

### ***Siting Public Facilities***

Liberty Grove shares several facilities with neighboring communities. The Northern Door First Responders and the Fire Department, serving Liberty Grove and the Village of Sister Bay have facilities located in the Village and the Town. Library facilities for Northern Door are located within the Village of Sister Bay and serve the surrounding communities.

### **Sharing Public Services**

Currently the Town of Liberty Grove has several intergovernmental agreements with neighboring communities in regards to public services. A jointly funded Fire Department provides services to the Town of Liberty Grove and the Village of Sister Bay. The Town of Liberty Grove contributes two-thirds of the annual budget for equipment and expenses. Liberty Grove's ambulance services are provided by Emergency Services of Door County and are shared with the Village of Sister Bay and the Towns of Gibraltar, Baileys Harbor and portions of Jacksonport and Egg Harbor. The library facility located in the Village of Sister Bay is jointly owned and maintained through the Sister Bay-Liberty Grove Library Commission. Law enforcement is provided by the Door County Sheriffs Department. Liberty Grove owns forty percent of the capacity of the Sister Bay Wastewater Treatment plant that serves the Village of Sister Bay and the Town of Liberty Grove.

### **School District**

The Town of Liberty Grove is located within the Gibraltar Area School District.

### ***Relationship***

The Town of Liberty Grove's relationship with the School District is best described as limited. The School District tends to operate rather independently and interaction with the Town tends to be minimal; however, the School District is among the taxing jurisdictions that directly affect the Town of Liberty Grove.

### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School District's elected Board. The Town has historically had little input into the location of new school facilities. However, as the District continues to discuss facility improvements, the Town may want to become more involved to ensure that the goals and objectives of this plan can be met.

### ***Sharing School Facilities***

The Town has no formal agreement with the School District for shared use of the school's facilities.

### **County**

The Town of Liberty Grove is located in Door County and therefore the County has some jurisdiction within the Town. In particular, the County has jurisdiction in the Town over zoning, land divisions, private on-site wastewater treatment systems (except for zoning map district changes, over which the Town has veto power.) The Town and County need to continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect.

### **Region**

The Town of Liberty Grove is located in Door County, which is located in the northeast region of the State of Wisconsin.

### **State**

The Town's relationship with the State of Wisconsin is an on-going one, which deals with many issues and State agencies.

### **INVENTORY OF PLANS AND AGREEMENTS**

State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the Town may want to discuss Boundary Agreements with adjacent municipalities in the future. Currently, the Town of Liberty Grove has not entered into a boundary agreement with any municipality.

The Town of Liberty Grove and the Village of Sister Bay held a meeting on June 10, 2002 to address joint planning issues. Growth projections for the Village were presented to Town Plan Commission members. The amount of joint planning area the Village might need over the next 20 years was agreed upon.

On July 8, 2003, the Liberty Grove Plan Commission met with the Ephraim Village Board to discuss joint planning along the common border. As of the writing of this plan, negotiations are still ongoing.

### **Extra-territorial subdivision regulation**

State Statutes allow an incorporated village or city to extend Extra Territorial Plat review over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, for cities over 10,000 the area extends to 3 miles. In the Town of Liberty Grove, the Villages of Sister Bay and Ephraim have extra territorial jurisdiction within the Town. Both Villages currently have populations of less than 10,000 and have a right to exercise extra territorial plat review jurisdictions and thereby influence the division of land within 1.5 miles of their borders with the Town.

### **Extra-territorial Zoning**

State statutes allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, for cities over 10,000 the area extends to 3 miles; however, the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. Extra territorial zoning is not currently being administered in the Town of Liberty Grove. No village is currently administering extra-territorial zoning within the Town.

### **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

On December 10, 2001, the Town of Liberty Grove met with the surrounding municipalities, school districts, WDNR and WisDOT to identify existing and potential conflicts in the area. A list of issues and concerns was developed. The top ten were identified as:

1. Sharing/Duplication of services (including younger workers)
2. Lack of attainable housing
3. Ground and surface water quality protection
4. Northeast Wisconsin Technical College (NWTC) tax levy
5. Lack of communication between local units of government
6. Economic development
7. County land use decision making vs. local control
8. Common goals for conservation areas across political boundaries
9. Annexation
10. Taxes

A complete listing of the issues discussed, and the attendance list from the workshop can be found in Appendix E.

### **PROPOSED CONFLICT RESOLUTION PROCESS**

After the participating individuals identified the existing or potential concerns, they also began to generate a list of possible solutions to address the issues mentioned at the nominal group session. The following ideas were developed by reviewing the list of concerns and issues, and then “brainstorming” for possible solutions.

#### **Possible Conflict Resolutions**

1. Create a central database to share data or info gathered by local units of government
2. Sharing of services
3. Sharing meeting agendas/minutes
4. Monthly meeting between chairs of units of government
5. Access to clearinghouse for information on: project funding, creating solutions, alternative technologies, ordinances / laws
6. Joint meeting among boards every two to three months
7. Regular meetings of Town and Village administrators

8. Township federation or alliance within County
9. Determine common areas of development between communities before development or annexation
10. More common projects

### **Summary and Conclusions**

In general, the identification workshop could be characterized as successful given the number of attendees and the fact that all participated in the process. Issues were identified and alternative solutions to resolve conflicts were generated.

It is anticipated that the intergovernmental cooperation meeting and this summary could serve as the starting point for future collaborative planning efforts in and around the Town of Liberty Grove. This Plan recommends that the Town pursue the above solutions as well as expand upon them.

## CHAPTER 8 - LAND USE

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### INTRODUCTION

The Land Use portion of this plan is intended to present information on the current (2001) land use within the Town and to articulate the direction for future growth and development. The General Plan Design, contained within this chapter, identifies the wishes of the community on how development should occur within the plan's timeframe and it provides direction to residents, the business community, and government officials. The General Plan Design will serve as a detailed guide to the members of the Town Board in their decision-making process.

The goals, objectives and information within this chapter, along with the demographic trends detailed earlier within this document, were utilized to develop a projection of future land use demands, and, to assist in guiding the selection of future locations for specific types of land uses. Existing land use controls were also inventoried and they assisted in the development of the General Plan Design.

### LAND USE STRATEGY

#### Goal:

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

#### Objectives:

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

#### Policies:

- A. Utilize the General Design Plan Map as an illustration of the Town's overall development policy
- B. Encourage future development within and towards population centers to facilitate controlled growth
- C. Encourage the use of ecologically sound practices in all types of development
- D. Work with the County and neighboring towns and villages to ensure compatible growth
- E. Encourage dialog with neighboring communities and the County on future design standards and ordinances that are to be used for development bordering the Town, including, but not limited to, landscaping, signage, and lighting
- F. Work Independently and with the Door County Planning Department on developing standards and procedures for major lands divisions in the Town

G. Encourage development and adoption of an Official Town Map

2. Encourage groundwater protection within the Town.

**Policies:**

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

**Objective: Natural and Cultural Resources**

Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while considering the future integration of existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs creating environmental corridors throughout the Town for wildlife habitat and/or pedestrian linkages.

**Policies:**

- A. Encourage residential subdivisions that are compatible with their natural and cultural surroundings
- B. Refer private landowners who wish to preserve and create wildlife areas, conservation easements, and wetlands to the appropriate public and private organizations
- C. Utilize the environmental corridor/wetlands classification of the General Plan Design to promote and preserve wildlife habitats and trails, where appropriate
- D. Carefully consider the impacts of land use within and adjacent to the Comprehensive Plan's identified environmental corridor/wetlands

**Objective:**

Encourage the promotion of policies that assist the development of affordable year round housing.

**Policies:**

- A. Create a committee to explore policies and programs that promote year round affordable and seasonal housing
- B. Encourage dialog with neighboring communities and the County to explore policies and programs that promote affordable, year-round housing
- C. Encourage policies and programs that allow housing for all workers, both seasonal and low to moderate income

**Objective: Commercial**

Encourage harmonious and well-planned commercial development that will serve the needs of the Town and area residents, as well as the STH 42 and STH 57 corridors.

