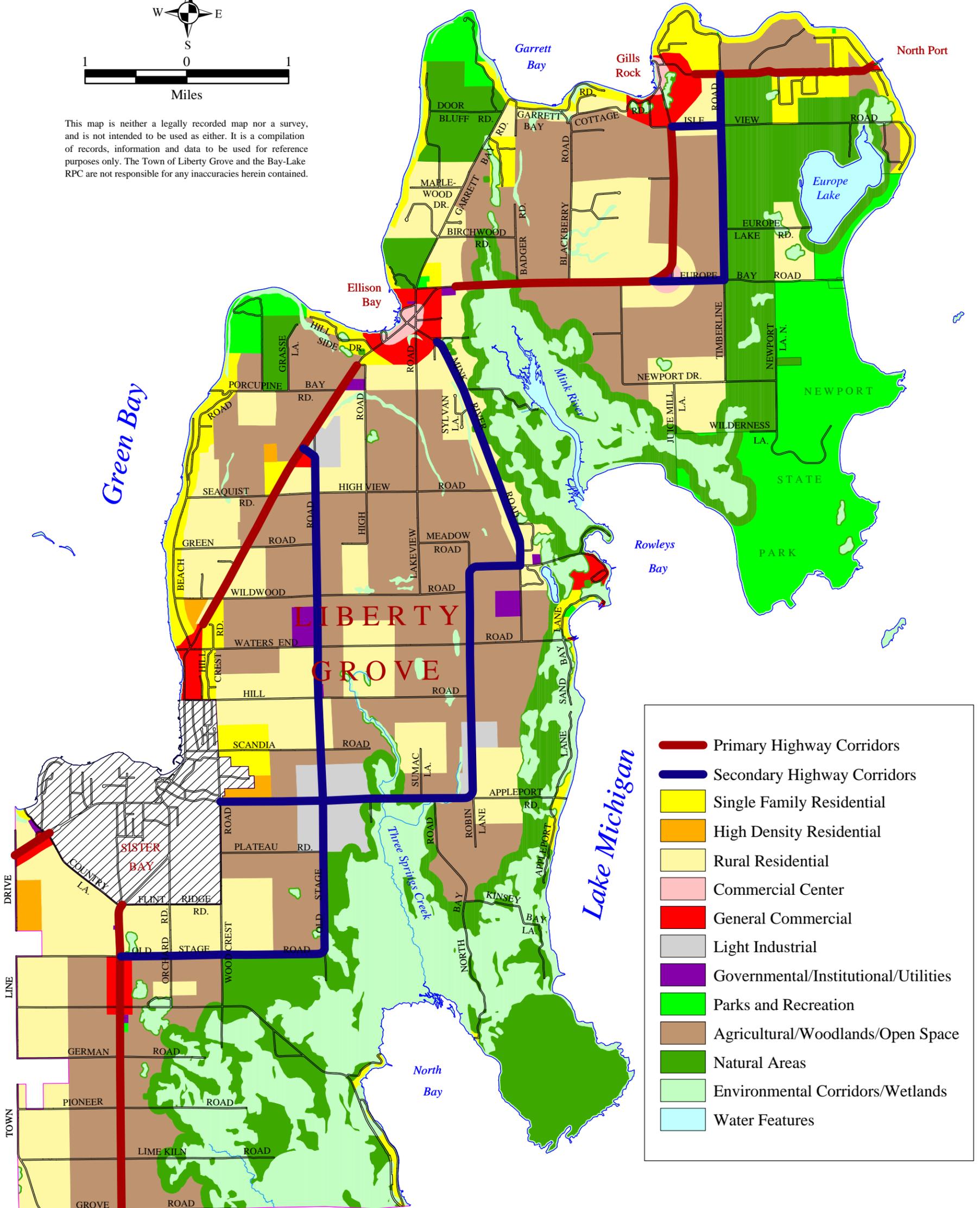
2020 General Plan Design

Town of Liberty Grove

Door County, Wisconsin



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- Primary Highway Corridors
- Secondary Highway Corridors
- Single Family Residential
- High Density Residential
- Rural Residential
- Commercial Center
- General Commercial
- Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural/Woodlands/Open Space
- Natural Areas
- Environmental Corridors/Wetlands
- Water Features

Chapter 9 - IMPLEMENTATION

INTRODUCTION

The final element in a comprehensive planning program is the implementation of the approved Year 2020 Comprehensive Plan. Implementation can take the form of:

1. Carrying out the recommendations in the Plan for specific projects; including utilizing the General Design Official Map
2. Using the Plan as a guide to public and private decision-making on matters that relate to the development of the Town; for example, a rezoning request or a capital expenditure
3. Reviewing and amending the Plan as changes in the demographics, economy or political climate occur

This chapter provides information on the Comprehensive Plan amendment/update process and its overall use by the Town of Liberty Grove. More specific information on various statutory powers, which the Town may utilize to implement the Year 2020 Comprehensive Plan, are also included in this chapter.

Role of the Plan

The Comprehensive Plan must be in conformance with land controls governing the Town. If a decision is made that is inconsistent with the Plan's goals, objectives, vision statement or General Plan Design, the Plan must be amended to include this change in policy before the decision can take effect.

Role of the Elected Officials

The elected officials must make their decisions from the standpoint of overall community welfare - tempered by site-specific factors. They must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the recommendations of advisory boards, with their own judgment.

LAND USE PLANNING RECOMMENDATIONS

Zoning

The Town of Liberty Grove is under the authority of the Door County Zoning Ordinance administered by Door County, Wisconsin. Future land use classifications may require rezoning in order to become effective. The Town will also need to stand firm on minimum zoning standards.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility of text and realignment of boundaries within various districts should take place. The Town of Liberty Grove should work with Door County in amending the County Zoning to reflect the Town's needs, which may mean the development of additional zoning districts, overlays, or its own zoning ordinance
- Work with the County as necessary to identify standards for lighting and landscaping in order to best protect the rural look of the Town.

Official Maps

Under §62.23(6), the city council/village board/town board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. " Once an area is identified on an official map, no building permit may be issued for that site unless the map is amended.

The Official Map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price.
2. It establishes future streets that subdividers must adhere to unless the Map is amended.
3. It makes potential buyers of land aware that land has been designated for public use.
 - Given the rural character and abundance of open spaces in the Town of Liberty Grove, the Town may choose to begin the official map process in specific areas. For example, areas where more intensive development will take place, (adjacent to the Villages of Sister Bay and Ephraim, Ellison Bay, Gills Rock) should take precedence. Further, developers would be required to submit proposals that would result in planned, orderly growth and development. Roads and utilities would include areas beyond the land proposed to be platted. This would help the Town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.
 - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the Villages of Sister Bay and Ephraim currently have a right to exercise extra-territorial plat review over the Town, and thereby influence the division of land within 1.5 miles of its border with the Town. The Town would have discretion in the design of the development plan and, in most instances, the Villages would have approval authority of any Area Development Plans within 1.5 miles of the Village. If approved, the plans would be incorporated as part of the official map.

Sign Regulation

Signage in the Town of Liberty Grove is regulated by the Door County Zoning Ordinance. The Town many wish to adopt more stringent sign controls than the County's in order to preserve the Town's rural look and character. This is especially important as commercial businesses develop along transportation corridors or in adjoining communities.

Erosion and Storm Water Control Ordinances

Under § 61.354 of the Wisconsin Statutes, the Town may enact a construction site erosion control and storm water management zoning ordinance. Door County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The Town of Liberty Grove should work with the County to develop, adopt, and ensure compliance by developers.

Economic Development Committee

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDC's have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDC's consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community's business, labor and educational sectors. They are jointly appointed by the community and its Chamber of Commerce, or by other business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- Door County has an Economic Development Corporation. It is recommended that the commercial and industrial needs of the Town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth. The Door County Economic Development Corporation manages the Door County Revolving Loan Fund which provides low interest loans for business development and expansion

Building/Housing Codes

The Town and the State should join in reviewing, and enforcing, all building/housing codes. This is especially important for those older structures in the Town, and for properties that are not owner occupied. The Town currently uses a private contractor to enforce State building codes.

Floodplain Ordinance

Door County regulates, through its Floodplain Ordinance, development within the designated FEMA floodplain areas. These regulations will limit development within identified areas. In some instances, it may be important to re-adjust the floodplain boundaries in specific areas or within the entire Town. To do so the Town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and FEMA for their review.

3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Sanitary Codes

Groundwater protection is of great importance to both the Town and to the surrounding communities. The Town, Door County, and the State of Wisconsin should work together to ensure strict compliance with all sanitary codes. Any future changes to Code minimum standards should be monitored closely in order to protect the residents, the land, and consequently, its associated property value.

COMPREHENSIVE PLAN DEVELOPMENT PROCESS

The Comprehensive Plan was developed sequentially with supportive goals, objectives, policies, and programs. Utilizing a community nominal group process as a base, key issues were identified within each of the nine elements of the Plan. Using these issues along with factual information regarding natural features, population statistics, housing data and an inventory of infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision for the planning period. To encourage public comment on the Plan, a public participation resolution provided for open houses and newsletters (See Appendix G). The identified vision, goals and strategies expressed within this Plan were utilized to determine the final General Plan Design as well as the specified implementation actions the Town will undertake throughout the planning period. Any amendment to the Plan shall be accompanied with an overall review of the nine elements. The Town additionally established a website, (www.libertygrove.com), which was regularly updated with Plan Commission minutes and other pertinent information.

MINIMUM PLAN REVIEW

<i>Plan Components</i>	Implementation Schedule									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
<i>Goals, Objectives, Policies/ Vision Statement</i>					Review Chapter Goals					Review & Update Plan Goals
<i>Population</i>					Evaluate Against WDOA Estimates					Update
<i>Housing</i>										Update
<i>Economics</i>					Evaluate					Update
<i>Growth Forecasts</i>					Evaluate					Evaluate, Update
<i>Natural Features</i>					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
<i>Transportation</i>					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
<i>Community Facilities</i>					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
<i>Land Use</i>					Inventory & Evaluate					Update, Inventory, Evaluate, Update Recommendations
<i>Intergov. Relations</i>		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals

PROCESS FOR UPDATING PLAN

As directed by s66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may do so only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following s66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

ANNUAL WORK PLAN REVIEW

The goals established in this Plan will be implemented over a twenty year planning period beginning in 2003 and running through the year 2023. They represent priorities for land use management for the Town of Liberty Grove. The objectives provide more detailed and readily measurable steps toward reaching each goal.

The following work plan has been developed to implement these goals and objectives. The Plan outlines the entity responsible for each objective, cooperating agencies, expected funding source, and a timeline for implementation. The work plan should be reviewed, and revised as needed, on an annual basis.

► THE WORK PLAN ACTIVITIES LISTED IN THE FOLLOWING TABLES REPRESENT BOTH ONGOING AND INDIVIDUAL INITIATIVES. ◀

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>GOAL: Agricultural Resources Identify, protect, and preserve the Town's significant natural, scenic, and open space areas for enjoyment by its residents and visitors for present and future generations.</p>				
<p>1. <i>Encourage protection of existing agricultural land uses.</i></p>				
When practicable classify existing agricultural use land as Natural Area or Agricultural/Open Space/Woodland as identified in the General Plan Design	Town Board	Farmland Trust, UW-Extension Ag Agent	Town, County	On-Going
When practicable classify existing agricultural use land as Natural Area or Agricultural/Open Space/Woodland as identified in the General Plan Design	Plan Commission	Town Board	Town, County	Immediate
<p>2. <i>Encourage expansion of agricultural land uses.</i></p>				
When practicable classify prime agricultural land as designated by the soil survey of Door County as Natural Area or Agricultural/Open Space/Woodland as identified in the General Plan Design	Plan Commission	Town Board, Door County Soil & Water Conservation Dept. (DCSWCD)	Town, County, Natural Resources Conservation Service (NRCS)	Immediate
<p>3. <i>Encourage the use of sound agricultural and soil conservation methods to minimize soil erosion and groundwater contamination.</i></p>				
Cooperate with governmental agencies and Door County Soil and Water Conservation Department to promote soil conservation and erosion control	Town Board	DCSWCD, EPA, WDNR	EPA, DNR, NRCS	On-Going
Cooperate with governmental agencies and Door County Soil and Water Conservation Department to prevent groundwater contamination	Town Board	DCSWCD, EPA, WDNR, Door County Sanitarian	EPA, WNRD, NRCS	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>GOAL: Natural Resources Identify, protect, and preserve the Town's significant natural, scenic, and open space areas for enjoyment by its residents and visitors for present and future generations.</p>				
<p><i>1. Maintain and improve the quality of ground water and surface waters within the confines of the Town.</i></p>				
Cooperate with governmental agencies to prevent groundwater contamination	Town Board	DCSWCD, EPA, WDNR, Door County Sanitarian	EPA, WDNR, NRCS	On-Going
Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system	Town Board	Plan Commission, Sister Bay Utilities	Town	5-10 Years
Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town	Town Board	Door County, State of Wisconsin	Town, County, WDNR	On-Going
<p><i>2. Preserve wetlands</i></p>				
Protect all wetlands within the Town by establishing buffers to control development on the recharge areas of the wetlands Buffer area to be defined as a five hundred (500) foot area contiguous to the sensitive and fragile environmental areas of Europe Lake, the Mink River Estuary, the Three Springs Creek area, and the Mud Lake watershed as defined by the WDNR wetland map A natural area buffer of one hundred (100) feet for all wetlands within the Town of Liberty Grove that are non-contiguous to Europe Lake, the Mink River Estuary, the Three Springs Creek area, and the Mud Lake watershed as defined by the WDNR wetlands map	Plan Commission	Town Board	Town	Immediate

