

**ANNUAL REPORT**  
**of the**  
**DOOR COUNTY**  
**PLANNING DEPARTMENT**  
**2008**

## 2008 ANNUAL REPORT DOOR COUNTY PLANNING DEPARTMENT

### A. Mission Statement.

The Door County Planning Department does not have a formal mission statement. We do, however, have various policies and procedures in place as well as an overall departmental work ethic that guides our activities: We strive to effectively and efficiently administer the programs under our jurisdiction; to be efficient, accurate, courteous, helpful, knowledgeable, and timely in our work with our customers; and to ensure our activities are coordinated with the work of the many other local and state agencies and organizations with which we interact.

### B. Summary of Responsibilities.

The primary responsibilities of Planning Department staff are to administer the county-level planning program; to administer and enforce county-level land use management ordinances such as zoning, land division, floodplain zoning, and others; and to administer the county-wide addressing program. The department has eleven staff members, as listed below.

Mariah K. Goode	Planning Director
David W. Sautebin	Senior Zoning Administrator
Richard D. Brauer	Zoning Administrator II
Kay E. Miller	Zoning Administrator II
Susan Vanden Langenberg	Zoning Administrator II
Rebecca Kerwin	Planner II
Jeanne M. Kasten	Administrative Assistant III
Wendy Birmingham	Clerk Typist II
Audrey A. Forslund	Mapping Technician (.9 FTE)
Kenneth J. Pollock	GIS Addressing/Zoning Specialist
Ruth A. Neinas	Clerk Typist I (.4 FTE)

### C. Program Summary.

#### **Door County Zoning Ordinance Administration.**

Administered and enforced by Planning Department staff, the Door County Board of Supervisors' Resource Planning Committee, and the county board-appointed Board of Adjustment, the county zoning ordinance is in effect in all areas of the Towns of Baileys Harbor, Clay Banks, Forestville, Gibraltar, Jacksonport, Liberty Grove, Sevastopol, Sturgeon Bay, and Washington, and, per state statute, in shoreland areas of the Towns of Brussels, Egg Harbor, Gardner, Nasewaupée, and Union.

#### **Door County Land Division Ordinance Administration.**

Administered and enforced by Planning Department staff and the Door County Board of Supervisors' Resource Planning Committee, the land division ordinance is in effect in all fourteen towns, regardless of whether or not the town is under county zoning.

#### **Other Ordinance Administration.**

Planning Department zoning administration staff members and, in certain cases, the Resource Planning Committee, also administer and enforce several other county ordinances: 1) the Door County Floodplain Zoning Ordinance, in effect per state statute in all 14 towns; 2) the Door County Telecommunications Tower Ordinance, also in effect in all 14 towns; 3) the Door County Wind Energy Facility Ordinance, in effect in all 14 towns; and 4) the Door County Height Limitation Zoning Ordinance, in effect in areas surrounding the Cherryland Airport.

#### **Planning Programs.**

Planning Department planning program staff members are responsible for the development and implementation of comprehensive and other land use-related plans. Currently, they are working on updating the county's comprehensive plan so as to comply with Wisconsin's "Smart Growth" legislation. Planning staff also organize or participate in a variety of educational and information-sharing programs, primarily with local municipalities and non-profits.

### **Addressing and Mapping Programs.**

Planning Department addressing and mapping staff members administer and enforce the rural road naming and numbering (addressing) program, the primary purpose of which is to better identify properties in order to enhance emergency response capability. The Mapping Technician is also responsible for creating a variety of maps for zoning and planning purposes for county staff as well as local municipalities, organizations, and residents and property owners.

### **D. Goals / Objectives Achieved in 2008.**

Planning Department goals and objectives for 2008, as stated in the 2007 Annual Report, were:

1. Continue to effectively and efficiently administer the ordinances and programs under our jurisdiction.
2. Continue identifying and drafting needed ordinance amendments – particularly zoning and land division – for Resource Planning Committee sponsorship.
3. Complete – and hold public “open house” meetings regarding – a final draft of the county comprehensive plan.

Goals are specifically discussed below, in conjunction with the appropriate program area.

### **Zoning Ordinance Administration**

The department's four Zoning Administrators – Senior Zoning Administrator Sautebin and Zoning Administrators II Brauer, Miller, and Vanden Langenberg – and administrative staff members – Administrative Assistant III Kasten, Clerk Typist II Birmingham, and Clerk Typist I Neinas – process all regular zoning permit applications submitted to the county, as well as conditional use permit applications which eventually go to the Resource Planning Committee for public hearing and approval or disapproval. Zoning ordinance administration constitutes the majority of the work of the Zoning Administrators and administrative staff. Mapping-related work for the zoning and other regulatory programs also constitutes about one-quarter of Mapping Technician Forslund's time.

