

**Door County Smart Growth Plan  
Draft Vision Statements, Issues, Opportunities, and Goals**

*Derived over the course of 24 work group meetings held between February and May 2008.*

*Agendas, background reading, and minutes for all work group meetings are available on-line at [http://map.co.door.wi.us/planning/Comp-Plan/work-group\\_reading.htm](http://map.co.door.wi.us/planning/Comp-Plan/work-group_reading.htm).*

*More information about the county comprehensive Smart Growth plan development process in general is available on-line at the Planning Department website, <http://map.co.door.wi.us/planning>.*

**Explanatory notes**

1. *The goals below, which are organized by the topic area(s) each work group specifically addressed, will be re-organized in the final version of the plan due to significant overlap between the six groups' ideas.*
2. *Goal wording should be considered rough draft form – changes will need to be made in many areas to reflect the actual authority the Planning Department and county Resource Planning Committee have to implement the plan. For example, the department and committee have no jurisdiction over the activities of other county departments or committees – they can suggest new programs or policies, but not dictate them.*
3. *In addition to the goals developed by the work groups, the final county plan will include “summary goals” based on the goals previously adopted by local municipalities in their Smart Growth plans. Those municipal goals and the summary goals may be found on-line at the Planning Department website in a document titled “Comparison of Municipal Plan Goals.”*

*Please contact Mariah Goode or Becky Kerwin at (920) 746-2323 with any questions or comments.*

**SMART GROWTH WORK GROUP TOPIC AREAS:**

- I. **HISTORICAL AND CULTURAL RESOURCES (page 1)**
- II. **AGRICULTURAL AND NATURAL RESOURCES (page 6)**
- III. **HOUSING AND ECONOMIC DEVELOPMENT (page 12)**
- IV. **COMMUNITY FACILITIES (page 19)**
- V. **UTILITIES (page 23)**
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*Persons who attended work group meetings are listed on pages 39-40.*

**I. HISTORICAL AND CULTURAL RESOURCES**

**Historical and Cultural Resources Vision Statement Draft**

In the year 2030, Door County's numerous cultural resources – including the arts, historical resources, and those natural and agricultural resources key to the county's cultural identity – are being actively maintained and preserved, with the work of cultural organizations supported by county-wide networks. The county's cultural offerings and arts industry are thriving, supported by community residents and visitors of all ages through donations of time and funding as well as patronage. Door County's historical resources – buildings and other sites and structures, museums, and landscapes – have been identified for maintenance and preservation; efforts are coordinated and supported by an array of community-driven financial and educational resources. The county has established a system offering education, guidance, and support for local historic preservation and design boards. Historic preservation and other ordinances and standards preserve historic structures and provide for attractive

new development through design standards – particularly for commercial buildings, signage, and parking – and by strictly limiting and beautifying highway corridor development.

### **Historical and Cultural Resources Issues**

- Lack of education and regulation regarding historic buildings
  - Tearing down old buildings that could/should be saved or moved
  - Historically inappropriate renovations/additions to old buildings
  - No design standards for new buildings (especially commercial)
  - Lack of nostalgia (“outside” developers, younger generation) for how we used to be/look
- Uncertain support for cultural activities
  - Major supporters of the arts are aging, moving away, or cutting back support
    - Wealth or even inclination to support or patronize not there with upcoming generation
    - Losing/not attracting young people (housing and job issues) – need people to cultivate!
  - Demands for year-round cultural opportunities, being more of a year-round destination
    - Can requests be fulfilled? Would people attend? (Attendance problem now, especially in winter.)
    - Is it feasible or desirable for the county to be more of a year-round destination?
  - Geography of county and arts/cultural event attendance – can’t get people up north to drive down to Sturgeon Bay/south and vice-versa
- Competition between non-profits for funding and a general lack of coordination
  - Number of non-profits increasing – efforts not always coordinated/aware of other efforts
  - Decreasing government dollars for arts, culture, etc.
  - People need to be thinking more about the big picture
    - Partnering
    - New programs
    - County-wide marketing/programs
    - Arts education “system”
- U.S. Army Corps of Engineers funds leaving the U.S. right now; Great Lakes infrastructure is suffering. If Sturgeon Bay Canal is not fixed, freighters will eventually be unable to come in – we could lose one of our largest/longest-standing employers.
- Changing trends affecting long-term ties with the county – Door County’s market overall is aging and up-coming generation vacations differently
  - Families now don’t seem to come here as much as families did previously
    - Door County seen as a place with little for kids to do
    - Parents used to decide where THEY wanted to vacation; now, parents seem to pick vacations based on things they think their kids will like
  - Families don’t “repeat” vacations like they used to – world is “smaller”

### **Historical and Cultural Resources Opportunities**

- Increasing demand for more year-round cultural activities
- Strong existing non-profits can be cultivated to branch out into new activities and/or used as models/support for other non-profits
  - Door County Community Foundation establishment
  - Birch Creek expansion
  - Bjorklunden expansion
  - Crossroads and Peninsula Art School – both successful/expanding; offering more activities for families
- Recent interest from municipal officials in design/historic preservation ordinances/standards
- Tourism is still a major economic engine, compared to many other areas
- County has taken a step towards fiber optic installation through issuance of an RFP
- Possible partnerships with outside agencies (Film Wisconsin project, UW-Stout)

**Historical and Cultural Resources Basic Goals/Objectives/Policies**

**HC Goal: Attract appropriate businesses to the county and provide the needed telecommunications infrastructure.**

- Support efforts for better service and redundancy – internet, power, and cell phones.
- Work to attract businesses we want (and that are feasible to establish) here:
  - New businesses could directly support cultural resources (arts-related businesses, etc.) and indirectly (importing new residents).
  - People want to be able to work from home.
  - Younger people need to be enticed (better internet, etc. and more activities will help).
  - Emulate or latch onto projects in other areas, such as the Film Wisconsin project (filming occurring in Milwaukee and Madison – entice Hollywood up here).
  - Revive idea of possible partnership with UW-Stout re: hospitality industry.

**HC Goal: Work to better coordinate and support cultural resource institutions, particularly as they expand or add to offerings.**

- Work to ensure there are no major obstacles (in the county zoning ordinance or otherwise) to appropriate physical or program expansion of the county’s major cultural resource institutions.
  - While historical/cultural resource facilities shouldn’t be given special treatment, nor be permitted to locate or expand in inappropriate areas (such as in the middle of an agricultural district), ordinances governing such facilities should be examined for potential unnecessary or illogical requirements.
    - The Door County Zoning Ordinance may need to be revised so as to have better zoning categories/definitions for places such as Birch Creek, Peninsula Art School, Bjorklunden, The Clearing, etc.
- Recent or planned institutional expansions (Birch Creek, Bjorklunden, Peninsula Art School, Peninsula Players, etc.) offer great resources for the community – support/encourage increased engagement with the community.
- Work to establish county-wide networks, with strong non-profits and “umbrella” organizations providing support/guidance for others.
  - Door County Community Foundation:
    - Could offer non-profits on-going support/coordination/education.
    - Offers individuals estate planning to support arts and culture.
  - Local nonprofits need to get past the idea that they are in competition with each other. Visitors and residents can visit and take advantage of a wide variety of activities – they don’t need to choose arts over history over nature, etc.
  - Business owners and artists need to feel a responsibility to the community in terms of how development looks, how we’re marketing ourselves (the “message”), working cooperatively.

**HC Goal: Consider establishing a county-wide cultural fund to support and develop cultural resources and activities. Note: “culture” = arts, history, and nature.**

- See programs in the Cities of Naperville and Denver and the State of Massachusetts and others for ideas as to establishing, administering, and financing a cultural support fund.

**HC Goal: Work to cultivate increased interest in and attendance of cultural events and increased membership/participation levels for organizations.**

- Research to conduct to help accomplish this goal includes:
  - Looking to cultural/historical places that have been increasing visitors/membership to see what/how they did it; e.g., Heritage Hill (near Green Bay).
    - Issues/things to investigate: marketing and membership strategies, exhibits, etc.
  - Looking into National Trust for Historic Preservation Heritage Tourism and/or Historic Inns programs – funding and/or marketing assistance may be available.
- Marketing to undertake and related issues include:

- We generally need better marketing for our arts, cultural resources – a recent survey ranked arts at the bottom of the list of reasons why people come here.
- Our visitors and part-time residents may not be as tied to Door County as previous populations – many children/grandchildren of long-time visitors don't live close enough to vacation here frequently (or at all). Need to find/cultivate new visitors.
  - Encourage more activities for families, like Crossroads and Peninsula Art School efforts.
- We need to figure out how to address the fact that people seem increasingly to need to be actively entertained all the time.
- All municipalities need to adopt the county-wide room tax. Non-members are left out of marketing publications.
- Develop and comprehensively market a more coordinated cultural/arts education system – a “Door County University.” (Note: may need better/more accurate word than “university” to describe/implement this idea.)
  - “University” would not be a degree program, but rather, highly coordinated education efforts crossing disciplines (history, culture/arts, nature, food and wine) and organizations.
  - Families could come here and “enroll” in coordinated course offerings.
  - The “University” would offer residents and visitors opportunities to learn about/participate in activities such as:
    - Historic site visits or events (museums, historically significant buildings, and events)
    - Cultural courses (music, theater, arts)
    - Natural resource study (guided walks/tours, classes)
    - Culinary education (wineries and cooking classes, not restaurants per se)
    - Performance attendance (music, theater, etc.)
  - County-wide position, coordination would be required.
    - To start, it could be a web-based calendar of all educational options for week “X,” with links/ways to register for those classes, buy tickets for those events, etc.
  - Look at Interlochen, Michigan (town and school) for ideas.
  - Development of this concept could/should possibly come through the Peninsula Arts and Humanities Alliance (PAHA) and/or the Door County Visitor Bureau.
- Events or activities to look into include:
  - Establishment of more “art crawls.”
  - “Culinary tourism” – restaurant use of local crops is sustainable and successful tourism (and agriculture), plus we have cooking schools – Savory Spoon, Washington Hotel, Inn at Kristofer's – and wineries and breweries offering educational opportunities.
  - Existing trolley business is great asset to community for historic and/or arts tours.
  - Historic presentations/discussions on the history of the individual municipalities might help people understand/appreciate historic buildings.
- Educational efforts to undertake include:
  - More education needs to be done for “front line” tourism workers – hotel desk clerks, etc. – who interact constantly with visitors.
    - Some organizations are doing this already, but more (or more coordinated?) efforts could be undertaken.
  - We need on-going outreach to municipal officials. We need to make sure they become more involved in local historical and arts non-profits.
  - How do educational efforts reach people?
    - Mailings need to be catchy, beautiful, nice, multiple attempts.
  - We need to figure out a way to combat inaccurate weather predictions, which dissuade last-minute planners from coming up here for the weekend.