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>3. Maintain the natural beauty and integrity of the Lake Michigan and Green Bay shorelines as seen from land and water while providing for public use and access.</p>				
Maintain zoning restrictions limiting shoreline vegetation removal	Door County Plan Dept.	Town Board Plan Commission	Town	On-Going
Maintain current shoreline building setbacks as defined by the State of Wisconsin and the Door County Planning Department	Door County Plan Dept. WDNR	Town Board Plan Commission	Town	On-Going
Encourage the preservation and protection of the Lake Michigan and Green Bay shoreline without infringing on statutory riparian rights	Town Board	Plan Commission	Town	On-Going
<p>4. Preserve and protect the unique geological features that exist in the Town.</p>				
Encourage zoning restrictions that mitigate the visual impact of bluffscape vegetation clearing	Town Board	Plan Commission	Town	3-6 years
Support preservation of natural features, as listed in Chapter 5 of the Door County Zoning Ordinance, including but not limited to, escarpments, drumlins, dunes, and rockledges	Town Board	Plan Commission	Town, County	On-Going
Cooperate with public and private agencies in determining future uses and purchases of escarpment areas	Town Board	Door County Land Trust, WDNR, Door County	EPA, WDNR, TNC	On-Going
<p>5. Discourage artificial light pollution, while preserving the safety of the residents of the Town.</p>				
Encourage down lighting whenever practicable	Town Board	Plan Commission, Door County Planning Dept	Town, County	On-Going
Encourage the use of low wattage, high efficiency lighting fixtures when practicable	Town Board	Plan Commission, DC Planning, WPS	WPS, Town & County	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Adopt the practice of replacing obsolete intersection lights with high efficiency down light fixtures	Town Board	Plan Commission, WPS	WPS, Town, County	0-2 years
<i>6. Encourage provision of natural corridors for species exchange between major environmental land holdings.</i>				
Create natural area buffers around wetlands	Plan Commission	Town Board, Door County	WDNR, EPA	Immediate
Create natural area corridors and zones to connect major environmental areas	Plan Commission	Town Board, Door County	WDNR, EPA	Immediate
<i>7. Provide potential sources of infrastructure materials for future development (i.e. sand, gravel, stone, etc.) within the Town</i>				
Identify suitable sites for sourcing infrastructure material, i.e. sand, gravel, and stone, and zone accordingly, including adequate buffers around identified areas	Plan Commission	Town Board Door County	Town, County	0-3 years
Support Door County enforcement for non-metallic mining reclamation requirements	Town Board	Plan Commission Door County	Town	On-Going
<i>8. Encourage the sound management and preservation of the Town's forested areas.</i>				
Refer private land owners, who wish to preserve forested areas, to the appropriate public and private organizations	Town Clerk/ Administrator's Office	--	Town	On-Going
Encourage responsible tree removal in identified woodland areas	Town Board	Town Crew, Highway Committee	Town	On-Going
Consider an overlay to address a tree plan for major land divisions in identified woodland areas	Plan Commission	Town Board	Town	1-5 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>GOAL: Historic & Cultural Resources Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the Town and its residents, both past and present.</p>				
<p><i>1. Encourage the identification and preservation areas of historic, cultural, and archaeological significance to the Town.</i></p>				
Encourage third parties, i.e. historical societies, etc., to preserve historic structures, areas, and cultural resources within the Town	Local Historical Societies (Ellison Bay, Gibraltar, Sister Bay)	Town Board	Town, State Historical Society	On-Going
Encourage residents to comply with the State Historical Society's Burial Site Preservation Program	Local Historical Societies	Town Board	Town, SHS	On-Going
<p>GOAL: Housing & Population Provide Affordable Housing.</p>				
<p><i>1. Encourage overall atmosphere and policies for affordable housing.</i></p>				
Provide zoning districts allowing adequate areas for smaller lot sizes at higher densities where infrastructure is planned or currently exists Where practicable, provide for smaller lot sizes of one-quarter (1/4) acre or less	Plan Commission	Town Board Door County Planning Dept.	Town, County	1-5 years to address then On-Going
Consider innovative standards in zoning and subdivision techniques including, but not limited to, zero lot lines, cluster developments, and inclusionary zoning	Plan Commission	Town Board, DC Planning	Town, County	1-10 years
Consider using property owned by the Town for affordable housing	Town Board	Plan Commission	Town, County	2-20 years
Work with private and/or nonprofit organizations to assist in creating more affordable housing	Town Board	PLACES, Habitat for Humanity	Town, County, Private	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Create a committee to explore policies and programs that promote year-round, affordable and seasonal housing	Town Board	Plan Commission	Town	0-3 years
<i>2. Encourage policies for seasonal employee housing.</i>				
Work with the County, other municipalities, and private businesses and organizations to encourage development of seasonal housing by employers, either individually or by cooperative efforts	Affordable Housing Subcommittee	Town Board, Plan Commission	Town, County	3-10 years
<i>3. Encourage continued use and re-use of existing housing stock.</i>				
Promote older homes as starter homes	Plan Commission	Town Board	Town	On-Going
Encourage the renovation and upgrading of existing residential properties	Town Board	Plan Commission	Town	On-Going
Consider adaptive reuse of affordable housing	Town Board	Plan Commission	Town	On-Going
Explore the possibilities for residential use and/or re-use of existing, nonconforming housing stock	Plan Commission	Town Board DC Planning Dept.	Town	On-Going
GOAL: Housing & Population				
Manage, through planning, high density development to preserve rural, open, and natural character of the Town of Liberty Grove				
<i>1. Manage, through planning, development of multi-unit housing</i>				
Concentrate multi-unit housing in areas classified as high density residential and general commercial on the General Plan Design Map	Plan Commission	Town Board	Town	1-8 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Concentrate multi-unit housing to areas with the appropriate infrastructure, for example, the present population centers and/or existing or future sanitary districts	Plan Commission	Town Board	Town	On-Going
Work with Door County Planning Department to periodically review ordinances for density standards	Town Board	Door County	Town, County	On-Going
<i>2. Minimize environmental impact of multi-unit housing</i>				
Concentrate multi-unit housing to areas with the appropriate infrastructure, for example, the present population centers and/or existing or future sanitary districts	Plan Commission	Town Board	Town	On-Going
Utilize the environmental corridor/wetlands classification of the General Plan Design to minimize the impact of multi-unit housing	Plan Commission	Town Board	Town	Immediate
Encourage compatibility of multi-unit housing with natural and cultural surroundings to minimize the environmental impact	Plan Commission	Town Board, DC Planning	Town	On-Going
Encourage cooperation with other governmental units to protect the environment through the use of storm water run off plans	Plan Commission	Town Board, DC Planning, DCSWCD	Town, County, EPA, WDNR	On-Going
Encourage down lighting whenever practicable	Town Board	Plan Commission, DC Planning	Town, County	On-Going
Encourage the use of low wattage, high efficiency lighting fixtures when practicable	Town Board	Plan Commission, DC Planning	Town, WPS, County	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<i>3. Minimize visual impact of multi-unit housing</i>				
Encourage design standards that minimize the visual impact of multi-unit housing	Plan Commission	Town Board	Town	1-8 years
Encourage design limitations for multi-unit housing pertaining to the number of units per building and overall square footage of multi-unit buildings	Plan Commission	Town Board, DC Planning	Town	On-Going
<i>4. Minimize social impact of multi-unit housing</i>				
Encourage the use of a broad set of design standards to accommodate the different types of multi-unit housing, including, but not limited to, attainable housing, seasonal housing, residential housing, and commercial housing	Plan Commission	Town Board, DC Planning	Town, County, Chamber	5-12 years
GOAL: Housing & Population				
Retain natural and rural character of Town, while providing sufficient land area for development of residential needs to meet population projections for the next 20 years				
<i>1. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the Town for both existing and future residents.</i>				
Utilize the General Plan Design Map as and illustration of the Town's overall development policy to provide sufficient land area for projected residential needs	Plan Commission	Town Board	Town	Immediate
Encourage future development within and towards population centers to facilitate controlled residential growth	Plan Commission	Town Board	Town, County	Immediate
Encourage utilization of conservation based subdivision guidelines to preserve rural and natural areas	Town Board	Plan Commission	Town, County	Immediate

