

2012 Amended
COMPREHENSIVE PLAN
FOR THE
TOWN OF BAILEYS HARBOR

***2012 Amended Plan Adopted by the
Baileys Harbor Town Board of Supervisors
January 14, 2013***

***2005 Plan Adopted by the
Baileys Harbor Town Board of Supervisors
August 15, 2005***

2012 Amended Plan Prepared by:

Community Planning & Consulting, LLC
309 S. Oakland Avenue
Green Bay, WI 54303

2005 Plan Prepared by:

GBH Consulting, LLC
P.O. Box 602
Baileys Harbor, WI 54202

In partnership with:

Baileys Harbor Town Plan Commission, Residents, Landowners, and other Stakeholders

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Ordinance No: 01-2013

AN ORDINANCE TO ADOPT THE
2012 AMENDMENTS TO THE 2005 COMPREHENSIVE PLAN OF
THE TOWN OF BAILEYS HARBOR, DOOR COUNTY, WISCONSIN.

The members of the town board of the Town of Baileys Harbor, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the town of Baileys Harbor is authorized to prepare and adopt a comprehensive plan as defined in sections of 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the town of Baileys Harbor, Wisconsin has adopted written procedures designed to foster public participation in every stage of the preparation of the comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The plan commission of the town of Baileys Harbor, Wisconsin by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the town board of the adoption of the document entitled "Comprehensive Plan for the Town of Baileys Harbor," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The town board of the town of Baileys Harbor, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan for the Town of Baileys Harbor," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the town board and posting as required by law.

Adopted the 14th day of January, 2013.

Town Board Chair

Attested: _____ Doug Smith, Town Clerk

TOWN OF BAILEYS HARBOR RESOLUTION #01-2013, JANUARY 7, 2013

**A RESOLUTION TO RECOMMEND TO THE TOWN BOARD ADOPTION OF THE
AMENDED "COMPREHENSIVE PLAN FOR THE TOWN OF BAILEYS HARBOR,
WISCONSIN."**

The members of the Town Plan Commission of the Town of Baileys Harbor, Wisconsin do resolve as follows:

WHEREAS Wisconsin Statutes authorize the Town of Baileys Harbor to prepare, adopt and amend a comprehensive plan and attached maps, and

WHEREAS the Town Board of the Town of Baileys Harbor, Wisconsin has adopted written procedures designed to foster public participation in every stage of the preparation of the amendments to the comprehensive plan and attached maps, and

WHEREAS the town has held at least one public hearing on the amendments of this plan and attached maps as required by Wisconsin Statutes,

NOW, THEREFORE, BE IT RESOLVED, the Plan Commission of the Town of Baileys Harbor, Wisconsin by a majority vote of the entire commission recorded in its official minutes, hereby adopts a resolution recommending to the Town Board the adoption of the amended Comprehensive Plan for the Town of Baileys Harbor and attached maps.

Adopted by the Town Plan Commission of the Town of Baileys Harbor this 7th day of January, 2013.

Plan Commission Chair

Attested: _____
Douglas Smith, Clerk/Administrator

Ordinance No: XXXX

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2012 AMENDMENTS TO THE 2005 COMPREHENSIVE PLAN OF
THE TOWN OF BAILEYS HARBOR, DOOR COUNTY, WISCONSIN.

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SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the town board and posting as required by law.

Adopted the XX day of MONTH, YEAR.

Town Board Chair

Posted: XXXXXX

Attested: _____
Doug Smith, Town Clerk

Ordinance No: XXXX

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SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the town board and posting as required by law.

Adopted the 15th day of August, 2005.

Town Board Chair

Posted: XXXXXX

Attested: _____
Jane Pluff, Town Clerk

TOWN OF BAILEYS HARBOR RESOLUTION #01-2013, JANUARY 7, 2013

A RESOLUTION TO RECOMMEND TO THE TOWN BOARD ADOPTION OF THE AMENDED "COMPREHENSIVE PLAN FOR THE TOWN OF BAILEYS HARBOR, WISCONSIN."

The members of the Town Plan Commission of the Town of Baileys Harbor, Wisconsin do resolve as follows:

WHEREAS Wisconsin Statutes authorize the Town of Baileys Harbor to prepare, adopt and amend a comprehensive plan and attached maps, and

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Adopted by the Town Plan Commission of the Town of Baileys Harbor this 7th day of January, 2013.

Plan Commission Chair

Attested: _____
Douglas Smith, Clerk/Administrator

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I. Introduction

Creation of the Baileys Harbor Comprehensive “Smart Growth” Plan

1999 Wisconsin Act 9 – commonly referred to as Wisconsin’s “Smart Growth” legislation – stated that by January 1, 2010, any Wisconsin municipality that has programs or takes actions that affect land use must have a comprehensive plan in place. The comprehensive plan must serve as the basis for community decision-making, be consistent with the municipality’s ordinances and programs, and comply with the Wisconsin statutes as to the nine issues or elements outlined therein. In several circumstances, such as when the municipality is applying for various state funds, municipal plans will also be evaluated against general planning goals outlined in the legislation.

The Smart Growth legislation has undergone various amendments since its initial enactment. Some were to clarify the legislation, others to more clearly state which municipalities were required to create comprehensive plans. The statutory requirements as to the necessary contents of a comprehensive plan have remained essentially unchanged throughout these revisions. Although the Town of Baileys Harbor may not currently be required to create a “Smart Growth” plan, local officials felt that it was a good idea to do so anyway, both since the existing town comprehensive plan needed to be updated and since the town might easily enact programs or ordinances that would require such a plan be in place. The Town of Baileys Harbor has therefore created and adopted this plan under the authority granted by Wisconsin Statutes Section 66.1001, replacing the town plan previously in place.

Town officials hired GBH Consulting in the summer of 2002 to work with town residents on developing a new town plan that complied with the Smart Growth legislation. During the creation of the plan, eight widely publicized Public Information Meetings were held; eight newsletters were distributed to all property owners; open, posted meetings were held between GBH Consulting and the town plan commission each month; a Resource Inventory Report was completed; materials related to the plan’s development were available for review at the library and through a link on the GBH Consulting website; and volunteer citizen “work groups” drafted the initial vision statements and goals regarding each plan element.

Overview of the Plan

The plan is comprised of ten chapters. After the Introduction and a Brief History of Baileys Harbor, the remaining chapters are structured so as to match the required plan elements outlined in the Smart Growth legislation, except the topics of housing and economic development, which are addressed simultaneously in Chapter VI.

Chapter III covers the “Issues & Opportunities” the Smart Growth legislation requires a municipality to consider in its planning. Chapters IV through IX present the other seven topical elements required by the legislation: Agricultural, Natural, & Cultural Resources; Land Use; Housing and Economic Development; Transportation; Utilities & Community Facilities; and Intergovernmental Cooperation. Each of those chapters contains the exact Smart Growth legislative requirements with regard to the particular topic, a summary of existing conditions, a vision statement, and goals, objectives, and implementation policies. All components of these chapters – except the legislative requirements – were drafted using research by GBH Consulting, the results from Public Information Meetings, and the results from work groups and other resident input methods.

Chapter X is the Implementation chapter, which, as required by the Smart Growth legislation, contains a summary of all implementation mechanisms decided upon with regard to the eight topical elements, a timeline and cooperating partners for implementation of those tools, and discussion as to how the plan will be updated.

Finally, the plan contains nine appendices. The first appendix contains the Public Participation Plan the town adopted and used during the creation of this plan as well as other information related to public participation throughout the process. The remaining eight appendices provide the detailed background research and information for each of the plan elements, which were purposefully placed here rather than in the body of the plan so as to make the plan as readable, user-friendly, and compact as possible.

2012 Plan Amendment Process

Much has changed subsequent to the 2005 Plan's adoption.

- The collapse of the housing market that began in 2008 triggered a global recession from which the United States is just emerging.
- The economy and housing market in Door County, like that of the rest of the country, has been affected by the recession.
- Unemployment in Door County increased by 3.2% between August 2008 and August 2009 (the state-wide increase was 4.6%)¹
- The 2005 Plan called for additional actions in order to effectively implement the Plan.
- Concerns raised by residents and landowners over the process used to define the boundaries of the Town Core area.

It is as a result of these and other issues affecting the community that the Town of Baileys Harbor decided to amend the 2005 Comprehensive Plan.

Background

At the conclusion of the 2005 Smart Growth planning process, the Town Board was instructed by project consultant, Mariah Goode of GBH Consulting, to formally define the town's "Core" area. It was the Board's understanding that the characteristics and purpose of the core was described in the plan, however there was not an actual boundary associated with that definition. It was also the Board's understanding that this definition could be submitted shortly after approval of the plan, and that the maps reflecting the boundaries were to be completed for insertion into the final plan. Several subsequent meetings were held in which the core definition was listed as an agenda item. As a result of these meetings, the Town Board and Planning Commission defined where they felt the core should be. No citizen input or resistance to the Board's actions was brought forward at these meetings, or at any other time over the next several years.

During the development of the Door County Comprehensive Plan in the spring of 2009, citizens of Baileys Harbor raised concerns regarding the decision making process used in ultimately defining the town core. At a public hearing held by the Door County Resource Planning Committee (RPC) to review the Door County Comprehensive Plan in October 2009, testimony

¹ *Door County Workforce Profile 2009*, Wisconsin Department of Workforce Development, July 2010.

was heard by Baileys Harbor citizens challenging the validity of the Town Board's actions in their defining the core area. The RPC voted to not recognize the Town Board's core definition and defaulted back to whatever definition was in the approved 2005 Smart Growth Plan.

At that point the Town Board realized several issues still remained:

1. The definition of the core as shown in the 2005 Smart Growth Plan was still ambiguous.
2. Damage was done to the relationship between the Town Board, the Planning Commission, and the town's citizens.
3. A definition of the town core area that is clear, accurate, well-planned, and has been decided through a process that is recognized as legitimate, is central to the future growth of the town.

As such, the Town Board felt that a full and formal review of the 2005 plan would be the most appropriate step in moving forward. The process began in the spring of 2010 with emphasis placed on citizen notification and participation. Subsequent revisions and updates are made part of this document.

How Do the 2012 Plan Amendments Relate to the 2005 Plan?

The 2012 amendments are a continuation of the 2005 Plan and its planning process. However, ***the goals, objectives, and policies identified within the 2012 Amendments will be given primacy over any similar or conflicting recommendations resulting from the 2005 planning process.*** As stated in the introduction to this section, much has changed during the five years since the 2005 Plan was developed and adopted. In some cases, implementation actions developed during the current process may supplant those of the earlier planning effort.

How Was The Public Involved?

The 2012 Amendments to the 2005 Town of Baileys Harbor Comprehensive Plan were developed with the active participation of residents, landowners, business owners, and other stakeholders. To gain citizen understanding and support throughout the planning process the public was provided with a variety of opportunities to become involved in the development of the amended comprehensive plan. The adopted *Public Participation Plan*, describing the various public participation activities and opportunities, as well as the complete results of the Community Survey, Kick-off Meeting, and Cognitive Mapping Forum are provided within the Appendices to this Plan.

II. Brief History of Baileys Harbor

The Town of Baileys Harbor, population 1,003, located in the County of Door, Wisconsin, is 66 miles northeast of the City of Green Bay and 22 miles northeast of the City of Sturgeon Bay. According to the United States Census Bureau, the town has a total area of 68.8 square miles (178.1 km²). Of that area, 29.5 mi² (76.5 km²) is land and 39.2 mi² (101.6 km²) is water, which means that just over 57% of the town's area is water. It is bordered on the east by the waters of Lake Michigan, on the south by the Town of Jacksonport, on the west by the Towns of Egg Harbor and Gibraltar, and on the north by the Town of Liberty Grove.

The area now known as Baileys Harbor was named for Captain Justice Bailey, a sailor who in 1848 sought shelter in the harbor from a storm on Lake Michigan. His employer, Alanson Sweet, impressed with the limestone and lumber resources available, built the town's first infrastructure – a pier. Later businessmen continued investment in the logging, mining, and shipping industries. These endeavors required additional laborers, and settlers came from Norway, Sweden, Finland, Denmark, Poland, England, Germany, Scotland, and Ireland. As they came to Baileys Harbor, they cleared more land and farming became the predominant economic activity. In more recent years, tourism and its related commercial endeavors, such as retail, lodging, foodservice, and real estate/construction trades, have become dominant.

Recreation and access to recreational activities are important aspects of the economy in the present day Town of Baileys Harbor. Fishing, hunting, snowmobiling, boating, cross-country skiing, and wildlife viewing are some of the popular outdoor activities. Baileys Harbor is the most biologically diverse town in the State of Wisconsin, supporting a wide variety of species as well as ecological communities. These resources are important to residents as well as draws to visitors.

III. Issues and Opportunities

Per Wisconsin Statutes Section 66.1001(2)(a), the issues and opportunities element of a comprehensive plan is “background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the local governmental unit.”

Issues and Opportunities: Summary of Existing Conditions

Please see Appendix 2 for further background research and data required for the issues and opportunities element of the plan.

In public input sessions and through citizen work group discussions, Baileys Harbor’s residents and property owners have identified a number of general issues and opportunities facing the town.

General Issues

Several of the main issues residents see as facing the town are related to the demographic characteristics of the town’s residents and/or the town’s economy:

- The town’s population is aging, both in terms of the existing population and with regard to individuals moving into the community.
- There are few large-scale full-time employers in the town besides Harbor Construction and PCI, and a limited number in other areas of northern Door.
- Economically, the town is now tourism and construction based; agriculture is rapidly declining.
- Year-round income earning potential is decreasing in the town/county as the economy becomes more tourism-dependent.
- Increased land values make attainable housing, either rental or ownership, out of reach for many, especially younger persons and families working in Door County.
- The aging population of the town is affecting local emergency services (firefighters, first responders, etc.) – membership in these necessary services is reaching a plateau. With the median age of the population climbing, this is a problem – these volunteers are already stretched.