**HC Goal: Initiate or support programs and activities to preserve historic sites and regulate new development to fit in the county's communities.**

- Establish education efforts for municipal officials, developers, and business owners and residents regarding historic preservation and design standards.
  - Investigate lessons to be learned from The Ephraim Foundation – the first formal historical association founded in the county (1949) – and its efforts as well as City of Sturgeon Bay historic preservation and design guideline efforts.
  - Information should include:
    - the value of being on state/federal historic registries. (People don't understand what being on a historic registry [or what historic preservation in general] means – perception persists that it means you can't do anything to the building, or tear it down, etc.)
    - the importance of design ordinances and historically (re)designing buildings.
    - the value to the county of design standards.
  - All permit applicants (zoning or building, county-wide) could go through training regarding historic preservation and design standards – no zoning or building permit would be issued without certification that training had been undertaken. Most might then (re)construct something in keeping with the community's character.
- Provide incentives for historic preservation and construction in keeping with community design standards.
  - Offer county (or other) tax incentives for individuals looking to re-build current historical buildings, or if you donate an historic structure to a local historic non-profit.
  - For historic/designated properties being renovated, get some sort of tax waiver (or delayed tax increase) when the property is re-assessed if the improvements are historically appropriate.
- Identify historic points/places to promote/preserve – things we don't want to lose, that make us unique.
  - See research/information from McMahon (2006 presentations) for more ideas.
  - Ensure places on the Door County Historical Society sites list not yet preserved will be.
  - Conduct an exhaustive inventory for all municipalities, identifying places that have historical importance for the community.
- Pursue county-level historic preservation standards, programs, and ordinances, including:
  - Funding mechanisms: investigate what financial tools are out there for municipalities to help support historically appropriate (re)development.
  - A standing Commission, which would:
    - Identify and recruit potential sites, owners, etc. for preservation efforts.
    - Support municipalities or others working on preservation.
    - Coordinate municipal preservation efforts.
    - Look into a county-level ordinance, standards, guidelines, programs, etc.
  - County adoption of a county-wide historic preservation ordinance would allow accessed to increased funds/support for preservation non-profits.
    - One county – maybe LaCrosse? – has passed such an ordinance.
      - Research their efforts, ordinance.
    - Education will be necessary – some local municipalities are struggling to garner support for municipal-level historic preservation efforts.
  - A “Big Box” ordinance, which would:
    - Set design standards.
    - Set a \$ amount per square foot, for a fund for tear-down/re-do/reclamation.
    - Set a \$ amount per square foot, for a fund for historic preservation.
    - See Wauwatosa and other areas that have done things like this for ideas.
  - Help ensure upkeep and preservation of old buildings and out-buildings:
    - Explore funding options, code problems, etc. regarding keeping older buildings.
    - Work to ensure parts of old buildings, at least, are re-used, if not preserved.
    - Work to develop incentives to keep/maintain historically significant buildings.



- Until a few years ago, Door County had roughly 20,000 acres enrolled in the MFL program(s) for roughly 20 years
  - Decreasing now – more land is being withdrawn than enrolled annually
  - People pulling out of contracts before they are up – \$ “penalty” is nothing to developer
- Improper management and fragmentation of agricultural and forest land
  - Need 100+ acre blocks to preserve real beauty of open space (ag. land, forested, etc.)
  - Agricultural land being sold off in pieces, fragmented
    - Development doesn’t look good, either – long driveways, utility poles and lines, homes scattered
    - Lots turn into weed patches, possibly contributing to invasive species problems
    - Property owners with 10-20 acres sometimes look for farmers to rent “excess” land to, who usually grow hay. Property owner gets lower taxes but no one else (including the farmer) really benefits.
  - Forest lands also being partitioned and developed
    - Large chunks of forest, especially in northern Door, converting to residential
    - Upland/hardwood forest particularly threatened
    - Lots created and sold are often not maintained with sound forestry practices
      - Forest management perceived as a “dirty word”
- Regulatory issues
  - Forestry uses (syrup production, etc.) need to be seen as “agricultural” (zoning, tax credit purposes)
  - Zoning ordinance regulations re: clear-cutting: 1) do they really prevent clear-cutting? and 2) do they work with DNR/managed forest regulations?
  - Although we say we want local products, we make it difficult for farmers to be profitable:
    - Agricultural operations limited in what they can process, advertise, and sell on-site
    - Processing facilities (like certified kitchens) not allowed on most agriculturally zoned properties, and can also be difficult to establish due to state regulations
      - And, if operations were allowed, employees would be required (job creation, a good thing), but there’s no affordable housing available
  - Large-lot agricultural zoning (10, 20 acres) promotes large “estate” land ownership, fragments agricultural lands – we’re gobbling up more agricultural land/open space than small lot requirements
    - Town plan implementation in the county – many towns are looking at (or have already established) larger parcel sizes in interior areas and are also decreasing density for “downtown” areas – more agricultural and natural resource land will be lost/developed
  - Conservation subdivisions would help conserve land
    - May not sell well to buyers
    - Only 1-2 have been done in county
    - Current regulations (public hearing) inhibit developers – need to re-do county regulations
    - Create incentives to use, or mandate their use in some areas?
    - Can use shared wells and septics, helping protect water quality
  - Some economic issues regarding agricultural land have to be dealt with at the state/federal level
  - Wisconsin DATCP and DNR – limited staff, funds to help ensure viability of agriculture and protection of natural resources from agriculture
  - Siting regulations
    - State rules regarding large animal unit operations
    - Orchards (use of pesticides, etc.) – will or should siting of orchards be regulated?
- Water quality/protection
  - People are pointing fingers at agricultural uses due to increasing awareness of groundwater issues, blaming farmers for their water quality problems

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

### **Agricultural and Natural Resources Opportunities**

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

### **Agricultural and Natural Resources Basic Goals/Objectives/Policies**

#### **AN Goal: Coordinate and, when appropriate, combine natural resource and agricultural preservation efforts.**

- Consider county-level coordination of agricultural and nature resource preservation efforts, particularly with regard to education and landowner outreach (agencies already do outreach to one another).
  - Planning Department staff could serve as coordinators.
  - This work group could continue so as to provide input regarding specific implementation measures and programs undertaken, particularly paying attention to the issue of balancing private property rights with conservation and other community goals.

#### **AN Goal: Establish or enhance local education efforts regarding agricultural and natural resource protection.**

- Enhance or learn from existing educational efforts in the county.
  - Enhance invasive species education efforts.
  - Consider coordinating some efforts with The Ridges, which is doing a lot of education and outreach, or see what other organizations can learn from Ridges' educational activities.
  - Work to encourage/open communication lines so as to potentially avoid adversarial reaction/situations.
    - Encourage farmer education/outreach efforts to residents, such as the Seaquist orchard tour offered for "Orchards" residents in Egg Harbor.
    - Create programs similar to the Dairy Gateway project that worked on developing relationships between farmers and residents and developing solutions to farming issues in residential areas – could follow model to establish something similar in Door County
- Identify and target materials to specific audience(s):
  - Property owners, which consists of two main groups to reach, with two different sets of concerns, issues, constraints to keep in mind:
    - Locals (who may be too busy working, spending time with kids, etc.).
    - Absentee owners (who may just want to relax, be alone when up here).
    - Note: Some see the main targets as newcomers, vacationers, seasonal residents. Others think vacationers/part-time residents are more up on issues than "locals."
  - Visitors.
  - Real estate/development community – they want natural resource protection: clean water, healthy natural communities, etc. can only improve their sales ability.
    - Some education happens in the real estate community now, but more would be helpful. Real estate agents can help buyers see land as part of larger community (biological, agricultural, geological, etc.).
  - Businesses – need to include them in efforts as they themselves have an impact on water quality, not to mention an influence on their employees.
  - Schools – younger people need to be reached.
    - Food offered at schools – start using local.
    - Highlight jobs/products that are here in the county.
    - Find ways to counteract school funding issues with regard to environmental education (coursework, presentations, etc.) – should not be expendable "extra."
  - Municipal officials – frequent/on-going due to election turnover, new appointments, etc.
- Educational efforts should be undertaken and funded by:
  - All agencies and organizations involved in agricultural and natural resource protection.
  - Fund efforts through fees, collaborative grant applications, etc.
- Educational materials and programs need to:
  - Create a new mindset, a culture change, a language change – take/define/identify what is special, important about Door County, and make that the theme, the way things are – THIS is how you do things in Door County.
  - Help people have a sense of responsibility to the land/community.
  - Be careful as to language used – beware of jargon, acronyms, words that don't really convey the broader meaning we're trying to convey (our responsibility to and interrelationships between the land and us and each other, etc.).
  - Emphasize HOW to protect the resource and maybe incentives to do so.
- Ensure educational materials and programs reach people:
  - Work to identify ways to reach/engage private landowners (especially absentee) to teach good management practices for forested and other natural resource lands.
  - Go to the audience – e.g., attend "their" meetings/events rather than expecting them to attend ours, tap into mail they are reading, such as newsletters from groups they've joined.
  - On-going local newspaper columns.
  - Reach new land/homeowners through development/real estate community.
  - Convene targeted, small meetings, such as with others who disseminate information.
  - Send publications out with tax bills.

- County-wide newsletter (note: some have had bad luck getting people to read newsletters!).
  - Newsletters that pose questions/interactive situations sometimes get more responses – people will call in with reports re: an issue/question posed.
- Use the Door County Planning and UW-Extension periodic educational/discussion meetings for local officials as one forum for education, outreach efforts.
- Get on-going columns placed in property owner association newsletters.
- Ask the Door County Visitor Bureau to put more information on its website, such as:
  - Links to municipal websites.
  - Links to Door County Planning website.
  - Links to environmental groups, brochures, information.
  - Establish a new “looking to buy or build in Door County?” link – connect it not to the Board of REALTORS, but to general environmental information, etc.
- Educational materials and programs should address issues such as:
  - Information about what locally harvested timber is being used for.
  - Groundwater protection – contamination causes and remedies.
    - Many people seem to think agriculture is the problem/main threat to groundwater.
    - Threats are perceived, not real, until something like Log Den situation occurs.
    - Groundwater quantity is also an issue – little/no discussion here right now.
  - Environmental impacts of new development.
    - Could establish “Focus on Environment” audits (like the “Focus on Energy” audits).
  - Importance of purchasing locally grown products.
  - Sustainable forestry management:
    - Message needs to be conveyed that forest lands are a renewable resource available to the county for economic and environmental benefit, that managed forests provide better habitat for wildlife.
    - Support more DNR outreach so people know forestry staff/programs exist.
  - Criteria for decision-making, such as re-zoning requests.

**AN Goal: Protect the county’s surface and drinking water quality.**

- Strongly endorse and work to implement provisions and recommendations of the Great Lakes Compact.
- Soil limitations and geology need to be taken into account when determining how/if property may be developed.
  - Existing inventory of Karst features can help determine where development should(n’t) happen.
  - Consider using watershed boundaries, as other areas have done, to guide development.
- Promote cluster wastewater treatment systems – essentially, mini-sewer systems (i.e., City of Green Bay examples).
- Work to coordinate comprehensive planning efforts between the City of Sturgeon Bay and groundwater recharge areas for city wells that are outside of the city.
- Use science to identify areas where public sewer or water systems should be established or expanded.
- Coordinate garbage collection and recycling and educational efforts, particularly focusing on the potential impact on water resources.
  - We need to make it easier for people to get rid of things they want to get rid of.
  - Explore/study models such as Free-Cycle and Re-Store.
- Inventory existing non-metallic mining sites and their status.
  - Consider designating some as “holding” sites for fill.
  - Educate property owners and construction industry as to the fact that they can give mines their construction site spoils for mine reclamation.

**AN Goal: Encourage or pursue specific measures to help local farmers.**

- Identify ways to tap into growing “buy local” movement.

- Work to ensure local producers use good practices, if not organic.
- Get stores to label local produce as such.
- Spotlight the “100-mile diet” challenge in Door County and other similar/on-going efforts, which will help educate as to the economic, environmental, and health benefits of buying local food.
- Work to develop ways to better market farm markets so that producers can produce and sell more.
- Work to ensure local processing plant(s) can be established, including Algoma “farm market kitchen”-type places.
- Research and implement potential tools to help farmers who need to sell as much land as possible to offset retirement expenses to make more money off of selling land for agricultural production (versus selling it for development).
- Investigate how other areas have addressed the problem that the best farmland (soil depth, etc.) is often the best land for residential development.