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Encourage the use of ecologically and geologically sound practices in residential development (refer to Chapter 2)	Town Board	Plan Commission	Town	On-Going
Utilize the General Plan Design Map as an illustration of the Town's overall development policy to minimize the impact of housing on Liberty Grove's infrastructure	Plan Commission	Town Board	Town	Immediate
Work with the County and neighboring towns and villages to ensure compatible residential growth	Town Board	Plan Commission	Town, County	On-Going
GOAL: Housing & Population Work to mitigate property tax impact of residences				
<i>I. Work independently and intergovernmentally to cause legislative change and to formulate policies to reduce property taxes.</i>				
Consider options to reduce reliance on property tax, including but not limited to: <ul style="list-style-type: none"> • Expanded County and State Sales Tax • Room Tax • User Tax • Real Estate Transfer Tax • Premier Resort Tax District 	Town Board	Door County, State	County, State	1-5 years
Continue working to change the funding mechanism for the Wisconsin Technical College system	Town Board	MTC	State	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>2. Obtain an equitable return of tax revenue and services to Liberty Grove .</p> <p>Develop effective communication between Town, County, and State regarding tax revenue generated and returned to Liberty Grove, including but not limited to:</p> <ul style="list-style-type: none"> ● Shared Revenue ● General Transportation Aid ● County Services ● DNR Lieu Tax ● Fire Dues Distribution ● Forest Crop Payment <p>Payment of Municipal Services</p>	Town Board	Door County, State	County, State	On-Going
<p>GOAL: Transportation Establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted Year 2020 Comprehensive Plan.</p>				
<p>1. Develop a transportation system, which minimizes the impact on the geographical character of the land and yet efficiently provides for all modes of transportation.</p>				
Pursue the proper use of land for, and adjacent to, transportation facilities in accordance with the Town's land use development objectives	Town Board	Highway Committee, Plan Commission, Door County, WisDOT	County, WisDOT	1-12 years
Minimize the total amount of land used for transportation facilities	Town Board	Highway Committee, Plan Commission, Door County, WisDOT	County, WisDOT	On-Going
Locate transportation facilities to minimize impacts on visually pleasing buildings, structures, and natural features: to enhance vistas to such features	Town Board, Plan Commission	Highway Committee, Door County, WisDOT	County, WisDOT	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Design future expansion of the transportation system to provide access and service for all modes of transportation so as to facilitate the efficient flow of traffic	Town Board, Plan Commission	Highway Committee, Door County, WisDOT	County, WisDOT	On-Going
<i>2. Assure that safety issues are addressed for all transportation modes.</i>				
Identify and address any dangerous intersections within the Town	Town Board	Highway Committee, Door County, WisDOT	Town, WisDOT	On-Going
Identify and address any dangerous curves and hills within the Town	Town Board	Highway Committee, Door County, WisDOT	Town, WisDOT	On-Going
Minimize the number of access points along busy arterial roads	Plan Commission, WisDOT	Town Board, Door County	Town, WisDOT	On-Going
Maintain all road rights-of-way to provide for adequate site lines and efficient snow removal	Highway Committee	Town Board, Door County, State	Town, County	On-Going
Encourage the proper maintenance of private roads and driveways for emergency vehicles	Town Board	Highway Committee	Town, County	On-Going
Cooperate with the Department of Transportation to develop adequate traffic controls and efficient vehicular movement near all businesses located along the STH 42 and STH 57 corridors	Town Board	WisDOT, Door County	Town, WisDOT	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<i>3. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails.</i>				
Retain abandoned utility right-of-way corridors for future transportation facilities such as bicycle, pedestrian, and recreational vehicles	Town Board	Door County Utility Companies	WisDOT, Town, WDNR, County	On-Going
Design for, and wherever practicable construct additional paved and marked lanes for bicycle traffic on higher volume roads	Town Board	WisDOT, DC Highway Dept	Town, County, WisDOT	1-15 years
Encourage private, land trust, conservation and public organizations to provide access and trails for bicycle, pedestrian, and limited recreational vehicle usage	Town Board	DC Land Trust, The Nature Conservancy, WDNR, Door County Parks	WDNR, TNC, County, Town	On-Going
Encourage the County to adopt a bike plan, so state funds may be accessed	Town Board	Door County, Chamber of Commerce, State	County, WisDOT	1-5 years
<i>4 Plan for and designate future road rights-of-way within the Town as needed.</i>				
Initiate a dialog with the Village of Sister Bay to plan for a safe by-pass around the Village	Plan Commission	Highway Committee, Town Board	Town	0-3 years
When practicable, require future developments and/or major land divisions to provide roads that are in compliance with Town ordinances	Town Board	Plan Commission, Highway Committee	Town, County	On-Going
Create a desired right-of-way map for future public roads	Plan Commission	Highway Committee, Town Board	Town	2-7 years
Where practicable, future road rights-of-way should link to existing roads and future road rights-of-way	Plan Commission	Highway Committee, Town Board	Town	2-7 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<i>5. Explore the need for additional public transportation options.</i>				
Encourage social services, both public and private, to develop a public transit plan to meet the needs of a growing and aging population	Town Board	Plan Commission, Door County, State, Private Organizations	County, WisDOT	On-Going
Encourage participation in a countywide transportation system	Town Board	Door County	County, WisDOT	10-20 years
GOAL: Utilities & Community Facilities				
Preserve clean water, establish programs to monitor on-site treatment systems, and plan for cost-effective treatment of waste as growth occurs.				
<i>1. Provide for orderly development of safe water and sanitary sewer systems.</i>				
Survey all private on site waste water treatment systems	DC Sanitarian	Town, Plan Commission	County, WDNR	On-Going
Support the Door County Sanitation office inspection and maintenance program of all private on site wastewater treatment systems	Town Board	Plan Commission	County, WDNR	On-Going
Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system in commercial centers	Plan Commission	Town Board	Town	1-10 years
Explore the expansion of existing and the creation of new sanitary districts to accommodate future growth in the Town	Town Board	Adjoining Municipalities	Town	On-Going
Encourage participation in the Well Head Protection and Well Abandonment programs	Town Board	Door County, State	County, WDNR	Immediate
Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town	Town Board	Door County, Local Municipalities State	County, WDNR	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<i>2. Promote adequate and redundant power transmission facilities to accommodate future growth in the Town and explore alternative energy sources.</i>				
Encourage additional high voltage lines into the Town	Town Board	WPS	WPS	1-15 years
Encourage upgrading of existing and the creation of additional substations to accommodate future demand in the Town	Town Board	WPS	WPS	1-15 years
Encourage the installation of a redundant power grid in the Town	Town Board	WPS	WPS	1-15 years
<i>3. Establish a solid waste disposal plan for future growth that will be cost effective, efficient and environmentally sound.</i>				
When practicable, support permit requests for local solid waste disposal transfer stations and recycling centers	Town Board	Plan Commission, Door County	WDNR	Immediate
Encourage proper disposal of hazardous waste in the Town by means, both public and private, as mandated by federal, state, and local regulations	Town Board	Local Service Providers, Door County, State	WDNR	On-Going
Encourage the County to establish more frequent hazardous waste collections through programs such as "Clean Sweep"	Town Board	Door County	WDNR	On-Going
Educate and encourage citizen participation in hazardous waste collection programs to protect the environment and the health, safety, and welfare of the citizens and visitors of the Town	Town Board	Door County	WDNR	On-Going
Explore the establishment of an organic waste composting operation within the Town	Plan Commission	Town Board	WDNR	2-6 years
<i>4. Provide for future growth and for redundancy of telecommunications</i>				
Encourage high speed data and communication links	Town Board	Door County Economic Dev., Utilities, Local Providers	Town, County	1-15 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>GOAL: Utilities & Community Facilities Continue to supply accessible and adequate Town facilities that will meet the needs of a growing community.</p>				
<p><i>1. Expand the Town facilities, as needed and within budget restraints, to enhance efficient administrative and service functions.</i></p>				
Review Town facilities periodically for adequacy of service to prioritize future expansion needs	Plan Commission	Town Board	Town	1-5 years
<p><i>2. Continue to operate a park system that provides recreational and open space with safe, passive and active opportunities for residents and visitors.</i></p>				
Consider the purchase of properties for future expansion and development of parks, water access points and scenic vistas when they become available	Plan Commission	Town Board, State, WDNR	WDNR, WCMP	On-Going
When necessary, professionally evaluate parks, water access points and scenic vistas to maximize safe and proper use and/or development	Plan Commission	Parks & Property Committee, Town Board	WDNR, WCMP	As Needed
Promote reclamation and adequately mark all rights-of-way at road ends for access to water	Plan Commission	Highway Committee, Town Board	WCMP	Immediate
Promote public awareness of all public recreational lands, especially underused areas	Plan Commission	Parks & Property Committee, Town Board	WCMP	Immediate
<p><i>3. Encourage the concentration of waterfront recreational facilities to where such uses currently exist or where future development is practicable to mitigate environmental impacts.</i></p>				
Facilitate expansion of existing marinas, in appropriate zoning districts, as demand requires	Town Board	Plan Commission, WDNR	WDNR	1-5 years
Enhance Town marina facilities in Ellison Bay, including parking facility	Plan Commission	Parks & Property Committee, Town Board	WDNR, WCMP	On-Going
Encourage new appropriately placed marinas in the Town	Plan Commission	Town Board, WDNR	WDNR, WCMP	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Encourage expansion of existing boat ramp facilities as necessary	Town Board	Plan Commission, WDNR	WDNR, WCMP	Immediate
<i>4. Provide adequate police, fire, and emergency medical protection for all citizens of and visitors to the Town of Liberty Grove</i>				
Explore a joint program with neighboring municipalities and/or County to share expense of full-time local law enforcement	Town Board	Neighboring Municipalities, Door County, State	Town, County, WEM	Immediate
Improve fire protection by increasing the amount of water available to fight fires	Town Board	Fire Commission, State, Federal	EDA, NRCS	On-Going
Stabilize or increase the size of fire fighting crews	Town Board	Fire Commission, State, Federal	Town, County	On-Going
Continually evaluate, update and improve fire fighting facilities and equipment as demand requires and within budget constraints	Town Board	Fire Commission, State, Federal	Town, County	On-Going
Encourage that ambulance and emergency medical services are maintained at the highest level practicable with service expansion to match population growth	Town Board	Door County	Town, County	On-Going
<i>5. Provide adequate burial locations for Liberty Grove residents and property owners.</i>				
Acquire land when available contiguous to existing cemeteries and/or develop a new cemetery as necessary	Town Board	Parks & Property Committee, Plan Commission	Town	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>GOAL: Economic Development Achieve economic stability by maintaining and enhancing our present diversity of commercial, agricultural, professional, service, construction and tourism related uses while simultaneously working to attract new economic development.</p>				
<p><i>1. Focus on enhancing the number and value of wage earner positions in order to expand overall community resources.</i></p>				
<p>Create an economic development plan for the Town of Liberty Grove that utilizes all available educational and professional resources, including Door County Economic Development Corporation and Door County Chamber of Commerce</p> <ul style="list-style-type: none"> • Encourage local businesses to develop marketing strategies that utilize the Door County name and image • Encourage local businesses to capitalize on the unique strength's of the Town of Liberty Grove 	<p>Town Board</p>	<p>Local Businesses, DCEDC, Chamber of Commerce</p>	<p>EDA, DCEDC</p>	<p>2-8 years</p>
<p>Identify target markets for retail and employment uses and aggressively recruit businesses to locate in the Town of Liberty Grove</p>	<p>Town Board</p>	<p>Local Businesses, DCEDC, Chamber of Commerce</p>	<p>EDA, DCEDC</p>	<p>2-8 years</p>
<p>Establish a program to attract and retain both traditional and technologically based businesses</p>	<p>Town Board</p>	<p>Local Businesses, DCEDC, Chamber of Commerce</p>	<p>EDA, DCEDC</p>	<p>2-8 years</p>
<p><i>2. Remain sensitive to the aesthetic and image appeal of shoreline in the Town of Liberty Grove, while considering the need for economic use of the shoreline to enhance the Town of Liberty Grove's economy.</i></p>				
<p>Facilitate expansion of existing marinas</p>	<p>Town Board</p>	<p>Plan Commission, WDNR</p>	<p>WDNR</p>	<p>1-5 years</p>
<p>Enhance Town marine facilities in Ellison Bay</p>	<p>Plan Commission</p>	<p>Parks & Property Committee, Town Board</p>	<p>WDNR, WCMP</p>	<p>On-Going</p>
<p>Encourage new appropriately placed marinas in the Town</p>	<p>Plan Commission</p>	<p>Town Board, WDNR</p>	<p>WDNR, WCMP</p>	<p>On-Going</p>

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Encourage expansion of existing boat ramps	Town Board	Plan Commission, WDNR	WDNR, WCMP	Immediate
Enhance use and expansion of park lands for recreation and tourism	Town Board	Plan Commission, Parks & Property Committee	Tourism, WDNR, WCMP	Immediate
<i>3. Seek to maintain and build a skilled labor force. Attract required labor by providing information on appropriate training.</i>				
Attract required labor by encouraging: <ul style="list-style-type: none"> • Job training opportunities • Affordable housing • Year-round wage earning positions 	Town Board	NWT, Local Businesses, Door County	EDA, DCEDC	On-Going
<i>4. Emphasize business retention as a key economic development strategy in job and community wealth growth. Explore the expansion of technological, consultation and information based business opportunities in the Town of Liberty Grove.</i>				
Work with all available private and professional resources, including Door County Economic Development Corporation and the Door County Chamber of Commerce, to help year round and seasonal businesses in the Town retain and/or expand customer base	Town Board	Local Businesses, DCEDC, Chamber of Commerce, Utilities	EDA, DCEDC, Tourism	2-8 years
Explore the option of working with Door County and surrounding municipalities and private and professional resources to install a redundant power supply and telecommunication infrastructure	Town Board	DCEDC, Local Resources, Door County, Neighboring Municipalities	Town, County	2-8 years
Consider all business incentive options available to the Town , including but not limited to Town sponsored bond issues (IRBs) and Premier Resort Area Tax Districts	Town Board	Door County, State	Town, County, State	2-8 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Promote tourism by utilizing the Internet and other media <ul style="list-style-type: none"> ● Link the Town of Liberty Grove web-site to other pertinent sites, including but not limited to the Door County Chamber of Commerce site, the Door County Economic Development Corporation site, and the Door Bell link 	Town Board	Web Links	Town	On-Going
Develop and utilize performance measures to monitor the effectiveness of economic development programs in meeting the Town's objectives	Town Board	Plan Commission	Town	On-Going
GOAL: Economic Development Work to mitigate property tax impact of businesses.				
<i>1. Work independently and intergovernmentally to cause legislative change and to formulate policies to reduce property taxes</i>				
Consider options to reduce reliance on property tax, including but not limited to: <ul style="list-style-type: none"> ● Expanded County and State Sales Tax ● Room Tax ● User Tax ● Real Estate Transfer Tax ● Premier Resort Tax District 	Town Board	Door County, State	County, State	On-Going
Continue working to change the funding mechanism for Wisconsin Technical College system	Town Board	Other Municipalities, MTC, State	State	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>2. Obtain an equitable return of tax revenue and services to Liberty Grove</p> <p>Develop effective communication between Town, County, and State regarding tax revenue generated and returned to Liberty Grove, including but not limited to:</p> <ul style="list-style-type: none"> ● Shared Revenue ● General Transportation Aid ● County Services ● DNR Lieu Tax ● Fire Dues Distribution ● Forest Crop Payment ● Payment of Municipal Services 	Town Board	Door County, State, Federal Gov't	County, State	On-Going
<p>GOAL: Intergovernmental Cooperation Promote cooperation between the Town of Liberty Grove and any other governmental agency that makes decisions impacting the Town.</p>				
<p><i>1. Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries.</i></p>				
Work with neighboring communities to identify shared natural features such as wetland recharge areas and natural habitat areas	Town	Local Municipalities, Private Organizations, Door County, State	WDNR, County, NRCS, EPA	On-Going
Co-plan with neighboring municipalities to ensure compatible land use along shared borders	Plan Commission, Town	Local Municipalities	Town, County, State	On-Going
Encourage the exchange of municipal Board minutes and encourage leaders of neighboring communities to meet at least semi-annually to discuss issues of common concern	Town	Neighboring Municipalities	Town	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Work with neighboring municipalities to identify and develop advantageous transportation corridors	Plan Commission, Town	Neighboring Municipalities WisDOT	Town, WisDOT	On-Going
<i>2. Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities.</i>				
<p>Explore the possibility of jointly developing services including, but not limited to:</p> <ul style="list-style-type: none"> • Fire protection • Police protection • Ambulance and First Responder services • Public transportation • Joint sanitary and water districts • Snow removal 	Town	Local Municipalities, Door County, State, Federal Gov't	Town, County, WEM	On-Going
<p>Explore the possibility of jointly developing facilities including, but not limited to:</p> <ul style="list-style-type: none"> • Utilities • Joint sanitary and water treatment plants • Parks and recreational facilities • Marina and boat launches • Airports • Libraries • Shared municipal buildings • Animal shelter 	Plan Commission, Town	Local Municipalities, Door County, State, Federal Gov't	Town, County	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>Explore the possibility of jointly developing programs including, but not limited to:</p> <ul style="list-style-type: none"> • Waste and recycling • Health and Human services • Building inspector • Beach maintenance and beach water quality testing • Household water testing • Cooperative efforts to spur legislative change • Child care programs • Cultural programs 	Town Board	Plan Commission, Door County, State, Federal Gov't, Private Organizations	Town, County, State	On-Going
<i>3. Work with surrounding municipalities to address possible boundary issues to minimize conflicts</i>				
Encourage open communication with neighboring towns and villages to facilitate the creation of co-planning areas along municipal borders	Plan Commission, Town Board	Local Municipalities	Town	On-Going
Encourage the development of border agreements with neighboring villages, if and when, annexation issues arise	Town Board	Plan Commission, Neighboring Municipalities	Town	As Needed
<p>GOAL: Land Use Promote future development that will meet the needs of the Town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.</p>				
<i>1. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town for both existing and future residents</i>				
Utilize the General Plan Deign map as an illustration of the Town's overall development policy	Plan Commission	Public & Private Organizations, Town Board, Door County, State	Town	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Encourage future development within and towards population centers to facilitate controlled growth	Plan Commission	Town Board, Door County	Town	On-Going
Encourage the use of ecologically sound practices in rural area development	Plan Commission	Town Board, Door County	Town, EPA	On-Going
Work with the County and neighboring towns and villages to ensure compatible growth	Town Board	Plan Commission, Door County, Neighboring Municipalities	Town, County	On-Going
Encourage dialog with neighboring communities and the County on future design standards and ordinances that are to be used for development bordering the Town, including, but not limited, to landscaping, signage, and lighting	Plan Commission, Town Board	Door County, Neighboring Municipalities, State	Town	On-Going
2. Encourage ground water protection within the Town				
Cooperate with governmental agencies to prevent groundwater contamination	Town Board	Door County, State, Federal Gov't	Town, WDNR, EPA	On-Going
Create an ad-hoc committee to consider planning for a sanitary sewer and potable water system	Plan Commission	Town Board	Town	1-10 years
Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town	Town Board	Door County, Local Municipalities, State	Town, County, WDNR	Immediate