Residents note that while Baileys Harbor is considerably less developed than other northern Door communities, the town seems to be on the cusp of large-scale tourist/second home development; such development has created major issues for other northern Door communities. Currently, most “developers” in Baileys Harbor are natives or long-time residents, but that will probably shift, as it has in other local communities. There is increasing pressure on the waterfront properties, and more multi-unit and sub-division development in the town, both in and out of downtown Baileys Harbor.

With the continued influx of second homeowners/seasonal residents, full-time residents fear that community member familiarity is decreasing. It is harder for them to know their neighbors like they used to in years prior. On the up side, however, those moving here seem to value the

small-town values so prevalent in the town – family, friends, religion, community events, and support of local businesses.

General Opportunities

Residents and property owners overwhelmingly feel that the small-town community character of Baileys Harbor is its greatest asset. They like the mix of uses in the town, the fact that it is a year-round community, the preponderance of single-family housing, the smaller scale of tourist-focused businesses (as compared with other northern Door communities), and the fact that many town businesses are owner-operated and small. Residents appreciate that the town's architecture is still at a small scale and in the downtown, is primarily historic in character. The town's historical flavor is further enhanced through its parks, lighthouses, remaining farms, and pastoral vistas. In addition to the physical small-town characteristics of the town, residents feel that Baileys Harbor is a very personable community where "everyone knows your name" and there are still strong ties between community members. Since those moving here seem to value both the tangible and intangible aspects of small-town character, the town has the opportunity now to define and then work on retaining the characteristics important to residents and property owners.

Baileys Harbor's residents and property owners also feel that the following are opportunities or advantages the town has as it plans for its future:

- Baileys Harbor's residents like the town's location on the "quiet side," its being adjacent to Lake Michigan, and its easy access to both northern Door and Sturgeon Bay.
- The town has a large number of acres protected by the Wisconsin Department of Natural Resources, The Ridges Sanctuary, the Door County Land Trust, Bjorklunden, and The Nature Conservancy, not to mention areas protected by individual private property owners through conservation easements. This contributes to the beauty of the town for residents and visitors as well as to the town's biological diversity.
- The town's outlying land is primarily agriculture or vacant/fallow farmland, not yet developed. The town has the opportunity to allow wise development and/or protection of these areas.
- The town has a vast amount of shoreline: Lake Michigan, Kangaroo Lake, and Mud Lake.
- People still live on "Main Street" in Baileys Harbor, and the vast majority of the secondary roads in downtown remain residential.
- Development so far has largely been proportional to existing structures, with developers taking into account the town's character.
- There is a strong base of support for preserving the history of Baileys Harbor. Many written and visual histories are on record at the library and preservation of historic buildings is numerous.

Population Trends and Issues

While Baileys Harbor's year-round population has fluctuated from decade to decade, the town has experienced significant growth since 1950, when the population was 715 persons: the 2000 U.S. Census found Baileys Harbor's year-round population to be 1,003 persons. It is expected that the town's population will continue to increase, particularly as the "baby boom" generation retires over the next 20 years. A modified Growth Trend Series of population projections for the town, determined to be the most accurate to estimate the town's growth for the planning period, predicts that Baileys Harbor's year-round population will be just over 1,300 persons as of 2025.

Although the town's population is increasing, it is aging. Between 1990 and 2000 the number of year-round residents that were under 5 years of age decreased by over 55 percent, and the

number of residents 25-34 years of age decreased by over 20 percent. During that same time period, however, the number of residents age 65 and older increased by over 30 percent.

In addition to monitoring population trends for its year-round residents, the Town of Baileys Harbor also needs to keep in mind potential growth in its number of seasonal residents and visitors. Calculations done in 1999 by University of Wisconsin-Extension Door County estimate that the total population for Baileys Harbor, defined as year-round residents plus seasonal residents and visitors, is actually much higher – between 44 and 350% higher, depending on the month – than the number of Baileys Harbor’s year-round residents counted in the Census.

Household Characteristics, Trends, and Issues

As one would expect based on population increases, Baileys Harbor’s total number of households increased significantly between 1990 and 2000. Again, though, it is clear that the town is aging: there was virtually no increase in the percent of the town’s households that had children under 18 present.

Housing occupancy statistics show that between 1990 and 2000 the number of occupied housing units in the town increased significantly, which corresponds with the year-round population growth. Even so, in 2000 nearly half of the town’s housing units were still “for seasonal, recreational, or occasional use.”

Based on population projections, demographic trends, decreases in average household size, and recent building permit application levels, over the 20-year planning period Baileys Harbor can expect an average increase of approximately 6-8 households (roughly 14–17 people) per year. Note that that figure is for new *year-round* households and residents, and that the homes those households will be occupying will be a mixture of existing homes and new construction. The town will also obviously have new *seasonal* residents that will occupy existing and new residential units. A reasonable estimate, taking into consideration projected year-round population increases and likely comparable increases in seasonal residents, is that over the 20-year planning period the town can expect an average of 10 new residential units to be constructed each year.

Employment Characteristics, Trends, and Issues

In 2000, the top industries employing Baileys Harbor’s employed residents 16 and over were: 1) arts, entertainment, recreation, accommodation, and food services; 2) educational, health and social services; 3) construction; and 4) retail trade. A very small number of the town’s residents – far fewer than in 1990 – were employed in agriculture, forestry, fishing/hunting, and mining, which have been historically significant employers for local residents. The percent of town residents employed by manufacturing industries also declined significantly between 1990 and 2000.

Data on wage levels for year-round full-time workers in the town are not available, but examination of county and state wage levels provides insight regarding the industries within which Baileys Harbor’s residents are employed. Overall, the average annual wage for all industries in Door County has been roughly 70 percent of Wisconsin’s average wage for the past five years. In fact, Door County’s workers’ annual average wages are lower for nearly all industry categories than those of the state as a whole.

The highest annual average wages for Door County workers are found in the construction and manufacturing industries, while the lowest annual average wages for Door County workers are found in the retail trade; agriculture, forestry and fishing; and service industries. County-wide the

overall trend is an increase in the number of service industry and retail trade positions, which, coupled with housing costs that are higher than the average housing costs across the state, poses a significant problem for year-round residents of working age.

Income and Education Levels

Note: Statistics on income levels include all residents, working or not, and all sources of income.

Door County has generally had per capita income levels at or above state averages since 1979. Door County's median household income, however, is consistently lower than the Wisconsin median, and has in recent years been significantly lower than the Brown County median.

Baileys Harbor's residents' income levels, in comparison with state and county levels, have fluctuated, and also vary in comparison to the state and county levels depending upon whether or not one is examining median family income, median household income, or income tax returns. In 2001, the Average Gross Income per income tax return filed for Baileys Harbor residents was \$32,838 and for Door County as a whole, \$35,978.

Between 1989 and 1999, the number of Baileys Harbor households earning \$24,999 or less decreased significantly, while the number of households earning between \$75,000 and \$149,999 increased dramatically. Significant increases were also apparent for residents' median household income levels, median family income levels, the number of households with Social Security income, and the number of households with retirement income (the latter two obviously corresponding with the aging of the town's population). These figures all sound like good news, until considering them in the context of the town's declining number of young families, increased dependence on low-paying tourist-focused industries, and high housing costs – young workers and families earning average wages are often unable to move into or stay in the community.

Income levels are typically examined in conjunction with educational attainment levels. In Baileys Harbor in 2000, 91.6 percent of the town's population aged 25 years or older had completed high school or higher; 30.1 percent had completed a Bachelor's degree or higher. Both of those figures were significantly higher than the corresponding statistics – in actual numbers and as a percent of total population – from 1990.

Younger residents – those age 3 and older – were enrolled in elementary and high school in greater numbers in 2000 than in 1990, but the number of children enrolled in nursery school, preschool, and kindergarten in 2000 was exactly the same as in 1990. This reinforces the trend noted earlier regarding the decreasing percent of the town's population comprised of residents under age 5 between 1990 and 2000.

2012 Community Demographic Update

Population and Projections

The table on the following page provides updated population data for the Town of Baileys Harbor. The figures under the 2005 Plan heading are taken directly from the 2005 comprehensive plan. Those underneath the 2012 Amendments heading are updated figures provided by the Wisconsin Department of Administration. Population projections are not intended as predictions of future population. They provide a reasonable, anticipated future population from which to guide planning efforts.

The Wisconsin Department of Administration's population projections are developed by the Demographic Services Center in accordance with Wisconsin Statute 16.96. These projections are based on past and current population trends, and are intended as a baseline guide for the users.²

Projecting future population numbers for a community poses a significant challenge. Numerous factors including the national economy, regional housing and employment trends, and changing demographic preferences, may change over relatively brief periods of time. The challenge becomes that much more difficult in communities which experience wide fluctuations in seasonal population. The seasonal population in Baileys Harbor may vary from a winter low of 439 to a mid-summer high of 3,496.³

Population and Population Projections for the Town of Baileys Harbor, 1950-2030.					
Year	2005 Plan		2012 Amendments		Change in Projected Population, 2005 to 2010
	Number	Change	Number	Change	
1950	715	--	--	--	--
1960	654	(8.5)%	--	--	--
1970	615	(6.0) %	--	--	--
1980	799	29.9%	--	--	--
1990	780	(2.4) %	--	--	--
2000	1,003	28.6%	1,003	--	--
2005	1,050*	4.7%	1,103	10.0%	5.0%
2010	1,103*	5.0%	1,177	6.7%	6.7%
2015	1,169*	6.0%	1,255	6.6%	7.4%
2020	1,254*	7.3%	1,324	5.5%	5.6%
2025	1,313*	4.7%	1,378	4.1%	5.0%
2030	1,379*	5.0%	1,408	2.2%	2.1%

Source: US Census, Wisconsin Department of Administration, and 2005 Comprehensive Plan for the Town of Baileys Harbor.
 * Modified Growth Trend Series Projections developed by GBH Consulting, February 2003.

The 2010 estimated population for the Town of Baileys Harbor, based upon WDOA calculations, is 1,233. The actual 2010 population for the Town, based upon U.S. Census data, was 1,022.

Summary of Plan Goals

Following are general goals that Baileys Harbor residents have discussed and generally agreed upon at planning meetings.

The Town of Baileys Harbor shall:

- Retain its humble, quaint, small-town atmosphere and values as it grows.
- Work to ensure that further natural/open areas are permanently protected.
- Work to ensure more physical as well as visual waterfront access for all.
- Strive to keep a balance of ages within the community.

² Excerpted from Wisconsin Department of Administration Intergovernmental Relations website, <http://www.doa.state.wi.us/subcategory.asp?linksubcatid=105&locid=9>, 2010.

³ Seasonal population estimates appear on page A-21 of the 2005 Town of Baileys Harbor Comprehensive Plan. The data presented in that table were developed by the Door County office of UW-Extension in 1999.

- Strive to increase townspeople's ability to earn a comfortable living.
- Ensure that new development shall be on a scale that complements existing structures.

For a complete listing of Comprehensive Plan goals objectives, and policies please refer to *Chapter X: Implementation*.

IV. Agricultural, Natural, and Cultural Resources

Per Wisconsin Statutes Section 66.1001(2)(e), the agricultural, natural, and cultural resources element of a comprehensive plan is “a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

Agricultural, Natural, and Cultural Resources: Summary of Existing Conditions

Please see Appendix 3 for further background research and data required for the agricultural, natural, and cultural resources element of the plan.

General Information

Climate

The climate of the Town of Baileys Harbor is typically continental with some modification by Lake Michigan. About two-thirds of the annual precipitation falls during the growing season (freeze-free period). It is normally adequate for crop production, although drought is occasionally reported. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The mean annual temperature is 44.1 F. The mean temperature in winter is 20.0 F; spring, 41.8 F; summer, 66.3 F; and fall, 48.3 F. The freeze-free season is approximately 145 days. The extended length of the growing season at this northern latitude is due primarily to the moderating effect of Lake Michigan. The average day of the last spring freeze is May 12. The first autumn freeze occurs in early October, around October 8.

The average annual precipitation in the town is 31.49 inches. Thunderstorms average about 30 per year. Occasional hail, wind, and lightning damage are also reported. The first snowfall of consequence, an inch or more, is usually in late November. Average annual duration of snow cover is approximately 111 days. The snow cover acts as protective insulation for grasses, autumn seeded grains, alfalfa, and other vegetation.

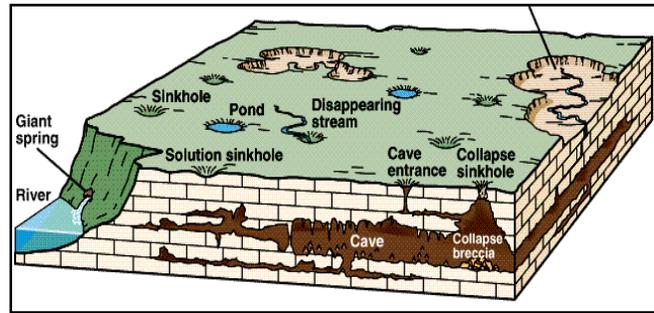
Topography

The Town of Baileys Harbor is characterized by rocky outcroppings, glacial lake basins and depressions, and outwash plains, which give way to relatively level and open farmland in the center of the town.

Karst Topography

Karst topography is a defining feature of the landscape of Door County. Karst is a result of the dissolution of the soluble carbonate limestone and dolomite that underlie the soils. Rainfall becomes mildly acidic as it falls to the earth and picks up carbon dioxide from the atmosphere. Once in contact with the soil, it picks up additional carbon dioxide and migrates to the bedrock where it slowly dissolves fractures within the limestone. These fractures enlarge over time creating an underground drainage network. The fractures may enlarge to the point that sinkholes develop.