The Zoning Administrators and administrative staff members also process the paperwork for petitions for variance from the Door County Zoning Ordinance, appeals of either Resource Planning Committee or Zoning Administrator decisions, and petitions for text or map amendments to the zoning ordinance. The public hearings at which decisions are made regarding variances and appeals are held by the Door County Board of Adjustment. Public hearings regarding text or map amendments are conducted by the Resource Planning Committee, with the County Board making the final determinations regarding such petitions.

The chart on the following page shows application levels for the previous five years for all types of permits, hearings, and official permit compliance inspections. (Note: Permit application information is available by the town level. Please contact the Planning Department at (920) 746-2323.)

Note that the chart does not include a wide variety of activities related to the department's zoning program, such as: 1) floodplain reviews/approvals; 2) permit compliance inspections; 3) pursuit of violations, including site visits, correspondence, phone calls, court appearances, citation issuance; 4) completion of formal research requests for the development community (approximately 160 letters annually); 5) information exchanged informally (annually 600-1000 letters, not including the previously mentioned "formal" research requests, many thousands of e-mails, tens of thousands of phone calls, and hundreds of drop-in client visits); 6) project-related meetings with applicants, builders, surveyors, architects, attorneys, etc.; 7) educational meetings with municipal officials, interest groups, residents, etc.; 8) meetings with other local, county, regional, or state governmental bodies or agencies; 9) work for two monthly RPC and BOA meetings, including preparation of notices, agendas, mailings, and packets, facilitation of meetings, preparation of minutes, and other follow-up work requested or required; and 10) preparation of materials, as required by state statute, for monthly county board meetings.

## Door County Planning Department Permit Application Activity, 2004 through 2008

	2004	2005	2006	2007	2008	5-year total	5-year average	5-year median
<b>Permit application type</b>								
Regular zoning permit	858	729	746	694	584	3,611	722.2	729.0
Site plan review (eliminated 2008)	6	2	1	2	0	11	2.2	2.0
Conditional use permit	26	16	17	21	19	99	19.8	19.0
Variance	51	38	36	37	33	195	39.0	37.0
Zoning map or text amendment	25	23	18	11	15	92	18.4	18.0
Appeals	3	3	0	3	3	12	2.4	3.0
Telecommunications tower	4	8	4	12	5	33	6.6	5.0
Uncategorized	2	1	0	0	0	3	0.6	0.0
<b>Total</b>	975	820	822	780	659	4,056	811.2	820.0

Both of the goals set in 2007 (goals 1 and 2) related to zoning program administration were met for 2008. Zoning staff continuously work to better individual and departmental performances and improve the ordinances administered. Specific accomplishments of zoning staff in 2008 included:

- Working with the Town of Liberty Grove to implement portions of their town plan through the adoption of extensive amendments to the zoning maps of Liberty Grove. The major activities, several of which involved the department's Mapping Technician and/or the Information Systems LIO/GIS staff member, included: staff level consultations to develop proposed rezoning maps, actual map preparation, provision of information for numerous town-level meetings, mass mailings to affected property owners, conducting an open house, and staffing the RPC hearing – held in Liberty Grove – for the proposed amendments.
- Working with the Towns of Jacksonport and Washington on town-specific zoning ordinance overlays regulating multiple occupancy developments. Projects required participation at informational town meetings, numerous informal consultations with town officials and residents, and drafting proposed language for amendments.
- Working with planning staff to review various chapters of Sevastopol's proposed comprehensive plan. Re-wrote several areas of the Natural Features sections with regard to wetlands, floodplains, etc.; town adopted re-written sections as part of plan.
- Holding educational/discussion meeting for Board of Adjustment members with Wisconsin Department of Natural Resources staff members and County Corporation Counsel. Per meeting discussion, zoning staff developed new "worksheet" for Board of Adjustment members to use in processing variance cases.
- Working with Town of Forestville regarding the process required to adopt county comprehensive zoning. Forestville officially joined county zoning November 24, 2008.
- Working with staff from the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency to bring the county's floodplain maps and ordinance into compliance with new requirements.