**AN Goal: Ensure zoning and other ordinance and regulatory programs are revised or undertaken so as to enhance viability of agricultural and natural resource protection efforts.**

- Beware of unintended consequences of regulations. As much as possible, create incentives, not mandates to achieve goals.
  - Unfortunately, financial incentives may be required to get people to do the right thing.
    - Consider lower permit fees for environmentally friendly development.
- Research and consider implementing mechanisms to protect environmental corridors (i.e., how have other areas have translated identification of those corridors into protection?).
  - Corridors should be updated and officially approved, working off of the maps created by the local Natural Areas Group.
  - Consider using officially identified environmental corridors as an overlay to guide land use decision-making.
- Consider stronger protections for wetlands and buffer areas.
  - “Stepped” setbacks depending on the district and/or use.
  - Consider ways to implement protections even in unzoned areas.
- Work to ensure local involvement at the state level regarding the revision of agricultural preservation standards.
  - Door County’s bi-annual Legislative Days may offer an avenue to accomplish this.
  - Update the county’s Farmland Preservation Plan.
    - LaCrosse and Calumet counties are doing pilot projects testing the state’s Working Lands Initiative recommendations – look at those results as well as any state models/mandated developed.
- Zoning ordinance amendments to undertake:
  - Classify/regulate forestry uses in the same way as agricultural.
  - Revise zoning ordinances such that regulations regarding clear-cutting/forestry practices match DNR sustainable forestry recommendations.
    - Include explicit “exemptions” for DNR managed forestry enrollees and persons reclaiming forested lands for agricultural use.
    - Rules for non-enrollees should be modified so as to coincide with sound forestry management practices.
  - Decrease lot size requirements in agricultural areas. Note that the primary intent would be not to necessarily increase allowable density much or at all, but to separate density from lot size requirements: smaller lots could be parceled off larger agricultural areas; preferably, those lots would be clustered.
  - Ensure value-added processing and sales options are allowed on-site for agricultural uses.
  - Make cluster housing option more attractive by increasing density bonuses, etc.
    - More shared wells and septic systems would help water quality problems.
    - Use of this option would help farmland/forest land to be maintained in larger blocks.
    - Consider 30+ acres as minimum size for “conserved” area.

- Consider providing incentives to retain the most productive farmland – as determined by soil type – in agricultural use (and/or disincentives to develop such land).
- Consider implementing purchase and/or transfer of development rights programs. These types of programs might be the best way to balance private property rights with conservation and other community-level goals.
  - Research other programs at county-level (Mission Peninsula, Michigan, for example).
- Establish official criteria to guide decision-making, such as with regard to re-zoning requests.
  - The Resource Planning Committee should have list of standard questions, issues to consider when evaluating re-zoning requests (in conjunction with staff reports based on plan).
    - Potential desirable/allowable reasons for re-zoning should be spelled out by district.
    - Consider requiring studies before allowing agricultural/natural resource land to be rezoned or developed.
    - Consider requiring land to be free and clear of potentially toxic chemicals before a re-zoning can occur.
  - Reasons for individual re-zonings should be written on decision document (similar to what Board of Adjustment does now).
  - Shift burden of proof to conditional use permit applicants, persons petition for zoning amendments, etc. rather than to Resource Planning Committee. Framework shift: applicant has to convince RPC to grant his/her request.
  - Farmers need to have an “out,” a way to make sure they can sell their farm. This will also reduce the uncertainty of outcomes from the developer’s viewpoint.
- Determine how to best fund and staff regulatory and educational programs:
  - Consider requiring environmental impact fees for new development.
    - Fines/permit fees should go toward natural resource educational efforts.
  - Fines/permit fees in some other fragile areas of the country are astounding, compared to ours (i.e., thousands and thousands of dollars) – perhaps we need to increase our fees.
  - County Sanitarian Department’s on-going comprehensive study/testing – need more staff.
    - Towns could do what Liberty Grove did – they are paying to get inspections sooner than scheduled for systems that are 20+ years old and/or for which there are no records.
    - Sanitarian needs to be allowed to re-instate its part-time seasonal help (“LTE” position).
  - New staff wages could be partially funded with fees.

**AN Goal: Work to ensure adequate areas for people to recreate.**

- Conservation and agency groups cannot afford to buy the amount of land we want/need for recreational purposes – hunting, snowmobiling and other trails, etc. – we need to devise cooperative, voluntary efforts with private landowners to ensure adequate recreational lands.
  - Explore and implement appropriate tax/financial incentives for private landowners in exchange for allowing recreational activities on property.
  - Undertake (increased) educational efforts regarding these issues.
    - Land is being sold and new owners are often not allowing access for hunting, snowmobiling, etc. where it was previously allowed.
    - Private landowners – particularly absentee/non-resident owners – need to understand how disallowing hunting affects THEM as well as the county’s environmental resources:
      - Crop damage.
      - (Rare) plant damage.
      - Tree damage.

**III. HOUSING AND ECONOMIC DEVELOPMENT**

**Housing and Economic Development Draft Vision Statement**

In the year 2030, persons of all ages and income levels are living and working in Door County, involved in local, community-level activities but aware of their connection to the global environment.

Housing and economic development activities are socially and environmentally responsible, supporting community-wide efforts to be as self-reliant as possible, with homes and businesses county-wide served by a variety of transportation options and quality, high-speed telecommunications infrastructure. Housing options include affordable, mixed types in areas close to schools and services, with options for senior residents that help them maintain their homes and independence as long as possible.

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

### **Housing and Economic Development Issues**

- General issues
  - Youth are not involved in this (or other) planning processes. Is our vision shared by young people?
  - We are not pursuing bonding power and other funding sources available to subsidize plans and ideas
  - Land is too expensive for most people, especially in northern Door
  - Increased fuel (transportation) costs
  - Lack of air transportation to get here
  - Geology of county and water quality will (or should) affect increasing population and tourism levels, housing and economic development activities that can be established
  - Technology infrastructure can't support tech (or tech-dependent) jobs
  - Dual career couples – hard to find two jobs here even if a couple wants to move here
  - Good quality health-care – affordability issue (many jobs here don't offer benefits)
  - Zoning/financial obstacles to development of different types of housing, new businesses
- Workforce readiness/availability
  - Workforce is getting older, not being replaced – true for tourism, agriculture, and manufacturing
    - We're not keeping enough high school (or bringing back other) graduates in (to) the county
  - People are not being trained for the jobs that are out there
    - There are job openings in all levels in the county, particularly in manufacturing
    - Is training at NWTC furthering our economic development goals? For example, NWTC does not provide training in business planning, entrepreneurship, or marketing. (Note: DCEDC does.)
    - Basic job skills are lacking in northeast WI generally (and probably other areas of state, country).
  - Employers report that many young people want to work but lack fundamental skills such as:
    - knowing how to dress properly for work
    - punctuality/timeliness
    - attendance
    - a general sense of responsibility
    - *Note: Bay Area Work Force Development is developing a pilot program in northeast Wisconsin to improve these skills, and Door County Job Center already offers some training locally to develop these skills.*
- Tourism industry
  - Is there enough for tourists to do here for longer and/or winter visits?
  - Weather is an uncontrollable threat to tourism, year-round

- Extending the season might be difficult
  - Maybe need more indoor activities in winter
  - Indoor ice arena could be big draw (hockey leagues, etc.)
- Housing issues
  - Lack of housing options for senior residents
  - \$95 - \$100,000 is affordable range, given Door County's workers' incomes, but few houses are available in that range (especially in northern Door)
  - Lack of affordable housing affects:
    - economic well-being of residents (spending huge chunk of income on housing)
    - employers' ability to get/keep workers
    - school population (young families leaving)
    - workforce supply (young families leaving)
  - Land too expensive unless donated or significantly discounted
    - Habitat For Humanity has not constructed any homes north of Institute since 2001
  - Larger inland homes are sitting on the market for a very long time
  - Trend (mostly by non-residents) is to build huge homes
    - Perpetuates perception that Door County is comprised of wealthy people
    - Not affordable/not easy to re-use or sell (unless on water)
    - No real regulations to limit size
    - Environmentally unfriendly
- Regulatory issues
  - Zoning regulations impede provision of affordable housing and some economic development options
  - Several municipalities in the county have or are petitioning to decrease multi-family density allowances
  - Some municipalities are petitioning for larger lot sizes (sometimes the same that are petitioning for decreased multi-family density allowances)
- Education/attitudes
  - We don't really think of ourselves as a county. Distinct economic engines drive different areas of the county, plus individual (and municipal) agendas, interests.
  - County board turnover – and committees re-hash the same issues every time there is a new member
  - Follow-through on issues – often doesn't happen
  - Many objections – often primarily to looks of – multi-family housing, but this is one of more affordable ways to provide workforce housing
  - We – the county and local municipalities – need to subsidize affordable housing

### **Housing and Economic Development Opportunities**

- We have local resources we could tap into, enhance, or market more effectively:
  - Arts/cultural offerings
  - Lots of educated, wealthy retirees – give them equity/entrepreneur investment opportunities
  - Airport(s) are an underutilized resource, particularly coming into Sturgeon Bay
  - Door County could be a place for meetings/conferences.
    - Air transportation can sustain and grow business – bring business people here for conferences.
    - DCVB has hired someone to work doing group sales.
- Other areas have tackled these problems – learn from them
  - Other states offer tax credits/incentives for developers to build affordable housing
  - Municipalities in other areas subsidize the land for affordable housing
- State/national opportunities
  - Unused bonding power(s), state and federal grants not being pursued
  - Housing starts for homes with small square footages (1,200 to 1,500 range) are level or even
  - Interest in eco-tourism – Door County has lots of activities to offer

- Tech industry (or tech dependency) is increasing nationally; when we have good telecommunications, could grow those industries here
- Vastly increased transportation costs will create a market for locally produced supplies
- Health care industry – growing nationally, good opportunity to expand here due to aging population

**Housing and Economic Development Basic Goals/Objectives/Policies**

**HED Goal: Establish on-going educational efforts for elected/appointed officials, residents and business owners, and developers.**

- Education efforts regarding housing and economic development should include:
  - Audiences:
    - Elected officials
    - Residents
    - Development industry
    - Tourists
      - Education of (potential) tourists could be just considered “marketing” – need to make sure marketing conveys messages we need/want to convey.
    - Seasonal residents
      - Many seasonal residents are involved in recreational, conservation, arts activities – figure out ways to get them involved/interested in housing and economic development issues.
  - Topics:
    - How/why some zoning changes requested by towns are hindering provision of affordable housing. (Note: some requests are in part prompted by municipalities wishing to avoid establishing/extending sewer lines.)
    - Tax dollars:
      - Where do our tax dollars go? (i.e., what programs/services do they support?)
      - How does our level of taxation compare with other areas in the state?
    - Beach and water quality issues, and how those are economic development issues.
      - Education on this issue particularly for elected officials and residents, such as impact phosphorus has an algal bloom (need to educate re: collective impact).
    - Shared septic systems (DNR prefers to see shared septic systems).
    - Figure out ways to highlight/publicize/educate about smaller homes. This could provide publicity for Habitat For Humanity and other programs, educate about how smaller homes are better environmentally and more affordable.
  - Methods:
    - Identify data/information we need that we don’t already have in order to:
      - Accurately depict our housing and economic development problems for target audience(s).
      - Implement and fund initiatives we wish to pursue.
      - Ensure information works to combat NIMBY attitudes.
    - More (on-going/never-ending) community education, town hall meetings, and radio spots.
    - More educational/cooperative efforts with schools (like the 2000-2001 project with the Gibraltar girls that explored housing issues in the county).
    - Research and seek grant funding to bring in speakers and conduct studies.
    - Municipal symposiums on sustainable housing.
    - The Planning Department quarterly meetings for town officials could be used to provide housing/economic development program/information.
    - More complete documentation of problems – handouts on education/resources/information specific to municipal officials, developers, residents (maybe 3 different packets).