The most significant issues associated with this type of topography are water quality problems. In many portions of Wisconsin, a combination of remnant glacial till and clays overlies the bedrock. The till and clays hold rainwater in the soils, providing a relatively steady water supply for crops. The fractured bedrock associated with Karst topography and the lack of till and clays results in rainwater draining through much faster leaving even fertile soils that receive adequate rainfall looking parched between rainfall events. The fast drainage does not allow the soils time to properly filter water before reaching the aquifer. Since the water drains faster, the microorganisms that live in the soils have far less time to “treat” the water. This results in a higher risk of groundwater contamination from sources such as septic systems, agricultural wastes, and pesticides/herbicides. Residents must be vigilant to the risks associated with existing soil conditions and maintain septic systems and apply animal wastes and pesticides in a responsible manner.



Various Karst topography features, Columbia University, 2004.

Geology

Glacial ice and erosion shaped the landmass that is now known as Door County. It is part of a massive limestone ledge known as the Niagara Escarpment. The Escarpment forms the backbone of the Door Peninsula, arcs through Canada over 900 miles, and finally supports the waters of Niagara Falls.

The Niagara Escarpment is comprised mainly of dolomite; the majority of the surface bedrock in the Town of Baileys Harbor is dolomite that is 400-425 million years old. Dolomite is a sedimentary rock similar to limestone, but is slightly harder and dissolves more slowly than limestone. Dolomite has a well-developed network of horizontal and vertical crevices that serve as effective paths for the movement of groundwater. The network of paths within the bedrock has historically provided ample quantities of groundwater to the wells of Baileys Harbor.

Soils

There are three main soil association types in the Town of Baileys Harbor. The first type, the Summerville-Longrie-Omena association, was formed by glacial till and is found along the southern shoreline of the town, in the vicinity of Cana Island, and in the majority of inland areas. It is characterized as well drained soil that has a sandy loam or loam subsoil over sand loam, fine sandy loam till, or dolomite bedrock. This soil type has only slight to moderate limitations for farming and residential development.

The second type, the Deford-Yahara Variant-Carbondale association, which is found on the northern shoreline of town, along Moonlight Bay, and around Mud Lake, is a deep, poorly drained, nearly level soil that is underlain by fine sand outwash or that has a silt loam subsoil over stratified lake sediments.

The third soil type, the Carbondale-Cathro association, is found in the inland area north of Kangaroo Lake and along the northern shores of North Bay. It is characterized as very poorly drained, nearly level organic soil.

These last two soil association types were most likely formed in slowly permeable silty clay glacial till, outwash sand, and gravel or lacustrine sediment. Soils such as these that are slowly permeable, shallow over bedrock, wet, or steep have severe limitations for septic tank absorption fields.

The map entitled Soils and Floodplain Areas, which may be found immediately following Chapter X, depicts those soils in the town that have less than 60 inches to bedrock and those with more than 60 inches to bedrock.

Natural Hazards

The Town of Baileys Harbor is free of most natural hazards such as landslides, severe wind, and earthquakes, although the U.S. Geological Service has mapped floodplains within the town. Given the geological formation of the town and the nature of the soils, however, any potential flooding is not expected to be significant.

The Soils and Floodplain Areas map found following Chapter X shows those areas in the town that have elevations at or potentially below the floodplain level.

Agricultural Resources

Agriculture was once the primary economic force in Baileys Harbor. Recent years, however, have seen a continuing decline in agriculture and related activities in the town, county, and region. Throughout northeast Wisconsin along the Lake Michigan and Green Bay shorelines, including all of Door County, farm acreage accounts for only 36% of the land base of the region, and total market value per acre of agricultural products is below average compared to other regions in Wisconsin.

The 1997 National Agriculture Census reported that there were 29 farms in the Town of Baileys Harbor. Eight were less than 50 acres; the remaining 21 were between 50 and 999 acres. The primary crops included corn, soybeans, alfalfa, wheat, and hay silage. Three farms reported having dairy cattle and seven included beef cattle in their inventories. Seven farms had land in orchards. Of the 29 farms, 19 operators were full-time and ten were part-time.

According to the Soil Survey of Door County, almost 20 percent of the town's land is classified as prime agricultural land with minimal modifications. *(The Soils and Floodplain Areas map found following Chapter X depicts those areas in the town considered prime farmland by the Soil Survey.)* The U.S. Department of Agriculture Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Prime farmland includes land that is being used currently to produce livestock and timber. It does not include land already in or committed to urban development or water storage. *(Note: The Soil Survey of Door County was created in the 1970s.)*

Long-term Sustainability of Farming

This section provides options available to the Town and local farmers to preserve locally owned agricultural operations. Local land trusts and conservation subdivision designs are encouraged, but may not be appropriate in all areas. Strategies to protect farmland may include:

- Permitting value-added operations such as on- and off-farm direct retailing (roadside farm stands)
- Encouraging local schools to provide education to students about careers in farming and forest management
- Transitioning from conventional to organic and sustainable farming techniques
- Encouraging the development of a farmers market or food co-operative
- Working with the County to ensure that best management practices are being followed in farming and timber harvest operations

Organic and Specialty Farming

Organic food is a fast-growing industry in the United States. Products that once occupied a boutique marketplace niche are becoming main-stream, as consumers seek healthier alternatives to conventional farm produce. Organic and specialty farming counter the notion that farms must become very big or be lost to development. They provide a profitable choice for small, local farmers. Gathering of natural foods and herbs can be marketed and sold as specialty items.

Conservation–Based Development

Conservation-based development techniques may involve the establishment of a conservation easement. In a conservation design subdivision, homes are clustered together so that large areas of open space and, in some instance, agricultural land may be protected from development. Conservation design can also be used to encourage the preservation of natural lakeshore frontage for public use and the protection of critical wildlife habitat.

Within a typical conservation subdivision, 40% of the entire site is set aside and preserved as undevelopable open space. Home lots are located within the remaining 60% of the parcel. Protection and maintenance of the conserved area can be accomplished through a conservation easement with an appropriate conservation organization, land trust, homeowners association, government body, or through deed covenants. The areas to be conserved must be protected indefinitely. The land designated for protection will be preserved as natural habitat, open space, or farmland. If it is farmland, special consideration should be given to where residential development is located (e.g. prevailing winds, buffers, etc) to allow farm uses to coexist harmoniously with residential uses.

For additional information regarding conservation design subdivisions please refer to *Chapter VI: Housing and Economic Development*.

Land Trusts

Land trusts provide another option to landowners seeking to protect natural areas and farmland. They offer landowners advice on protection strategies that best meet the landowner's conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish conservation easements (see below).

Conservation Easements

A conservation easement is a voluntary legal agreement between a landowner and a land trust

or government agency that limits present and future development of a parcel. Under a conservation easement, the landowner retains ownership of the land (within the terms of the easement – i.e. only for farmland or natural space, not for development) and the land trust takes the responsibility for protecting the land’s conservation values. Donated conservation easements that meet federal tax code requirements can provide significant tax advantages to landowners since their land will be taxed as undevelopable land, a much lower rate than developable land. Qualified easements may also generate charitable contribution deductions for income and transfer tax purposes.

Purchase and Transfer of Development Rights (PDR/TDR)

The creation of a *Purchase and/or Transfer of Development Rights* (PDR/TDR) program provides another means of preserving natural and agricultural landscapes. A PDR or TDR program would allow Baileys Harbor to “send” development from farmland and natural resource areas to designated “receiving” areas within the Town. Advantages of these approaches include just and fair compensation for landowners, permanent protection of farmland and natural resources, and voluntary participation (landowners are not forced to participate).

- **Purchase of Development Rights(PDR)**. In a PDR program, a land trust, local government, or other organization offers to purchase the development rights on a parcel. The landowner is free to decline the offer or negotiate a higher price. When the development rights to a farm are sold, the landowner typically receives payment equal to the difference between the fair market value of the land and the price the land would command for agricultural use. Upon payment, a conservation easement is recorded on the property deed. The easement stays with the land in perpetuity. The private landowner retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property in the future. Farmers are not compelled to sell their development rights. The main disadvantage of PDR is cost. Development rights can be expensive, so funding for PDR needs to be selectively targeted in order to protect the agricultural land that is most worthy of preservation. As a result, not every farmer who wants may desire to sell his or her development rights will be able to do so.

Purchase of Development Rights	
Strengths	Limitations
<ul style="list-style-type: none"> • Permanently protects land from development • Landowner is paid to protect their land • Local governments can target locations effectively • Land remains in private ownership and on the tax rolls • Program is voluntary 	<ul style="list-style-type: none"> • Can be costly for local unit of government, therefore land is protected at a slower rate • Land remains in private ownership – typically no public access • Since program is voluntary, it may be difficult to preserve large tracts of contiguous land

- **Transfer of Development Rights (TDR)**. TDR involves transferring development rights from one piece of property to another. In this approach, a landowner is compensated for selling his/her development rights. However, rather than simply eliminating these rights, they are transferred to another property in the Town that is targeted for development. That landowner of the “targeted property” is free to develop the land and may use the

transferred rights to develop at a greater density or intensity (e.g. smaller lot sizes to locate more homes in a single area). This approach preserves farmland and natural areas in designated “sending” zones while allowing for more intensive development occurs in the “receiving” zones.

Transfer of Development Rights	
Strengths	Limitations
<ul style="list-style-type: none"> • Permanently protects land from development • Landowner is paid to protect their land • Local governments can target locations effectively • Low cost to local unit of government • Utilizes free market mechanisms • Land remains in private ownership and on tax roll 	<ul style="list-style-type: none"> • Can be complex to manage • Receiving area must be willing to accept higher densities • Difficult program to establish • Program may not work in rural areas where there is little to no development pressure on the area to be preserved

Natural and Recreational Resources

The Town of Baileys Harbor is abundant in natural and recreational resources. The waters of Lake Michigan and the rivers and streams that empty into it support approximately 150 species of fish. More than 90 species of birds have been recorded as potentially breeding within the town. Baileys Harbor is the most biologically diverse municipality in the state and is home to many federal and state endangered and protected species. *(Please see Appendix 3 for a detailed listing of those species.)* Large portions of the town are forested or considered environmentally sensitive, and much of these are in permanent conservation due to ownership by The Ridges Sanctuary, The Nature Conservancy, the Door County Land Trust, University of Wisconsin, and the State of Wisconsin Department of Natural Resources (DNR).

Wooded areas of the town are visible on the 2002 Aerial Photo with Wetland Overlay, which also shows areas zoned Wetland as of June 2005. The 2005 Land Use Inventory and Resources map includes two land use categories designating natural and recreational resources, and also depicts specific resources in the town such as The Ridges Sanctuary, Toft Point, the Mud Lake Wildlife Unit, and many others discussed in this Natural and Recreational Resources section. Both the photo and the map may be found following Chapter X.

Freshwater Resources

Lake Michigan Shoreline

Baileys Harbor has nearly 25 miles of Lake Michigan shoreline, providing a tremendous natural and recreational resource to residents and visitors. The coastal areas surrounding the town, including North Bay, Moonlight Bay, and Baileys Harbor itself, support a great variety of sport and forage fish communities.

Hibbards Creek

Hibbards Creek originates in Thorp Pond, two miles west of Kangaroo Lake, and outlets to Lake Michigan just north of Jacksonport. It is 5.4 miles long, with a gradient of 7.6 feet per mile and a drainage area of 17 square miles. The stream is predominantly bordered by wetlands, although emergent wetlands, conifer swamps, dry mesic woodlands, and ridge-swale complexes are also characteristic of the stream corridor. The stream supports a native brook trout population and provides habitat for stocked rainbow trout, with 2.8 miles

classified as Class II trout waters.

The fishery consists primarily of warm water species such as northern pike, yellow perch, smallmouth bass, and to a lesser extent, sunfish and black bullheads. It supports rainbow and brook trout runs as well. Macro-invertebrates collected in 1987 indicate fair to good water quality. Those collected in the fall of 1990 indicated fair water quality.

Hibbards Creek is the only stream in Door County monitored by the U.S. Geological Survey under the National Water Quality Assessment Program (NWQA). Under this program, Hibbards Creek is used for comparison to other streams with similar physical settings.

Heins Creek

Heins Creek, the outlet of Kangaroo Lake, flows through sand dunes before reaching Lake Michigan. It is designated as a Class II trout stream, but has naturally occurring problems related to water level fluctuations that limit its potential use. Occasionally, fish are trapped in the creek when flows decline and rubble builds up at the mouth from Lake Michigan wave action. This promotes water temperature increases and low dissolved oxygen concentrations. Fisheries management personnel believe there is not enough flow to support a Class II trout fishery, but conditions may be sufficient for it to be considered as a Class III trout stream. In the spring and summer, salmon and trout use the stream for spawning. Macro-invertebrates collected in 1985 indicate fair water quality.

Peil Creek

Peil Creek originates from a series of small springs located in a 40-acre basin about 2.5 miles above Kangaroo Lake. The creek then flows through a wooded corridor before entering Kangaroo Lake. A lowland forest composed of white cedar and black ash is located just north of Kangaroo Lake and borders Peil Creek north to its headwaters.

Inland Wetlands, Swamps, and Marshes

Kangaroo Lake

Kangaroo Lake is the largest lake in Door County, with a surface area of 1,123 acres and a maximum depth of 12 feet. It is a clear, high quality lake with low algae productivity. Its large size and shallowness allow wind action to re-suspend sediments, which occasionally results in high turbidity. The fishery is composed of smallmouth bass, largemouth bass, walleye, northern pike, and panfish.

Mud Lake

This shallow (no deeper than one foot), 155-acre drainage lake is located in a large swamp between North Bay and Moonlight Bay. A spring-fed stream enters from the north and flows through to Moonlight Bay. The lake is accessible from Lake Michigan during high water. The bottom is comprised primarily of marl. A limited panfish fishery is present, but the lake suffers from winterkill and fluctuating water levels.

The state currently owns approximately 1,900 acres of primarily wooded wetland in the area and manages it as a state wildlife area. It is one of the few remaining natural waterfowl production areas in Door County.