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>3. <i>Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while considering the future integration of existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs creating environmental corridors throughout the Town for wildlife habitat and/or pedestrian linkages.</i></p>				
Encourage residential subdivisions that are compatible with their natural and cultural surroundings	Town Board Door County	Plan Commission, Private Organizations	Town, Private	On-Going
Refer private landowners who wish to preserve and create wildlife areas, conservation easements, and wetlands to the appropriate public and private organizations	Town Board	Public & Private Organizations, State	Gathering Waters, TNC, WDNR	On-Going
Utilize the environmental corridor/wetlands designation of the General Plan Design to promote and preserve wildlife habitats and trails, where appropriate	Plan Commission, Town Board	Public & Private Organizations, Door County	Town, WDNR, Land Trusts	On-Going
Carefully consider the impacts of land use within and adjacent to the Comprehensive Plan's identified environmental corridor/wetlands	Plan Commission, Town Board	Door County	Town, County	On-Going
<p>4. <i>Encourage the promotion of policies that assist the development of affordable year round housing.</i></p>				
Create a committee to explore policies and programs that promote year round affordable and seasonal housing	Plan Commission, Town Board	Neighboring Municipalities, Public & Private Organizations, Door County, State, Federal Gov't	Town, Chamber	1-5 years
Encourage dialog with neighboring communities and the County to explore policies and programs that promote affordable, year-round housing	Plan Commission, Town Board	Neighboring Municipalities, Public & Private Organizations	Town, Chamber	1-5 years

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
Encourage policies and programs that allow housing for all workers, both seasonal and low to moderate income	Plan Commission, Town Board	Neighboring Municipalities, Public & Private Organizations	Town, County	1-5 years
<i>5. Encourage harmonious and well-planned commercial development that will serve the needs for the town and area residents, as well as the STH 42 and STH 57 corridors.</i>				
Consider developing a set of design standards that encourage harmonious and well-planned commercial development	Plan Commission	Town Board	Town	2-8 years
Areas already characterized by commercial development and where town services and facilities are available should be given preference for further development	Town Board	Plan Commission	Town	On-Going
Encourage expanding home occupational businesses to relocate in areas classified as commercial	Town Board	Plan Commission, Door County	Town, County	On-Going
Points of ingress and egress should be properly located and controlled to prevent problems and traffic congestion on adjacent arterial roads. Adjacent roads should be capable of accommodating the increased traffic associated with the commercial development	Town Board	Highway Committee, Plan Commission, Door County, WisDOT	County, WisDOT	On-Going
Encourage a landscape screening “buffer” between commercial uses and adjacent noncommercial uses	Town Board	Plan Commission, Door County	Town	On-Going
Enforce building setbacks from roads and highways	Town Board	Door County	Town	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<i>6. Provide for additional light industrial zoning.</i>				
Encourage light industrial development in designated areas	Town Board	Door County Plan Commission	Town, DCEDC	On-Going
Promote design standards for light industrial development that mitigates the environmental impact on the Town, including but not limited to, <u>landscaping, signage, and lighting</u>	Plan Commission	Town Board	Town	1-5 years
Work with adjoining municipalities and governmental agencies to develop infrastructure which would be attractive to potential businesses	Town Board	Utilities, Neighboring Municipalities, Plan Commission, DCEC, Door County, State	Town, DCEDC, EDA	On-Going
Intensive heavy industrial uses shall not be allowed in the Town	Town Board	Door County	Town	Immediate
<i>7. Encourage increasing the acreage that is protected from development by public ownership, environmental trust ownership, private conservation easements or other appropriate means.</i>				
Consider assessment practices which recognize the value of property placed in trust or restricted covenant, as permissible in state statutes and Department of Revenue guidelines	Town Board	State, Federal Gov't, Private Organizations	Town, State	On-Going

Activity	Lead Entity	Cooperators	Potential Funding Sources	Time Period
<p>8. To meet the needs of projected population growth, while retaining the stability and integrity of existing open space areas, encourage new higher density residential development in and around the present population centers.</p>				
<p>Provide for appropriate densities within the existing areas of Ellison Bay, Gills Rock, and areas contiguous to the villages of Sister Bay and Ephraim</p>	<p>Plan Commission, Town Board</p>	<p>Neighboring Municipalities</p>	<p>Town</p>	<p>On-Going</p>
<p>Encourage compatible in-fill development and redevelopment within the established classification</p>	<p>Town Board</p>	<p>Plan Commission, Door County</p>	<p>Town</p>	<p>On-Going</p>
<p>9. The Town will continue to provide public services throughout the planning period in order to reach the desired vision of this plan regarding future land use development.</p>				
<p>The Town Board will continue to monitor services provided to town residents and explore options of maintaining or improving upon the level of existing services without drastically impacting the Town property tax levy</p>	<p>Town Board</p>	<p>Plan Commission, All Town Committees, State, Federal Gov't</p>	<p>Town</p>	<p>On-Going</p>
<p>The Town Board will work with adjoining towns, the villages of Sister Bay and Ephraim, and the County of Door, to help provide future services as effectively and efficiently as possible</p>	<p>Town Board</p>	<p>Neighboring Municipalities, Door County</p>	<p>Town</p>	<p>On-Going</p>

List of Abbreviations:

DC – Door County
DCEDC – Door County Economic Development Corporation
DC Planning – Door County Planning Department
DCSWCD – Door County Soil & Water Conservation
Department
EDA – Economic Development Administration

EPA – Environmental Protection Agency
NRCS – US Department of Agriculture, Natural Resources
Conservation Service
WCMP – Wisconsin Coastal Management Program
WisDOT – Wisconsin Department of Transportation
TNC – The Nature Conservancy
WDNR – Wisconsin Department of Natural Resources

Appendices

Appendix A

Written Procedures to Foster Public Participation

TOWN OF LIBERTY GROVE COMPREHENSIVE PLAN WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION

In accordance with Wisconsin State Statute 66.0295(4), which defines "Procedures For Adopting Comprehensive Plans", the following written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable.

Committee Meetings

The Town of Liberty Grove shall establish a Comprehensive Plan Committee to develop and review the Comprehensive Plan. At a minimum, the Comprehensive Plan Committee will consist of members of the Town Board, Town Residents and others of noted experience or knowledge.

All meetings will be posted in advance and open to the public, according to the routine Town practices of posting notices.

Nominal Group Survey

A nominal group meeting shall be held with the Comprehensive Plan Committee and all interested citizens shall be encouraged to participate. The purpose of this meeting shall be to identify issues specific to the Town of Liberty Grove that need to be addressed in the comprehensive plan. The nominal group process should include the following steps:

1. **The Silent Generation of Ideas in Writing** - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"
2. **Round Robin Recording of Ideas on a Flip Chart** - The ideas of each member of the group are recorded and posted for all the group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
3. **Preliminary Vote on Items of Importance** - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for their own ideas.
4. **Tally the Sheets to Determine the Top Five Choices of the Group** - Each member of the group is then asked to identify their top five choices. The most important issue is given a score of five points, the second most important four points and so on, with the least important issue scoring one point. These scores are placed next to each idea on the flip chart and tallied. The scores are then totaled to identify the five major issues facing the Town of Liberty Grove, as well as several other issues that need to be addressed in the plan.

Open Houses

At least two open houses shall be held in order to present information regarding the comprehensive plan. One shall be held at the "midway" point to present background data and the other will be held at the end of the process prior to the public hearing. The open houses shall be noticed in the local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Bay-Lake Regional Planning Commission and the Comprehensive Plan Committee

At least two open houses shall be held in order to present information regarding the comprehensive plan. One shall be held at the "midway" point to present background data and the other will be held at the end of the process prior to the public hearing. The open houses shall be noticed in the local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Bay-Lake Regional Planning Commission and the Comprehensive Plan Committee

Additional Steps of Public Participation

The Town reserves the right to execute additional steps/means/methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos/postcards/letters and/or additional postings such as informational posters or fliers.

Comprehensive Plan Committee Adopts Plan by Resolution

The Comprehensive Plan Committee will adopt a Resolution by a majority vote, recommending adoption of the Comprehensive Plan by the Town Board. The resolution and majority vote will take place at a regularly scheduled and publicly noticed meeting of the Comprehensive Plan Committee. The vote shall be recorded in the official minutes of the Comprehensive Plan Committee. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

After Adoption of a Resolution by the Comprehensive Plan Committee

In accordance with State Statute 66.0295(4), *Procedures for Adopting Comprehensive Plans*, one copy of the plan recommended for adoption by the Comprehensive Plan Committee will be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council.

In addition, copies of the plan will be made available for public review at a local library of the community and at the Town Hall. Citizens will have a minimum (two week opportunity) to review and provide written comments on the Comprehensive Plan. After the Town Board has received all written comment, the Board shall respond in writing to the comments received as specified in State Statute 66.0295(4)(a).

Adoption of Comprehensive Plan by Town Board

After adoption of a resolution by the Comprehensive Plan Committee, the Town Board will adopt the Comprehensive Plan by ordinance. A majority vote is necessary for adoption. The Town Board will hold one public hearing at which the ordinance relating to the Comprehensive Plan will be discussed. The hearing will be preceded by a class I notice under ch. 985 that is published at least 30 days before the hearing is held. The class I notice shall contain at least the following information:

The date, time, and place of the hearing.

1. A summary, which may include a map, of the proposed Comprehensive Plan.
2. The name of an individual employed by the Town of Liberty Grove who may provide additional information regarding the proposed ordinance.
3. Information relating to where and when the proposed comprehensive plan may be
4. inspected before the hearing, and how a copy of the plan may be obtained.