- Develop training manuals/packets for new committee members to get them up to speed as soon as committee appointments made.
- Going to local meetings, etc., not expecting target audiences to come to a special meeting.
  - Go to officials with a presentation re: housing and economic development with a local resident from that municipality that has a story re: using housing/economic development programs, etc.
  - Ask for 30 minutes on each municipal agenda each year to discuss these issues.
- We need planning, discussion after these meetings – we keep holding educational meetings but then not facilitating any goal-setting, planning for cooperative municipal action to address these issues.
- Instead of asking “what is the need” for affordable housing, start asking what we can do to build it.

**HED Goal: Actively involve young people in housing and economic development planning and implementation.**

- Involve teens and 20-somethings in government, planning and implementation, community development.
  - Have youth involved in reviewing and implementing this plan.
  - Go to them instead of inviting them to come to “our” meetings.
    - Conduct focus groups in the schools.
    - Participants through random sampling, NOT self-selection. (Want kids that don’t want to be there – might get best ideas/input/feedback from them.)
    - Look into having participation count as part of required community service hours?
    - Look into collaborating with YMCA’s youth in government program.
    - Look into collaborating with 4H and other groups.
- Enact appropriate workforce readiness and job training/education programs.
  - Develop career counseling about jobs available here, such as in manufacturing.
  - Make sure high schools and NWTC are preparing young people for jobs that are here.
    - Support/encourage provision of more programs/projects such as those of DKBEP.
  - Is there data that will tell us what young people are doing once they leave (college majors, careers, etc.)? I.e., are there economic opportunities we could feasibly establish that would bring them back?
    - Get NWTC “graduate” information.
      - Number of students enrolled in which courses and degree programs.
      - Where do people go after completion of course/degree?
  - Integrate kids’ dreams with the economic needs in Door County. Find out what kids envision for themselves and match their reality with economic opportunities.
  - Work with/support employers and agencies – such as Bay Area Workforce Development and Door County Job Center – offering training for young people who want to work but lack fundamental skills such as knowing how to dress properly for work, punctuality/timeliness, attendance, etc.

**HED Goal: Explore and adapt for Door County relevant tools or programs that have been used successfully in other areas.**

- Research programs that have been established in:
  - Brown County, Indiana
  - Paducah, Kentucky
  - Dutchess County, New York
  - Barnstable County, Massachusetts (Cape Cod)
  - Massachusetts Community Preservation Act

- Florida – the Keys, Palm Springs
- Aspen and other Colorado communities
- As other areas have established, we probably need a county-level entity to address/manage housing issues.
  - One option is a county-level housing trust (sometimes called land trusts in other areas).
- Explore and work to ensure access to a wide variety of funding tools/options for desired programs:
  - We need to explore multiple tools to keep housing affordable.
  - Create incentives for the development we want to see.
    - Tax deductions, rebates, credits, incentives, etc. are all offered in IL (and other states), but not Wisconsin. Consider using Legislative Days to lobby state for changes.
  - Work to support the establishment of community land trusts for affordable housing.
  - Identify and adapt programs offered in municipalities in other areas that subsidize the land for affordable housing through land set-asides, donations, low-cost sales, etc.
  - Work to create (an) affordable housing fund(s) that developers would pay into.
  - Explore whether impact fee use can help further housing and economic development goals.
  - Identify unused bonding power(s) and state and federal grants not being pursued.
  - Encourage business-driven programs such as Hatco program allowing employees to take money from 401(k) accounts to put toward home purchase.
  - Identify state and federal grants for potential airport expansion.
  - Identify any state-level changes needed to implement desired programs/tools. Use Legislative Days as main/initial lobbying tool.
  - Explore with municipalities and the DCVB whether it may be desirable to use some room tax funds to help offset the provision of affordable housing.
    - Municipalities can legally use their share of the funds for anything.
    - The DCVB must legally use their share to “promote or support tourism,” but donations to a county-level housing authority would probably qualify.

**HED Goal: Enact regulatory changes at the local level that will encourage provision of attainable housing and allow for desired housing and economic development.**

- Consider zoning ordinance changes that would facilitate provision of attainable housing, such as:
  - smaller minimum lot sizes (in areas where appropriate, such as in or adjacent to existing residential areas; downtowns, hamlets, or other commercial areas; or areas served by public sewer; etc.)
  - ability to establish “in-law”/caregiver units, even in single-family areas
  - good density bonuses for cluster housing
  - decreasing or eliminating minimum square footage requirements
  - revising multi-family regulations so as to:
    - incorporate/establish design standards
    - allow density levels that will make the housing affordable
- Consider ordinance amendments that would encourage, or possibly require, in some instances, the provision of attainable housing, through regulations such as cluster housing and inclusionary zoning.
  - All zoning codes, not just county, need to be amended to be more favorable to affordable housing and economic development.
  - Changes to date (e.g., City of Sturgeon Bay) have been just to make sure code is less of a hindrance to zoning – we need to provide incentives or maybe mandates, not just get rid of impediments.
- Determine the maximum density the county can support, via a study here similar to that performed in Dutchess County, NY: examine hydrology, soil types, etc. to figure out homes per acre that county’s geology can support without sewer/water – zoning classifications should be based on results of this study.
- Examine current zoning maps and text to ensure we have enough area available for economic development, including new agricultural uses.

- Consider design standards.
  - Habitat for Humanity and other affordable housing designs should fit our landscape as best as possible.
    - Canada does a very good job at this – research their ordinances.
  - Design standards should be considered for multiple occupancy developments.

**HED Goal: Work to expand strong existing industries and businesses in the county.**

- Ensure that we maintain a strong shipbuilding cluster, including Bay Ship, Palmer Johnson, and related service/support businesses, and the cluster's continued sharing of infrastructure.
- Support and grow the county's agricultural and orchard industries.
  - Expand production of organic/naturally grown foods (tapping into national trend/increasing demands).
  - Expand purchase and use of local foods by residents, visitors, and businesses.
  - Adopt zoning ordinance changes that require or encourage more clustered housing so as to preserve more agricultural lands.
- Keep our tourism industry strong, but enhance and shift its focus.
  - Increasing transportation costs may lead to longer stays, rather than day-tripping. Encourage/market this shift – people here longer will potentially be more involved, invested in the community in general and specifically have more of an economic impact while here.
    - Work to ensure that there are activities available to tourists, and that they are well-advertised, posted, publicized – tourists will require more entertainment/recreation to keep them here for longer visits.
  - Continue to work to lengthen the tourist season, in part so as to increase the number of tourist industry jobs that are year-round with benefits.

**HED Goal: Work to take advantage of new industries and trends or establish specific housing and economic development implementation ideas that fit Door County.**

- Work to take advantage of general/national economic development trends, such as:
  - Demand for "green" products: Work to establish a "green" manufacturing cluster in the county.
  - Increasing transportation costs, coupled with increasing demand for local products: Take advantage of these national trends to support/enhance/market foods and other products produced here.
  - Technology industry (or tech dependency) growth: When we have good telecommunications throughout the county, work to grow that industry.
  - Angel investors/networks: There are many equity/entrepreneur investment opportunities here (and will be more, when technology infrastructure is enhanced) due to our significant wealthy, retired population.
  - Health care industry growth: Due to our aging population, we are in a position to take advantage of health care and hospice care industries.
  - Increased interest in eco-tourism: Specifically market eco-tourism opportunities in Door County (biking, hiking, kayaking, nature/bird/wildlife viewing, etc.; also, local "green" inns and restaurants).
- Ensure that specific housing and economic development implementation ideas deemed feasible for Door County are implemented, such as:
  - Providing an indoor ice rink – hockey in particular will bring tourists during the winter
  - Holding seminars here on green development, maybe in combination with eco-tourism promotions.
  - Hold a Wisconsin American Institute of Architects affordable housing design charette here, possibly for the WireTech site again (if note WireTech, find another property, though).
  - Redevelop the Wiretech site as affordable housing (even if AIA charette doesn't pan out).
  - Rehabilitate/redevelop the K-Mart site.
  - Enhance and market Door County's potential as a place for meetings/conferences.

- Make sure our arts/cultural offerings – attractive to businesses and individuals looking to (re)locate – are marketed well.
- Technology infrastructure upgrades – support county, city, other RFPs re: fiber optic network installation; study other areas to see what is possible if those RFPs don't solve the problem.
- Transportation infrastructure enhancement, particularly the airports:
  - Our airport(s) are underutilized, particularly Cherryland.
  - Increased air travel could help sustain the businesses we have (tourism and manufacturing) and encourage more business.
  - Airports could help efforts to market the area for conferences.

## IV. COMMUNITY FACILITIES

### Community Facilities Vision Statement Draft

In the year 2030, Door County continues to work with its municipalities and other community and government agencies to improve communication, education, and information-sharing as well as to implement long-range planning with regard to shared goals and related improvements, programs, and services, particularly with regard to issues such as:

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

### Community Facilities Issues

- Cost of land
- Lack of education/awareness/understanding
  - NIMBYism (Not In My Back Yard)
  - Misinformation regarding trail liability
  - Volunteer liability issues
    - The DNR and county have policies against certain activities that volunteers want to do (i.e., they can't let volunteers use chainsaws).
- Lake Michigan water levels, quality, access
  - Low water levels; encourage higher authorities to do something about it; affects invasive species and creates shoreline ownership issues
  - Water recreational use is threatened; where does funding come from to develop recreational uses
  - Potential withdrawal of water from Lake Michigan for sale
  - Lake access for rescue services
- Geographically isolated county and emergency services logistics; no connectors except from the south
- Aging population – affects:
  - Cemeteries
  - Health-care
  - Emergency services
  - Funding for schools
  - Trail development
- Alcohol use and its impact on emergency services
- Taxes – funding formula for the schools needs to change

- Creating more recreational infrastructure requires permanent/more personnel to “man” the additional properties.

### **Community Facilities Opportunities**

- Tourism opportunities
  - Great place for more trails; generate more tourism through development of recreational infrastructure
- Financial opportunities
  - Grant opportunities for recreation development
- Communication between conservation/preservation and user groups – common concerns and goals
  - Establish a non-profit coordination council for conservation/preservation agencies and user groups
  - Many people in the county with a lot of time and intelligence; good volunteer base
  - Work with the DNR and Parks
    - Get the DNR to stop fighting snowmobiling
    - Peninsula State Park Superintendent is retiring – work with replacement as soon as hired

### **Community Facilities Basic Goals/Objectives/Policies**

#### **Goals/Objectives/Policies related to all community facilities topics:**

- Work to establish cooperative relationships and efforts:
  - Identify agencies/organizations/individuals with potentially overlapping interests and goals.
    - Many people in the county with a lot of time and intelligence; good volunteer base.
    - Create comprehensive list(s) with contact information.
  - Establish communication avenues for groups with common concerns and goals.
    - County-mixer with residents, supervisors, department heads, and other agencies.
    - Get-togethers with key players.
  - Consider a non-profit coordination council to coordinate activities – including purchasing and sharing equipment and identifying/pursuing specific funding solutions and grants – of state and local conservation/preservation agencies with jurisdiction over recreational areas, user groups, and the Door County Visitor Bureau.
  - Work with state agencies to make sure they are more accountable to local needs and desires.
    - Example: We need better communication with DNR regarding grooming of trails (i.e., trails need to be groomed almost immediately after a snowfall).
- Explore solutions to financial issues and constraints:
  - Taxes.
  - Funding formula for schools.
  - Cost of land.
  - Partnerships and cooperative funding efforts for recreational infrastructure:
    - Look at partnering with non-profits, capitalizing on their ability to get grant money.
    - Get more people from the community involved in pursuing grants to establish more ownership in projects.
    - Explore creating a database of recreation grants for use by all county agencies (possibly renew eCivis membership once Wisconsin grants are incorporated).
- Education is needed for awareness and understanding of issues:
  - This county is increasingly moving toward a tourism-based economy – we need to both educate people as to what that means and explore options to make the transition as positive as possible.
    - Establish realistic expectations that come with greater tourism.
      - More service-based, lower-paying jobs.
    - Develop and promote how tourism can help those who do live here year-round.