**Policies:**

- A. Consider developing a set of design standards that encourage harmonious and well-planned commercial development
- B. Areas already characterized by commercial development and where Town services and facilities are available should be given preference for further development
- C. Encourage expanding home occupational businesses to relocate in areas classified as commercial
- D. Points of ingress and egress should be properly located and controlled to prevent problems and traffic congestion on adjacent arterial roads. Adjacent roads should be capable of accommodating the increased traffic associated with the commercial development
- E. Encourage a landscape screening “buffer” between commercial uses and adjacent noncommercial uses
- F. Enforce building setbacks from roads and highways

**Objective: Light Industrial**

Provide for additional light industrial zoning.

**Policies:**

- A. Encourage light industrial development in designated areas
- B. Promote design standards for light industrial development that mitigates the environmental impact on the Town, including but not limited to, landscaping, signage, and lighting
- C. Work with adjoining municipalities and governmental agencies to develop infrastructure which would be attractive to potential businesses
- D. Intensive heavy industrial uses shall not be allowed in the Town

**Objective:**

Encourage increasing the acreage that is protected from development by public ownership, environmental trust ownership, private conservation easements or other appropriate means.

**Policy:**

Consider assessment practices which recognize the value of property placed in trust or restricted covenant; which is permissible under State statutes and Department of Revenue guidelines

**Objective:**

To meet the needs of projected population growth, while retaining the stability and integrity of existing open space areas, encourage new higher density residential development in and around the present population centers.

**Policies:**

- A. Provide for appropriate densities within the existing areas of Ellison Bay, Gills Rock, and areas contiguous to the Villages of Sister Bay and Ephraim

- B. Encourage compatible in-fill development and redevelopment within the established classification

**Objective:**

Continue to provide public services throughout the planning period in order to reach the desired vision of this plan regarding future land use development.

**Policies:**

- A. Continue to monitor services provided to Town residents and explore options of maintaining or improving upon the level of existing services without drastically impacting the Town property tax levy
- B. Work with adjoining Towns, the Villages of Sister Bay and Ephraim, and the County of Door, to help provide future services as effectively and efficiently as possible
- C. Work independently and with the Door County Planning Department on developing standards and procedures for major land divisions in the Town of Liberty Grove

**INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls which currently exist within the Town of Liberty Grove, which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the General Plan Design for future development within the Town.

**Existing Comprehensive Plans**

This is an update to an existing comprehensive plan for the Town of Liberty Grove. All adjacent communities have either completed a plan, are considering developing a plan, or are in the actual process of developing a plan. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to help avoid any conflicts in future land use decisions.

**Door County Comprehensive Plan**

The *Door County Development Plan* was adopted in March of 1994. *The Door County Development Plan* provides guidelines for future land use and development within the county. Three of the underlying principals of the county’s development plan are particularly germane to the transportation/land use issues explored within this study. Those three principal policies are as follows:

- Discourage commercial sprawl beyond established or planned businesses areas.
- Maintain the function of the County’s principal arterial roads.
- Promote development within well defined communities and growth areas where such development can more easily be serviced by public facilities.

The County Plan separates the County into twelve general land use categories, each with different land use and development objectives. Those categories include:

1. Development Core Areas
2. Crossroads Communities
3. Business Development Areas
4. Resort/Residential Areas
5. Shoreline Residential Areas
6. Rural Residential Areas
7. Suburban Residential Areas
8. Open Agricultural Areas
9. Open/Rural Areas
10. Natural Areas
11. Airport Areas
12. Highway Corridor Areas

### **Town of Liberty Grove Comprehensive Plan 1988**

The 1988 Town of Liberty Grove Comprehensive Plan was designed to provide areas for growth, for agriculture, and for open space and natural resource protection, while identifying primary and secondary urban development and commercial districts (Map 8.1). The plan identified seven districts as part of the General Plan Design Map:

- Commercial Areas
- Primary Development
- Secondary Development
- Parks (County & State)
- Natural Areas/Woodlands/Wetlands
- Business Development
- Open/Agriculture

The 1988 Comprehensive Plan Design for the Town of Liberty Grove was intended to provide for future development activities to occur within the Town while maintaining the integrity of the natural and man-made features that combine to make the area an attractive place to live and to visit.

The plan design recommended primary and secondary development areas be adjacent to Sister Bay, Ellison Bay, and Gills Rock. The plan design also provided for the protection of the existing major transportation routes, that commercial/tourism development be placed within or adjacent to the existing commercial centers; and that business and industry be accommodated in business parks. Commercial development was recommended to be adjacent to and within Ellison Bay and Gills Rock. Industrial development was recommended for two areas: Old Stage Road and State Highway 42; and, Old Stage Road and County Highway ZZ.

The rural and natural character of the Town was to be preserved by the delineation of environmental corridors to protect woodlands, wetlands and other unique areas within the landscape. This was to be done by a combination of discouraging development in rural areas, while encouraging large lot or cluster developments. The plan recommended the central portion of the Town be maintained in an open, rural, farm field type setting. The plan also recommended that waterfront coastal areas be maintained in as natural state as possible.

### **Door County Farmland Preservation Plan**

The Door County Farmland Preservation Plan, adopted November, 1983, identifies areas which are of prime agricultural importance, and for which the landowners may permit tax credits under the Farmland Preservation Program.

#### **Agricultural Preservation Areas**

Areas that are currently cultivated (in agricultural use) that are part of, or wholly consist of, 100 contiguous acres at a minimum, are classed as Agricultural Preservation Areas. This definition is intended to include all types of farmland and agricultural use, in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in these areas are eligible to sign contracts for ten to twenty years.

#### **Transitional Areas**

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in a transitional area may sign a contract agreeing not to develop their lands for a period of five to twenty years.

#### **Environmental Areas**

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers, and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part, are eligible for a tax credit.

#### **Excluded Areas**

Areas considered ineligible for the Wisconsin Farmland Preservation Program include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use.

#### **Zoning Ordinances**

The Town of Liberty Grove does not have a zoning ordinance of its own. In 1996, however, the Town Board voted to adopt the Door County Zoning Ordinance. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the County, and therefore the Town of Liberty Grove, into districts for the purpose of regulating:

- 1) the location and use of land, water, buildings, and structures
- 2) the height and size of buildings and structures
- 3) the percentage of a lot that may be covered

- 4) the density of the population
- 5) the size of lots

The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The Door County Zoning Ordinance, which was adopted in 1995 and revised in 1998, is based on a county-wide development plan, while several Towns within the County have individual plans. Map 8.2 displays the zoning for the Town of Liberty Grove.

The unincorporated areas of Door County are divided into the following zoning districts with the purpose and intent of each of the zoning districts established by the ordinance.

**DISTRICTS EXISTING WITHIN THE TOWN ARE LISTED BELOW IN BOLD TYPE:**

**Wetland (W).** This district is intended to prevent the destruction and depletion of Door County's wetlands; to protect water courses and navigable waters and the public rights therein; to maintain the purity of water in lakes and streams and to prevent pollution thereof; and to protect spawning grounds, fish, and habitats for wild flora and fauna. Furthermore, this district is intended to prevent the changing of the natural character of wetlands. Lot sizes of at least 10 acres are required for new lots.

**Natural Area (NA).** This district is intended to conserve the existing, mostly undeveloped natural areas of Door County. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.

**Exclusive Agricultural (EA).** This district is intended to protect the agricultural industry from scattered nonagricultural development that may displace agricultural uses and is, therefore, not intended to accommodate future nonagricultural growth. This district is intended to help implement recommendations of the *Door County Farmland Preservation Plan-1982*. It is intended that this district apply to lands included in productive farm operations and which have historically exhibited good crop yields, or are capable of such yields; have demonstrated productivity for dairying, livestock raising, and grazing; have been used for production of specialty crops such as tree and plant materials, fruits, and vegetables; or have been integral parts of such farm operations. Lot sizes of at least 35 acres are required for new lots.

**Prime Agricultural (PA).** This district is intended to maintain and preserve agricultural lands which have historically demonstrated high agricultural productivity. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. This district is also intended to provide farmland owners with additional management options by

allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least 20 acres are required for new lots.