Appendix B

Nominal Group Process

OCTOBER 21, 2000
TOWN OF LIBERTY GROVE NOMINAL GROUP SURVEY RESULTS

Background

On Saturday, October 21 2000 110 citizens of the town of Liberty Grove, members of the Town Plan Committee and Town Board were involved in a Nominal Group Process in order to produce a list of issues and concerns regarding future development in the town of Liberty Grove. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group

The list is important to the planning process as it will be used in formulating goals and objectives for the Town of Liberty Grove Land Use Plan. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Planning Committee during the planning and research phase

Nominal Group Process

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"
2. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded and posted for all the group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
3. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for their own ideas.

Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices. The most important issue is given a score of five points, the second most important four points and so on, with the least important issue scoring one point. These scores are then recorded and tallied. The scores are then totaled to identify the five major issues facing the town of Liberty Grove, as well as several

other issues that need to be addressed in the plan.

The participants were separated into six groups. The following lists identify every issue or concern that was brought up by the individual groups and voted on in rank order. Each groups top five were then combined and voted on by the entire group to identify the five major issues or concerns facing the town of Liberty Grove.

Group 1

<u>Score</u>	<u>Issue/Concern Regarding Future Development in Liberty Grove</u>
37	Preserve open space including wetlands
31	Concern about high density development
18	Future of drinking water quality
16	Need to have non-resident taxpayers vote on town decisions
16	Keep area the way it is <ul style="list-style-type: none">• Reduce or control tax rate• Concern about unsightly and unkempt properties• Need post office in Ellison Bay• How to compensate farmers for keeping farmland as farmland or in conservation• Keep residents informed on zoning changes• Review/change speed limits in residential areas• Prevent additional highway commercial development along STH 42/57• Town needs to address recycling• Maintain character of artisan community as an aspect of commercial development• Develop transportation for seniors• Inspection & enforcement of septic systems• Pollution - water, air, noise, light• Traffic safety control• Limiting parking along STH 42 through Sister Bay Rebuild STH 42• Allow alternative septic systems• Need bike/hiking trail• Maintain Rustic Character of the roads within town• New businesses should have employment and housing plans• Affordable housing• No new radio towers on Old Stage Road• Need more county law enforcement• More citizen involvement in town government• Minimize industrial development• More visibility for drivers at road intersections• Better enforcement of lighting and signage ordinances

Group 2

<u>Score</u>	<u>Issue/Concern Regarding Future Development in Liberty Grove</u>
49	Establish programs to protect water quality -inspect holding tanks, replace old systems
44	Preserve open space - existing farmland, wild space, through cluster subdivision, large tracts
22	Keep taxes affordable
10	Control growth along Hwy 42 so it doesn't become sprawl area
10	Biking areas along roads and highways - a system
10	See Liberty Grove get its fair share of taxes from county
	<ul style="list-style-type: none">• Fire protection increase• Public transportation• Maintain & keep traditional style architecture in buildings• Designate areas for appropriate affordable housing• Multi-purpose community center• Consistent times for town board meetings• Maintain status quo• Jobs - Heavy industry and industrial park• Less restrictive land controls• Zoning should be maintained - use fewer variances and more overlays• Promote heartland zoning• Engage younger people in committee work and town board• Off-road parking in commercial area• Town board should become more progressive - area is growing and they must keep up• More lake access• Leave some of our roads rustic• Approval of commercial properties and subdivisions should take into• Consideration tax expenditures required and employee needs Sustainability must be considered in development

Group 3

Score	Issue/Concern Regarding Future Development in Liberty Grove
39	Water quality - residential
35	Maintain open space - STH 42 Sister Bay to Gills Rock
20	Protect groundwater
20	Affordable housing
13	Wetland preservation
	<ul style="list-style-type: none">• Use old plan, change date, get it to people, enforce it• Traffic knot in Ellison Bay• Traffic during peak travel time• Too many pole barns, steel buildings - need to landscape• Reuse old blacktop• Regulations to test holding tanks• Regulations for limiting hunting close to residences• Pruning of trees/shrubs along roads - don't cut too much Property rights for homeowners to use open space• Preserve individual communities• Off-street parking in Ellison Bay• No condominiums• No annexation by Sister Bay of Liberty grove• Need to control deer population - hunting during harvest time? Need sanitary sewer system• Need local police• Need garbage recycling drop-off points• Need baseball diamond in Gills Rock• More public hearings on development• Make roads wide enough for pedestrian/bike traffic Maintain/increase lake access• Maintain trails and easements• Maintain the town the way it is• Less high density zoning (SF-30)• Landscape around new development• Lack of zoning knowledge by citizens• Improve bike trails• Establish a "Look" for the town• Enforce zoning laws• Eliminate land use zoning for condos• Development of parks• Development becomes a burden• Developers impact fees• Control spread of communication towers• Control density• Control commercial spreading• Continue good road maintenance• Continue control of light industrial locations• Bury telephone/power lines• Better location of fire department, younger firefighters, protection Assist land owners in land development• Arbor Development - Don't like looks of

Group 4

<u>Score</u>	<u>Issue/Concern Regarding Future Development in Liberty Grove</u>
39	Recognize and maintain open space and environmentally sensitive areas wetlands, green space
26	Maintain/improve groundwater quality
18	Guide/encourage development into municipal areas - town centers
14	Preserve rural corridors between towns & villages - minimize strip development
12	Architectural review of large developments
12	Guide future growth - review all commercial development
	<ul style="list-style-type: none">• Paved and designated bike paths and lanes• Junk ordinance• Protect wetlands from development - better enforcement• No municipal wastewater system - growth generator• Speeding on town roads - Intersection of Old Stage Rd & Hwy 42• Keep park rustic• Local control of planning and zoning enforcement• Environmental impact of large developments• Affordable housing for local employees• Find common goals between native residents and new residents• Year round affordable housing• Preservation of historic buildings• Uniform signage• Discourage use of holding tanks for new construction• Preserve scenic and natural areas for tourism• Planning for future quarry operations (sand & gravel) and reclamation• Preserve rural atmosphere of town• Recreation Trails• Review and update zoning ordinance & procedures• Enforce traffic laws• Plan and mark bike paths• Establish hunting areas to manage deer population Control light pollution• Establish land preservation fund• Disenfranchisement of residents (local natives)• Enforce current zoning

Group 5

<u>Score</u>	<u>Issue/Concern Regarding Future Development in Liberty Grove</u>
20	Planning for water supply/sewage disposal including all runoff
20	Concentrate new growth by existing development - Eliminate cluster
19	Maintain/preserve green space
16	Greater enforcement of zoning
11	Better enforcement of speed limits - especially trucks
11	Moratorium ban on all new condos
11	Keep town's pristine/rural setting <ul style="list-style-type: none">• Maintain no-chain establishments• Look at buying habits for next 5-25 years - how serve needs of growing• Expand community/town park service• Eliminate strip development• Put "teeth" in planning - more than words on paper• Enhance medical facilities• Maintain "small town" atmosphere• Environmental controls to pass reasonable standards• Take immediate action to preserve environmentally sensitive areas Provide lower cost housing for work force• Clean up nuisances• Improve decision-making of town board - variances• Look into Gus' Garage as historic building• Disaster procedures• Town/county promote broad-band internet access• 'Promote lakelbay quality• Regain control of town roads - trucks and littering• Use zoning to prohibit gaming/adult entertainment• Develop bike trails/lanes on roads• Provide more public transportation• Need harbor development in Gills Rock, Ellison Bay• Control private docking• Eliminate /control billboards• Require vote on EVERY tax increase on EVERY item EVERY year Concern about rural warehousing/storage• Need light industrial to increase wages in town• Elimination of holding tanks to keep private wells clean• Maintain responsible/responsive town board• Increase vegetative screening in residential, commercial development ,set maximum square foot on residential development - height design make sure something happens with plan• Develop/Enforce domestic animal ordinance• Limit roadside pruning to trained professional, train residents in roadside• Concern about time of development, enforce permits• How much are people willing to pay for all of the above• Light pollution

Group 6

<u>Score</u>	<u>Issue/Concern Regarding Future Development in Liberty Grove</u>
7	Maintain high water quality - potable, recreational
7	Zoning - definition in detail, consistency, control - local, enforcement
5	Purchase land for public use
4	Low income housing
4	Maintain rural character
	<ul style="list-style-type: none">• Preserve green space• Traffic speed limits• Traffic and Pedestrian, bikers and hikers• By-pass congested areas• Bike and hiking paths• Encourage arts and artisans• Enlarge current public land holdings• Noise - auto pollution• Light pollution• Litter - trash, junk cars, etc.• Maintenance of property - seasonal• Summer held housing• !Affordable home sites• Equipment purchases and use• Naturalize roadsides• Private sewerage treatment• Public sewerage treatment• Definition of core areas• Intergovernmental cooperation• Zoning - signage - parking, traffic

**Most Important Issues as Decided and Voted on by the Entire Group
(After Combining Each Group's Top Five)**

Rank	Score	Issue/Concern Regarding Future Development in Liberty Grove
1	200	Maintain high water quality - potable, recreational, sewer
2	155	Recognize and maintain open space and environmentally sensitive areas - wetlands, green space
3	153	Zoning - definition in detail, consistency, control - local, enforcement
4	46	Maintain rural character
5	40	Affordable housing
6	32	Concern about high density development
7	30	Planning for water supply/sewage disposal including all runoff
8	24	Control growth along Hwy 42 so it doesn't become sprawl area
9	21	Preserve rural corridors between towns & villages - minimize strip development
9	21	Architectural review of large developments
11	20	Keep taxes affordable
12	19	Future of drinking water quality
13	18	Biking areas along roads and highways - a system
14	13	Purchase land for public use
15	11	Need to have non-resident taxpayers vote on town decisions
16	9	Concentrate new growth by existing development - Eliminate cluster development in rural areas
16	9	Keep town's pristine/rural setting
18	6	See Liberty Grove get its fair share of taxes from county
19	5	Preserve open space including wetlands
19	5	Establish programs to protect water quality -inspect holding tanks, replace old systems
21	4	Low income housing
22	3	Keep area the way it is
22	3	Maintain/improve groundwater quality
22	3	Maintain/preserve green space
25	2	Guide/encourage development into municipal areas - town centers
25	2	Moratorium/ban on all new condos
27	1	Greater enforcement of zoning

Appendix C

Definitions of Classes for Fish and Wildlife Habitat

B. Rating of Habitats

Wildlife and fish habitats are assigned to three classes based on an appraisal of their overall importance according to their existing value. Three classes in descending order of desirability were used for both wildlife and fish.

1. Wildlife

Class 1 - Most Desirable - These areas comprise the major range of the species and its associates and are of high quality.

Class 2 - Desirable - These areas are occupied by the species and its associates, but at a lower level. Where Class 1 areas are lacking, Class 2 areas assume greater importance if a high priority is put on the species in that region.

Class 3 - Supplemental - These areas are of low quality but may provide supplemental range; or they may comprise the only available range in a region. To justify a higher priority, management would be required to enhance the quality. In some cases a number of Class 3 habitats may prove more desirable than some Class 1 habitats for value in population dispersion.

2. Fish

Considerations are generally the same as for wildlife, as follows:

Class 1 - Streams or areas used for spawning by the indicated species. These streams or areas may not support a resident population, but may provide seasonal aggregations available to the fishermen. Class 1 trout streams, in which the population maintains itself without stocking, are included in this category.

Class 2 - Streams or areas supporting a resident population of sport or commercial species. Where a stream with a resident population of one or more species is used for a spawning run of another species, it is designated as Class 1, and both resident and migratory species are denoted by number.

Class 3 - Streams and lakes which do not presently support a fishery, but may contain forage species and other aquatic organisms or might be able to support a fishery if suitably managed.

Source: Wisconsin Department of Natural Resources Fish and Wildlife Habitat/Great Lakes, 1976.