- More diversity, culture, and the arts.
- Often residents have better amenities and services because of the tourist-based economy; municipalities cater to the tourist and try to attract more by building/buying better amenities (i.e., Village of Sister Bay Helms property; Town of Liberty Grove fire station, etc.).
- Determine how to better utilize tourism dollars (i.e., tourism zone tax) to more widely benefit the entire year-round community.
- Help small businesses catering to tourists be financially able to offer employee benefits.
- Combat NIMBYism regarding recreation – educate property buyers/owners on the status of trails that run through their property.
  - Create a clearinghouse of information for people looking to buy property.
    - Offer a phone number and website for people to contact
  - Request that the Door County MLS require information about trails be included on the listing sheet of properties for sale that have trails running through them.
  - Stock real estate offices with flyers about location of trails.
- More honest, thorough, and accurate reporting of issues.
- Aging population and how that affects all community facilities issues.

**CF Goal: Improve the over-all recreational infrastructure within Door County.**

- Establish better cooperation between the state and county parks.
  - More timely trail grooming on state park trails.
  - Allowing volunteers to do more types of work in the state and county parks.
  - Combat anti-snowmobiling sentiment.
- Build/acquire more recreational infrastructure and staff appropriately.
  - Create a pool of “floater” park rangers and naturalists to staff additional recreational facilities.
  - Create a pool of volunteers – or better coordinate existing volunteers – to clean up parks.
  - Offer trade apprenticeships for parks and recreation careers.
- Conduct professional evaluations of municipal and county parks in the county.
  - Contact the Wisconsin Park & Recreation Association to utilize their expertise.
  - Consider conducting a park-acreage per person study, to include non-residents and residents in counts.
    - Determine what the current threshold is and establish a *minimum* number of acres per person that the county will work (with other entities owning/operating parks and public recreational areas) to achieve and maintain.
- Better cooperate with the Door County Visitor Bureau to help them better promote recreation in the county to tourists, especially younger tourists.
  - *Note: Motor-coach tours will not bring youth into the county; the tourism industry needs more youth.*
  - Improve promotion of all Door County recreational facilities, including the county parks – promote as much as they promote state parks.
  - Create stronger links/better marketing of eco-tourism and year-round tourism opportunities.
  - Build more sport fields and facilities for children’s sport tournaments.
- Key in to “Door County University” concept to build vacations for the entire family that involve sports/recreation as well as cultural activities.
  - Sport tournaments for kids.
  - Camps for kids including soccer, tennis, etc.

**CF Goal: Maintain and improve county park system and water recreation opportunities.**

- Expand existing parks and establish more county parks:
  - More/diverse uses.

- More user-friendly.
- Purchase the property across from Murphy Park (triathlon parking area) for a cave-touring staging area and nature center.
  - Work with the Wisconsin Speleological Society for possible funding.
- Establish more access points and more safe harbors on Lake Michigan:
  - More access to waterways for recreation.
    - Communities to consider dredging needs.
  - Emphasize concentration of intense waterfront recreational facilities, especially marinas, to reduce impact on water quality.
- Explore options to address Lake Michigan's declining water levels and quality.

**CF Goal: Support development of a county-wide, multi-purpose trail system.**

- Continuous, multi-use trail system under permanent easement or ownership:
  - Trail system from/including Ahnapee Trail up to Gills Rock, with side trails for snowmobiling, horseback riding, hiking, and biking.
    - Trail access and staging areas for snowmobilers and horseback riders.
    - Accessible and family-oriented multi-use trails for equestrian camping and snowmobile camping.
- Develop cooperative efforts to establish:
  - Grant opportunities for recreation development
  - Work with state legislators who like to horseback ride and snowmobile.
  - Work with the DNR and Parks:
    - Get the DNR to stop fighting snowmobiling.
    - New Peninsula State Park Superintendent – work with him/her as soon as hired.
- Door County is a great place for more trails; more tourism will be generated through development of recreational infrastructure.
- Multi-use equipment (i.e., tractors to groom trails for both cross-country skiing and snowmobiling) could be purchased to share amongst user groups.

**CF Goal: Maintain and improve community facilities and institutions serving residents across municipal boundaries such as rescue, police, fire, and emergency services; libraries; schools; cemeteries; health care facilities; and child care facilities.**

- Rescue, police, fire, and emergency services:
  - Pursue joint kayak and emergency services launches.
  - Improve coordination among emergency services providers to improve rescue services.
  - Look into tactics to address alcohol use and its impact on emergency services.
  - Look at other geographically isolated communities to see if their emergency services provision mechanisms have any ideas to offer us.
- Libraries and schools:
  - Potential consolidation of schools needs to be periodically re-visited/studied if current funding and population trends continue.
  - Library service should be provided to all residents in a cost-efficient manner, without duplication of services; option of sharing services needs to be periodically re-visited/studied.
  - Government should consider integrating libraries that may be struggling (membership levels, staffing, etc.) into the school libraries.
- Cemeteries:
  - Communities need in their planning to consider cemetery (expansion) needs and costs to maintain.
- Provision of health care and child care facilities needs to keep pace with community demand.
  - Better animal care – 24 hour veterinarian services.

## V. UTILITIES

### Utilities Vision Statement Draft

In the year 2030, Door County and its municipalities continue to work toward sustainability, high levels of service and standards, and long-term environmental protection with regard to sanitary sewer service systems, on-site wastewater treatment systems, storm water management, water supply systems, solid waste and recycling disposal, telecommunications facilities, and power generation. Policies and standards support public health, connectivity and coordination of utilities and facilities, conservation of natural resources, and conservation and efficient use of energy.

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

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

### Utilities Issues

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

### Utilities Opportunities

- Educational opportunities – awareness is already increasing
  - Recent highly-publicized water quality/septic system problems (Log Den)

- Knowledgeable people/contacts/resources in the county – planning meetings are providing people/agencies/local governments with new resources/knowledge
  - Government cooperation
- Recently, there seems to be a willingness/desire to address some of these issues
  - Private citizens getting involved now, not just government
  - Awareness of telecommunications issues – willingness to do something now
  - More awareness now re: renewable energy – new county wind energy ordinance, for example
  - Conservation is or will increase due to increasing utility rates
- Extensive renewable energy resource available (wind) – can also provide money to municipalities, too; could use that money to address other issues (utilities or other)

County-wide well-testing should be explored. See the municipality of Oregon, Wisconsin which has established a voluntary well-testing program, but which is so well coordinated and advertised, etc. that nearly all residents participate. Also see UWSP planning link re: this issue.

### **Utilities Basic Goals/Objectives/Policies**

#### **Goals/Objectives/Policies related to all utilities topics:**

- Strive to maintain adequate staffing and funding levels to maintain/improve/establish programs, regulations, education efforts.
- Improve consistency/coordination/cooperation/agreement between municipalities or between government agencies.
- Improve understanding and awareness among general public.
- Investigate impact fees and sales or other taxes (perhaps short-term or lapsing) we could implement to fund programs.
- Use bi-annual Door County Legislative Days as a platform to advocate for necessary state-level changes.
- Work with municipalities to explore potential use of room tax funds to offset necessary utilities improvements.
- Work with easement holders – such as WisDOT and ATC – to share easements for utility siting.

#### **UT Goal: Improve access to, quality of, and appearance and impact of utilities.**

- Maintain quality of existing public sewer/water utilities.
  - Support infill expansion.
  - Support expansion for water quality protection purposes.
- County's RFP re: fiber optic, city exploration of issue – support these and other efforts.
- Improve telecommunication systems.
  - New phone lines need to be installed in many areas of the county.
  - New and existing phone and other telecommunications lines (fiber-optic, etc.) need to be made truly redundant – i.e., they should be run on different paths.
  - Work to address the issues raised by the switch from analog to digital TV in the next year; some areas of the county are going to have problems receiving signals, even with the converter boxes (problem is occurring now for some who've purchased boxes).
- Consider implementing regulations regarding utility line aesthetics:
  - Primary, high-voltage power lines are expensive to bury in general, let alone given the bedrock issues in Door County. Secondary power lines, however, such as those serving a subdivision or individual uses, can easily and not too expensively be buried.
  - Telecommunications lines can easily be buried, both in terms of the actual process and cost to do so.
- Consider environmental corridors when siting utilities.
  - Update and designate "official" environmental corridor maps.

**UT Goal: Improve drinking water quality.**

- Consider adopting/setting higher standards than state standards for septic installation and other water quality protection measures.
- Conduct studies locally and/or research existing programs in other areas that would help update ordinances, programs, and policies in order to better protect water quality.
  - See Iowa County, Wisconsin – voluntary sampling program to help track/identify/map problem areas so as to have more specific casing and other well requirements within the county.
  - The county should develop a county-wide map of drainage areas – natural closed depressions, etc.
  - Update the geological/hydrological information we have regarding the county (see what Dakota County, Minnesota has done; the type of study they did is a first step toward the type of study Dutchess County, NY did that outlined appropriate densities based on geology). Ken Bradbury from the Wisconsin Geological Society and Natural Historical Survey wants to do this – see about working with him to secure funding for him to do this.
  - See Dutchess County, NY study re: # of residences that could be built in an area due to its hydrology, soil types and depths, septic systems, etc.
  - Research the regulations and standards that are in place in Minnesota regarding testing requirements, how it is determined which types of systems can go in which areas, etc.
- The county Planning, Soil & Water Conservation, and Sanitarian Departments should continue to better coordinate activities so as to better protect water quality.
  - Consider more careful, coordinated review of land qualities with regard to septic system installation and development activities.
    - Consider requiring developers to study the impact a development will have on water quantity and quality.
    - Land division approvals – include information (and possibly base approval) on types of septic systems that will serve the lots.
      - Possibly require shared wells and/or septic systems with approved installation and maintenance plans.
    - Consider basing land use decisions, at least in part, on soil types and the Soil & Water Conservation Department's analysis of what that means for the proposed development.
    - The Sanitarian Department could become part of process for subdivision approval: they would tell RPC/Planning what types of systems could go in, decision would be made with that information in mind.
- Review and revise – as or if appropriate – county policies and regulations regarding private septic systems, including consideration of:
  - Whether or not to ban holding tanks.
  - Whether or not to ban installation of new steel holding tanks or other steel septic system components.
    - What to do about existing steel tanks and septic system components – such as setting a “sunset date” by which they must be replaced – if such a ban is pursued.
- Investigate idea of establishing county-wide sanitary district.
- Investigate ways to encourage or require shared wells and septic systems, which make monitoring and treatment easier.
- Establish a system that encourages or requires septic system pumpers need to report failing septic systems, to property owners as well as appropriate regulators.

**UT Goal: Improve recycling/ waste disposal practices.**

- Create county-wide recycling/waste standards.
- Establish educational programs re: waste disposal and recycling – people need to be educated about what should and shouldn't go in garbage and how/where/when to get rid of those things.