**General Agricultural (GA).** This district is intended to maintain agricultural lands which have historically demonstrated high agricultural productivity and to accommodate certain nonagricultural uses which require spacious areas to operate or where natural resource exploitation occurs. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. Lot sizes of at least 20 acres are required for new lots.

**Countryside (CS).** This district is intended for mostly rural areas of the interior of the county where a mixture of low density residential, agricultural, and rural commercial activity exists or is desirable. The district provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.

**Heartland-3.5 (HL3.5).** This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural activity is desirable or existing. Lot sizes of at least 3.5 acres are required for new lots.

**Heartland-5 (HL5).** This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. Lot sizes of at least 5 acres are required for new lots.

**Heartland-10 (HL10).** This district is intended to help maintain the rural character of areas of the interior of Door County, particularly cleared and other open areas where agricultural activity has been diminishing. Lot sizes of at least 10 acres are required for new lots.

**Estate (ES).** This district is intended to provide for single family residential and planned residential developments on large lots. Lot sizes of at least 5 acres are required for new lots.

**Single Family Residential - 20,000 (SF20).** This district is intended to provide for exclusive single family residential and planned residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer. Generally, these districts will be located along the waterfront and in or near existing communities where smaller lots are the norm.

**Single Family Residential - 30,000 (SF30).** This district is intended to provide for single family residential and planned residential development at slightly lower densities than in SF20 district. Lot sizes of at least 30,000 square feet are required for new lots. Generally, this district will be located along the waterfront and in or near existing communities.

**Small Estate Residential (SE).** This district is intended to provide for single family residential and planned residential development on smaller lots than allowed in the Estate district. Lot sizes of at least 1½ acres are required for new lots.

**Rural Residential (RR).** This district is intended to provide for single family and two family residential development on medium-sized lots. Lot sizes of at least 40,000 square feet are required for new lots. This district also permits manufactured home parks and home businesses. It will generally be located within the interior of the county.

**High Density Residential (HD).** This district is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

**Commercial Center (CC).** This district is intended to provide centers for commercial and mixed use development and redevelopment. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

**Mixed Use Commercial (MC).** This district permits both residential and commercial uses and is designed to accommodate those areas of Door County with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

**Recreational Commercial (RC).** This district is intended for Door County's resort areas, particularly areas where high concentrations of recreational uses are located or are appropriate. Lot sizes of at least 20,000 square feet are required for new lots.

**Light Industrial (LI).** This district is intended to provide for manufacturing, warehousing, and other light industrial operations. This district can also be used for industrial or business parks. Lot sizes of at least 60,000 square feet are required for new lots.

Refer to the Door County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

#### **Subdivision Ordinance**

The Door County Land Division Ordinance was adopted in August of 1996, and regulates the division of land to promote public health, safety, aesthetics, and general welfare. The ordinance provides for minor land divisions, major land divisions, design standards and the dedication and improvement of a parcel of land to be developed.

The ordinance regulates the combining of two or more parcels of land into one parcel of 10 acres or less and the subdivision of land where the act of division creates five or more parcels or building sites which are less than 10 acres in size within a five year period. The ordinance also regulates minor land division (certified survey map or commonly referred to as CSM's) where it is proposed to divide land into at least one but not more than four parcels or building sites of less than 10 acres. The ordinance also contains design standards for streets, curb and

gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools, provides a means of implementing the county's zoning. The Town of Liberty Grove may request that the County allow it to augment the ordinance to be more restrictive in identified Town areas.

### **Official Map**

Section 62.23(6)(b) of the *Wisconsin Statutes* provides that the Town may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, roads, highways, parkways, parks, and playgrounds. The Town may also include on its official map the locations of public transit facilities, and those waterways which have been included in a comprehensive surface water drainage plan. Such a map has the force of law and is deemed to be conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways and the location and extent of existing and proposed railway rights-of-way, public transit facilities, and parks and playgrounds shown on the map. It is important to note that in Wisconsin the official map-enabling legislation is a subsection of the basic local planning enabling legislation, Section 62.23 is entitled "City planning," and as such is made applicable by references in other statutes to villages and towns as well as to cities.

An official map illustrates the town, village, or city master plan for streets, highways, parkways, parks, playgrounds and drainage ways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Liberty Grove does not currently maintain an official map. Door County has completed a countywide parcel base map. The Town could utilize the County's parcel map as a possible starting place for an official map. The Town is currently utilizing the General Plan Design Map for future planning.

### **Erosion Control Plan**

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. Door County is designated as a priority County. The Door County Land Conservation Committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems.

### **Shoreland and Floodplain Ordinances**

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a county. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Shoreland zones are those areas within 300 feet of a navigable river or stream, within 1,000 feet of a navigable lake, pond or flowage, or to the landward side of the 100-year floodplain, whichever distance is greater. Map 8.3 depicts the shoreland zone within the study area. Shorelands are often

viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated but may be permitted with specific design techniques. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Door County Zoning Ordinance.

Floodplains within Door County are under the jurisdiction of the *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on FEMA. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process.

The Door County Setback Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance*, and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.

#### **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the Town of Liberty Grove was conducted in the summer of 2001 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.4 (Appendix F contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

#### **Planning Area**

The Town of Liberty Grove encompasses approximately 34,810 total acres of land. Of this, 5,636 acres, or 16 percent of the Town, are developed, leaving 29,174 acres (84 percent) of undeveloped land. Of these undeveloped lands, the vast majority of the acreage is in woodlands and other undeveloped natural areas.

#### **Residential Land**

Residential land accounts for approximately 18.9 percent of the developed land, but only three percent of the total land. It is the third largest developed land use in the Town. The 1,065 acres of residential land are scattered throughout the Town. The majority of the residential land (18.5 percent) is classified as single family, with the remainder being two-family, multi-family and mobile homes.

### **Commercial Land**

Commercial land in the Town of Liberty Grove totals 123 acres of land, or about two percent of the developed land in the Town. There are several commercial centers in the Town including Ellison Bay and Gills Rock as well as the north end of Sister Bay, and a few commercial structures scattered throughout the Town. Establishments within the Town include restaurants, shops, and galleries, as well as residential properties with small retail uses co-located.

Table 8.1: Town of Liberty Grove 2001 Land Use Summary

Land Use Type	Total Acres	Percent Total Land	Percent Developed Land
<b>DEVELOPED</b>			
Residential	1,065.5	3.06%	18.90%
Single Family	1,045.1	3.00%	18.54%
Two Family	3.0	0.01%	0.05%
Multi-Family	5.0	0.01%	0.09%
Mobile Homes	9.7	0.03%	0.17%
Vacant Residential	2.6	0.01%	0.05%
Commercial	123.6	0.36%	2.19%
Industrial	177.2	0.51%	3.14%
Transportation	1,136.1	3.26%	20.16%
Communications/Utilities	7.4	0.02%	0.13%
Institutional/Governmental	19.9	0.06%	0.35%
Recreational/Parks	2,955.2	8.49%	52.43%
Agricultural Structures	151.0	0.43%	2.68%
<b>Total Developed Acres</b>	<b>5,636.0</b>	<b>16.19%</b>	<b>100.00%</b>
<b>UNDEVELOPED</b>			
			Percent Undeveloped Land
Croplands/Pasture	5,352.4	15.38%	18.35%
Undeveloped Open Space	3,175.3	9.12%	10.88%
Woodlands	14,903.3	42.81%	51.08%
Other Natural Areas	5,339.7	15.34%	18.30%
Water Features	404.1	1.16%	1.39%
<b>Total Undeveloped Acres</b>	<b>29,174.7</b>	<b>83.81%</b>	<b>100.00%</b>
<b>Total Land Area</b>	<b>34,810.7</b>	<b>100.00%</b>	

Source: Bay-Lake Regional Planning Commission, 2001

### **Industrial Land**

Land uses under this category include small manufacturing operations, mining, and private storage facilities. Within the Town, approximately 177 acres or 3.2 percent of the developed land are under this category. In the Town of Liberty Grove, more than three-fourths of these uses are for sand and gravel pits, with the rest being private storage facilities.