Appendix D

Rare, Threatened and Endangered Species and Natural Communities in Door County

Door County Threatened and Endangered Species

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI	USES A
						STATUS	STATUS
Animal	<i>Glyptovalina moadsi</i>	Sculpted Qlyph	1997	S2	G5	SCIN	
Animal	<i>Glyptovalina wheatleyi</i>	Bright glyph	1995	S1	G5	SCIN	
Animal	<i>Hendersonia occulta</i>	Cherry-stone drop	1998	S3	G4	THR	
Animal	<i>Paravitrea multidentata</i>	Dentate supercoil	1998	S2S3	G4G5	SCIN	
Animal	<i>Striatura feffea</i>	Black striate	1997	S2	G4G5	SCIN	
Animal	<i>Striatura milium</i>	Fine-ribbed striate	1995	S4	G4		
Animal	<i>Succinea bakeri</i>	A land snail	1997	SU	G?	SCIN	
Animal	<i>Vertigo elatior</i>	Tapered vertigo	1997	S3	G?	SCIN	
Animal	<i>Vertigo hubrichti</i>	Midwest pleistocene vertio	1998		81 G2	END	
Animal	<i>Vertigo iowaensis</i>	Iowa pleistocene vertio	1998	81S2	G2	SCIN	
Animal	<i>Vertigo nivalis</i>	Deep-throated vertigo	1997	S1	G?	SCIN	
Animal	<i>Vertigo paradoxa</i>	Mystery vertigo	1997	S1	G2G4	SCIN	
Animal	<i>Zoogenetes haroa</i>	Boreal top	1997	S1	G?	SCIN	
Animal	<i>Catinefla exilis</i>	Pleistocene catinella	1995		82 G1G2	SCIN	
Animal	<i>Cione/la morseana</i>	Appalachian pillar	1997		82 G4G5	SCIN	
Animal	<i>Guppya sterkii</i>	Brilliant aranule	1997	S2S3	G4G5	SCIN	
Animal	<i>Orconectes propinquus</i>	Northern clearwater crayfish	1999	SU	G5	SCIN	
Animal	<i>Soma tach/ora hineana</i>	Hine's emerald	2001	S1	G2G3	END	LE
Animal	<i>Vitrina angelicae</i>	Transparent vitrine snail	1996		81 G?	SCIN	
Animal	<i>Accipiter gentilis</i>	Northern goshawk	2000	S2N,82B	G5	SCIM	
Animal	<i>Acipenser fulvescens</i>	Lake sturgeon	1914	S3	G3G4	8CIH	
Animal	<i>Acris crepitans blanchardi</i>	Blanchard's cricket frog	1983	S1	G5T5	END	
Animal	<i>Aeshna clepsydra</i>	Mottled darner	1991	S2	G4	SCIN	
Animal	<i>Ammodramus henslowii</i>	Henslow's sparrow	1994	S2S3B,SZN	G4	THR	
Animal	<i>Ammodramus leconteii</i>	Le Conte's sparrow	1993	S2B,SZN	G4	SC/M	
Animal	<i>Ammodramus savannarum</i>	Grasshopper sparrow	1998	83B,SZN	G5	SCIM	
Animal	<i>Bartramia longicauda</i>	Upland sandpiper	1984	S2B,SZN	G5	SCIM	
Animal	<i>Botaurus lentiginosus</i>	American bittern	1998	83B,SZN	G4	8CIM	
Animal	<i>Bucephala clangula</i>	Common goldeneye	1997	S2B,SZN	G5	SCIM	
Animal	<i>Buteo lineatus</i>	Red-shouldered hawk	1998	S1N,S3S4B	G5	THR	
Animal	<i>Caenis vernalis</i>	A caenid mayfly	1999	S283	G4	SCIN	
Animal	<i>Charadrius melodus</i>	Pied-billed plover	1948	S1	G3	END	LE
Animal	<i>Chironomus tentaculatus</i>	Aurora damselfly	1991	S3	G5	8CIN	
Animal	<i>Cicindela hirticollis</i>	Beach-dune tiger beetle	1999	S2	G5T4	SCIN	
Animal	<i>Cordulea astoriana</i>	Arrowhead spiketail	1999		83 G4	8CIN	
Animal	<i>Coregonus artedii</i>	Lake herring	1914		83 G5	SCIN	
Animal	<i>Coturnicops noveboracensis</i>	Yellow rail	1989	81 B,SZN	G4	THR	
Animal	<i>Cymbiodyta acuminata</i>	A water scavenger beetle	1999	S3	G?	SCIN	
Animal	<i>Dendroica caerulescens</i>	Black-throated blue warbler	1997	S3B,8ZN	G5	SCIM	
Animal	<i>Dendroica tigrina</i>	Cape May warbler	1999	83B,SZN	G5	SCIM	
Animal	<i>Diadophis amabilis</i>	Northern ringneck snake	1991	83?	G5T5	8CIH	
Animal	<i>Emydoidea blandingii</i>	Blanding's turtle	1990	S3	G4	THR	
Animal	<i>Epiaeschna heros</i>	Swamp darner	1993		8283 G5	8CIN	
Animal	<i>Euphydryas editha</i>	Two-spotted skipper	1982		8283 G4	8CIN	
Animal	<i>Euphydryas dion</i>	Dion skipper	1990	S3	G4	8CIN	
Animal	<i>Fundulus diaphanus</i>	Banded killifish	1965		83 G5	SCIN	

I GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI	USES A
						STATUS	STATUS
Animal	Grammia oithona	Oithona tier moth	1991	S2	G4	SC/N	
Animal	Grammia phyllira	Phyllira tiger moth	1991		52 G4	SC/N	
Animal	Hydrobius melaenum	A water scavenging beetle	1999	5U	G?	SC/N	
Animal	Hvdrometra martini	A water measurer	1999		53 G5	SC/N	
Animal	Hydroporus vittatus	A predaceous diving beetle	1999	S3	G?	SC/N	
Animal	Ilvbius ianarus	DivinQ beetle	1999	S3	G?	SC/N	
Animal	Ischnura hastata	Citrine forktail	1991	S2	G5	SC/N	
Animal	Lanius ludovicianus	loaerhead shrike	1983	S1B,SZN	G4	END	
Animal	Lestes eurinus	Amber-winged sDreadwing	1992	S3	G4	SC/N	
Animal	Luxilus chrvocephalus	StriDed shiner	1962	S1	G5	END	
Animal	L vcaena dorcas	Dorcas copper	2000	S2	G5	SC/N	
Animal	Matus bicarinatus	A predaceous diving beetle	1999	S2S3	G?	SC/N	
Animal	Melanerpes ervthrocephalus	Red-headed woodDecker	1982	S3B,SZN	G5	SC/M	
Animal	Meraus merqanser	Common merqanser	1998	S3B,SZN	G5	SC/M	
Animal	Mergus serra tor	Red-breasted meraanser	1998	S3B,SZN	G5	5C/M	
Animal	Nycticorax nycticorax	Black-crowned night- heron	1979	S2B,SZN	G5	SC/M	
Animal	Somatochlora elonaata	Ski-tailed emerald	1990	S2S3	G5	SC/N	
Animal	Somatochlora forcipata	ForciDate emerald	1990	S2S3	G5	SC/N	
Animal	Somatochlora franklini	Delicate emerald	1991	S2S3	G5	SC/N	
Animal	Sturnella neqlecta	Western meadowlark	1992	53S4B,SZN	G5	SC/M	
Animal	Thamnophis sauritus	Northern ribbon snake	1963	S1?	G5	END	
Animal	Trimerotropis huroniana	lake Huron locust	1999	S1	G2G3	END	
Animal	Vermivora pearingina	Tennessee warbler	1994	S1B,SZN	G5	SC/M	
Animal	Vertiqo morsei	Six-whorl vertiQo	1997	S1	G?	SC/N	
Animal	Wi/sonia citrina	Hooded warbler	1995	S2B,SZN	G5	THR	
Community	Alvar		2000	S1	G2	NA	
Community	Great Lakes alkaline rockshore		2000	S2	G3	NA	
Community	Moist cliff		2000	S4		NA	
Community	Springs and spring runs, hard		1976	S4	GU	NA	
Communi ~	Talus forest		1999	S1		NA	
Communi	Alder thicket		1976	S4	G4	NA	
Communi y	Boreal forest		2000		52 G3?	NA	
Community	Boreal rich fen		2000	S2	G4G5	NA	
Communi Y	Emerqent aquatic		2000	S4	G4	NA	
Communi	Forested ridge and swale		2001	S2	G3	NA	
Communi	Forested seep		1998	S2		NA	
Communi	Great lakes beach		1999	S2	G3	NA	
Communi	Great lakes dune		2001	S2	G3	NA	
Communi	Hardwood swamp		1999	S3	G4	NA	
Community	Interdunal wetland		1988		51 G2?	NA	
Community	Lake--shallow, hard, drainage		2000	SU	GU	NA	
Community	Lake--shallow, hard, seeDaae		1998	SU	GU	NA	
Community	Lake--shallow, very hard, drainaee	marl	1988	S2	GU	NA	
Communi tv	Northern dry-mesic forest		1999	S3	G4	NA	
l Communi y	Northern mesic forest		2000	S4	G4	NA	
Communi y	Northern sedqe meadow		2000	S3	G4	NA	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI	USESA
						STATUS	STATUS
Community	Northern wet forest		1976	S4	G4	NA	
Community	Northern wet-mesic forest		2001	S3S4	G3?	NA	
Community	Open bog		1976	S4	G5	NA	
Community	Shore fen		2000	S2		NA	
Community	Shrub-carr		1999	S4	G5	NA	
Community	Southern hardwood		1999	S2	G4?	NA	
	swamp						
Community	Southern mesic forest		1998	S3	G3?	NA	
Community	Southern sedae meadow		2000	S3	G4	NA	
Other	Bat hibernaculum		1986	S3		SC	
Plant	Draba arabisans	Rock whitlow-arass	2000	S1	G4	SC	
Plant	Draba lanceolata	Lanceolate whitlow- cress	1934	S1	G3G5	END	
Plant	Acer pensylvanicum	Striped maD le	1998	S1	G5	SC	
Plant	Asplenium viride	Green soleenwort	1999	S1	G4	END	
Plant	Botrychium soathulatum	Spoon-leaf moonwort	1982	S1	G3	SC	
Plant	Carex concinna	Beautiful sedae	1999	S1	G4G5	THR	
Plant	Carex qarberi	Elk sedae	2000	S1	G4	THR	
Plant	Carex platvphvlla	Broad-leaf sedae	2000	S2	G5	SC	
Plant	Cirsium pitcheri	Dune thistle	2001	S2	G3	THR	LT
Plant	Festuca occidentalis	Western fescue	2000	S1S2	G5	THR	
Plant	Iris lacustris	Dwarf lake iris	2000	S2	G3	THR	LT
Plant	Parnassia parviflora	Small-flower grass-of- parnassus	1995	S1	G4	END	
Plant	Pterospora andromedea	Giant pinedrops	1999	S1	G5	END	
Plant	Semqmellasemqmoeroes	Low spike-moss	1994	S1	G5	END	
Plant	Tanacetum huronense	Lake Huron tansv	1982	S1	G4G5	END	
Plant	Trisetum melicoides	PurDie false oats	1997	S1	G4	END	
Plant	Viola rostrata	Lona-spur violet	2000	S2	G5	SC	
Plant	Adlumia funaosa	Climbina fumitorv	2000	S3	G4	SC	
Plant	Amerorchis rotundifolia	Round-leaved orchis	1985	S1	G5	THR	
Plant	Arethusa bulbosa	Swamo-oink	1996	S3	G4	SC	
Plant	Asplenium trichomanes	Maidenhair spleenwort	2000	S3	G5	SC	
Plant	Astraaalus nealectus	Cooper's mil kvetch	2000	S1	G4	END	
Plant	Botrvchium lunaria	Moonwort arape-fem	1997	S1	G5	END	
Plant	Botrvchium minaanense	Minaan's moonwort	1998	S2	G4	SC	
Plant	Cakile edentula	American sea-rocket	2000	S3	G5	SC	
Plant	Calamagrostis stricta	Slim-stem small- reedarass	2000	S3	G5	SC	
Plant	Calamintha arkansana	Low calamint	2000	S2	G5	SC	
Plant	Calamovilfa longifolia var maqna	Sand reed-grass	2000	S2	G5T3T5	THR	
Plant	Calvpso bulbosa	Fairv slipper	1973	53	G5	THR	
Plant	Cardamine pratensis	Cuckooflower	2000	S3	G5	SC	
Plant	Carex backii	Rocky Mountain sedae	1916	S2	G4	SC	
Plant	Carex capillarlis	Hair-like sedae	2000	S1	G5	SC	
Plant	Carex crawei	Crawe sedae	2000	S3	G5	5C	
Plant	Carex exilis	Coast sedae	1998	S1	G5	THR	
Plant	Carex formosa	Handsome sedae	2000	52	G4	THR	
Plant	Carex qvnocrates	Northern boa sedge	2000	52	G5	SC	
Plant	Carex livida var radicaulis	Livid sedae	2000	52	G5T5	SC	
Plant	Carex orasina	Droopina sedae	1999	52S3	G4	THR	
Plant	Carex richardsonii	Richardson sedae	2000	53	G4	5C	
Plant	Carex vaainata	Sheathed sedae	2000	S1	G5	5C	
Plant	Corallorhiza odontorhiza	Autumn coral-root	1998	S3	G5	5C	