- Work to ensure proper recycling or disposal by businesses of coolants and other toxic materials.
  - We need more education regarding disposal of things like batteries, CFL lightbulbs, etc. (i.e., they shouldn't just be thrown in the garbage), as well as actual places/sites that accept them.
  - Obtain (and disseminate as appropriate) information regarding impacts to water supply of ethylene glycol (the toxic/deadly type) versus propylene glycol type of coolants.
- Amend the definition of "junk" in the county zoning ordinance so as to include hazardous or toxic substances. Those substances should not be allowed to accumulate at all, even within current square footage allowances for junk.
- "Clean sweeps" offered for off-loading junk, hazardous materials, etc. need to allow/include businesses. Maybe businesses could participate for a fee.
  - San Francisco collects left-over paint and dumps it all together and then re-sells it (in limited colors!).

**UT Goal: Ensure adequate energy sources for county residents and visitors.**

- If there are any businesses in the county that use significant quantities of water, we should help them figure out how to better clean their wastewater before it enters utility systems and/or POWTS, or, better, yet, help them find ways to re-use wastewater on site.
- We need power line protection/redundancy.
- Work to achieve consensus between county, municipalities, and providers as to where we want our energy sources to be located (based on or with specificity re: type). We need to make sure our decisions/goals are not in conflict, with each other, or with general "Smart Growth" principles.
- Explore and support the use of alternative, particularly renewable, energy resources.
- Look into how the county could use or support the use by others of alternative energy sources:
  - Biomass
  - Wind
  - Nuclear
  - Gas "peaker" plant
  - Algae/cladophora
  - Waste treatment methods may provide energy – we can/should try to solve more than one problem at once.
    - Example: animal waste from agricultural operations. Although the county may not have any farms large enough to set up individual treatment/conversion centers, waste from multiple farms could be consolidated and treated at a common location.
- The county should pursue biofuel or other potentially cheaper (and definitely more environmentally-friendly) fuel options for its existing vehicles, as well as cheaper, more environmentally-friendly vehicles when replacement of existing is necessary.

**VI. TRANSPORTATION**

**Transportation Vision Statement Draft**

In the year 2030, Door County, its municipalities, and its transportation providers continue to work to provide a variety of transportation systems, networks, and options that are safe, reliable, financially and logistically available to all residents, and reliant as much as possible on renewable energy sources. Systems are well-maintained and attractive, with as little impact as possible on environmental and scenic resources.

**Transportation Issues**

- General imitations/restrictions
  - Limited volunteers or staffed positions to work on transportation issues
  - Limited land availability to establish certain options

- Government regulations can hinder efforts
- Insufficient finances/funding sources
- Decreasing lake level (harbors, water/ferry transportation)
- County's geography – narrow, rural, isolated
- Education/attitudes
  - Focus/reliance on highways, private vehicles, oil
  - Education needed on other options
  - Education needed on why we should work together
    - Trust, ownership of potential new activities
  - Turn-over of county board supervisors
    - Education process needs to be done every other year
    - Will the SG plan provide for consistency when supervisors are asked to make decisions
- Reliance on vehicles that use petroleum-based products
  - Fuel costs, availability
- Lack of options for non-vehicular transportation
  - No space for bikes on the roads
  - Lack of bike racks
- Truck traffic
  - Number of trucks on the roads
  - Wear and tear
  - Trucking corridors
- Safety
  - Speed limit enforcement
  - Truck traffic
  - Lack of provision for non-vehicular transportation
- Public transportation systems
  - Specialized non-profit shuttles and private for-profit taxi services exist
  - No general bus services

### **Transportation Opportunities**

- Community members generally have spirit of cooperation
- Geography
  - Numerous harbors, provide an opportunity for water transportation
    - Use of ferries
  - Potential for rail development
  - We have open land for pedestrian walkways and bicycle paths
- New or potential expansion of options
  - Potential airport expansion
  - New 4-lane highway
    - Better for trucking
    - Safer
  - Park and Ride
    - Request more sites be added to the WisDOT plan
      - Could have a mini-bus running from these to specific places
    - We have an existing informal park and ride system in the county.
      - For example, we anecdotally know that people are meeting at places with large parking lots (Wal-Mart, Target, etc.) and then carpooling from there, leaving their cars all day.
- Door County Transportation Consortium activities, momentum

**Transportation Basic Goals/Objectives/Policies**

**Goals/Objectives/Policies related to all transportation topics:**

- Educational programs and activities should be undertaken for elected officials, government staff, and private citizens.
  - Programs and activities should include utilization of state and regional specialists and experts (DOT, UW-Extension, Bureau of Aeronautics, DNR, etc.) whenever possible.
  - Programs should be offered regarding:
    - Scope of problem(s)
    - Options (types of vehicles, modes, systems/programs)
    - Why we need work together
  - Consideration/study of options, including:
    - Roundabouts
    - Railway development
    - More use of ferries and/or harbors for water transportation
    - Truck traffic options (safety, road wear and tear, corridors, etc.)
- Transportation efforts should work to utilize the few advantages our geographical situation does present: linear, narrow, etc.
- Transportation efforts should build upon our community spirit of cooperation.

**TR Goal: Transportation options utilized should be as energy efficient as possible.**

- The county should decrease its reliance on petroleum-fueled vehicles.
  - As the county replaces vehicles they should be replaced with fuel-efficient or vehicles that use other fuel options.
- The county should encourage/support the use of fuel-efficient and/or renewable energy vehicles by other entities.

**TR Goal: Ensure a high level of safety and maintenance on the county's highways.**

- Explore and implement measures to ensure truck traffic safety.
- Ensure speed limit enforcement.
- Provide appropriate seasonal supports/maintenance:
  - Salt in the winter.
  - Weed/brush control in the summer.
  - Awareness of endangered species and wildlife with regard to support activities.
- Provide proper maintenance.
- Establish county-wide signage standards:
  - Commercial signage – eliminate billboards.
  - Ensure appropriate highway signage.

**TR Goal: Development approvals should be considered with regard to access to, or improvement of, transportation facilities.**

- Limit the use of critical sites for critical use.
  - For example, a ship yard should be built on the water, but hotels, restaurants, multi-family condominium complexes, etc. do not have to be built on the water.
- Future development should be based on transportation access.
  - Housing should be built near jobs and services.
- Eliminate cul-de-sacs, which can act as barriers for many transportation options and for safety vehicles.
- Sidewalks and bike paths:
  - Require for new development areas.
  - Add or enhance for current roads.
  - Separate sidewalks and bike paths, running parallel, would be ideal; combined is also an option but less preferable.

**TR Goal: Support or initiate efforts in the county to improve transportation systems and options.**

- Support local, regional, state, and federal transportation planning efforts in keeping with our goals:
  - Participate in regional efforts to expand transportation options.
  - Fully endorse and support the Door County Transportation Consortium and Door Tran activities.
    - Work with the Consortium on developing a plan for a coordinated, county-wide transportation system.
  - Be proactive in supporting the airport master plan, which will:
    - Accommodate larger aircraft.
    - Buy property for east/west runway.
    - Improve communication facilities.
  - Encourage and support businesses that provide transportation options to employees.
- Work toward eventually offering paved space for walking and biking on all roads (not necessarily a designated bike path, just paved space).
  - State and federal funds should be actively sought to assist in such installations.
  - Installation of sidewalks and bike paths along current roads should be undertaken where practical and economical.
  - Hiking/biking paved space should be actively pursued when new roads are established or old roads re-done.
    - We need to make sure there is coordination between highway improvement projects and bike trail/improvement planning (i.e., when a road is slated for improvement, discussion/attention to bike route planning should be discussed with the entity doing the improvements).
- Have bikes available for public use.
- Increase the number of bike racks throughout the county.
- Update bike route maps to include those highways with wider than standard paved shoulders.
- Bus service – fixed-route and door-to-door.
- Encourage carpooling and ride-sharing, possibly by limiting parking spots at each employer.
- Develop deep water piers for ferries, people, and freight.
- Increase number handicapped parking spaces on streets for businesses that do not have parking lots.
  - Increased enforcement of those who misuse the current spots.
- Encourage the use of rental cars.
- Park and Ride Lots:
  - Have more sites added to the WisDOT plan.
  - Have a mini-bus running from these lots to specific places. (Example: UWGB is set up so as to encourage walking and biking and discourage the use of cars.)
  - Use and expand our existing informal park and ride system.
    - Identify current and potential areas around Door County used for informal “Park and Ride” and formalize and publicize them.

## **VII. LAND USE**

### **Land Use Vision Statement Draft**

In the year 2030, Door County’s rural land uses are balanced between residential and economic activities and natural resource preservation. Communities’ central development areas (existing “downtowns” and “hamlets”) are unique, with well-maintained and preserved historic sites, and are separated from each other by undeveloped highway corridors. Large, contiguous areas of open space and natural features are maintained, protecting ground (drinking) and surface water quality, wildlife

habitat, and environmental corridors while providing scenic vistas and recreational activities for both residents and tourists to enjoy. Farming practices are profitable and sustainable; residents are able to make a living off the land while also being good stewards. There are diverse farm types and prosperous small family farms. Housing is clustered, on small lots, or adjacent to or within communities, with access to walking and biking routes to commercial and recreational activities. Business expansion and establishment is accommodated by provision of sufficient land areas for such activities, as well as logical, consistent regulations regarding where and what types of businesses may be established, allowing the business community to provide the goods, services, and jobs community members and visitors want and need.

### **Land Use Issues**

- Problems and pressures for agriculture
  - Financial pressures – often easier to sell/develop than make a living farming (or need to sell land for retirement money)
  - Loss of mid-size farms (small/niche/local and big/commercial will survive)
  - Loss of fruit producers (cherry, especially)
  - Regulatory issues
    - Farms staying just under 1000 units or segmenting operations to avoid regulation
    - Local zoning – large lot size requirements and limitations regarding on-site value-added activities (processing, selling)
  - Renting farm land primarily to get rid of manure; growing of crops secondary
- Need more preservation of large tracts for environmental corridors and agriculture
  - Development is scattered, fragmenting natural resources and agriculture
  - Financially difficult
- Zoning needs to be revised, be more flexible
  - Mixture of uses (more home/on-site business opportunities), lot sizes
  - Large-lot zoning is fragmenting natural and agricultural resources
  - Cluster housing regulations need revising (density bonuses, etc.)
- Lack of employment and affordable housing opportunities
  - Hard to retain/attract youth
  - Lack of light industrial sites
  - Zoning restrictions regarding business types that can be established
  - Workforce issues (number of people and skills needed not available)
- Lack of transportation options
  - Current zoning encourages land uses dependent on fossil fuel-burning cars
  - Limited supply of inexpensive oil in the world
  - Need to change/adapt lifestyles to allow people to get what they need without driving (or with driving vehicles powered by alternative energy)
  - Need paths (walking, biking) connecting residential and commercial areas, etc.
- Water quality problems
  - Sanitarian septic system testing – need more staff
  - Do we need to ban steel holding tanks?
  - Septic system technology and standards – do state standards work here?
  - Well testing/drilling and water quality issues
  - Geology – fragmented bedrock contributes significantly to quality issues
- Population trends
  - Commuter populations, Door County to Green Bay (and increasingly vice-versa)
  - Aging and potentially decreasing population

### **Land Use Opportunities**

- Brussels (and Union?) zoning ordinance(s) – chance to see how separation of lot size from density is working with regard to preservation of open space, clustering of housing

- Potential to develop entrepreneurial efforts
  - Eco-tourism “big” now – Door County has many eco-friendly activities
  - Organics industry – take advantage of increasing awareness/sales/interest
  - Service industries for senior residents and visitors
- Potential to use/market the Door County brand
  - Marketing Door County products works – see Door County Coffee & Tea
  - Agriculture – opportunities for preservation of, tourism related to, and provision of food for community
    - Most food grown here leaves for canning/distribution elsewhere – figure out how to use/sell here (use growing “buy local” movement)
- Rail transport is extending from Milwaukee to Green Bay – extend to Sturgeon Bay?