Voecks Marsh

Voecks Marsh is a shallow (maximum depth 2 feet), 19-acre swampland depression. A narrow outlet flows from Voecks Marsh to Moonlight Bay. Over 850 acres of timbered

swamp border the lake. The area surrounding Voecks Marsh is somewhat unique in that the dominant vegetation is marsh horsetail (*Equisetum palustre*).

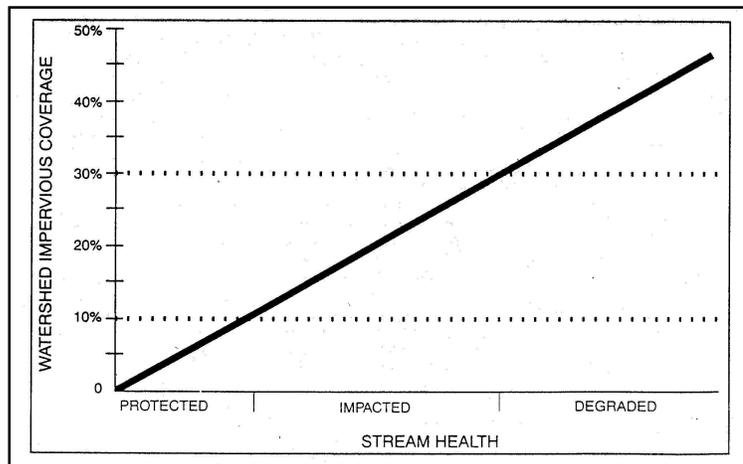
Water Quality

Historically, water quality was primarily degraded by point sources, or direct discharges to lakes and rivers from industry, municipal sewerage districts, and the like. Since the passage of the Federal Water Pollution Control Act of 1972 (the Clean Water Act), the United States has taken dramatic steps to improve the quality of our water resources. No longer are industries allowed to discharge untreated waste directly to surface waters.

Today, the greatest cumulative pollution threat to our streams and lakes comes from nonpoint source water pollution. Nonpoint source water pollution, or runoff, cannot easily be traced to a single point of origin. It occurs when rainwater or snowmelt flows across the land and carries soil particles, organic wastes, fertilizers, and other contaminants to surface and/or groundwater. Nonpoint pollution, in the form of nitrogen, phosphorus, and total suspended solids (soil particles), contaminates streams and lakes, increases the growth of algae and harmful aquatic weeds, covers spawning beds and feeding areas, and turns clear rivers into conveyances of stormwater. The sources of nonpoint pollution include:

- Impervious Surface

A positive correlation exists between the percentage of impervious surface in a watershed and surface water quality (see graph at right). Stormwater runoff from impervious surfaces such as roads and roofs has an adverse effect on surface waters. As the percentage of impervious surfaces increases in a watershed, lakes and streams experience greater degradation from stormwater runoff. According to the



Source: Center for Watershed Protection, 1995.

Center for Watershed Protection (CWP) in Ellicott City, Maryland, "More than 30 different scientific studies have documented that stream, lake, and wetland quality declines sharply when impervious cover in upstream watersheds exceeds 10%." In 1999, CWP developed criteria that allowed local governments and watershed organizations to predict the effects upon surface water quality resulting from increases in impervious surfaces within a watershed. CWP classified watersheds into three groups, each defined by the percentage of impervious surface within the watershed.

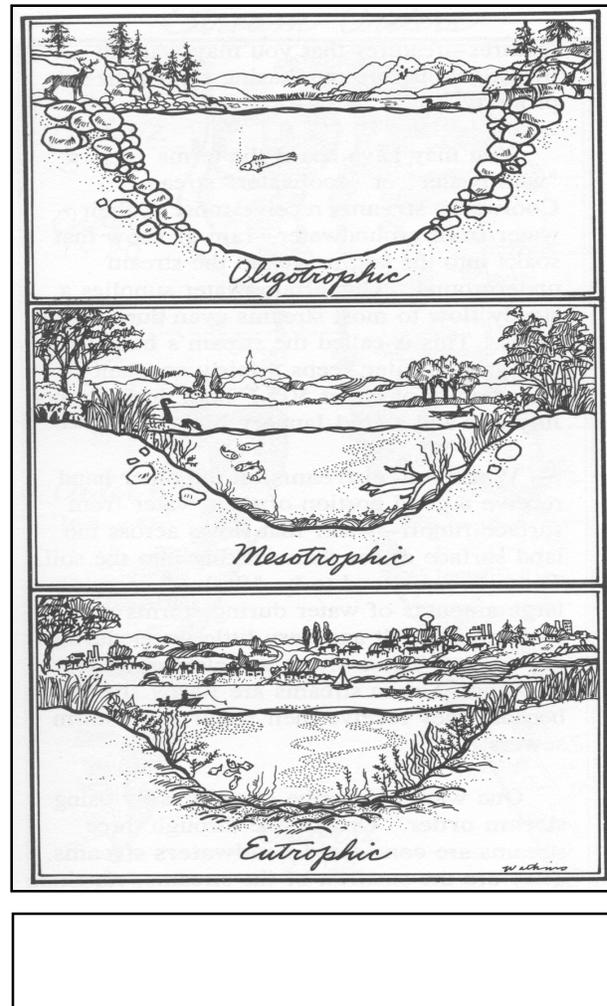
- Agricultural Fields

Plowed fields, row crops, lack of riparian buffers, wetland conversion, and the overuse of commercial pesticides and fertilizers all intensify nonpoint source pollution loading to surface waters. By utilizing techniques such as conservation tillage, nutrient

management planning, wetland restoration, grazing management, cover crops, and agricultural buffers, farmers can dramatically reduce nonpoint source pollution as well as the cost of farming.

- Lawn Fertilizers, herbicides, and Pesticides

Upwards of 95% of the chemicals applied to residential lawns are washed into storm drains and then into nearby creeks and streams following rain events. In northern climates, turf grass is only capable of ingesting fertilizer during the fall. Fertilizers applied during spring and summer months contribute to algae blooms and eutrophication of lakes and streams. Many herbicides, even those that claim to be focused on specific “weeds” or “pests”, kill healthy aquatic and terrestrial organisms and are suspected causal factors in many autoimmune and endocrine illnesses in humans and pets.



The Eutrophication Process

Very clear lakes, referred to as **oligotrophic**, are low in nutrients, organic matter, and sediments. They are typically deeper and colder than the typical lake and are capable of supporting trout populations. They tend to have clear water with visibility over ten feet and are considered pristine. The lack of nutrients in the water column limits the number of plant and fish species that would occur in such lakes. Though they can be excellent for swimming, they are often quite cold. Oligotrophic lakes are typically characterized by:

- A small watershed with nutrient-poor soils.
- A majority of the lake deeper than thirty feet.
- Minimal development.
- A watershed undisturbed by intensive human activities (agriculture, development, forestry).
- No discharges of pollution from industry or cities.

Somewhat less clear **mesotrophic** lakes have higher amounts of nutrients than oligotrophic lakes and represent the mid-point on the lake evolution continuum. They often support a rich array of aquatic plants and a wide variety of fish species. The biological diversity present in a mesotrophic lake provides a tremendous range of recreational opportunities making them very popular for fishing, swimming, and a variety of other activities. Mesotrophic lakes tend to have:

- A small- to medium-sized watershed with organic (nutrient rich) soils.
- Parts of the lake deeper than 20 feet.
- Moderate land development and land disturbing activities around the lake.
- Few point sources of pollution (though nonpoint sources can accelerate the evolution to eutrophic).

Eutrophic lakes are very productive and have high levels of nutrients, organic matter, and sediments. They can support large fish populations; however, the diversity of fish species is usually much lower than that of a mesotrophic lake. High nutrient levels encourage plant growth, sometimes excessively so. These lakes often lack enough dissolved oxygen to support some fish species, like trout, walleye, and other prized game fish. As the lake eutrophies, it becomes less and less capable of supporting cool and coldwater fishes. Decaying vegetation can further reduce oxygen levels and cause fish kills, particularly during winter months. Eutrophic lakes usually have:

- A large watershed with organic soils.
- Depths shallower than ten feet.
- Substantial areas of land-disturbance in the watershed.
- Considerable to excessive development along the lake shore.
- Multiple sources of pollution.

Air and Water Quality

Air Quality

Door County is a non-attainment zone for the ozone air quality standard. An area is designated as non-attainment when it does not meet the minimum standards for air quality set by the U.S. Environmental Protection Agency (EPA). The 1990 Clean Air Act classification for Door County is “marginal,” derived from the pollutant concentration (in parts per million) recorded by air quality monitoring devices. Air quality is currently monitored by two EPA stations in the county, including one in Newport State Park in Liberty Grove.

Door County is classified as a rural transport area. This means that industries in other cities may be contributing to the air quality in Door County. According to the EPA, it was recently found that ozone formed in one area can drift on air currents to add to air quality problems elsewhere. Research shows that this transported ozone contributes significantly to high ozone levels in Wisconsin. In addition to the general environmental and health concerns this may pose, Door County’s designation as a non-attainment area may mean that businesses or industries wishing to move to Baileys Harbor will be subject to additional requirements.

Groundwater Quality

Groundwater is the source of potable water within the Town of Baileys Harbor. There is no municipal water system; all residents rely on individual wells. The majority of the groundwater has historically been drawn from the upper limestone aquifer, the Silurian Formations. However, as demand for water has increased and water table levels have fluctuated, water levels within many shallow wells have declined in recent years. Consequently, more new wells are now routinely being drilled into deeper areas below the Silurian Formations.

Geologically sensitive areas with high bedrock and thin soil cover have limited ability to filter surface contaminants prior to water entering drinking water aquifers and are highly

susceptible to contamination. The Door Peninsula, including the Town of Baileys Harbor, is identified as being moderately to mostly susceptible to groundwater contamination.

Door County and the Town of Baileys Harbor have had special well casing requirements in place since 1957 to attempt to address the problem of groundwater contamination. There are areas in the county, however, where the aquifer is contaminated such that greater casing requirements do not ensure safe drinking water, and installation of water treatment devices may be the only option available to consistently provide safe drinking water in these areas. New regulations proposed by the EPA may require installations of treatment devices in sensitive areas such as Door County. Information is needed to better estimate how many systems may be impacted by this rule. In addition, information is needed to better define the risk and actual occurrence of illnesses due to contaminated groundwater consumption.

In 2012, the Town of Baileys Harbor began looking into a well water testing program that would allow identification of areas that might be more susceptible to groundwater contamination.

Beach Health

The summer of 2004 marked the second beach season of full implementation of the Wisconsin coastal beach program. The program is a collaboration between state and local environmental and health agencies to monitor recreational waters for health risks in order to help beach visitors make informed choices. The Wisconsin Department of Natural Resources coordinates the program, but local health departments have authority over public beaches within their jurisdictions. The statewide beach monitoring program is funded by an EPA grant through the federal Beach Act of 2000.

Anclam Beach and Baileys Harbor Ridges County Park are designated "medium priority," and are tested once a week during the swimming season. Closures/advisories are imposed on beaches that display over 1,000 colonies per liter for E. coli bacteria. In 2002, beaches were closed if they exceeded 235 colonies per liter.

Number of Advisories

Beach	2000	2001	2002	2003	2004
Anclam	0	0	1	1	0
Ridges	0	0	6	0	0

*USEPA, www.glin.net/beachcast

Metallic and Non-metallic Mineral Resources

The Town of Baileys Harbor does not appear to contain any metallic mineral resources. Non-metallic resource extraction has been limited to a handful of quarry/gravel pit sites. The establishment, operation, and reclamation of non-metallic resource extraction sites are regulated by the county.

Parks

Currently, there are four public parks within Baileys Harbor. Three are owned by the town and one by the county. These parks vary widely in size, scope of services, and facilities offered.

Parks are labeled on the 2005 Land Use Inventory and Resources map following Chapter X.

Anclam Park

Anclam Park is a 0.65-acre waterfront park containing a small passive recreation area onshore and a peninsula extending approximately 320 feet out into the water. Facilities at the park include:

- Information sign regarding town activities/events
- Manmade pier
- Natural peninsula
- Restrooms
- Asphalt drive
- Playground equipment
- Flagpole
- Boat launch
- Asphalt parking area
- Picnic area with grills and tables

In 2012, the Town of Baileys Harbor began the first phase of a major redesign for Anclam Park, which included installing dunes and beach grasses to promote filtration of storm water runoff in the hopes of preventing E. coli contamination on the beach. This phase was funded by a grant from the Great Lakes Restoration Initiative. The second phase, expected to begin in early 2013, will involve aesthetic elements and will be partially funded by a grant from the National Scenic Byways Program.

Recreation Park

Recreation Park is a 47-acre community park located approximately one mile west of the town's downtown business district. The park is the primary recreational facility in the Baileys Harbor area, providing adequate area for active recreation and room for future expansion. The park is located on good, buildable soil and the site is well suited for further recreational development. Facilities at the park include:

- Two baseball/softball diamonds
- Bleachers and backstops
- Soccer/football field with digital scoreboard
- Bocce ball court
- Horseshoe pit
- Press box
- Multi-purpose recreation building (concession stand)
- Lights
- Playground equipment
- Restrooms

Future improvements to the park may include a tennis/pickleball/basketball court.

Kendall Weisgerber Memorial Park

The Kendall Weisgerber Memorial Park is a small memorial park located behind the Town Hall. The park provides an excellent site amenity to the Town Hall and forms a linkage between the Town Hall and Fire Station. Facilities at the park include:

- Playground equipment
- Shelter
- Memorial plantings and seating areas

Baileys Harbor Ridges County Park

Baileys Harbor Ridges County Park, located on and split by Ridges Road, is over 30 acres and has one of the largest public sand beaches in Door County. The site is most noted for its two rangelight houses, used as water navigational aids in bygone days. The lighthouses still stand, but the original lights have been removed and modern directional rangelights have been installed elsewhere on the property by the Coast Guard. The houses are considered historic landmarks by many local people and visitors.