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI	USES A
						STATUS	STATUS
Plant	Cypripedium arietinum	Ram's-head lady's-	1997	S2	G3	THR	
		sliDDer					
Plant	Cypripedium palviflorum	Small yellow lady's-	1999	S3	G5	SC	
		sliDDer					
Plant	Cvorioedum reginae	Showy lady's-sliDDer	2000	S3	G4	SC	
Plant	Deschamosia cespitosa	Tufted hairgrass	2000	S3	G5	8C	
Plant	Deschamosia flexuosa	Crinkled hairgrass	2000		83 G5	SC	
Plant	Drosera linearis	Slenderleaf sundew	1995	S1	G4	THR	
Plant	Drvooteris eXDansa	SDreadino woodfern	1997	S1	G5	SC	
Plant	Eleocharis quinqueflora	Few-flower sDikerush	2000	S2	G5	8C	
Plant	Elymus lanceolatus ssp	Thickspike	2000		82 G5T3	THR	
	osammoohilus						
Plant	Eoilobium oalustre	Marsh willow-herb	1983	S3	G5	SC	
Plant	Epilobium strictum	Downy willow-herb	1926	82S3	G5?	SC	
Plant	Equisetum oalustre	Marsh horsetail	1983	S2	G5	SC	
Plant	Equisetum varieqatum	Varieoated horsetail	2000		83 G5	8C	
Plant	Euohorbia oolvaonifolia	Seaside sDurce	2000	S2	G5?	SC	
Plant	Gentianoosis orocera	lesser frinoed aentian	2000	S3	G5	8C	
Plant	Geocaulon lividum	Northern comandra	1999	S1	G5	END	
Plant	Gymnocarpium	limestone oak fern	1979	S2	G5	8C	
	robertianum						
Plant	Leucophysafis grandiflora	large-flowered	2001		82 G3?	SC	
		ground-cherrv					
Plant	Malaxis brachvooda	White adder's-mouth	2000	S3	G4Q	8C	
Plant	Medeola viroiniana	Indian cucumber-root	1931	S3	G5	SC	
Plant	Oohioalossu(m	Adder's-tonque	1950		83 G5	SC	
Plant	Orobanche unif/ora	One-flowered	2001		83 G5	SC	
		broomraDe					
Plant	Osmorhiza chilensis	Chilean sweet cicety	1999		83 G5	SC	
Plant	Platanthera dilatata	Leafy white orchis	1999	S3	G5	SC	
Plant	Platanthera flava var	Pale green orchid	1987		82 G4T4Q	THR	
	herbiola						
Plant	Platanthera hookeri	Hooker orchis	1998	S3	G5	SC	
Plant	Platanthera orbiculata	Laroe roundleaf orchid	2000	S3	G5?	SC	
Plant	Polystichum	Christmas fern	1975		82 G5	8C	
	acrostichoides						
Plant	Primula mistassinica	Bird's-eve primrose	2000	S3	G5	SC	
Plant	Ranunculus gmelinii	Small yellow water	1938		81 G5	END	
		crowfoot					
Plant	Rhvnchospora Fusca	Brown beakrush	1999		82 G4G5	8C	
Plant	Ribes hudsonianum	Northern black currant	1999	S3	G5	8C	
Plant	Ribes oxvakanthoides	Canadaqooseberrv	1926	S1	G5	THR	
Plant	Scirous cesoitosus	Tufted club-rush	1999	S2	G5	THR	
Plant	Senecio conqestus	Marsh raowort	1935	SH	G5	SC	
Plant	Solidaaao ohioensis	Ohio qoldenrod	2000		83 G4	SC	
Plant	Solidago simplex var	Sticky goldenrod	2000	S2	G5T3?	THR	
	ail/manii						
Plant	Tofieldia Qlutinosa	Sticky false-asDhodel	1999		83 G5	THR	
Plant	Triglochin maritima	Common bog arrow-	2000		83 G5	8C	
		mass					
Plant	Triglochin palustris	Slender bog arrow-	2000		83 G5	8C	
		mass					
Plant	Utricularia geminiscapa	Hidden-fruited	1972	S3	G4G5	8C	
		bladderwort					

Scientific Name: Scientific name used by the Wisconsin Natural Heritage Inventory Program.

Common Name: Standard, contrived, or agreed upon common names.

Global Rank: Global element rank. Refer to the Rank Definition Sheet.

State Rank: State elementrank.. Refer to the Rank. Definition Sheet.

US Status:

Federal protection status in Wisconsin, designated by the Office of Endangered Species, U.S. Fish and Wildlife Service through the U.S. Endangered Species Act

LE = listed endangered

L T = listed threatened

XN = non-essential experimental populations

L T,PD = listed threatened, proposed for de-listing

C = candidate for future listing.

WI Status:

Protection category designated by the Wisconsin DNR:

END = endangered

THR = threatened

SC = Special Concern

WDNR and federal regulations regarding Special Concern species range from full protection to no protection. The current categories and their respective level of protection are

SCIP = fully protected

SC/N = no laws regulating use, possession, or harvesting

SC/H = take regulated by establishment of open closed seasons

SC/FL = federally protected as endangered or threatened, but not so designated by WDNR

SC/M = fully protected by federal and state laws under the Migratory Bird Act.

Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

GLOBAL ELEMENT RANKS:

G1 = Critically imperiled globally because of extreme rarity⁵ or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extinction.

G2 = Imperiled globally because of rarity⁶ to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extinction throughout its range.

G3 = Either very rare and local throughout its range or found locally even abundantly at some of its locations in a restricted range.g., a single state or physiographic region or because of other factors making it vulnerable to extinction throughout its range; in terms of occurrences, in the range of 21 to 100.

G4 = Apparently globally secure, though it may be quite rare in parts of its range, especially at the periphery.

G5 = Demonstrably secure globally, though it may be quite rare in parts of its range, especially at the periphery.

GH = Of historical occurrence throughout its range, i.e., formerly part of the established biota, with the expectation that it may be rediscovered.

GU = Possibly in peril range-wide, but their status is uncertain. More information is needed.

GX = Believed to be extinct throughout its range.g. Passenger pigeon with virtually no likelihood that it will be rediscovered. '

G? = Not ranked.

Species with a questionable taxonomic assignment are given a "Q" after the global rank. Subspecies and varieties are given subranks composed of the letter "T" plus a number or letter. The definition of the second character of the subrank parallels that of the full global rank.Examples: a rare subspecies of a rare species is ranked GIT1; a rare subspecies of a common species is ranked G5T1.

STATE ELEMENT RANKS

S1 = Critically imperiled in Wisconsin because of extreme rarity⁵ or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extirpation from the state.

S2 = Imperiled in Wisconsin because of rarity⁶ to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extirpation from the state.

S3 = Rare or uncommon in Wisconsin²¹ to 100 occurrences.

S4 = Apparently secure in Wisconsin, with many occurrences.

S5 = Demonstrably secure in Wisconsin and essentially ineradicable under present conditions.

SA = Accidental occurring only once or a few times or casual occurring more regularly although not every year; a few of these species typically long-distance migrants such as some birds and butterflies may have even bred on one or more of the occasions when they were recorded.

SE = An exotic established in the state; may be native elsewhere in North America.

SH = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.

SN = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin. This category includes migratory birds and bats that pass through twice a year or, may remain in the winter, in a few cases, the summer along with certain lepidoptera which regularly migrate to Wisconsin where they reproduce, but then completely die out every year with no return migration. Species in this category are so widely and unreliably distributed during migration or in winter that no small set of sites could be set aside with the hope of significantly furthering their conservation.

SZ = Not of significant conservation concern in Wisconsin, invariably because there are no defensible occurrences in the state, although the taxon is native and appears regularly in the state. An SZ rank will generally be used for long-distance migrants whose occurrence during their migrations are too irregular in terms of repeated visitation to the same locations, transitory, and dispersed to be reliably identified, mapped, and protected. Typically, the SZ rank applies to a non-breeding population.

SR = Reported from Wisconsin, but without persuasive documentation which would provide a basis for either accepting or rejecting the report. Some of these are very recent discoveries for which the program hasn't yet received first-hand information; others are old, obscure reports that are hard to dismiss because the habitat is now destroyed.

SRF = Reported falsely in error from Wisconsin but this error is persisting in the literature.

SU = Possibly in peril in the state, but their status is uncertain. More information is needed.

SX = Apparently extirpated from the state.

Appendix E

Issues & Concerns from Workshops

Town of Liberty Grove Economic Development Meeting 01/08/02

Attendees: MaryKay Shumway, Peter Reddin, David Burkhardt, Ann Lewis, Alysanne Burkhardt, Karen Studebaker, David Studebaker, Dave Vermillion, Meg Vermillion, Charlie Most, Ron Lang, Karen Raymore, Bruce Yohe, Dan Mortier, Emily Mulliker, Emily Peissie, Deb Duren, Mike Kahr, Mark Walter, Cindy Wojtczak, Wendy Dunham.

In response to the following question: "What do you want the town of Liberty Grove to look like with regard to Economics?" the following visions were put forward with points noted for ideas receiving additional support:

- Higher paying jobs - year round (5 pts)
- Affordable housing - affordable business opportunities (9 pts)
- No large scale condos - no resort condos (3 pts)
- No more business or condo development until vacant businesses/condos are filled
- should look about the same in 10 years as it does now with some clean-up
- Preserve rural areas - maintain rural atmosphere (9 pts)
- Increase number of boat slips - develop marina economy
- Develop services for year-round residents (2 pts)
- Expand light industrial areas - keep it clustered - diversify (1 pt)
- Expand opportunities for 'white collar' information base business (telecommunications also) (4 pts)
- Cluster, low rise housing development (rural & urban) (5 pts)
- Diverse population & economic means to support it (3 pts)
- Balanced economy - not so dependant on tourism fluctuations (2 pts)
- Business sponsored employee housing (2 pts)
- Attract industries that utilize natural resources of the area
- Expand arts/music/crafts and agricultural products into cooperative 'cottage' industries that are family friendly (1 pt)
- Reuse brownfields for industrial development
- No large scale businesses/industries
- Promote growth in areas with proper infrastructure (1 pt)
- Continue to promote tourism
- Identify & preserve scenic corridors
- Develop agricultural industry - 'Buy local' campaign
- Controlled development that does not degrade water quality
- Government needs to be business friendly - business retention

Two major issues:

1. Higher paying, year-round jobs
 - Information based businesses/telecommuting
 - Water based industry
2. Maintain rural atmospheres and scenic vistas

Strengths:

1. Quality of life
2. Pristine waters & air
3. Outside \$ in area already
4. Large amount of acreage in park
 - Conservation areas
 - Shoreline
5. Peninsula - makes us a destination - "Not just passing through"
6. Business atmosphere that encourages small enterprises
7. Name recognition
8. Strong tourism atmosphere

Suggestions:

1. Business Park - "hidden"
2. Zoning - identify districts
3. Identify new year-round businesses
4. Control (hotel) condo development year-round
5. Increase level of infrastructure
6. Be able to provide knowledge or support to business inquiries
7. Master plan for waterfront area
8. Local - keep students - help with setting up new businesses - provide encouragement
9. Work with schools in educating young adults
10. Expand and retain existing businesses
11. Sustainability - tourism
12. Control new growth
13. Get input from high school

In addition to what was recorded on flip charts at the meeting, the following information comes from notes taken by Mark Walter.