### **Transportation**

Transportation uses account for the second largest developed category at 20 percent of the developed land or 1,115 acres. Transportation uses in the Town include the entire local road network.

### **Communication/Utilities**

Uses under this category include land used for the generation, processing and/or transmission of electronic communication; of water, electricity, petroleum or other transmittable products; and for the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for only 7.4 acres. Uses in this category in the Town of Liberty Grove include several radio towers and a garbage disposal/transfer site.

### **Institutional/Governmental**

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the Town this accounts for 19.9 acres of land including the Town hall, municipal garage, Ellison Bay post office and several churches.

### **Parks and Recreational Opportunities**

Land under this category accounts for 2,955 acres or 52.4 percent of the developed land and 8.5 percent of the total land uses within the Town making it the largest developed category. In this category, developed land is considered to be areas that are not available for further residential, commercial or industrial use. Included uses in this class are all the State, County and Town parks including Newport State Park, Death Door Park, and Ellison Bay Park as well as boat landings and water access sites.

### **Agricultural Structures**

Agricultural structures include sheds, silos and other farm structures. These uses account for 151 acres of land, or 2.7 percent of the developed land in the Town. This is the fifth largest use under the developed land. Agricultural structures are scattered throughout the Town of Liberty Grove.

### **Croplands/Pasture**

Land under this category includes land used for the cultivation of plants, grasses for grazing, pastures, orchards as well as land used for growth, husbandry or housing of plants and animals and their products. This is one of the smallest undeveloped land uses within the Town at 5,352 acres, or 18.5 percent of the undeveloped land (15.4 percent of the total land). Agricultural land is concentrated in the central portion of the Town.

### **Undeveloped Open Space**

Land uses within this category are primarily lands that have been disturbed in the past either for agricultural purposes, or cleared for development and allowed to go fallow. These lands are similar in character to agricultural pastures, but are not in active agricultural use. More than 9.1 percent (3,175 acres) of the total undeveloped uses within the Town fall into this category.

### **Natural Areas**

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands and prairies. This use category is the largest in the Town with 5,339

acres or 18.3 percent of the undeveloped land in the Town and 15.3 percent of the total area. These areas are found in large tracts throughout the Town primarily adjacent to water features and woodlands.

### **Woodlands**

Woodlands account for the second largest use in the Town at 14,903 acres or 51 percent of the undeveloped land in the Town of Liberty Grove. Woodlands are found adjacent to the Bay of Green Bay and Lake Michigan as well as scattered throughout the Town.

### **Water Features**

Water features account for just 404 acres (about one percent of the undeveloped uses) within the Town. The majority of this comes from Europe Lake and the Mink River and the various ponds scattered throughout the Town. Water resources are discussed in more detail in Chapter 2 of this document.

## **LAND SUPPLY**

### **Amount**

The amount of land available for development within Liberty Grove is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 25-foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are approximately 23,431 acres of developable lands within the Town of Liberty Grove.

The General Plan Design has identified areas to accommodate future growth projections along with market force considerations. Thus, developing within identified natural areas for residential, commercial, industrial or similar uses is not necessary throughout the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, etc.

### **Price**

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

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

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

### **Demand**

Based on building permit information from the Wisconsin Department of Administration and Door County, the Town of Liberty Grove experienced 362 housing permits for new residential construction from 1990 to 1999. If this trend were to continue, the Town could expect more than 700 new homes by the year 2020. Additionally, the demand for additional seasonal housing in Door County and the Town of Liberty Grove is likely to continue putting greater pressure on the Town to develop new residential areas.

The demand for commercial lands in the Town has been slowly increasing for the past 10-20 years, with many of new businesses locating within the Village of Sister Bay. With the increased development, the demand for commercial and light industrial land in the Town of Liberty Grove will increase during the planning period.

### **LAND USE ISSUES AND CONFLICTS**

The Town will need to work with the Door County Planning Department in order to update the Town's zoning map. The Town's zoning map needs to be updated to reflect current uses within the Town of Liberty Grove and to reflect the Town's plan design.

There are opportunities for future conflicts to arise among uses, especially as residential growth takes place in the historically agricultural areas, and commercial and industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks and buffering will alleviate much of the incompatibility as will additional County controls within the subdivision ordinance, and ordinances regulating signage, lighting and noise.

The General Plan Design addresses areas for uses taking into consideration the impact on neighboring parcels. In many cases, there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, the area identified for a possible industrial park may be subject to additional design standards, which will be determined by the Town.

### **ANTICIPATED LAND USE TRENDS**

The following land use trends were developed by analyzing past data for the planning period. These trends will influence the Town's future growth and preservation. The Town Board will need to address these trends over the next two decades in order to reach the Town's desired vision. The following trends were used to provide direction in the development of the General Plan Design. The Town's goals, objectives, and policies, issue identification and the Town-wide survey results were also considered.

1. The demand for larger lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
2. Residential developments adjacent to the Village of Sister Bay will continue at higher densities to receive adequate services and to preserve the rural nature of the surrounding Town.

3. The Town of Liberty Grove can expect a projected 700 additional dwelling units through the year 2020.
4. The Town's rural character will continue to be threatened by requests for the conversion of agricultural and open space lands. This may require additional mechanisms for preserving the natural vegetative structure needed for the protection of wildlife.
5. The use of private on-site wastewater treatment systems and individual groundwater wells will continue within the Town throughout the planning period.
6. As computer technology continues to advance in global information (Internet), home occupations will likely increase.
7. Commercial uses will likely increase, with primary locations being adjacent to Sister Bay, in Ellison Bay and Gills Rock along State Highway 42.
8. The Town will experience increased demand for services, as the median population age continues to increase, and additional people relocate from areas with greater services.

## **DEVELOPMENT STANDARDS**

### **Environmental and Public Utility Considerations**

The population projections found in Chapter 3 of this document can be used to provide the Town with an adequate measure of the number of acres that will be needed to accommodate future growth. Following are environmental and public utility considerations should be utilized to provide the Town with an indication of which acreage of the municipality is best suited for development.

Undeveloped lands exist within the Town, which will make it unnecessary to propose development within the Town's remaining "environmental corridors" as defined within the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the Town for future generations to enjoy. The Town has an abundance of unique areas including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community, while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control.

The Town provides municipal sewer and water to its residents in Liberty Grove Sanitary District #1. The Plan indicates that individual property owners residing outside Liberty Grove Sanitary District #1 will continue to install and maintain their own wells and private on-site wastewater systems. Protection of the watersheds and aquifers within the Town is required, therefore, to assure Town residents are supplied with safe, usable water.

An adequate network of arterial, collector, and local roads are already in place throughout the Town. These should adequately serve future traffic flows generated from any increased growth.

### Planning Criteria

Planning criteria are developed in order to give the community a basis for their land use recommendations. The Town's general plan design was based upon criteria identified by the State, Door County as well as the Town. These criteria assure the planning process is sound, whether being presented to the public, or when modifying or developing land use practices within the Town.

Following are the State of Wisconsin criteria for Smart Growth (s. 66.1001), to be used for community planning.

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

The Door County Zoning Ordinance has identified the following criteria for all the unincorporated areas within Door County:

1. Promote planned and orderly land use development.
2. Protect property values and the property tax base.
3. Fix reasonable dimensional requirements to which buildings, structures, and lots shall conform.
4. Prevent overcrowding of the land.
5. Advance uses of land in accordance with its character and suitability.
6. Provide property with access to adequate sunlight and clean air.

7. Aid in protection of groundwater and surface water.
8. Preserve wetlands.
9. Protect the beauty of landscapes.
10. Conserve flora and fauna habitats.
11. Preserve and enhance the county's rural characteristics.
12. Protect vegetative shore cover.
13. Promote safety and efficiency in the county's road transportation system.