The portion of the property on the harbor side of Ridges Road is used to gain access to approximately 550 feet of Lake Michigan shoreline for swimming and for sunning on the beach. The site is served by a parking lot for approximately 25 cars, a restroom facility, and several picnic tables. The areas on both sides of the parking lot are significant as habitat for various sensitive plants, including orchids.

By action of the Door County Board of Supervisors on February 15, 1972 (Resolutions 61-89 and 62-89), all county park property north of Ridges Road was leased to The Ridges Sanctuary, Inc. for ninety-nine (99) years. The corporation is to maintain the property in its present state and to provide maintenance to the two rangelight houses.

Wildlife Habitat

Much of Baileys Harbors' landscape is classified as woodlands, wetlands, or surface waters, offering a wide variety of plant and animal habitat. These areas provide food and cover for birds, mammals, aquatic life, and other animals common in the area. Local farm fields serve as a food source for deer, sandhill cranes, turkeys, and waterfowl. Agricultural lands also serve as important wildlife corridors between living, feeding, and breeding areas. Wet micro sites interspersed throughout other habitats provide important habitat for amphibians and turtles.

Habitat Fragmentation

A primary threat to wildlife is fragmentation -- *the breaking up of larger habitat areas into smaller sections*. Habitat fragmentation is the alteration or fracturing of wildlife habitat into discrete or tenuously connected islands. This results from modification or conversion of the landscape due to development or agricultural operations. Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species. Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges – where two dissimilar habitats meet (i.e. grassland and residential subdivisions). Isolated areas of habitat are known as habitat islands. Habitat islands can occur naturally (islands, mountain tops), but are most often human caused.

Environmental Corridors

Environmental corridors are components of the landscape connecting existing natural areas, open spaces, and wildlife habitat. They provide physical linkages between fragmented habitat areas and provide animals a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant distribution, and even clean water all depend upon movement through corridors. Most native species decline when habitat areas are fragmented due to agricultural operations or residential and commercial development. Wildlife populations isolated in one location, like a stand of trees or a secluded wetland, can overpopulate or die out without adequate corridors allowing free and unimpeded movement.

The functional effectiveness of a corridor depends on the type of species that use it, its size and shape, and its edge effects. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide.

In suburban environments, corridors often lie along stream and riverbanks. More than seventy-percent of all terrestrial wildlife species use riparian corridors. In farming areas and suburban type environments, fencerows provide important habitat links for songbirds and other wildlife. In Wisconsin, fencerows were used to mark off ownership of farm fields. Stones and stumps cleared from cultivated areas were laid along property lines or to separate “forties,” the common forty-acre field. During the 1920’s the federal government advocated tree-lined fencerows as a means of reducing topsoil loss. Nation-wide, farmers began planting trees along fence lines to reduce wind erosion. Over time, these fence lines became more complex, providing habitat for a variety of plant and animal species. As more of Wisconsin’s farms are converted to subdivisions, these important areas of wildlife habitat are fragmented or lost.

Environmental Corridors

Another way to think of environmental corridors is to compare them to hallways. A building contains: hallways, which are places of concentrated movement back and forth; and rooms, which are destination points where people eat, work, play, and sleep. The hallways serve to link places of activity. Just as hallways enhance the operation of a building, environmental corridors increase the value of natural resource areas. Areas of concentrated natural resource activity (“rooms”), such as wetlands, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors (“hallways”).

Source: Environmental Corridors: “Lifelines for Living”; University of Illinois Extension; Fact Sheet Series, 2001-013.

Open Space

Open spaces in developed areas have two chief functions: environmental protection and community wellbeing. Well-planned open space areas can serve both of these functions and provide a crucial link between the natural and human environments. Open space provides environmental protection through:

- Natural areas preservation
- Wildlife and native plant habitat protection
- Surface water quality protection
- Nonstructural flood control
- Protection of groundwater resources

Open spaces enhance community wellbeing through:

- Community identify and separation
- Aesthetic quality preservation
- Recreational opportunities
- Educational and spiritual enrichment
- Property value enhancement

Open spaces lend form to communities by surrounding them and defining their exterior boundaries. Streams and greenways can subdivide a community into identifiable neighborhoods. It can also create a unifying focus for community activities centered on a community park or playground and can aid in buffering neighborhoods from incompatible uses.

Exotic and Invasive Species

Non-native invasive plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc.). The Wisconsin Department of Natural Resources (WDNR) requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Town of Baileys Harbor can help combat invasive species by educating residents about non-native species (using the Internet or a Town newsletter as primary tools in this effort), by encouraging residents to use native plants in landscaping, and inspecting boats before launch into Kangaroo Lake, Mud Lake, and Lake Michigan.

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats. The invasion of non-native plants and animals threaten the natural biodiversity of the area. These species typically compete with natural plants and animals and flourish to the point that they outcompete other species, which eventually die out. Some of these are considered a major threat to Wisconsin. There are management recommendations and mitigation measures for areas of known occurrences. For a complete listing of invasive plants and animals, visit: www.dnr.state.wi.us/invasives/.

The following species, often used in residential and commercial landscaping and allowed by local subdivision and zoning ordinances, are classified as invasive by WDNR:

- Norway Maple
- Bigtooth Aspen
- Grey Dogwood
- Red Osier Dogwood
- Wayfaringtree
- Smooth Sumac
- Staghorn (Stagham) Sumac (although a native, the plant is considered invasive)
- Purple Loosestrife
- Hawthorne
- Japanese Barberry

Privately-owned Natural Areas with Public Access

The Ridges Sanctuary

The Ridges Sanctuary is comprised of over 1,200 acres and contains a diversity of unusual habitats, resulting in one of the greatest concentrations of rare plants in the Midwest. The preserve, a National Natural Landmark, was established in 1937 as Wisconsin's first area set aside to protect native flora. The list of rare species found at The Ridges includes Dwarf Lake Iris and 25 species of orchid. The largest population of the federally endangered Hine's

emerald dragonfly is also found here.

The natural area consists of seventeen narrow, crescent-shaped sandy ridges, formed over the past 2400 years by wind and the wave action of adjacent Lake Michigan. Each ridge represents a former beach line of Lake Michigan and took an average of 150 years to form. The ridges are forested with black spruce, white spruce, balsam fir, and white pine, with wet swales between the ridges. Swamp conifers occupy some of the swales, while others are filled with marsh and bog flora. Sections of the forest can be classified as boreal and are similar to, but far too disjunct from in order to be considered part of, the northwestern Wisconsin boreal forests near Lake Superior. The cool waters of Lake Michigan heavily influence the local climate, allowing many northern species to thrive.

The Ridges is owned by the private conservation organization The Ridges Sanctuary, Inc. Self-guided tours on an extensive walking trail and boardwalk system are available to the public for a small donation fee. Wildflowers bloom in The Ridges from late April to mid-October. A nature center with displays, information, and a store are open to the public during the flowering season.

In late 2011, the Ridges Sanctuary purchased the Sandpiper Restaurant and began planning to build a new interpretive center on the parcel, along with trails to the north of it, feeding into the current Ridges nature trail system.

Toft Point

Toft Point is comprised of about 740 acres. It contains several outstanding native plant communities concentrated on a one-mile-wide peninsula along the Lake Michigan shoreline. The natural area is bordered on the north by Moonlight Bay and on the south by Baileys Harbor. There are more than two miles of Lake Michigan shoreline, with areas of wave-cut dolostone cliffs. Stretches of limestone cobble beach, mixed with marly soil, are exposed during periods of low lake levels. The vegetation of the eastern shoreline, influenced by the cooling effects of Lake Michigan, consists of a narrow strip of boreal forest dominated by balsam fir and white spruce.

The majority of the peninsula is wooded, with a mesic forest of sugar maple, yellow birch, hemlock, balsam fir, and scattered white pine. Toft Point was untouched by the Peshtigo Fire of 1871 and much of it was never logged; the Point therefore contains one of, if not the largest, continuous stand of old-growth white pine on the entire western shore of Lake Michigan. The natural area provides habitat for more than 440 vascular plant species and one of the most diverse bryophyte (mosses and liverworts) floras in the state. Several orchid taxa and many rare species find refuge here. Along with the adjacent Ridges Sanctuary, Toft Point contains many area-sensitive bird species, including seventeen species of nesting warblers.

The site is named for Thomas Kresten Toft, who began purchasing land and establishing his family's legacy of protecting the area in 1875 when he worked at a limestone quarry nearby. Remaining on-site is an historic kiln, which is the state's best intact example of the early circular kilns that once dotted parts of the Niagara escarpment. Toft Point is owned by the University of Wisconsin-Green Bay and the Wisconsin Chapter of The Nature Conservancy. The site is recognized by the National Park Service as a National Natural Landmark and was designated a State Natural Area in 1967.

Other Recreational Resources

Recreation and access to recreational activities are important aspects of the economy in the Town of Baileys Harbor. Fishing, hunting, snowmobiling, boating, cross-country skiing, and wildlife viewing are some of the popular outdoor activities available in the town.

Sport Fishing

Baileys Harbor and the water surrounding it provide many recreational fishing opportunities. Fishing for brown trout and salmon along the shores in early spring, along with lake trout and salmon fishing in the deeper waters of Lake Michigan, are the most common.

Sport Fish and Seasons

Common Name	Time of Year
Brown Trout	Early April – October
Rainbow Trout	Late April – September
Brook Trout	Late April – September
Smelt	Late April – May
Walleye	Late April – October
Yellow Perch	Late April – October
Small Mouth Bass	Early May – September
Chinook Salmon	Late May – October
Lake Trout	Late May – Late August
Northern Pike	May – October

Hunting

The fall deer and the wild turkey hunts provide an influx of visitors to the Town of Baileys Harbor. Statistics are unavailable at this time for the number of deer or turkey killed annually in the town.

Snowmobiling

Snowmobiling is a popular sport in the Town of Baileys Harbor both with local residents and visitors to the area. The Northern Door County Snowmobile Clubs maintain a network of trails in and around Baileys Harbor, primarily on private land.

Boat Launches

Boating is a very popular recreational activity in the Town of Baileys Harbor. The table below lists the boat launches in the town. (*Note: The Baileys Harbor Town Marina is discussed in greater detail in Chapter VIII, Utilities and Community Facilities.*)

Name	Location	Fee
Baileys Harbor Town Marina	Downtown Baileys Harbor	Yes
Bues Point	North Bay	Yes
Kangaroo Lake	Kangaroo Lake Road	Yes

Cultural and Historical Resources

Like agricultural and natural resources, cultural and historical resources are valuable community assets warranting preservation. Door County has a human history dating back more than 10,000 years with evidence of its past scattered throughout the community. Modern cultural

assets in the Town include historic church and school sites, nineteenth- and early twentieth-century structures, and farmsteads scattered throughout the community. These facilities offer spiritual enrichment, education, and gathering spaces that contribute to the local culture.

Baileys Harbor has many sites of historic interest as well as many cultural events annually. The town's architecture reflects its varied past as a center for logging and shipping, then agriculture, and now tourism. Buildings such as the "bird cage lighthouse" (one of only three in the U.S.), the Baileys Harbor Range lights, and Albert Zahn's birdhouse are unique to Baileys Harbor and draw many visitors.

Sites On the State and/or National Historic Registers

The National Register is the official national list of historic properties in the U.S. deemed worthy of preservation. The list is maintained by the National Park Service of the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Division of Historic Preservation at the Wisconsin Historical Society. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history, architecture, archaeology, engineering, and culture. Currently, there are seven properties in the Town of Baileys Harbor on the State and/or National Historic Registers. *(Please see Appendix 3 for the location, architectural style, and construction dates of these properties.)*

Sites Listed in the Wisconsin Architecture and History Inventory (AHI)

The Wisconsin Architecture and History Inventory contains information on sites, structures, and objects that illustrate Wisconsin's history. It has been assembled over a period of more than 25 years from a wide variety of sources. In many cases, the information is dated: some properties may be altered or no longer exist. Inclusion in this inventory conveys no special status, rights, or benefits to owners of these properties. In addition to the sites on the National and/or State Historical Registers, there are seventy other properties in Baileys Harbor listed in the AHI. *(Please see Appendix 3 for the location and historical names of these properties.)*

Historic Preservation

Town governments possess the authority to preserve their historical heritage (Wisconsin Statutes §60.64). One of the most effective ways to do so is through a local historic preservation ordinance. The historic preservation ordinance can establish procedures to designate historically and culturally sensitive properties and places and to review projects that have the potential to negatively affect these important places.

Certified Local Government Program⁴

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. The CLG program provides special grants to fund planning and educational activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin has 44 Certified Local Governments.

⁴ Excerpted from *A Guide to Smart Growth and Cultural Resource Planning*, Wisconsin Historical Society; and, *Certified Local Government Program* from the National Park Service website, 2006.