Visions

- Two parts to the economic problem in Liberty Grove: 1) seasonal economy, 2) year-round economy. Seasonal economy is associated with higher cost of living
- Tourism industry helps to provide economy with tax base, jobs, etc.
- Need to appeal to tourism economy
- Need to develop year-round economy
- Need for a boating facility on the north end of the Door
- Need to develop facilities - stormwater drainage problems
- Develop services priced for year-round residents - restaurants, stores, etc
- Develop attainable housing mechanisms
- Encourage more light industry with the goal of higher wages and benefits
- Expanded white collar employment that is information based with improved communication facilities
- Housing & property taxes need to be better managed to not penalize year-round residents
- Encourage cluster development
- Encourage more diverse population and economic means to support it
- More diverse economy with a better balance between seasonal and year-round - develop a middle class
- Environmentally friendly properties and businesses
- Business sponsored seasonal employee housing
- Water-based industry - or other resource based - i.e. timber cooperative on Washington Island
- Cluster development in rural areas and in villages - different kinds
- Expand artisan economy into cooperative ventures with livable wages, child care, family friendly
- Explore low capital industries - white collar, software development
- Use brownfields for industrial expansion
- Maintain rural atmosphere, preserving rural areas
- Cluster housing in open farmlands - attainable housing
- Cottage industries need to be encouraged
- Discourage big business
- "When we make it here, we make a difference"
- Need zoning change to allow for attainable housing
- Tourist based jobs are high paying/short term
- No new large-scale hotel resort condos
- Population growth should be focused towards villages where infrastructure exists
- Continue to promote tourism industry
- Identify and further protect natural resources
- Architectural zoning especially along scenic byways
- Affordable housing impact fees
- Preserve the highway corridors - limit tree cutting
- Agricultural niche needs to be developed to require farming practices on a piece of land

- Concerned about large marinas
- Increasing winter jobs with higher pay
- Controlled development that will not degrade surface or ground water quality
- Maintain year-round experienced job pool
- Need both seasonal and year-round affordable housing
- Need to have affordable business - costs of starting business is too high - need to actively promote or attract businesses
- Yacht Works as an example of year round business - employees 27 people
- People come to Door County for the water and the vistas they provide
- Waterfront development could be expanded to add to the economy
- Peter Reddin development in Ellison Bay is example of good development

Strategies/Problems:

- Low voltage in County is a problem
- No redundancy for telecommunications within the County
- Need to identify area in town for attainable/affordable housing
- Need to identify areas in town for business & industry with architectural review - "hidden business parks"
- Zoning changes need to be made to allow cluster development
- Control resort hotel condos that take away from Mom & Pop businesses that expand on the economy
- Need to increase infrastructure for:
 - telecommunications
 - sewer
 - water
 - power
 either by town or through developer fees
- Need to attract knowledge base of resources that can be used to attract businesses
Need master plan for developing harbors and marinas in the Door peninsula Subsidize or encourage local business development rather than trying to attract outside businesses
- Need to provide knowledge for starting businesses
- Need to provide knowledge for how to buy a home
- Industrial revenue bonds could be floated by town
- Work with schools on a mentoring program for business development
- County-wide revolving loan fund available

**Open Meetings with Public Participation available for
Town of Liberty Grove
Smart Growth Comprehensive Plan**

**To: Town of Liberty Grove Town Board
Liberty Grove Planning Commission**

CC: Mark Walter, BLRPC

From: MaryKay Shumway

Date: August 22, 2003

These statistics were taken from the 2000, 2001, 2002, 2003 Town Calendar and/or documented minutes:

**Open Meeting Opportunity for Public Comment on Liberty Grove Smart Growth
Comprehensive Plan/Publicly Posted Meetings for Public**

2000/2001

Town-wide Comprehensive Plan meeting in October, 2000 with Bay-Lakes Regional Planning Commission, followed by an ideas “workshop” (Nominal Group) which was conducted to identify key issues within the town and validate the survey completed by the Town in 1998.

Regular Board Meetings (Quorum) with Public Input following October Nominal Group Workshop: 3

Opportunity for Public Comment on Comprehensive Plan 2000: 4

Town-Wide Meeting January 21, 2000 regarding Comprehensive Plan and to set up subcommittees

Subcommittee Meetings for Suggestions and Comment to Planning Committee and/or Town Board:

Land Use: Publicly Posted Meetings Open to General Public Comments: 13 Meetings

Transportation: Publicly Posted Meetings Open to General Public Comments: 8 Meetings

Housing and Economic Development: Publicly Posted Meetings Open to General Public Comments: 6 Meetings

Utilities, Community Facilities & Intergovernmental Cooperation: Publicly Posted Meetings Open to General Public: 5 Meetings

Open Houses: May 16, May 19 and October 16, 2001: 3 Meetings

Planning Meeting (2nd Tuesday of Month) 12 meetings

Regular or Special Board Meetings (Quorum) with General Public
Input available: 23

Opportunity for Public Comment on Comprehensive Plan 2001: 81

2002/2003

Planning/Economic Development: Economic Development forum with attendance by representatives from Gibraltar High School, Door County Chamber of Commerce, and Door County Economic Development Council held January 8, 2002 Also Attending: Bay-Lakes Regional Planning Commission, Door County Economic Council

Land Use met January 2002 - 1

Planning Committee final meeting 2/12/02: 1

Housing and Economic Development Subcommittee met February, 2002 – 1

Planning Commission established via ordinance January 2002

Regular or Special Meetings of **Liberty Grove Planning Commission and Town Board** since Commission Establishment (quorums) with general public input available: 85 total meetings 2002 and 2003 to date

Planning Commission Open House December 2002
Planning Commission Open House July 2003

Additional Meetings 2002/2003

Meetings/Forums with the County of Door, 2003 for County Policy on Smart Growth updates: 3

Intergovernmental Meetings with Sister Bay (1), Gibraltar (1) and Ephraim (1)

Additional Meetings to be held:

1. Planning Commission will meet August 28, 2003 181
2. Town Board will meet 1st and Third Wednesdays of each month prior to adoption with public input as agenda item
3. Public Hearing September/October 2003
4. Town Board Adoption October/November 2003

TOTAL MEETINGS (Subcommittee, Planning Committee, Planning Commission, Town Board) WITH PUBLIC INPUT PRIOR TO PUBLIC HEARING from 2000 to Adoption: **No fewer than 181** (does not include Intergovernmental or County meetings) which do not include Public Input specific to Liberty Grove Plan, but are included for reference herein).

November 19, 2003, was the date of adoption of the Comprehensive Plan of the Town of Liberty Grove.

Appendix F
Detailed Land Use

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	1,044.3
130	Two Family	3.0
150	Multi-Family	5.0
180	Mobile Homes	9.7
190	Land Under Residential Development	0.8
199	Vacant Residence	2.6
200	COMMERCIAL	
210	Retail Sales	117.7
250	Retail Services	1.4
299	Vacant Commercial	4.5
300	INDUSTRIAL	
310	Manufacturing	0.6
360	Extractive	145.3
381	Open Storage	3.0
382	Enclosed Storage	28.3
400	TRANSPORTATION	
410	Motor Vehicle Related	
412	State Highways	123.5
413	County Highways	114.3
414	Local Streets and Roads	872.1
415	County Forest Roads	25.2
417	Off-Street Parking	1.1
500	COMMUNICATION/UTILITIES	
510	Generation/Processing of Communication/Utilities	0.3
540	Transmission of Communication/Utilities	0.3
542	Electric Power Substations	1.4
546	Radio/Television Transmission Towers/Antennae	2.8
580	Waste Processing/Disposal/Recycling	
582	Other Trash/Garbage Dumps	0.9
586	Auto Salvage/Recycling/Disposals	1.9
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
610	Administrative Institutions/Governmental Facilities	
611	Administrative Buildings	2.3
612	Post Offices	0.3
614	Municipal Garages	0.8
630	Safety Institutions/Governmental Facilities	
631	Police/Fire Stations/Offices	0.3
640	Educational Institutions/Governmental Facilities	
648	Four-Year and Graduate Colleges/Universities	4.8
655	Museums	0.8
660	Health Institutions/Governmental Facilities	
665	Long-Term Health Care Facilities	0.4
690	Religious and Related Facilities	
691	Churches/Temples/Synagogues	2.6
694	Cemeteries	7.6

700	OUTDOOR RECREATION	
730	Land Related Activities	
731	Campgrounds	101.5
736	Parks/Parkways/Forest-Related Picnic Areas	2,837.2
746	Tennis Courts	3.1
766	Archery/Gun/Skeet Ranges	4.8
780	Water Related Activities	
781	Boat Launching Sites/Areas	0.1
782	Other Water Access Sites/Areas	0.8
783	Marinas	7.7
800	AGRICULTURE/SILVICULTURE	
805	Open Space	3,175.3
810	Croplands/Pastures	4,476.8
830	Long-Term Specialty Crops	871.6
870	Farm Buildings/Accessories	151.0
899	Vacant Agricultural	3.9
900	NATURAL AREAS	
910	Water	
911	Lakes	300.1
912	Reservoirs and Ponds	17.0
913	Rivers	86.9
937	Designated Scientific Sites/Areas	1.9
950	Other Natural Areas	5,334.3
951	Woodlands	14,903.3
954	Beaches	3.5
	TOTAL	34,810.7

Appendix G

Public Participation Resolution

TOWN OF LIBERTY GROVE
Door County
COMPREHENSIVE PLAN
"WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION"

PURPOSE

In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

COMMUNITY INPUT AND NOMINAL GROUP EXERCISE

The Town of Liberty Grove held its first town-wide Comprehensive Plan meeting in October, 2000, with Bay-Lakes Regional Planning Commission, followed by an ideas "workshop" (Nominal Group) which was conducted to identify key issues within the town and validate the survey completed by the Town in 1998. A second town-wide meeting was held in January 2001, for citizens to reclassify the issues that citizens previously identified in the October, 2000 Nominal Group session.

PLAN COMMISSION AND COMMITTEE MEETINGS

In January, 2001, the Town of Liberty Grove established four sub-committees based on groupings of each of the nine elements of the Comprehensive Plan. These sub-committees allow citizens to make recommendations and suggestions regarding such things as Transportation, Housing, Economic Development, Land Use, Utilities, Community Facilities and Intergovernmental Cooperation. All sub-committee meetings are legally posted.

The Town of Liberty Grove has previously established a Comprehensive Plan Committee (hereinafter "the Committee") to formulate and review the recommendations and suggestions of the sub-committees regarding the comprehensive plan. To foster intergovernmental cooperation, an intergovernmental forum was held in December, 2001, with the Committee, adjacent municipalities and with representatives from the County of Door, State of Wisconsin and other intergovernmental entities.

The Town of Liberty Grove is in the process of establishing a Comprehensive Plan Commission (hereinafter the "Plan Commission") to review the recommendations and suggestions of the subcommittees and to develop and review the proposed comprehensive plan. This body will adopt the plan by resolution and petition the Town Board to adopt the plan by ordinance. The Town Plan Commission shall assume all duties of the Committee.

All meetings of the Comprehensive Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. Each agenda shall be posted to provide access for comments from the public.

OPEN HOUSES

A minimum of two (2) "Open Houses" shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. Two informational Open House meetings were held on May 16th and May 19th, 2001, and a third Open House was held on October 16, 2001. The Open Houses shall be and have been legally noticed in local newspapers. In addition, the Open Houses have been and will be noticed and posted in three locations by the Town Clerk. The Open Houses will provide the public with an opportunity to review and comment on work that has been accomplished by the sub-committees, the Committee, the Plan Commission and the Bay-Lake Regional Planning Commission.

NEWSLETTERS

A newsletter detailing information on the comprehensive plan was mailed to the public in the spring of 2001. A second newsletter presenting information on the comprehensive plan was mailed to the public in the fall of 2001. These newsletters provide(d) the public with an opportunity to review and comment on work that has been accomplished by the sub-committees, the Committee, the Plan Commission and the Bay-Lake Regional Planning Commission.

PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Town Board for consideration.

The Town Board shall respond to written comments either individually or collectively by type of comments. Town Board responses may be in the form of written or oral communication, or by a written summary of the town's disposition of the comments in the comprehensive plan.

COMPREHENSIVE PLAN COMMITTEE ADOPTION OF PLAN BY RESOLUTION

The Comprehensive Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Plan Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official

minutes of the Comprehensive Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

DISTRIBUTION OF THE ADOPTED PLAN

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the adopted plan or amendment shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Town of Liberty Grove.

ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD

After adoption of a resolution by the Comprehensive Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Liberty Grove who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the Sister Bay/Liberty Grove Library, which serves the community of Liberty Grove, and at the Town Hall. The town board will accept written comments on the plan from members of public at any time prior to the public hearing and at the public hearing.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

The Town reserves all rights to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB site information.

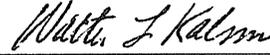
STATE STATUTES

Where there is a conflict with the written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

AMENDMENTS

The Town Board may amend these procedures from time to time.

I hereby certify the above procedures were adopted on the 16th day of January, 2002, and subsequently amended on the 20th day of February, 2002 by a unanimous vote of the 5 members of the Liberty Grove Town Board.



Walter L. Kalms

Clerk/Administrator, Town of Liberty Grove

Special Meetings

Special Meetings

The Plan Commission met on a bi-weekly basis over a period of three years and also had special meetings which included but were not limited to:

- Nominal Group Process
- Townwide Subcommittee Establishment Meeting
- Affordable Housing – Nick Lelack - Presenter from 1000 Friends of Wisconsin
- Economic Development Forum
- Intergovernmental – County/Surrounding Municipalities/WIDNR and WIDOT
- Intergovernmental – Village of Sister Bay
- Intergovernmental – Village of Ephraim
- Intergovernmental – Town of Gibraltar
- Intergovernmental with surrounding municipalities from WPS and ATC (American Transmission Corporation)
- Intergovernmental with DOT and Ephraim and Gibraltar Regarding Regional Airport
- County-sponsored Intergovernmental Planning Meeting

Resource Bibliography

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Wisconsin statute s. 16.965

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

Town of Liberty Grove
11161 Old Stage Road
Sister Bay, Wisconsin 54234