The Town of Liberty Grove has identified the following criteria from the issue identification process, the Town wide survey results, and the Comprehensive Plan's goals and objectives:

#### Community Growth

1. To protect the groundwater and surface water
2. To maintain the Town's rural atmosphere
3. To provide for appropriate development while preserving the agricultural lands, open spaces and maintaining the integrity of the environment
4. To protect all future growth areas from incompatible development
5. Cooperate with the Village of Sister Bay, the County, and surrounding Towns on future planning projects and boundary issues to minimize conflicts

#### Residential

1. Direct new development to appropriate locations to maintain the rural character of the Town
2. Situate higher density residential development in and adjacent to areas that minimize impacts upon agricultural lands and the environment
3. Residential developments should be directed to areas which will allow for compatible uses that will minimize conflicts between farming and non-farming land uses within the Town
4. Direct multi-family developments toward areas that have the adequate facilities and services that they need
5. Provide for a variety of quality housing opportunities for all segments of the Town's current and future population including the disabled and the elderly

#### Commercial/Industry/Parks

1. Identify key locations for commercial and light industrial development that addresses both its impacts on surrounding uses, and the environment, to minimize adverse impacts
2. Give proper consideration to both neighborhood commercial and highway commercial business
3. Plan for commercial development in Ellison Bay and Gills Rock, ensuring that they have adequate room to develop off-street parking and landscape buffers
4. Cooperate with Door County, Village of Sister Bay, adjacent towns, and property owners on the maintenance of existing parks and any development of additional recreational opportunities

## **YEAR 2000 LAND USE PROJECTIONS**

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and Town-wide survey results. Over a 38-month period, the Town Plan Committee and Plan Commission met more than 150 times to review Town data and growth options. From these open meetings and presentations to the public, a 2020 General Plan Design was developed and approved.

One noticeable difference that needs to be taken into consideration is the visual representation of the 2000 Land Use map and the 2020 General Plan Design map. The General Plan Design was developed by the Town utilizing the parcel mapping. As mentioned previously in this chapter, the existing land use was done by specific structural or feature basis rather than parcel-by-parcel. In order to more accurately determine, on a parcel basis, the amount of land developed and how much land is available for growth, the Commission's GIS system was utilized. Parcels that have existing development on them were tagged as developed, and the remaining parcels were deemed available for future development. However, there were rare instances where the designated land use did not precisely match the parcel. Overall, converting the existing land use acreages into parcel acreages gives a better representation of the amount of land that is developed and how much land is available for future development in the Town of Liberty Grove.

## **FIVE YEAR INCREMENTAL LAND USE PROJECTIONS**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, and industrial land uses in the community over the twenty year planning period.

The methodology used to project the Town's future residential land use acreage employed the projected housing needs presented in Chapter 3 of this document (an average of 387 occupied housing units needed by 2020), an assumed dwelling unit per 4.5 acres ratio for all housing types, and a multiplication factor to allow for market flexibility. Based on this methodology, the Town would need nearly 3,000 acres of land for new residential development over the next twenty years. This is approximately 548 acres for future residential development over the next five years; 658 acres between 2005 and 2010; 768 acres between 2010 and 2015; and 877 acres between 2015 and 2020.

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the Town (8:1) based on the 2000 land use inventory. Based on this methodology, the Town would need to accommodate about 68 acres for future commercial development over the next five years, 82 between 2005 and 2010, 96 acres between 2010 and 2015, and 109 acres between 2015 to 2020. The Town has allocated approximately 700 acres for commercial uses on the 2020 General Plan Design. The larger commercial acreage allocation on the plan design is due in large part to the highway exposure and expected growth in the communities of Ellison Bay and Gills Rock as well close proximity to the Village of Sister Bay. It is the hope that this will attract more commercial businesses to the area and help create more jobs. These areas, designated as

commercial, will also allow for proper parking facilities and adequate buffers between the different business types.

Industrial lands are projected in the same manner as the commercial lands. According to the 2000 land use inventory, the current ratio of residential acreage to industrial land use acreage in the Town is 6:1. Therefore the Town would need to accommodate about 91 acres for future industrial development over the next five years, 110 between 2005 and 2010, 128 acres between 2010 and 2015, and 146 acres between 2015 to 2020. The Town has allocated approximately 540 acres for industrial uses on the 2020 General Plan Design.

## **DEVELOPMENT STANDARDS**

### **General Plan Design Classifications**

The classifications listed below closely follow a set of standards that were developed by the Door County Planning Department and utilized in the Door County Zoning Ordinance. These classifications were utilized in the development of the General Plan Design to assist the Town with allocating different types of land use in various areas.

The General Plan Design uses **13 classes** of land use. The intent of the plan is for these classifications to be consistent with the zoning districts within the *Door County Zoning Ordinance* that are in existence within the Town of Liberty Grove, and to ease future implementation of the Plan and coordination with the County. The General Plan Design Map's classifications, along with the Town's land use strategy for each of the classifications are identified below:

1. Single Family Residential
2. High Density Residential
3. Rural Residential
4. Commercial Center
5. General Commercial
6. Light Industrial
7. Governmental/Institutional/Utilities
8. Parks and Recreation
9. Agricultural/Woodland/Open Space
10. Natural Areas
11. Environmental Corridors/Wetlands
12. Primary Highway Corridor
13. Secondary Highway Corridor

### **Single Family Residential**

The classification is intended to provide for single family residential and planned residential development at fairly high density. Generally, these districts will be located in or near existing communities and along the shoreline where smaller lots are more common.

**High Density Residential**

This classification is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. Multi-family residential is intended to be located in areas with an existing mixture of residential types, certain regions which are, or may be served by public sewer, and other locations where high density residential developments are appropriate. Multi-family development is not intended to develop into centers of commercial activity and, thus, most commercial uses are not permitted.

**Rural Residential**

This classification is intended for mostly rural areas of the interior of Liberty Grove where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. This district also permits home businesses. It is intended to provide additional development options to homeowners by allowing certain businesses to be established in conjunction with residences. Lot sizes of 2 acres or greater are required for new lots.

**Commercial Center**

This district is intended to provide centers for commercial and mixed use development and redevelopment. The district permits a wide variety of retail, service, and office uses and is intended to maintain the vitality of the Town of Liberty Grove commercial centers. It should be established for the main business districts of existing communities in the unincorporated areas of Ellison Bay and Gills Rock, but it is also intended for outlying or smaller nodes of development.

**General Commercial**

This district permits both residential and commercial uses and is designed to accommodate those areas of the Town of Liberty Grove with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Typically, this district will be located within or near existing communities. In addition, this district can be used as a transition between business centers and strictly residential areas.

**Light Industrial**

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. It is also intended that this district be used for the location of trade or contractor establishments, commercial storage facilities and similar businesses. Such uses should not be detrimental to the surrounding area or to the Town as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. Such uses may be subject to requirements that will reasonably ensure compatibility. This classification can also be used for industrial or business parks.

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

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites.

### **Parks and Recreation**

This classification designates parks and other recreational facilities.

### **Agricultural/Woodland/Open Space**

This classification is intended for mostly rural areas of the interior of the Town where a mixture of low-density residential, agricultural, and rural commercial activity exists or is desirable. This classification is intended to maintain agricultural lands, to conserve the existing, mostly undeveloped wooded and open space natural areas of the Town, and to accommodate certain nonagricultural uses that require spacious areas to operate or where natural resource exploitation occurs. This district is also intended to provide property owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. The classification provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.

### **Natural Areas**

This classification is intended to conserve the existing, mostly undeveloped natural areas of Liberty Grove. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.

### **Environmental Corridors/Wetlands**

Environmental corridors are represented by elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands and their setbacks, and a 75-foot setback from all navigable waterways as defined by the Door County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights.

### **Primary Highway Corridors**

Primary Highway corridors are defined as those roads in the Town functionally classified as arterials and are designed to be overlay categories to other classifications within the General Plan Design. Development with direct access to STH 57 and STH 42 should be limited. Development of lands immediately adjacent to the state highways that are accessed from other local roads should be discouraged. If development is allowed to occur adjacent to the state highways with access to the development from the county or local road system, the location of the access driveway should be prohibited within 1000 feet of the state highway and connecting road intersection. The primary highway corridor should be considered a main truck route. Development is discouraged so as to help

maintain the existing speed limits and provide for safer access to the highway. An open space buffer should be established on either side of the primary corridors to preserve the visual character of the area. Cluster developments and shared driveways should be encouraged adjacent to these corridors.