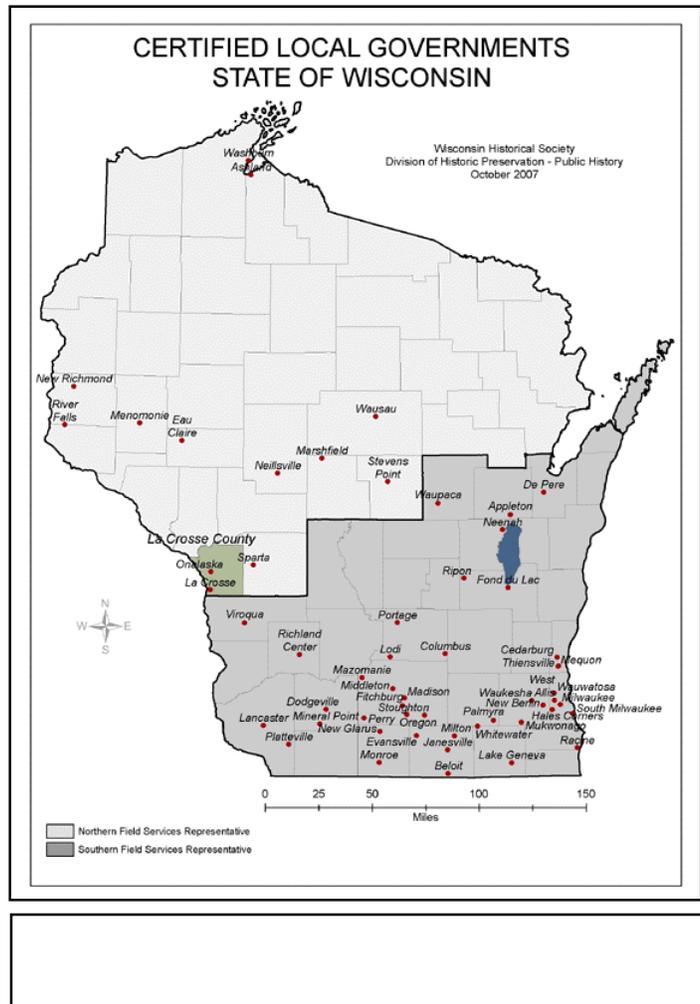
Local governments strengthen their local historic preservation efforts by achieving Certified Local Government (CLG) status from the National Park Service (NPS). NPS and State governments, through their State Historic Preservation Offices (SHPOs), provide valuable technical assistance and small matching grants to hundreds of diverse communities whose local governments are striving to keep for future generations what is significant from their community's past. In turn, NPS and States gain the benefit of local government partnership in the national historic preservation program. Another incentive for participating in the CLG program is the pool of matching grant funds SHPOs set aside to fund CLG historic preservation subgrant projects--at least 10% of the State's annual Historic Preservation Fund (HPF) grant allocation. Grant funds are distributed through the HPF grant program, administered by NPS and SHPOs.

Jointly administered by NPS in partnership with SHPOs, the CLG Program is a cost-effective local, State, and federal partnership that promote historic preservation at the grassroots level across the nation. Working closely with such national organizations as the National Association of Preservation Commissions, the CLG program seeks:

- To develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties, and
- To ensure the broadest possible participation of local governments in the national historic preservation program while maintaining preservation standards established by the Secretary of the Interior.
- Since 1985, more than \$40 million in HPF grants has been allocated to the Certified Local Government program; and 1,228 local governments currently participate in the program nationwide.

Preservation Tax Incentives

The Federal government encourages the preservation of historic buildings through various means. One of these is the program of Federal tax incentives to support the rehabilitation of historic and older buildings. The Federal Historic Preservation Tax Incentives program is one of the Federal government's most successful and cost-effective community revitalization programs. The Preservation Tax Incentives reward private investment in rehabilitating historic properties such as offices, rental housing, and retail stores. Current tax incentives for



preservation, established by the Tax Reform Act of 1986 (PL 99-514: Internal Revenue Code section 47 [formerly Section 48(g)]) include:

- A 20% tax credit for the certified rehabilitation of certified historic structures; and,
- A 10% tax credit for the rehabilitation of non-historic, non-residential buildings constructed before 1936.

For more information on this and other programs to protect and restore historic structures, contact the Wisconsin State Historical Preservation Officer.

National Scenic Byways Program⁵

The National Scenic Byways (NSB) Program is part of the U.S. Department of Transportation, Federal Highway Administration. The program is a grass-roots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. Since 1992, the National Scenic Byways Program has funded 2,672 projects for state and nationally designated byway routes in 50 states, Puerto Rico and the District of Columbia. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational and scenic qualities.

The National Scenic Byways (NSB) Program was established under the Intermodal Surface Transportation Efficiency Act of 1991, and reauthorized in 1998 under the Transportation Equity Act for the 21st Century. Under the program, the U.S. Secretary of Transportation recognizes certain roads as National Scenic Byways or All-American Roads based on their archaeological, cultural, historic, natural, recreational, and scenic qualities. There are currently 125 such designated Byways in 44 states.

This program is founded upon the strength of the leaders for individual Byways. It is a voluntary, grassroots program. It recognizes and supports outstanding roads. It provides resources to help manage the intrinsic qualities within the broader Byway corridor to be treasured and shared. Perhaps one of the underlying principles for the program has been articulated best by the Byway leader who said, "the program is about recognition, not regulation."

The National Scenic Byways Discretionary Grants program provides funding for byway-related projects each year, as part of the Federal Highway Administrations Discretionary Grants Program. Projects to support and enhance National Scenic Byways, All-American Roads and State-designated byways are eligible. Applications are prepared online but submitted through the State's byway program agency.

The Town of Baileys Harbor has been granted National Scenic Byway recognition.

Agricultural, Natural, and Cultural Resources: Vision Statement

The Town of Baileys Harbor will strive to maintain the vitality of its rural, small-town character through respecting, nurturing, and preserving its rich natural and cultural resources, historical landmarks, and legacy.

⁵ Excerpted from National Scenic Byways website, <http://www.byways.org/>, 2009.

Agricultural, Natural, and Cultural Resources: Goals, Objectives, and Policies

The goals, objectives, and policies related to Agricultural, Natural, and Cultural Resources in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

V. Land Use.

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

Land Use: Summary of Existing Conditions

Please see Appendix 4 for further background research and data required for the land use element of the plan.

The Door County Development Plan, adopted by the Door County Board of Supervisors in 1995, discusses a variety of land use issues facing Door County communities. The plan has been primarily implemented through the Door County Zoning and Land Division Ordinances, which are administered by the county Planning Department and County Resource Planning Committee of the County Board of Supervisors. The county also administers a Floodplain Ordinance. All three are in effect in the Town of Baileys Harbor. The town also had a town plan in place prior to adoption of this plan, adopted in 1993 and updated in 1998, which primarily dealt with town-owned structures and facilities and some land use issues.

Land Use Inventories

Door County Planning Department staff conducted a land use inventory and created land use maps for each of the towns in 1992. According to that inventory/mapping process, Baileys Harbor’s primary land uses at that time – in terms of total acreage comprised of each category of use – were woodland (not including parkland), idle croplands and orchards, active cropland, and residential. Commercial and industrial uses accounted for a combined total of less than 1.5 percent of the town’s total land area.

An updated, simplified land use map created by Baileys Harbor residents and property owners in 2004-2005 (see the 2005 Land Use Inventory and Resources map) revealed that while during the past twelve years the pattern and composition of land uses in the community has not shifted dramatically, the town has had significant increases in residential development and slight increases in commercial and industrial development. And, as discussed earlier, active agricultural uses have declined in the town.

In general, the town has few – if any – internal land use conflicts or conflicts with neighboring municipalities' adjacent land uses, and does not expect that many will arise over the course of the planning period. Development and re-development in the town have occurred in a relatively logical manner, consistent with Smart Growth guidelines: commercial development has been concentrated in downtown and at the commercially zoned “Peninsula Center” intersection; light industrial development is largely found in one area slightly to the northwest of downtown, which offers opportunity for expansion; and higher density residential development has occurred in or adjacent to downtown, on sewer, or as redevelopment of previous high-density residential properties, also primarily on sewer. Opportunities for future redevelopment – possibly for new economic development initiatives or attainable housing – are primarily found in the downtown “core” area of the community, which is comprised of a mixture of commercial and residential uses, most on sewer.

Land Use Projections and “Smart Growth” Areas

Town officials and residents created the Town of Baileys Harbor future/projected (2025) land use map by creating and reviewing a current (2005) land use map, by reviewing all the background data that had been collected to create the town’s Smart Growth plan and Resource Inventory Report, and by discussing and agreeing upon general land use goals for the town. The 2025 map allows adequate areas for projected agricultural, residential, commercial, and industrial land uses for the 20-year planning period (see below for projections). In fact, the future land use map allows for far more industrial and commercial development than would be necessary if the town continued development in these sectors as it has in recent years; the larger acreage allocated for these uses is due to the hope that the town’s economic development and housing policies outlined in the plan will bring more jobs and young families to the town.

Baileys Harbor Land Use Maps

The land use designations on the 2005 Land Use Inventory and Resources map depict the primary or predominant land use on existing parcels. Parcel boundaries as of May 2005 are shown. Parcels with no improvements as of May 2005 are also designated with a dot on this map in order to show sites that could potentially be developed. (Note: All tax-exempt properties are depicted without dots. Most tax-exempt parcels in the town do not currently nor will ever contain improvements so should not be viewed as potential development sites.) The 2025 Projected Land Uses map depicts projected primary/predominant land uses for the end of the planning period.

*Both the 2005 and **amended 2025** land use maps may be found following Chapter X, as are maps depicting soils, floodplain areas, wooded areas, wetlands, the town sewer system, and other information helpful when considering land use issues.*

Following is an explanation of the legend categories used on the land use maps. Note that the land use categories are not to be construed as zoning designations for either the current or future land use maps, but rather as guidelines regarding general types of existing and projected development.

Residential: Single-family residences, including mobile/manufactured homes. Note that some single-family residences, particularly in downtown, contain (and are projected to contain) home businesses.

Transitional Residential: Single-family residences, potentially including manufactured homes, developed exclusively through conservation subdivisions (for major land divisions), or conservation CSMs (for minor land divisions).

Multi-family Residential: Primarily non-transient residential uses with two or more dwelling units.

Commercial: Commercial uses, including transient residential uses. Note that some commercial uses, particularly in downtown, contain (and are projected to contain) year-round residences.

Commercial / Residential Mix: Properties within the downtown “core” and Peninsula Center projected to be commercial and/or residential (single- or multi-family) in 2025.

Transportation / Off-street Parking: Public off-street parking lots.

Communications / Utilities: Telephone and sewer services.

Governmental / Institutional: Town-owned buildings (town hall/library, fire department), churches, cemeteries, U.S. Post Office.

Outdoor Recreation / Parks / Nature Study Areas: Town and county parks, campgrounds, golf courses, school-owned lands, lands in conservation ownership that specifically invite recreational or educational public use.

Agricultural / Open Spaces: Agricultural lands (active and fallow) and open space, including individually owned woodlands. Many parcels include (and are projected to include) single-family residences and home businesses.

Industrial: “Light” industrial uses such as warehousing/storage, trade/contractor uses.

Natural Areas / Wildlife Refuges: Lands in conservation ownership for the primary purpose of environmental/habitat protection.

Pedestrian and Bicycle Trails: An interconnected network of trails and pathways providing safe and convenient access for pedestrians and bicyclists to key land use nodes within the community.

Water Trail: A passive trail system, incorporating wayfinding, providing connections between key nodes (Town Core, Ridges Sanctuary, Mud Lake, Cana Island, etc.) on the lake shore for canoeists and kayakers potentially linked to a future County-wide water trail system.

Agricultural Use Projections

Based on local as well as regional trends, agricultural land uses are expected to decline in Baileys Harbor over the 20-year planning period. In fact, both the number of and acreage comprised by agricultural uses have already declined since the most recent National Agriculture Census in 1997. Operators of agricultural uses in Baileys Harbor, like others in northern Door County, face several problems in continuing their agricultural operations, including: high transportation costs, high property tax levels, and strong pressure or financial incentives to develop agricultural land in other ways. Town residents and officials hope to be

able to retain an agricultural presence within the town, plan to support existing or new agricultural ventures as fully as possible, and have set up the future land use map so as to allow as much land be agriculturally used in the future as is at present. Realistically, however, much of the land currently used for agricultural purposes will probably become fallow fields and/or be divided into larger lots for residential or other uses during the 20-year planning period.

Residential Use Projections

Demographic trends and housing projections discussed in the Issues and Opportunities chapter of the plan predict that Baileys Harbor will need approximately 200 new housing units during the 20-year planning period to accommodate both year-round and seasonal residents. Based on current residential use configurations, approximately 160 of those new housing units will be single-family residences. Also, approximately 175 of the new units will be owner-occupied (versus renter-occupied).

In 2003, Baileys Harbor's residentially assessed/used properties averaged roughly 4 acres each (7,488 acres assessed residentially divided by 1,825 parcels). This means that the town will need a maximum of 800 acres available over the next 20 years for residential development (some of the new housing units expected will presumably be replacing some existing housing units). The future land use map presented in this plan easily allows for this increase in residential development, given the number of properties that may be re-developed as residential uses (existing agricultural uses, residential uses that may be replaced/redeveloped, commercial properties that may become high-density residential uses, etc.) as well as the amount of vacant land currently available in the town in all zoning districts.

Although it is possible that this growth in residential units will occur evenly in five-year increments between 2005 and 2025, it is more likely, given the expected range of years encompassing the retirement of the "baby boom" generation, that this growth will start off more slowly. Between 2005 and 2010, therefore, the town should expect roughly 25 new housing units using up to 100 acres; between 2010 and 2015, roughly 40 housing units using up to 160 acres; 2015 to 2020, roughly 60 housing units using up to 240 acres; and between 2020 and 2025, roughly 75 housing units using up to 300 acres.

Commercial and Industrial/Manufacturing Use Projections

Currently, a commercially used parcel of land in the Town of Baileys Harbor averages 1.9 acres (275 acres assessed commercially divided by 146 parcels). If the current ratio in the town of residential uses to commercial uses of 12.5:1 were to remain constant over the 20-year planning period, the town would need space for approximately 16 new commercial uses in the town, or just over 30 acres. This new growth, as well as the additional commercial growth town officials are hoping to attract, can more than adequately be accommodated by the projected expansion of (and potential redevelopment of some parcels within) the town's downtown "core" area and the projected expansion of the Peninsula Center area.

There are no parcels in the town currently assessed as containing "manufacturing" land uses, although a small area of land just to the northwest of downtown is zoned for "light industrial" uses. (The handful of businesses in that area are presumably assessed as "commercial" uses by the state.) On the future land use map for the town, residents and officials have greatly increased the amount of land available for "light industrial" use in this area, based on the economic development policies the town will be pursuing.

“Smart Growth” Areas

Areas identified for “Smart Growth,” as defined by the Wisconsin legislation’s 14 municipal planning goals, were identified for the Town of Baileys Harbor during the process of establishing goals regarding land use in the town. These are the downtown “core” area, areas served by sewer (much of which overlaps with downtown), the light industrial area just northwest of downtown, and Peninsula Center. Concentrating growth in these areas will allow the town to grow without “sprawling,” utilize sewer or planned sewer extensions, expand commercial and industrial uses contiguous to existing such uses, and maintain the rural atmosphere of outlying areas of the town.