### Land Division Ordinance Administration

The four Zoning Administrators process all applications related to land divisions, such work constituting a significant portion of their time. Minor land divisions are reviewed by staff only; major land divisions are reviewed first by staff and then reviewed and approved or denied by the Resource Planning Committee at regular business meetings. The chart below shows the number and types of land divisions approved each year for the past five years and the resultant number of new lots created. (For information at the town level, please contact the Planning Department at (920) 746-2323.)

## Land Divisions Approved and Lots Created

Year	Minor Land Divisions		Major Land Divisions	
	# of CSMs	# of Lots Created	# of Plats	# of Lots Created
2008	57	107	0	0
2007	82	182	1	9
2006	102	223	2	31
2005	121	269	1	8
2004	161	379	11	96

### Notes

*Land divisions processed but not approved due to non-compliance with ordinance standards not included above.*

*A Minor Land Division – or Certified Survey Map (CSM) – is a division of land whereby 4 or fewer new lots of 10 acres or less are created. A Major Land Division – or plat – is a division of land whereby more than 4 new lots of 10 acres or less are created.*

Both of the on-going goals for the department related to land division ordinance administration (goals 1 and 2, above) were met for 2008, although few ordinance amendment proposals have been finalized and presented to the Resource Planning Committee due to lack of planning program staff time. In 2009 or 2010, when planning staff have completed the county comprehensive plan, more time will be available to identify, draft, and propose needed ordinance amendments to the RPC for sponsorship. Such work will be conducted in consultation with zoning staff.

### Other Ordinance Administration

The goals set for 2008 relating to all departmental programs – goals 1 and 2, above – were met for all other regulatory programs. Specific accomplishments in 2008 included the Resource Planning Committee sponsorship and the County Board adoption of the new Door County Wind Energy Facility Ordinance in January 2008. Creation of the ordinance represented many months of work on the part of Planner II Kerwin between 2007 and 2008. After adoption of the ordinance, zoning staff created a wind energy facility application form and, in consultation with Information Systems, Corporation Counsel, and local telecommunications providers, developed an internal worksheet regarding procedures to follow in processing applications for wind energy facilities under 170 feet in height, which require partial review by staff but not a formal permit under the new ordinance.

### Planning Programs

In 2008, nearly all planning work conducted by department Planners (Director Goode and Planner II Kerwin) involved development of the county's new "Smart Growth" comprehensive plan. Mapping Technician Forslund also spent about one-half of her time on planning program work. (Note: All documents regarding the county plan development may be found on the department's website, <http://map.co.door.wi.us/planning/>.) While the specific goal set in the 2007 Annual Report regarding the comprehensive plan could not be met for the year (goal 3, above), accomplishments in 2008 with regard to that project include:

- Preparation for, facilitation of, and follow-up from 24 meetings to develop draft vision statements and goals for each of the county comprehensive plan topics.
- Drafting vision statements and outlines of initial goals for each plan topic.
- Re-researching and re-writing the entire Resource Report originally provided in January 2008 by Bay-Lake Regional Planning Commission, such task encompassing the vast majority of Planner II Kerwin's time in 2008.
- 3-4 meetings with the ad hoc Core Planning Committee to review and approve work group and staff products and overall project timeline/activities.
- Final completion of all current (2007) municipal land use maps.
- Collection of municipal comprehensive plan future land use maps and distillation into one, county-level future land use map.
- Creation of future land use maps for municipalities that did not complete a local-level plan.

Planning staff also began work in 2008 on the Door County Greenprinting Project, a multi-agency public and private collaborative effort being undertaken with the national non-profit Trust for Public Land. The end result of the project will be a web-based GIS-driven system that will allow users to rank five selected conservation goals, based on their individual/organizational conservation interests, and produce a map depicting whether or not (and to what level) land within the selected area(s) of the county is of interest or concern with regard to those ranked goals.

Finally, planning staff members Goode and Kerwin continued in 2008, as begun in 2006, to hold periodic educational/discussion meetings in conjunction with UW-Extension staff for local municipal board and plan commission members regarding a variety of planning and zoning topics.

### **Addressing and Mapping Programs**

GIS Addressing/Zoning Specialist Pollock, whose time is entirely allocated to the addressing program, and Mapping Technician Forslund, who spends roughly one-quarter of her time on the program, continued in 2008 to effectively and efficiently administer the addressing ordinance and program (goal 1). Staff worked to better coordinate activities and information sharing, particularly with other county departments, by attending approximately monthly meetings the latter half of the year with those affected by the department's administration of the addressing program. Addressing program work also included development of a new GIS layer depicting former address assignments, working with Sister Bay officials to complete the village's re-addressing project, re-addressing and re-mapping work required due to the completion of the State Trunk Highway 57 expansion project, and several other "clean-up" work projects required to meet the needs of other county departments and local municipalities.