### **Secondary Highway Corridors**

Secondary Highway Corridors are those roads in the Town that carry a majority of truck and through traffic around the Village of Sister Bay and across the Town. The secondary highway corridors are designed to be an overlay category to other classifications within the General Plan Design. Development with direct access along these corridors should be limited. The location of access driveways should be prohibited within 1000 feet of the secondary corridor and connecting road intersection. The secondary highway corridor should be considered a truck route to encourage safe movement of traffic at the existing speeds. An open space buffer should be established on either side of the secondary corridors to preserve the visual character of the area. Cluster developments and shared driveways should be encouraged adjacent to these corridors. Wider lanes should be constructed along these corridors to allow for bike lanes.

### **RECOMMENDED DEVELOPMENT STRATEGY**

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the Town. The following text discusses each of the major future land use classifications as depicted on the General Plan Design Map. It should be noted that the specified classifications do not designate individual areas for development; instead it designates the entire area for that use to occur. It is not the intent of the plan to see the entire area within a classification developed, rather that specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within each classification.

### **Residential Development**

As residential development pressures continue, the Town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural character of the Town. The General Plan Design includes three primary areas for residential types of growth.

#### *Single Family Residential*

The Single Family Residential development is intended to promote orderly and efficient growth which is consistent with the land uses adjacent to the Village of Sister Bay. The intention is that these areas will develop with minimal lot sizes. Residential developments should be steered to these areas rather than being allowed to scatter throughout the Town. This would help to preserve the open spaces, viewsapes and natural settings that are prevalent throughout the Town.

By locating near the Village of Sister Bay, residential developments in these areas could potentially receive services such as sewer and water. The creation of smaller lot sizes in these

areas would enhance the cost-effective provision of water and sewer. In order to ensure the Village's cooperation regarding urban services, a boundary agreement is recommended. It is also recommended that any expansion near the Village comply with the "Official Map" regarding street extensions and minimum standards for Village streets. These areas are where future annexation will most likely occur as public amenities such as wastewater treatment and municipal water are demanded.

#### *Rural Residential*

The second type of residential development addresses those improvements intended to provide for spacious living environments at a minimum residential lot size of one unit per 2 to 10 acres. In addition, these areas shall allow a mixture of farming uses which are compatible with other surrounding land uses. These areas will also help to preserve the Town's rural nature and ensure that there will be fewer conflicts between incompatible land uses. The Rural Residential classification allows the Town to provide for a range of lot sizes within the Town, while providing a transition from the population centers to the countryside.

#### *Agricultural/Open Space/Woodland Areas*

The third type of residential development addresses lands within agricultural, wooded and open areas. These areas are intended to remain as they are at the time of this plan with a minimum requirement of one residential unit per 10 or more acres. It is felt by the Town that further development of these areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the Town. If residential development were to occur in these areas, adequate buffers should exist between farming and non-farming operations in order to lessen conflicts. Though some rural commercial activity is desirable for these areas, it is not the intention of this category to allow for fully retail based business; business allowed in this district should supply a mix of home, agriculturally produced products and retail products. When practicable, the Town should work with existing businesses in these areas to keep them viable if proposed changes to the retail mix of business expansions are compatible with surrounding land uses.

Individual proposals for residential development in these areas need to be considered on their own merit. If it is found that new residential development will not have a negative affect on an existing farm operation or the rural character of the Town, it may be possible to allow limited development.

Criteria for review in these instances should include at a minimum:

- An inventory of surrounding land uses;
- Consideration of the potential impact on existing land uses;
- Location of woodlands and prime agricultural soils;
- Soils test results and the type of on-site treatment system that would be required;
- Whether the new development would require the construction of new streets

Overall, the Town shall encourage future land divisions and residential developments within the proposed residential classifications only. This practice will encourage infill development and discourage further fragmentation of agricultural areas.

It is the intent of this Plan to see all future residential developments occur without negatively affecting the function or the look of the Town's unique environmental features. Large stands of trees as well as open spaces, if they are to be developed, should be handled in such a way as to complement their aesthetic nature. In most cases, the plan's intent is to protect existing natural areas (vegetated areas and/or open space views) from being developed.

### **Commercial Strategy**

#### *Commercial Center*

These areas are envisioned to fulfill the needs of the residents plus capitalize on high traffic volumes, good visibility, access on a major State highway, and have ease of access and enough area to accommodate off-street parking and landscaping. These areas will promote highway as well as neighborhood-type businesses such as restaurants, gas stations, grocery stores, etc. The areas classified as commercial on the 2020 General Plan Design Map shall have identified standards for the commercial uses allowed within them. The Town may adopt minimum sign, landscaping, lighting, parking and access standards that fit the Town's atmosphere.

#### *General Commercial*

This commercial category accounts for businesses such as restaurants, shops and other existing commercial uses found within the Town. It is the intent of this plan that these existing establishments continue throughout the 20 year planning period. In addition, home occupational businesses also fall into the General Commercial category. The Town will need to ensure that the home occupational businesses that exist do not outgrow their current location or become nuisances to adjoining landowners. Those home occupational businesses, which do expand, should be encouraged to relocate their business to the areas designated as commercial.

#### *Agricultural/Open Space/Retail*

Commercial development in the rural areas of the Town is intended to be less intense than the commercial activity allowed in areas designated as Commercial Center and General Commercial. Businesses allowed in this district should supply a mix of home, agriculturally produced products and retail products. Businesses established in these areas should be compatible with surrounding land uses.

With any kind of development, the Town Board and Town Plan Commission must closely monitor the infrastructure and community service capacities, and weigh the future benefits against their cost.

### **Light Industrial Strategy**

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. This classification can also be used for industrial or business parks. As with the commercial development, when light industrial development is proposed within the Town, the Town Plan Commission and Town Board should monitor this type of development. Signage, landscaping, lighting, parking and access standards should fit the Town's rural atmosphere

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

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites. It is the intent of this plan to see that the Town Plan Commission and Town Board continue to monitor services provided to the Town residents. These officials will work with adjoining communities and Door County to help provide future services as effectively and efficiently as reasonably possible. It is recommended that the Town continue to cooperate with surrounding villages and towns as well as the Door County Parks Department in maintaining and enhancing the recreational facilities in the area. The Town shall explore grant and aid programs as well as consolidation of services when considering improvements to any of the Town services. The Town should continue to work with other zoned towns and the Door County Planning Department to update the Door County Zoning Ordinance. The Town should ensure that services and utility services provided to Town residents and adequate and will be available through the planning period.

### **Parks and Recreation Strategy**

This classification designates parks and other recreational facilities. Any future recreational development should be coordinated with the Door County Parks Department, the Department of Natural Resources, and possibly other communities to plan for future neighborhood and community parks. The Town should expand existing parks and locate future parks and recreational facilities to enhance their aesthetic appeal and best serve the Town's residents and visitors. The Town should explore grant and aid programs when considering improvements and expansions of existing parks, as well as the purchase of land for new parks and recreational facilities.

### **Natural Areas Strategy**

This classification is intended to conserve the existing, mostly undeveloped natural areas of Liberty Grove. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots. By preserving its natural areas, the Town of Liberty Grove will maintain its rural nature which gives the Town its character. Residential development in these areas should have a minimal effect on wildlife habitats and the rural nature of the Town.

### **Environmental Corridors/Wetlands Strategy**

Environmental corridors are represented by elements including: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands and their setbacks, and a 75-foot setback from all navigable waterways as defined by the Door County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights. Many natural features are unsuitable for development, enhance the appearance of the community, and/or improve natural processes such as flood control, water retention or groundwater recharge. The Town of Liberty Grove has many significant natural features including wetlands, large stands of trees, floodplains, lakes, rivers, and creeks. This Plan recommends that the natural features within the Town remain in their natural state or be minimally modified for possible recreational use. Residents feel strongly about preserving

natural resources. Using the environmental corridors as a guide when reviewing proposed developments will give the Town information on what areas the Town residents believe are important to maintaining the Town's rural character and the quality of its natural resource base. The Town should direct development away from environmental corridors as much as possible. The Plan should serve as a guide for the preservation of these areas.