### **Land Use Basic Goals/Objectives/Policies**

#### **LU Goal: Ensure proper understanding and implementation of the comprehensive plan.**

- The plan should be used:
  - To evaluate new developments/projects/subdivisions to see if they fit vision, goals, etc.
  - To guide decisions regarding requests for rezonings (map amendments), text amendments, conditional use permits, and variances.
    - Planning Department staff members should do staff reports – with recommendations – for issues going to public hearing (text and map amendments, conditional use permits, variances), using the plan as the basis for the recommendation.
    - Agendas should include an “executive report” (condensed version of staff report) – brief explanation/overview of agenda item, including staff recommendation.
- The Planning Department should provide an annual update (in addition to the written annual report) to the full county board (not just the RPC) on the Smart Growth plan and its implementation.

#### **LU Goal: Develop programs, policies, and ordinance language that encourages or mandates “green” building, including LEED programs (both LEED for homes, for neighborhoods, and for commercial buildings) and the Green Build program.**

#### **LU Goal: Preserve large tracts of land for environmental corridors and agriculture.**

- Revise the zoning ordinance so as to eliminate or minimize fragmentation.
- Research financial and other potential means for preservation.
- Analyze all programs, policies, and ordinances striving toward this goal for impact on the local tax base; we don’t want to make it harder than it is already to keep/attract younger people here.
- Reach consensus among natural resource protection agencies as to what areas are ecologically significant and should be included as “official” environmental corridors – working off of Natural Areas Group map created several years ago – and with land use management agencies as to when/how that significance will be considered in land use decision-making.

#### **LU Goal: Support or initiate efforts in the county to maintain and improve the county’s existing/traditional and emerging agricultural industries.**

- Support and grow all types of agriculture in the county, including the orchard and viticultural industries.
  - Make sure zoning and other regulations are not impeding establishment of new agricultural uses, the expansion or maintenance of existing operations, or the development of businesses/industries needed to support agriculture.
    - Change zoning regulations to allow processing and selling food on-site.
    - Look to replace current large lot-size requirements for agricultural areas with zoning regulations that ensure:
      - Agricultural operators the ability to earn the income necessary to retire (ability to sell off some land).

- Protection of agricultural and natural resource areas by decreasing large-lot fragmentation of those areas.
- Retention of aesthetically-pleasing open space areas.
  - Disallow adjacent uses negatively impacting farming (large residential developments).
- Consult with Organic Valley representatives to improve knowledge about organic farming opportunities.
- Pursue/support Niagara Escarpment viticultural designation.
- Work to ensure we can use/sell crops locally.
  - Make sure zoning regulations do not impede such activities.
  - Encourage local restaurant use and store sales of locally grown products.
- See if Exclusive Agricultural zoning would work in other areas; it is working in Clay Banks.
- Examine Door County Zoning Ordinance regulations regarding allowance of single-family residence split-offs and small lot creation for family or farm workers to see if they need to be amended in order to achieve original purposes.
- Research ways to help local bee producers dealing with dying populations.
- Ensure continued adherence to Soil and Water Conservation Department programs.

**LU Goal: Look into a variety of options to promote affordable housing as well as denser housing in general.**

- Revise zoning regulations to encourage/require affordable and denser housing options:
  - Allow smaller lots in some areas, such as in/near existing developed areas, areas served by public water or sewer, etc.
  - Create more incentives to develop clustered housing.
  - Decrease or eliminate square footage requirements.
  - Revise zoning ordinance to promote denser housing development(s).
  - Create a “workforce housing” zoning district along the lines of Sister Bay’s new district.
    - District would not be placed on zoning maps, but would rather be created as an option within the zoning ordinance text for which property owners/developers/town officials could petition to establish.
    - The only or primary use allowed would be workforce housing; all other uses would have to be supportive of the housing development.
    - Consider requiring establishment of this district (or some other affordable housing provision) when someone is petitioning to rezone to commercial; the housing would need to be located relatively nearby.
  - Consider amendments that would separate lot size from density (like Brussels and Union have done), perhaps in combination with a requirement that those homes/lots be clustered.
  - Make sure zoning does not make it difficult to keep/re-use/move old cottages/cabins (for example, eliminate square footage requirements for such dwelling units).
  - Consider requiring developments (such as land divisions and multiple occupancy developments) to designate a certain percentage of the units/lots to be sold/rented to low-to moderate-income residents.
  - Explore other ordinance tools to encourage or require affordable housing.
- Explore reclamation of abandoned homes as affordable housing.
- Explore further financial assistance programs for affordable housing.
- Establish more education programs regarding affordable housing issues.

**LU Goal: Support or initiate efforts in the county to create employment opportunities and retain/attract young workers and families to the county.**

- Continue to support or initiate needed technology/infrastructure improvements.
- Support business recruitment and establishment efforts.
  - Review zoning restrictions/districts regarding permitted business types.

- Consider creating more light industrial sites to foster business opportunities.
- When technology infrastructure improves, actively recruit “clean” businesses to locate here, like insurance companies.
- Recruit businesses that make sense for manufacturing in Door County.
- Actively leverage the arts/cultural industry and adult education institutions/opportunities here – those resources can improve/enhance economic development efforts (attracting businesses and/or individual people/families).
- “Door County University” idea (also brought forth by Historical and Cultural Resources Work Group) – include common/central registration and marketing as strategies
- Support efforts to promote local products.
  - Support marketing efforts for the Door County brand/products.
  - Support small businesses and agricultural operations producing things we need.
  - Educate businesses and residents regarding impact of purchasing local products.
- Assist in addressing workforce issues.
  - Continue to work on ways to recruit more young families/workers into the county.
  - Help identify ways for local employers to compete with employers in Green Bay.
  - Support DKBEP skill-building and educational projects and others like these.
  - Help develop incentives for NWTC or other graduates to stay/come here.
- Help develop or initiate entrepreneurial efforts.
  - Eco-tourism promotion/development – kayaking, astronomy, bicycling, birding, etc.
  - Assist efforts to expand and promote organics industry.
  - Assist efforts to establish service industries for senior residents and visitors.
  - Work to assist in the establishment of more/branch business incubators.

**LU Goal: Improve drinking water quality.**

- Provide municipal sewer and water to as many lots/uses as possible.
- Determine adequacy of state septic system technology and standards for county.
- Ensure adequate/timely septic system testing; increase Sanitarian staff/funding levels.
- Consider banning steel septic tanks and parts in Door County.
- Determine adequacy of well drilling standards with regard to water quality protection and well testing with regard to awareness/mitigation.
- Determine the carrying capacity of the county with regard to both water quality and quantity.

**LU Goal: Ensure highly functional, multi-modal, and attractive transportation system networks.**

- Increase transportation options beyond the automobile.
  - Develop walking/biking paths that connect residential and commercial areas, etc.
  - Create biking trails along state/county roads.
  - Develop/allow more land uses that don’t require automobile transportation.
  - Explore extending rail transport from Green Bay to Sturgeon Bay (after/as Milwaukee to Green Bay extension is happening).
- Protect highway corridors – particularly State Trunk Highways 42, 57, and 42/57 – as high-speed, limited access corridors in order to ensure:
  - Traffic safety (speed, cross-traffic, intersection issues when/if corridors compromised).
  - Road functionality (high-speed, limited access transportation system routes).
  - Aesthetically pleasing transportation routes (open/green space between communities; limited or no corridor development).
- Any highway corridor development should only be served by “reverse frontage roads” (developments take access from frontage roads located behind the development).
  - Beautifies any new development or even some existing development (parking and driveways behind development, land along highway for screening landscaping, etc.).
  - Ensures safer traffic movement for areas already developed (existing driveways could be eliminated) and any new areas that might be developed.

- Control highway corridor development to prevent blending of communities and preserve the county's scenery.
  - Prevent more development along highways:
    - Preserve existing remaining open space between communities along highways.
    - Any development established should be well-screened and designed.
- Get rid of billboards.
- Support and move forward on the Airport Improvement Plan previously accepted by the County Board.
  - Runway re-orientation and expansion will improve economic development expansion/retention efforts.
  - Up to 98% funding is currently available for the project.

**LU Goal: Ensure quarry operations are regulated adequately.**

- Quarrying operations should be adjacent to compatible uses.
- Operations should affect neighbors as little as possible (noise, hours, etc.).

## **VIII. INTERGOVERNMENTAL COOPERATION**

### **Intergovernmental Cooperation Vision Statement Draft**

In the year 2030, Door County and the government units with which it interacts – local, regional, and state level – communicate and cooperate to provide efficient and effective government services. Officials from all levels of government within the county meet on a regular basis to communicate and coordinate services, including active communication between municipal officials and county board committees. Local- and county-level elected and appointed officials are offered and take advantage of educational and training opportunities regarding their roles as elected officials and also the issues and programs they manage. A unified web-based system provides links to local municipalities and regulatory information, allowing for easy access to government information at all levels within the county.

### **Intergovernmental Cooperation Issues**

- State-level conflicts, issues, mandates
  - Re-organization/regionalization of social services (“Family Care” program/effort)
    - County will be told what services to provide, to whom, at what cost
    - Will affect County Community Programs and Public Health Departments, too
    - Aging and Disability Resource Center – to be created in next few years
      - Will provide services for seniors and physically and/or mentally disabled
      - Services for kids and AODA services may be added eventually
  - Regionalization of economic development programs; e.g., revolving loan funds
  - Planning Department staff and Department of Natural Resources staff don't always agree on interpretation/administration of NR 115
  - Department of Transportation-initiated projects
    - Are the projects being planned for us the ones we really want and need?
- Conflicts within the county
  - Comprehensive planning and zoning issues
    - Need county-wide framework for planning and conflict resolution
    - Zoning regulations/restrictions
      - Single-family zoning – allow “in-law”/caregiver apartments?
      - Will we at some point disallow development in agricultural areas?
      - Zoning now segments/separates/sprawls uses – we used to build housing around/intertwined with schools and commercial uses

- Coordination of county agencies/committees with towns and their needs – is the county set up to be user-friendly, efficient, cooperative?
- Turf wars – between county and city, county and towns, school districts, etc.
- Demographic issues
  - Aging population – long-term care and other services, schools and funding, etc.
  - Income separation in the county – most are either low or high income; no middle
- Need better telecommunications/internet access in most areas of the county
- School consolidation/service sharing and funding
  - Sturgeon Bay and Sevastopol consolidation should be explored further
  - Regional (county-level) administration should be considered/pursued such as sharing superintendent(s), services
  - School funding system needs to be revised
- Government service provision
  - Increasing costs – collective bargaining, insurance
    - Leading to privatization of services/departments
  - Bureaucratic mindset
    - Government has no incentive to be proactive – change is foisted on you

### **Intergovernmental Cooperation Opportunities**

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

### **Intergovernmental Cooperation Basic Goals/Objectives/Policies**

#### **IC Goal: Develop increased and on-going educational opportunities for local elected/appointed officials.**

- The Door County Planning Department – and the county in general – should do more outreach to local officials.
  - Door County Planning/UW-Extension meetings for local elected and appointed officials currently being held roughly quarterly should be held more frequently.
    - Meetings should address topics and issues towns have identified as important in their plans to discuss with each other, not just planning/zoning issues.
    - Meetings should also serve as forum for discussion/review/analysis of county Smart Growth plan implementation efforts.
- The county board should consider holding an extra meeting after its bi-annual organizational meeting that provides training/information related to all county departments. (Note: perhaps new annual report format serves this purpose, if board members have the time to review those reports.)
- We need to work more on a county-wide basis regarding basic community services provided at the municipal level, such as garbage collection and recycling, to ensure officials are aware of how other municipalities are handling these services, resources and programs that are out there, etc.
- Develop a “book” of information – explanation of municipal issues, ordinances, etc. – to help guide local elected officials in decision-making so that all municipalities would be operating off of the same standards.
- Develop educational tools – such as “build out” scenario maps – to help municipal officials visualize the effect of potential policies, zoning districts, etc.