*Note: Planning and zoning work conducted by the Mapping Technician are discussed in the above land use regulation and planning sections.*

### **E. Knowledge Sharing.**

All eleven staff members of the Planning Department are constantly sharing knowledge, namely with:

- Each other
- Other county departments
- Local public and private agencies and organizations
- Regional, state, and federal public and private agencies and organizations
- Local residents and property owners
- Local elected and appointed officials
- Local real estate agents, developers, surveyors, builders, and attorneys. (As much as 25-30% of the Zoning Administrators' and administrative staff members' time is spent assisting such persons with zoning and general property information.)

In addition, our website provides all ordinances, application forms, and comprehensive planning program information to anyone accessing the site. It is frequently updated.

All planning and zoning staff attend various environmental and political agencies' meetings as requested for presentations and discussions. All zoning staff members also regularly attend regional conferences and meetings with other county code administrators.

Planners Goode and Kerwin are specifically involved in many knowledge-sharing activities:

- The educational/discussion programs held with UWEX for local officials, noted above.
- The local Natural Areas Group, an informal discussion group comprised of public and private entities involved in land management and conservation activities in the county. Some members of this group are key participants in the Greenprinting project, mentioned above.
- Local organizations working on affordable housing issues, namely Door County Economic Development Corporation and Habitat for Humanity.
- Bay-Lake Regional Planning Commission (Director Goode is a commission member).

**F. Department Budget Status.**

	<b>Expenses</b>	<b>Revenues</b>	<b>Levy appropriation</b>
<b>2008 Adopted</b>	\$ 833,359.00	\$ 154,500.00	\$ 678,859.00
<b>2008 Amended</b>	\$ 858,329.00	\$ 159,220.00	
<b>2008 Actual</b>	\$ 829,933.09	\$ 117,851.02	
<b>2007 Adopted</b>	\$ 774,097.00	\$ 152,000.00	\$ 622,097.00
<b>2007 Amended</b>	\$ 817,756.39		
<b>2007 Actual</b>	\$ 759,202.22	\$ 130,893.10	
<b>2006 Adopted</b>	\$ 763,906.00	\$ 154,355.00	\$ 609,551.00
<b>2006 Amended</b>	\$ 800,933.07		
<b>2006 Actual</b>	\$ 757,173.54	\$ 129,842.05	

**Notes**

*Differences shown between adopted and amended expense budgets for all years are carry-forwards for the Address Program non-lapsing account, established by the county board upon adoption of the Addressing Ordinance, and for the Professional Services and Consulting accounts, used to develop the new county comprehensive plan mandated by state law. "Actual" expenses shown for 2008 include a \$22,436 transfer, per direction of Finance Director, of said Addressing Program non-lapsing account monies into a reserve fund.*

*The department received no grants in 2006, 2007, or 2008.*

**G. Other Accomplishments.**

All notable accomplishments of the Planning Department for 2008 are described above.

**H. Issues, Concerns, and Restraints.**

In 2008, the Planning Department dealt with two major issues. First was the significant amount of unexpected work planning program staff were forced to spend on developing the Resource Report, the inventory and data collection portion of the new county comprehensive plan. This report was supposed to be completed by Bay-Lake Regional Planning Commission, which did in fact submit a report to the county. Upon initial review of the product, however, planning staff determined that the entire report needed to be re-researched and re-written, due to innumerable, obvious errors.

The second issue – arising in 2008 and still present in 2009 – is the state of the local, regional, and national economy. The department saw decreased permit activity (and, therefore, revenues) in 2008 compared to 2007, primarily for the months of April and August. The 2009 budget developed in 2008 took into account this decreased activity when estimating revenues, and also pared down expenses.

**I. Goals and Objectives for 2009.**

In 2009, Planning Department staff members shall:

1. Continue to effectively and efficiently administer the ordinances and programs under our jurisdiction.
2. Continue identifying and drafting needed ordinance amendments for Resource Planning Committee sponsorship, primarily with the aim of ensuring consistency between ordinances and the new county comprehensive plan.
3. Complete the county comprehensive plan, including: develop final drafts of the Resource Report (volume two) and the Goals section (volume one), conduct public "open house" meetings regarding the plan, hold RPC hearing regarding adoption of the plan, and schedule county board approval and adoption of plan.