### **Transportation**

The transportation network in the Town of Liberty Grove is adequate, given the two State highways and the various County highways that are found within the Town. The local road system that is in place provides good traffic flow within the Town from north to south, and east to west. If any new subdivisions are proposed within the Town, the Plan Commission and Town Board should require Area Development Plans. This will allow the Town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the Town's future maintenance costs.

### **IDENTIFIED "SMART GROWTH" AREAS**

The Town of Liberty Grove Plan Commission (LGPC) Land Use Plan (Map 8.5) has identified how the Town will preserve its lands throughout the planning period. This process has identified some "Smart Growth Areas." Wisconsin statute s. 16.965 defines a "smart growth area" as:

"An area that will enable the development and redevelopment of lands within existing infrastructure and municipal, State and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs."

Smart Growth Areas in the Town of Liberty Grove have been identified. This allows for more orderly and efficient growth patterns. In addition, these areas allow for a mixture of uses (residential, light industrial, commercial, recreational, etc.) and are more likely to be in close proximity to present and future municipal services. Higher density developments adjacent to existing centers assist the Town in maintaining a rural character. Lower densities throughout the remainder of the Town offer opportunities to preserve the many valuable natural areas and prime agricultural lands that make up the Town of Liberty Grove's landscape.

### **SUMMARY**

Overall, the Town of Liberty Grove 2020 General Plan Design is the result of approximately 36 months of preparation and work done by the citizens and officials of Town of Liberty Grove, and which addresses the following issues:

- Finding a balance between individual property rights and community wide interests and goals;

- Steering developments to appropriate areas within the Town in order to minimize land use inconsistencies;
- Recognizing the value of environmental corridors and wildlife habitats by preserving these areas;
- Promoting environmental corridors to serve as natural buffers;
- Preserving productive agriculture activities within the Town;
- Maintaining the Town's rural and open space character;
- Steering more intensive development towards population centers where the infrastructure exists to support such development;
- Cooperating with all surrounding towns and villages;
- Identifying sufficient land to accommodate development over a 20 year planning period.

The effect that this Comprehensive Plan will have on the Town is wide ranging; it identifies a program to sustain or improve the overall condition and delivery of public facilities and services. It provides a future development scheme that is compatible with the Town's existing development pattern. In addition, it provides for the achievement of the Town's vision and goals outlined within the Plan. In simple terms, the Town must not only plan for new development that may occur, but must also plan for the timing and location of the new development that is within the framework of this Plan design. To accomplish this, the Town Board, Town Plan Commission and all Town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining towns, villages and the County.

Table 8.2 contains a summary of the year 2020 land uses, which have been designated in the General Plan Design for the Town of Liberty Grove along with their approximate acreage totals.

Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Liberty Grove

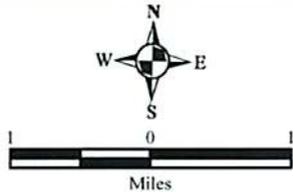
<b>Plan Design Category</b>	<b>Acres</b>	<b>Percent</b>
Single Family Residential	1,525	4.4%
Rural Residential	6,062	17.4%
Agricultural/Open Space/Woodland	10,404	29.9%
High Density Residential	194	0.6%
General Commercial	604	1.7%
Commercial Center	101	0.3%
Light Industrial	537	1.5%
Government/Institutional/Utilities	153	0.4%
Parks & Recreation	2,317	6.7%
Natural Area	6,249	18.0%
Environmental Corridors/Wetlands	6,665	19.1%
<b>Total</b>	<b>34,810</b>	<b>100.0%</b>

Source: Bay-Lake Regional Planning Commission, 2003.

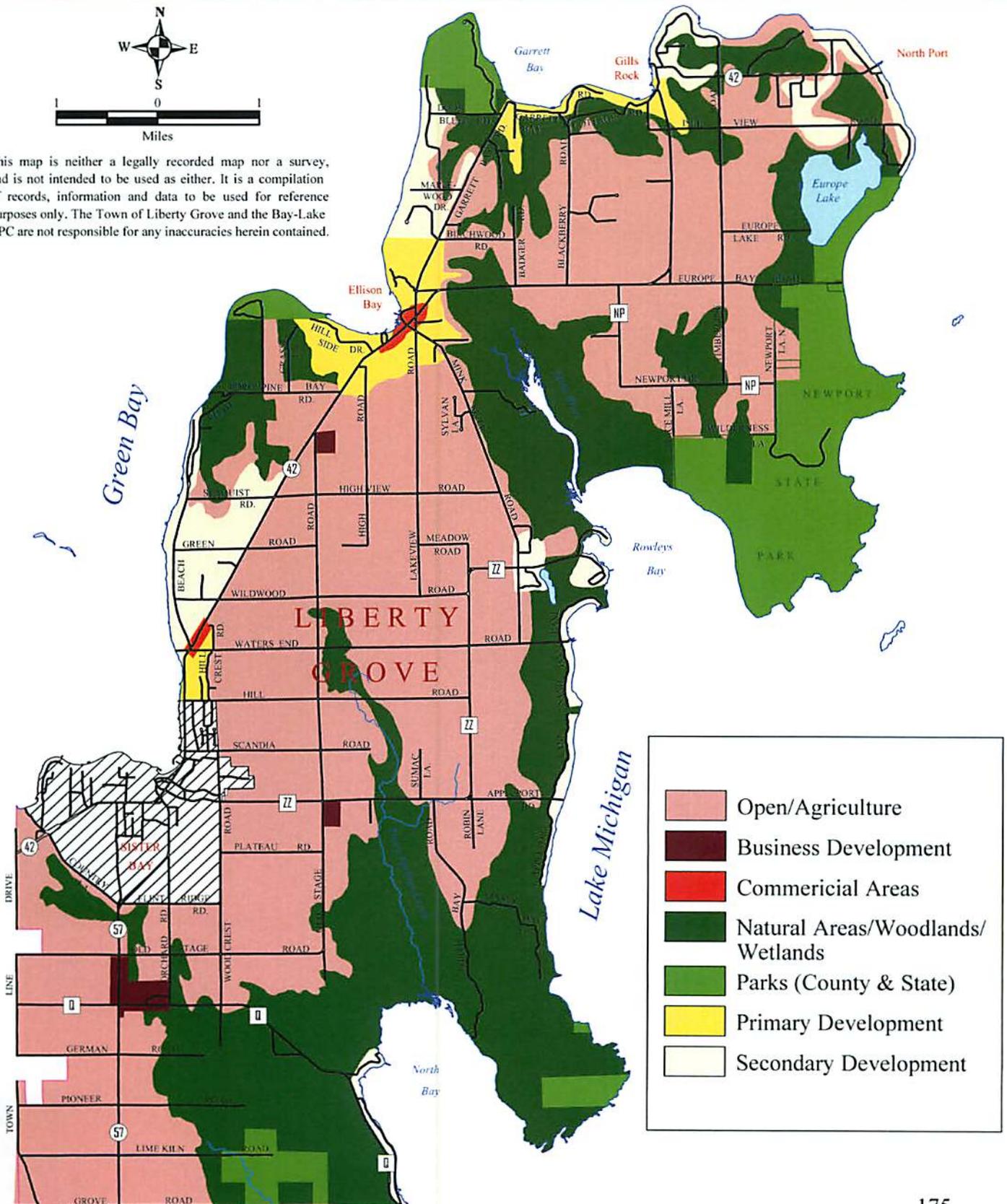
# 1988 General Plan Design

Map 8.1

## Town of Liberty Grove Door County, Wisconsin



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

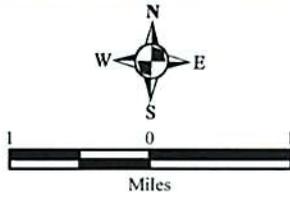


Source: Bay-Lake Regional Planning Commission, 2004.