**IC Goal: Ensure lobbying necessary at the state and federal level for the county to effectively and efficiently deliver services is coordinated between counties as well as between county departments.**

- Develop general guidelines/strategies regarding state agency interactions.
  - Establish a framework for introducing ourselves to state legislators and bureau chiefs.
    - Coordinate with Door County Legislative Days efforts.
    - Problem – state staff levels decreasing in some areas; bureau chiefs might not have staff to do things we want.
  - Have meetings with and apply political pressure to agencies like the DOT and DNR with which the county frequently interacts.
  - Door County Legislative Days (DCLD).
    - Continue to use DCLD as a forum for changes needed at the state level.
    - Start work a least a year in advance for each DCLD.
    - Send smaller group of delegates in the “off” year.
    - Do follow-up with legislators/staff in “off” years (i.e., phone calls or quarterly emails from team leaders).
    - Publicize to county departments, elected officials, etc. the fact that the DCLD website has means to submit lobbying ideas at any time so they’re not lost before organizational efforts start.
      - Door County Daily News might be a good publicity avenue.
- Work to ensure air and water quality issues are addressed on the state and federal levels so that:
  - Door County municipalities and businesses are not penalized in economic and other development efforts for local poor air and water quality resulting from activities occurring outside the county.
  - Door County residents, visitors, and natural communities are not subjected to pollution over which there is no local control/solution.

**IC Goal: Improve communication and knowledge between local levels of government, and support or initiate cooperative efforts on issues requiring multi-jurisdictional coordination.**

- Improve education, communication, and information-sharing opportunities.
  - Establish a unified, web-based system coordinated at the county level that provides links to all local municipal websites and regulatory information. Ideally, the county and municipal websites would have a similar look, feel, and layout to make use/access of information as easy as possible.
  - Establish a central source/clearinghouse (county level) of information/resources/referrals/tracking of concerns and issues.
    - Coordination/explanation of multi-service providers and multiple providers of related services.
    - Internet/web-based – part of county-based system providing links to towns, ordinances, etc.
    - Explore Door Tran (Consortium) as possible model.
  - Make the Core Planning Committee a standing committee.
    - One municipal board or plan commission member per municipality, officially appointed or perhaps elected at annual meeting.
- Support, initiate, or coordinate cooperative, multi-jurisdictional efforts.
  - Continue to establish and improve planning and zoning-related relationships.
    - Ensure communication and sharing of information and resources between county and towns, villages, city.
    - Look into towns using Door County Planning Department to administer or help administer town-level zoning.
    - Develop model ordinances (zoning and others) and offer assistance to all municipalities, not just areas under county jurisdiction.

- Evaluate and refine as needed the vision for the county and evaluate and prioritize the goals and actions to implement that vision.
  - The Core Planning Committee, if retained as a regular committee, and some on-going version of the work groups could/should do this.
  - Door County Planning Department/UW-Extension “quarterly” educational meetings can work on this with local elected officials, too.
- Explore avenues for airport facility coordination (Cherryland, Ephraim-Gibraltar, Washington Island).
- Work to have the entire county designated as “premier” tourism zone so ability to increase sales tax is there. (See Ephraim and Sister Bay designations.)
- Work to ensure coordinated planning for municipal use of room tax funds.
- Explore funding options for cooperative ventures.
  - Research other communities’ funding mechanisms.
  - Research and pursue relevant county-wide grant applications.
  - Renew eCivis membership when Wisconsin-specific information is available.
- Consider municipal coordination regarding establishment of trails, improved park systems, and other recreational opportunities.
- Work to establish consistent or similar county-wide guidelines with regard to signage.
  - Eliminate billboards.
- Support efforts to improve the county’s technology infrastructure.

**IC Goal: Establish processes to resolve conflicts.**

- Conflict resolution efforts should always work first at seeking consensus.
- Cooperative agreements, generally.
  - Education for local municipalities – do research on cooperative agreements in other areas to provide examples for local municipalities as to issues covered and solutions used.
    - How to improve services and increase revenue stream.
    - Roads, utilities, planning/zoning, transportation, annexation, extraterritorial zoning/plat review.
      - Agreements regarding power transmission between local communities may become necessary now when/if some power is generated locally/regionally
  - Study the county highway department’s success with town agreements.
- Planning and zoning.
  - County comprehensive plan should list any conflicts with other plans and how and when they will be addressed.
  - County and local officials should set up guidelines with regard to how conflicts in plan interpretation/administration should be resolved in the future.
  - County should assist municipalities in developing a framework as to when/why/how annexation should be considered/undertaken.
    - Sewer/water can cross municipal boundaries – land doesn’t need to be annexed to extend these services.
- Potential methods/models for intergovernmental cooperation:
  - Stakeholder identification – bring a wider array of public and private stakeholders to the table for discussions on intergovernmental cooperation.
    - There are probably unexpected partners out there, which could in turn expose important issues.
  - Specific coalitions to examine:
    - Door County’s emergency responders – levels seem to work and cooperate well together.
    - Door County Transportation Consortium – public, private, non- and for-profit partners.
    - Door County Community Foundation – possible funding source for efforts to provide attainable housing county-wide?

- Natural Areas Group – public and private organizations involved in land conservation, management.
- Comprehensive plan work groups – discussions, attendance, interest, information shared has been good.

**IC Goal: Continue to explore possible cost- and service-sharing opportunities.**

- Explore potential duplication of services within the library system that could be eliminated.
- Ensure continued and coordinated public safety service provision.
  - Explore more coordination between county-level services and local municipalities so as to ensure back-up, services that are tailored to specific municipal needs, etc.
  - Evaluate – and revise and renew, if needed – any cooperative service agreements
  - Offer educational opportunities for residents and local officials as to how all these services are currently mandated, set up, managed, funded, etc.
- Explore cost- and service-sharing opportunities for local schools.
  - Give serious consideration to the possibility of county-level administration of the five K-12 school districts.
    - Initial step: explore the possibility of having one superintendent for the five districts. (See Green Bay as a potential model.)
  - Explore further consolidation/service-sharing opportunities for the K-12 schools, particularly between Sturgeon Bay and Sevastopol.
  - Continue to work on and discuss funding issues with regard to NWTC as well as K-12 funding.
  - Explore the Cooperative Educational Service Agencies (CESA) model. (CESAs are used in other areas – independent contractors that provides services “between” schools.)
    - Having a third party coordinating group can generate more cooperation and shared/better services between schools that they could not provide/justify on their own. For example, special needs programs services can be coordinated.

**IC Goal: Ensure greater public awareness of and involvement at county government meetings.**

- Seek to increase and improve communication at the county board level to ensure supervisors can accurately represent towns’ officially stated interests and residents’ interests.
- Improve access to county government meetings by:
  - broadcasting local meetings on local cable access, or
  - having videos of meetings available at library, or
  - having text, audio, or visual options from meetings on website for downloading.
- Use the web to get more people involved – people in areas with broadband access could “attend” meetings without even leaving their homes.
  - Interim option until all homes have high-speed access: go to a nearby site with broadband/high-speed access, like the libraries.
    - *Note: Forestville library doesn’t have high-speed access.*
- Get county meetings listed in the *Peninsula Pulse* and other print media “events” calendar.
- Distribute the county calendar of monthly meetings more widely.
- See about establishing a county government/committee/agency article in the *Advocate* once a week (and/or other print media per their publication schedule).
- Approach WDOR, WBDK, and other radio media outlets about opportunities to showcase county committees, departments, and issues on the radio.
- Ensure easy access to government activities and public records.

**DOOR COUNTY COMPREHENSIVE PLAN 2030 WORK GROUP PARTICIPANTS**

Anschutz	Paul	Door County Silent Sports Alliance
Beller	Martha	Property Owner
Benson	MaryLee	Washington Island, Town of
Braatz	Laurel	Wisconsin Department of Natural Resources (WDNR)
Buchholz	Aaron	WDNR
Busch	Pam	Women's Employment Project, INC./DC Transportation Consortium
Chaudoir	William	Door County Economic Development Corporation
Costigan	Jim	Door County Habitat for Humanity
Curzon	Gregg	Property Owner
Dehn	Deby	Wisconsin Housing and Economic Development Authority
Dewitt	Paul	Gardner, Town Of
Emery	Nancy	Door County, Sturgeon Bay Library
Fortin	Guy	Community Wind Energy, LLC
Fritschler	John	Property Owner
Goetsch	Griff	Property Owner/Realtor (May Realty)
Grimm	Mike	The Nature Conservancy
Guillette	Gale	Union, Town of
Heimbecher	Mark	Clay Banks, Town of
Hippensteel	Ann	Sustain Door
Hippensteel	John	Community Wind Energy, Lake Michigan Wind and Sun
Jacobson	Sally	Ephraim Historical Foundation
Jinkins	Ann	Door County Historical Museum
Kasbohm	Keith	Door County Cherryland Airport
Kelsey	Brian	Door County Maritime Museum
Kohnle	Amy	United Way
Konkel	David	Aircraft Owners And Pilots Association
Konkol	Dale	Door County, Soil & Water
Kopischke	Allen	Peninsula Players
Krolick	Dale	Property Owner, Door County Silent Sports Alliance
Kurtz	Susan	Door County Board of Realtors
Lea	Renny	Sustain Door
Leonard	Steve	The Ridges Sanctuary
Locken	Jacquie	Property Owner
Majeski	Jeanne	Jacksonport, Town Of
Meyer	Ken	Property Owner
Miller	Annie	Liberty Grove, Town of
Moore	Deni	McDonald Lumber Co.
Nelson	Monica	Forestville, Town of
Nelson	Rick	Door County Habitat for Humanity
Oleniczak	Marty	Sturgeon Bay, City
Olson	Patrick	Property Owner
Olson	Chris	Door County Sanitarian Department
Overbeck	Guy	Clay Banks, Town Of
Overdahl	Ron	Washington, Town of

Ozburn	Paul	Property Owner
Paitrick	Mary	Door County Economic Development Corporation
Perlman	Sam	Door County Economic Development Corporation
Pinney	George	Door County, Parks
Plzak	Chris	WDNR
Raasch	Shirley	Property Owner
Rogers	Rick	Sustain Door
Rossberg	Doug	Friends of Door County Park System, Inc.
Schmiling	William	Von Stiehl Winery
Seaquist	Jim	Seaquist Orchards
Setterholm	Jean	Sustain Door
Sigmann	Peter	Sustain Door
Skadden	Nancy	Town of Gardner resident
Sohns	Sara	Villagers Snowmobile Club, Inc.
Sohns	Steve	Town of Gibraltar, Villagers Snowmobile Club, Inc.
Statz	Dennis	White Lace Inn
Stawicki	Jim	Sturgeon Bay Utilities
Steinberger	Bob	Gardner, Town of
Stratton	June	Sustain Door
Temme	Virge	Virge Temme Architecture, Inc.
Tepe	Roger	Door County Department of Social Services
Vandertie	Bill	Property Owner
Volenberg	Dean	UW-Extension
Ward	Jay	Washington Island, Town Of
Warren	Kenneth	Property Owner
Weidman	Dick	UW Peninsula Agricultural Research Station
Weir	Maggie	Door County Historical Museum
Whitford	George	Nasewaupee, Town of
Zachariasen	Amy	Villagers Snowmobile Club, Inc.
Zachariasen	George	Villagers Snowmobile Club, Inc.
Zehnder	Jackie	Property Owner