Tax Parcels and Values

Baileys Harbor contains 18,391.66 acres. As of August 2003, the Town of Baileys Harbor had 2,433 recorded tax parcels.

The total assessed value of Baileys Harbor real estate for tax purposes, land and improvements, was \$288,082,400 as of August 2003. (The total value for the land in the town was \$142,804,500 while the total value for the improvements was \$145,277,900.)

The estimated fair market value (EFMV) – established annually by the Wisconsin Department of Revenue – of Baileys Harbor real estate as of August 2003, land and improvements, was \$326,233,299. This was \$38,150,899 more than the total value assessed for tax purposes.

(Note that all value figures exclude tax-exempt land and their associated improvements.)

Property Taxes

The total real estate tax paid by Baileys Harbor property owners in 2002 was \$3,585,536. This includes taxes paid to the state, county, and town; local school districts; and Northeast Wisconsin Technical Colleges. The majority of the real estate taxes paid by the town’s property owners are paid by non-Door County residents:

Real estate taxes paid in 2002 by non-Door County residents:	\$2,099,305
Real estate taxes paid in 2002 by Door County residents:	\$1,486,231

“Residency” determined by zip code to which tax bill is mailed.

190 parcels in Baileys Harbor, comprising a total of 4,757 acres, are exempt from property taxes. Nearly half of that acreage is owned by the Wisconsin Department of Natural Resources (which pays approximately \$60,000 annually to the town in lieu of property taxes). Another 1,100 or so acres is owned by The Ridges Sanctuary. The balance of the tax-exempt acreage is owned by a variety of entities, including the Town of Baileys Harbor.

Assessed Land Use Categories

The three primary categories of land use assessed in the town are “residential,” at just over 40 percent of all the land in the town; “agricultural,” at just under 12 percent; and “swamp/waste,” at just over 9 percent. Roughly 27 percent of the town’s land area is tax-exempt and not categorized. The remaining 12 percent of the town’s land area is a mixture of assessment types, including commercial and various forest cropland programs.

“Residential” parcels, including those with and those without improvements, comprise over 7,400 acres and pay the majority of the real estate taxes paid in the town (over \$3.1 million in

2002). Residential parcels have, however, the highest totals for assessed value and estimated fair market value of any land use assessment category.

Trends in the Supply, Demand, and Price of Land

All of the information in this section was taken from or calculated using information from the Door County Board of REALTORS Multiple Listing Service sales records as of September 9, 2003. (Roughly 90% of all real estate sold in Door County is listed with the Multiple Listing Service.) All figures are for Baileys Harbor real estate sold; information on more recent active listings is in the next section. Figures for 1999 and 2003 are for partial years: 1999, August 23 through December 31; and 2003, January 1 through September 5.

The following chart illustrates the number and types of properties sold in Baileys Harbor from 1999 through 2003.

Number of Real Estate Sales By Real Estate Class and Type

Real Estate Class and Type	1999	2000	2001	2002	2003	TOTAL
Commercial/industrial	1	1	1	1	0	4
Condominium, Residential	2	9	9	5	4	29
Condominium, Hotel	0	5	3	4	2	14
Condominium, Dockominium	0	1	0	1	0	2
Condominium, Storage	0	0	0	0	1	1
Condominium, Other *	4	0	0	0	0	4
Land, Inland **	21	32	28	21	21	123
Land, Waterfront **	1	1	2	4	0	8
Residential, Inland	6	10	16	15	8	55
Residential, Waterfront	4	5	8	8	3	28
TOTAL	39	64	67	59	39	268

* All four "condominiums, other" were commercially zoned properties.

** Land, inland and waterfront, is vacant land.

For the top four categories of sales – inland land, inland residential, residential condominium, and residential waterfront – both the median and average sold prices in 2003 were higher than the median and average sold prices in 1999.

Recent Real Estate Listings

All of the information in this section was taken from or calculated using information from the Door County Board of REALTORS Multiple Listing Service records as of September 17, 2003.

In September of 2003 in Baileys Harbor there were a total of 294 properties listed for sale. The following chart shows the top five categories of properties listed for sale at that time, the number in each category, and the listing price range, average, and median.

	Number Listed	Listing Price, Range	Listing Price, Average	Listing Price, Median
Condominium, residential	102	\$25,900 to 369,900	\$254,141	\$264,900
Land, inland	88	\$26,900 to 289,000	\$71,111	\$64,900
Condominium, hotel	49	\$72,500 to 164,900	\$98,069	\$97,900

Residential, inland	21	\$95,000 to 694,900	\$278,990	\$244,900
Residential, waterfront	12	\$189,900 to 985,000	\$505,192	\$425,450

Community Design

Land Use is the key element of the comprehensive plan. It serves as the primary guidance tool for the Town Board and Plan Commission in implementing the Town of Baileys Harbor Comprehensive Plan. Like a blueprint for a building renovation, the land use element of the comprehensive plan serves as a guide to construct, or *design*, the future Town of Baileys Harbor...identifying and describing the tools necessary to achieve the community's preservation and development goals. As such, this chapter is segmented into three broad focus areas:

- Community Design Considerations. The underlying issues guiding future development in the community. Presented and discussed in varying detail the other chapters, these are the primary areas of focus of the comprehensive plan.
- Community Design Approaches. The broad strategies and philosophies used to guide future development in Baileys Harbor and address the community design considerations.
- Community Design Tools. The specific tools used to affect the change desired by the community. The two most important of these are the land division/subdivision and zoning ordinances, although design, lighting, landscaping and signage ordinances, among others, may prove useful.

Community Design Considerations

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include architectural standards, open space and natural resource protection, signage and lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the zoning and subdivision ordinances are the two most common and, arguably, most influential.

Property Rights

The issue of private property rights versus community need underlies every comprehensive planning effort. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This plan illustrates planned development patterns for all property owners to understand and use to make their own personal development decisions. Should a landowner disagree with the Future Land Use Map, or another aspect of this plan, he or she has the right to petition the Town for an amendment to the document. All amendments will occur through a public process, including a public hearing, as specified in the Comprehensive Planning Law (66.1001, State Stats.).

Preserving Rural Character

What is "*rural character*"? For every community, the answer is somewhat different. In the town of Baileys Harbor based on survey data collected directly from citizens and landowners, rural character means a blend of:

- Preserved open spaces, including forests, wetlands, and prairies
- Unobstructed views of Lake Michigan
- Clean air and clean water
- A compact Town Core area
- Interconnected environmental corridors
- Development in harmony with the natural landscape

To maintain these features, the Future Land Use maps provide a preferred development pattern for the future of the community. This chapter describes the land-use tools (zoning and subdivision ordinances, architectural design, streetscaping, etc.) necessary to implement the plan. The plan also identifies tools that individual landowners may use to maintain farmland and open areas (i.e., land trusts, easements, conservation design, etc.).

Thriving Downtown⁶

Research shows that a healthy and vibrant downtown boosts the economic health and quality of life in a community. It creates jobs, incubates small businesses, reduces sprawl, protects property values and increases the community's options for goods and services. A healthy downtown is a symbol of community pride and history. Survey data collected directly from citizens and landowners identified a thriving Town Core as a high priority.

Strategies for maintaining a healthy, vibrant downtown include:

- Aim for a multifunctional downtown. Successful downtowns attract a wide range of individuals by affecting housing, work, shopping, culture, entertainment, government and tourist attractions.
- Develop a broad strategy for revitalizing downtown areas. Blueprints for improving downtown areas must address several areas at once. A 1999 census of programs by the Local Initiatives Support Corporation finds that “supporting community development in the next 10 years needs to mean supporting the whole community development agenda — the human, social and economic dimensions as well as the physical.” Downtown revitalization should include not only new housing and commercial businesses, but also after-school programs, anticrime initiatives, youth development and employment services, arts, recreational opportunities and multi-modal transportation systems.
- Create partnerships. Downtown revitalization encompasses a wide range of activities. Therefore, it requires the cooperation of local government, chambers of commerce, the private sectors, civic organizations and other key institutions.
- Pay particular attention to attracting commercial business. Businesses are often more comfortable and familiar working in suburban areas than downtown. Downtowns should provide guidance with financing, parking areas, zoning and building design.
- Focus on developing the unique qualities of downtowns. Downtowns have an advantage in terms of their historical value and compact, walking-friendly size. Development should focus on these strengths by preserving historical architecture and promoting traditional architecture through zoning and adaptive reuse of existing structures. Downtowns should also improve and standardize pedestrian walkways through installation of attractive lights, benches and landscaping in order to draw shoppers and other traffic.

⁶ Portions of the text included in this section have been excerpted from *Solutions for America*, www.solutionsforamerica.org, 2009.

- Maintain and develop genuine public spaces. The legacies of urban renewal programs are downtowns with fewer sidewalks, more car traffic and more “dead spaces” such as parking lots, highway ramps and vacant buildings. As a result, pedestrian activity and public gathering in many cities is discouraged. Careful planning through widening sidewalks, encouraging mass transit, and landscaping can encourage “on-street” activities such as commerce and dining and widen the public sphere, promoting community.
- Make strategies locally based and flexible. Downtown revitalization programs must be flexible in terms of goals and adapt their strategies to local needs. Market research aids in helping communities determine which projects match local demand. It is also crucial to take advantage of the particular skills of residents and local program coordinators.
- Secure multiple sources of funding. Although it is important to secure funding from a variety of sources, assistance from local governments is particularly important for long-term project sustainability.
- Get local governments involved in several areas. The National Main Street Center of the National Trust for Historic Preservation conducts an annual survey of organizations in communities that are revitalizing their downtown and commercial districts. Four of the five factors most helpful to development cited in the survey -- securing favorable zoning codes, retaining government offices, increasing housing stock, and approving historic preservation codes -- all require local government involvement. Governments can use their regulatory powers to make it easier for a wide variety of small businesses to locate downtown, as well as help preserve existing housing and promote new, affordable housing.

For additional information related to downtown revitalization, visit the University of Wisconsin-Extension Center for Community and Economic Development at www.uwex.edu/ces/cced/.

Healthy Neighborhoods

Although tourism plays a significant role in the economy of the community, it is the year-round residents and the residential neighborhoods that provide the critical market for long-term economic well-being. Design, access, safety, beauty, recreation and nature are all crucial elements in sustaining healthy neighborhoods. The *American Planning Association* and *Urban Land Institute* have identified seven benchmarks of a great neighborhood:

- Has a variety of functional attributes that contribute to a resident’s day-to-day living (residential, commercial or mixed uses)
- Accommodates multimodal transportation (pedestrians, bicyclists and drivers)
- Has design and architectural features that are visually interesting
- Encourages human contact and social activities
- Promotes community involvement and maintains a secure environment
- Promotes sustainability and responds to climactic demands
- Has a memorable character

Community Identity: Gateways Features, Wayfinding and Landscaping

The gateway and wayfinding system, in conjunction with the landscaping theme, will be a major identifying element in the town of Baileys Harbor. Gateway features provide a visual sense of place and are often related to a community’s natural resources, existing architecture or local cultural heritage. Gateways identify entry points and, when used in conjunction with a

wayfinding system, allow residents and visitors to easily navigate to key destination points within the community.

Thematic landscaping, or landscaping utilizing a consistent design and species mix, when located at entry points and along major transportation routes, provides an effective means of enhancing local identity. This may be particularly important at the periphery of the town, where an identifiable landscape would aid in informing residents and visitors that they are entering Baileys Harbor. A unifying landscape theme, perhaps based upon regionally native species, will provide one component of identifiable and inexpensive gateway features for the town.

- STH 57 Image Corridor. Highway 57 is the primary ingress/egress route for the Town of Baileys Harbor. The commercial development patterns associated with conventional highway corridors would conflict with the scenic beauty of Baileys Harbor. Within the image corridor, standards will be set regarding signage, landscaping, open space preservation, building design, and building spacing, among others, to ensure that future development occurs consistent with the community's goal of preserving and enhancing rural character. The Town will work with willing landowners to identify opportunities for revitalization of current land uses.

Dark Skies

In recent years, a movement has spread across the country related to outdoor lighting and its effect on nighttime darkness. Baileys Harbor believes that its rural character includes the dark skies overhead that make it possible to enjoy the stars at night. To that end, the Town may seek to promote lighting choices that:

- Keep glare to a minimum;
- Discourage the use of direct uplighting in any application;
- Place outdoor lighting only where it is needed and when it is needed (i.e., use motion detectors);
- Use alternatives to constant dusk-to-dawn lighting whenever possible; and
- Eliminate light trespassing onto neighboring properties and roadways.

These restrictions may be enforced through the zoning or subdivision regulations or a stand-alone outdoor lighting ordinance.

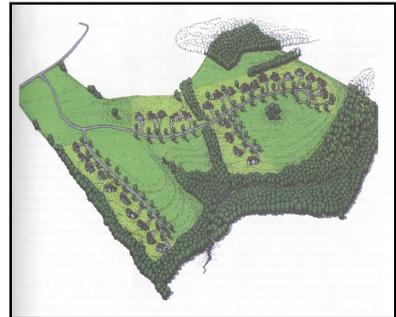
Community Design Approaches

Community design principles are integral to the future of Baileys Harbor. The use of community design can ensure that new development will blend harmoniously with existing development and the natural environment, while providing for development patterns that promote a high quality of living.