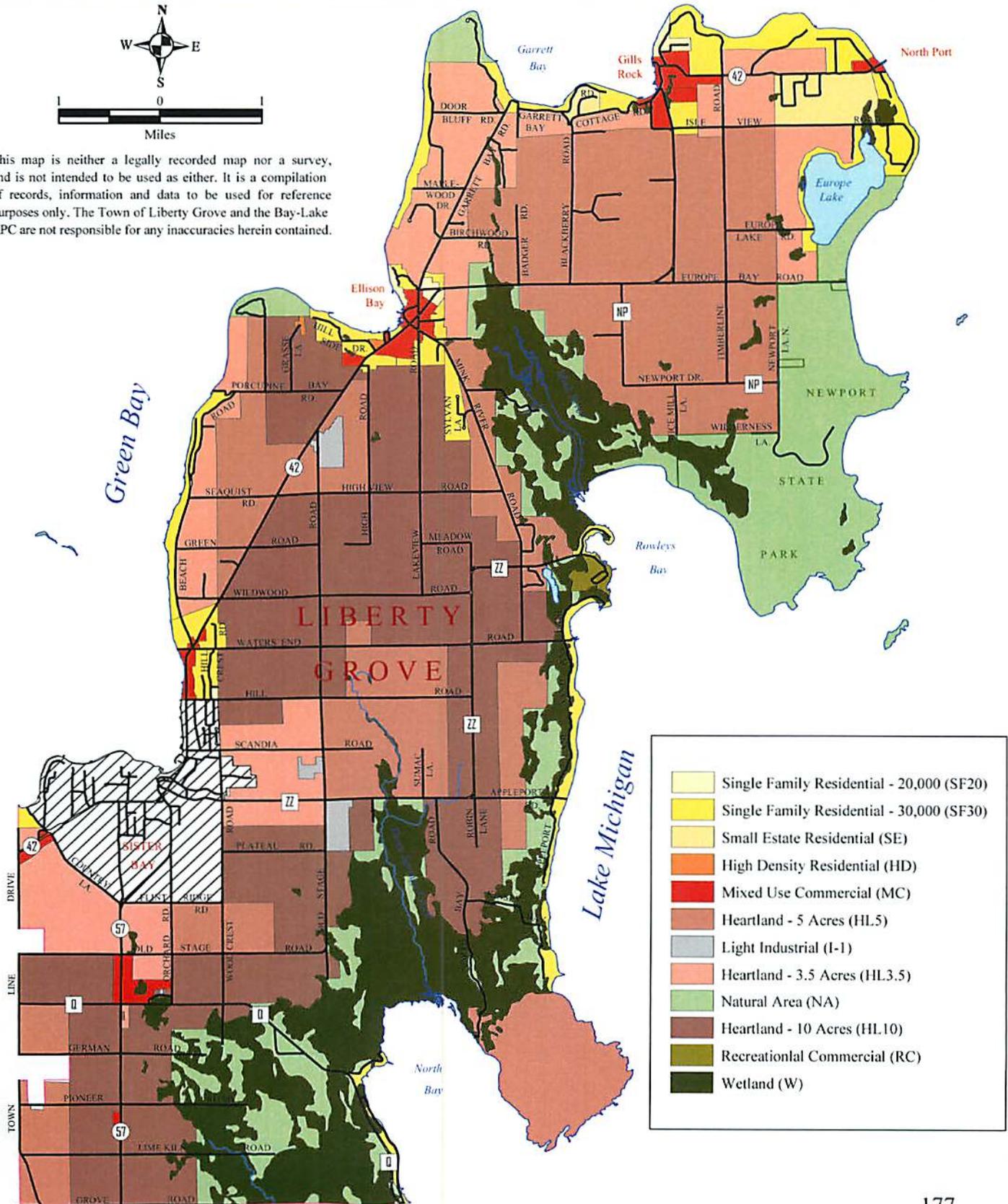
# Door County Zoning

## Town of Liberty Grove

### Door County, Wisconsin



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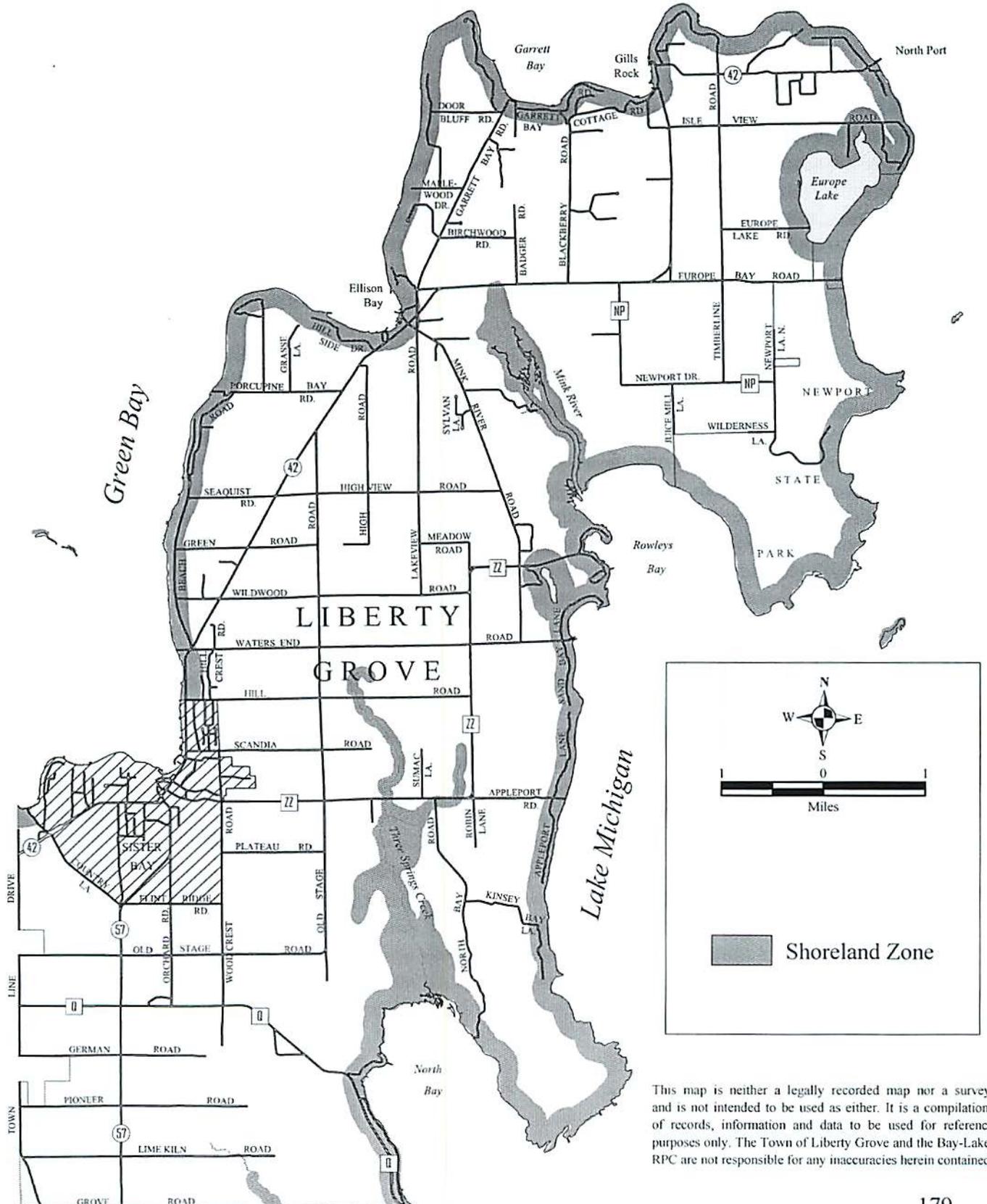
- Single Family Residential - 20,000 (SF20)
- Single Family Residential - 30,000 (SF30)
- Small Estate Residential (SE)
- High Density Residential (HD)
- Mixed Use Commercial (MC)
- Heartland - 5 Acres (HL5)
- Light Industrial (I-1)
- Heartland - 3.5 Acres (HL3.5)
- Natural Area (NA)
- Heartland - 10 Acres (HL10)
- Recreational Commercial (RC)
- Wetland (W)

Source: Door County, 2000; Bay-Lake Regional Planning Commission, 2004.

# Shoreland Zone

## Town of Liberty Grove

Door County, Wisconsin



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