Conservation Development

The landscape of Baileys Harbor offers an array of natural features including rolling hills and diverse topography, scenic views of Lake Michigan, woodlands, streams, and wetlands. Preserving the rural character of the community is one of the key goals of the comprehensive plan. To accommodate future demand for year-round and seasonal housing while maintaining the integrity of the Baileys Harbor natural environment, the Town will encourage *conservation design*. Conservation design will allow the Town to:

- Protect rural character by maintaining natural areas, woodlands, scenic views, open undeveloped areas and farm fields, while addressing desired residential and commercial development needs;
- Lower the cost of development by reducing the amount of impervious surface, minimizing stormwater management requirements, shortening permit review time frames, and addressing the desire for community parks and open space;
- Create natural corridors of green space between developments that can be utilized by wildlife and have the potential to be used as trail or walkway areas to improve connections between developments; and
- Preserve agricultural lands, including orchards, to ensure that they remain an economically viable component of the town landscape.



Conventional (top) and conservation (bottom) subdivision design, Arendt, 1995

New Urbanism

New Urbanism is an international planning movement to reform the design of the built environment. Its goals are to raise the quality of life and standard of living by creating better places to live. New urbanism is the revival of the lost art of place making. Communities that conform to the principles of new urbanism possess:

- **Walkability:** Most things are within a 10-minute walk (1/4 mi.). Pedestrian friendly street designs encourage a greater use of bicycles and walking as daily transportation;
- **Connectivity:** an integrated grid network of streets with few or no dead ends and cul-de-sacs;
- **Mixed Uses:** a variety of differing land uses within the community, within

What Makes a Neighborhood Walkable?

A center: Walkable neighborhoods have a discernable center, whether it's a shopping district, a main street or a public space.
Density: The neighborhood is compact enough for local businesses to flourish and for public transportation to run frequently.
Mixed income, mixed use: Housing is provided for everyone who works in the neighborhood: young and old, singles and families, rich and poor. Businesses and residences are located near each other.
Parks and public space: There are plenty of public places to gather and play.
Pedestrian-centric design: Buildings are placed close to the street to cater to foot traffic, with parking lots relegated to the back.
Nearby schools and workplaces: Schools and workplaces are close enough that most residents can walk from their homes.

- neighborhoods, and even within given buildings;
- Housing Diversity: a variety of housing alternatives providing residential living choices for all demographic groups;
- Quality Architectural and Design Guidelines: emphasizing beauty, comfort, quality of life and sense of place; and
- Sustainability: energy-efficient streets and proximity of residential to commercial that encourage walking and bicycling; development that occurs in harmony with the existing natural and built environment.

Traditional Neighborhood Development (TND)

The comprehensive planning law defines a traditional neighborhood development as compact, mixed-use neighborhoods where residential, commercial and civic buildings are in close proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme compatible with traditional small towns. TND principles advocate:

- Compact Development. TND areas have a higher density than traditional single-family subdivision, allowing for greater amounts of preserved open space. Compact development is oriented around people, not automobiles.
- Mixed Uses. TND includes a mixture of land uses. Nonresidential development is interspersed with residential land uses. Mixed-use development promotes walking and bicycling since many desired destinations are in close proximity to housing. Mixing land uses is also an effective strategy for broadening the tax base in communities that don't desire significant commercial development.
- Housing Choice. TND promotes varied housing types to accommodate households of all ages, incomes and sizes. This translates into varying lot sizes and varying housing types which may include single-family residences, townhomes, duplexes, housing for seniors or a combination thereof.
- Multimodal transportation. TND provides for access through an interconnected network of streets, paths and trails to accommodate multiple forms of transportation including walking, bicycling and driving.
- Cultural and Environmental Sensitivity and Design. TND can foster a sense of community identity. Under TND, the design of buildings and their placement receives special attention. Provision of adequate open spaces, well-planned design guidelines, the use of indigenous vegetation and the incorporation of environmentally responsive wastewater treatment and stormwater management systems allow for land uses conducive with the rural landscape.

Community Design Tools

Zoning Ordinance

The primary purpose of zoning is to identify the permitted and conditional land uses allowed on a given parcel or within a given district. It does not guide the way in which a parcel transitions from one land use to another. That process is governed by the subdivision ordinance.

Door Count administers and enforces zoning in the Town of Baileys Harbor. The County's zoning ordinance is based upon a traditional (or Euclidean) model of zoning. Euclidean zoning

is based upon the separation of uses...residential located with residential, commercial with commercial, etc. Under a Euclidean zoning model, a Planned Unit Development (PUD) or similar zoning overlay is used to allow for mixed-use and other nontraditional forms of development. This is necessary since the mixing of land uses runs contrary to the very principles of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning classifications.

Alternatives exist to the conventional Euclidean model, including performance and form-based zoning. The advantage of performance and form-based zoning strategies is particularly relevant to mixed-use districts. Performance and form-based zoning regulate the impact and design characteristics of different uses, rather than limiting the types of uses allowed, in a district or community. In other words, a given commercial or industrial use is compatible with residential uses as long as the former does not negatively affect the latter (through noise, pollution, increased traffic, etc.). As a result, communities relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development creates an environment that promotes walking and bicycling as well as increasing opportunities for community interaction. It also expands the local tax base much more effectively than purely residential development.

Another tool useful in implementing plans, particularly those based upon the preservation of open space and historical places is overlay zoning. Overlay zones are designed to protect important resources and sensitive areas. Wisconsin's mandated floodplain zoning program is an example of overlay zoning. The requirements of overlay zoning apply in addition to the underlying zoning regulations. The underlying zoning regulates the type of uses permitted, such as residential or commercial, while the overlay zone imposes specific requirements to provide additional protection. Overlay zoning may also be used to allow for mixed-use and infill development within established zoning districts.

Land Division/Subdivision Ordinance⁷

Unlike zoning, which identifies and defines the allowable uses for a parcel of land, land division and subdivision refers to the manner in which a parcel or parcels transition from one use to another (often from agricultural or open space to residential or commercial). Land division and subdivision regulations provide the procedures and standards for dividing a large parcel of land

What's the Difference between a Zoning Ordinance and a Comprehensive Plan?

Zoning is a regulatory tool established to identify the permitted and conditional uses allowed on a given parcel within a specific zoning district. It is a very specific document.

Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use Map provided at the conclusion of this chapter presents a vision for future development patterns. It will serve as a guide for addressing rezoning requests.

Wisconsin's Comprehensive Planning law requires that all land-use decisions be consistent with that local government's comprehensive plan. Upon the plan's adoption, all local land-use tools (including zoning and subdivision ordinances) must be consistent with that plan.

⁷ Much of the narrative appearing in this section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

into smaller parcels for sale and development. Subdivision regulations require a developer to meet certain conditions in order to record a plat. As with zoning, subdivision regulation is a land-use control used to implement a comprehensive plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

First, while zoning regulations are meant to govern the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is more permanent than zoning. Once land is divided into lots, and streets are laid out, development patterns are set. Subdivision ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, loss of natural resources, and a declining sense of community.

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for cities/villages, towns, and counties, Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin Statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, towns do not require county approval to adopt subdivision regulations. Likewise, counties do not need town approval for the county subdivision regulations to apply within that town unless the town in question has adopted its own subdivision ordinance.

The design standards included within a land division ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested parties with examples of the types of development and design acceptable to the community. At a minimum, a land division ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards including, but not limited to:

- Protecting Open Space. The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- Roads and Streets. The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- Configuration of blocks and lots. The ordinance may provide standards for the size and location of blocks and lots.
- Parks and Open Space. The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.

In addition to the standards above, the ordinance can establish requirements for stormwater management and construction-site erosion control, wastewater treatment, potable water systems, lake and stream shore plats, trees and landscaping, lighting and others. All town ordinances related to water quality and wastewater treatment must be consistent with applicable state standards.

Design Ordinance

A design ordinance sets architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines (similar to setback), landscaping, lighting, signage and other. Design ordinances can be used to promote traditional neighborhood and new urbanist approaches to development. Communities use design ordinances to ensure that new development is compatible with existing development, functional and visually appealing. Moreover, design ordinances are used to create or enhance a consistent community image. Typically, design ordinances describe a pallet of materials, designs and requirements, allowing for flexibility and creativity in the design process.

New design ordinances provide specific parameters to regulate building location (e.g., to preserve scenic views of lakes and open spaces, allow for adequate light infiltration, etc.). Moreover, design ordinances can be used to implement standards intended to revitalize existing areas that have deteriorated, or are in the process of deterioration. As referenced earlier in this section, an important aspect of successful design ordinances is ensuring the flexibility to allow for new materials and ideas that are compatible with the overall community image. This is best achieved with the creation of an architectural review committee charged with the responsibility of weighing conformance with the code against originality in design, harmony with surrounding structures, topography and aesthetic considerations.

An effective design ordinance will include:

- Streetscape Roofline and Roof Shapes. The upper edges of building roofs, or rooflines, visually define the height of the building and/or streetscape. The visual continuity of these urban design elements should be maintained, if warranted, and building development or redevelopment with nonconforming roof lines should be discouraged.
- Selection of Materials and Colors. Selection of materials and colors for both architectural and landscape design should be based upon material and color unity,, the atmosphere and character desired, the material and color composition of surrounding buildings and landscape features, the materials' and colors' compatibility with other materials and colors, and climatic considerations. Conflicting material use and relationships should be avoided.
- Architectural Details. Architectural details and building ornamentation (if present) often represent historic elements of architecture and are important components of the overall character of a community. The distinctiveness of older residential and commercial buildings are directly associated with their architectural details. Unsympathetic design changes can impact both the architectural character of a building and the overall community appearance. Significant architectural details, where they exist, should not be lost in rehabilitation or "modernization" of buildings. Remodeling efforts should attempt to retain architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure do not maintain any original architecture. Consequently, an introduction of modern detail or a mixture of old and new parts on buildings should be avoided, to preserve the overall visual character of the building.

A Design Ordinance may prove to be an invaluable tool in maintaining the forested entrances to Baileys Harbor as well as preserving scenic views of Lake Michigan.

Design Review⁸

Many communities in Wisconsin have adopted design review processes. These processes usually involve the review of individual development proposals by a special body such as the plan commission, an architectural review board, a design review committee or a historic preservation commission. Design review allows a community to influence the layout and appearance of buildings and open space as an area is developed. Traditional zoning and planning only address community character and design in very limited and indirect ways, such as zoning that provides setback requirements. Other regulations attempt to establish standards for "aesthetic nuisances" such as junkyards.

Design review processes require that the community outline the purpose for the guidelines and outline the steps of the review to improve the objectivity, consistency and fairness of the design review process. The following points are recommended in crafting design guidelines:

- Design guidelines should clearly define what each community means by compatibility with its character or harmony with existing surroundings.
- A communitywide design study should precede the determination of community character or image that is to be protected, enhanced or created.
- Surveys of citizens' perceptions of the character or image of the community should be conducted to form a basis for design guidelines.
- Except for smaller communities, application of public design control should be limited to specially designated areas.
- Content and organization of design guidelines should be simple and focused, with clear priorities for criteria and standards, but they should not be overly specific.
- Design guidelines should include non-aesthetic standards for things like public safety.
- Descriptive design criteria and standards should be illustrated.
- The interpretation of compatibility with community character or harmony should be broad enough to include various contextual relationships.

Once developed, these guidelines can be used by a special committee designated to review development proposals to insure that they meet the spirit of the guidelines. The committee charged with design review should be small. Some members of the committee should have design experience. Members need to be able to clearly articulate what is expected of project proposers on design issues. Members also need to be familiar with the community and planning policies in general.

To be successful, members of the design review committee must involve the entire community in the development of the guidelines. Members of the design review committee should also continually educate elected officials, developers and the public about the importance of design review on the character of the community.

⁸ Text excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, UW-Extension, 2009.

Community Identity: Gateways Features, Wayfinding and Landscaping

An image corridor gateway, in conjunction with a wayfinding system and landscaping theme, can be a major identifying element in the town of Baileys Harbor. Gateway features provide a visual sense of place and are often related to a community's natural resources, existing architecture, or local cultural heritage. Wayfinding systems allow residents and visitors to easily navigate to key destination points within the community.

Thematic landscaping, or landscaping utilizing a consistent design and species mix, when located at entry points and along major transportation routes, provides an effective means of enhancing local identity. This may be particularly important at the periphery of the town, where an identifiable landscape would aid in informing residents and visitors that they are entering Baileys Harbor. A unifying landscape theme, particularly one based upon regionally native species, will provide one component of an identifiable and inexpensive gateway features for the town.

- STH 57 Image Corridor. Highway 57 is the primary ingress and egress route for the Town of Baileys Harbor. It may serve as a scenic, visually appealing entrance to the community or be a run-of-the-mill transportation corridor. The commercial development patterns associated with conventional highway corridors would conflict with the scenic beauty of Baileys Harbor. This type of development, referred to as corridor creep, results in linear development patterns that dramatically reduce views of surrounding agricultural lands and open spaces. An alternative to corridor creep is commercial node development. With node development, commercial and residential land uses are concentrated and accessible by limited ingress/egress, thereby preserving view sheds and scenic views of surrounding landscapes.

Within the image corridor, standards will be set regarding signage, landscaping, open space preservation, and building design and spacing, among others, to ensure that future development occurs consistent with the community's goal of preserving and enhancing rural character. The Town will work with willing landowners to identify opportunities for revitalization of current land uses. Image corridors are typically implemented through the use of a zoning overlay.

Access Control Ordinance⁹

As communities expand, increased development along arterial highways generates more and more demand for driveways and intersecting local roads to serve abutting and nearby businesses, industries and neighborhoods. Without access planning and management, arterials become increasingly congested and safety is compromised. Access management, through an access control ordinance, is the process of planning and maintaining appropriate access spacing, access-point design, and total number of access points to a highway system. The goals of access management are to:

- Protect the public investment in highway facilities
- Protect the function of state (and county) highways
- Preserve operational safety, capacity and efficiency
- Promote orderly development of adjacent properties
- Minimize long-range adverse impacts of future improvements

⁹ Text excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, UW-Extension, 2009.

- Minimize maintenance costs
- Delay or eliminate the need to expand or relocate a facility

In implementing access management, a balance must be sought between the interests of highway users and the owners or occupants of nearby lands; public investments in highway improvement and maintenance; and desirable land development. This balance requires that access reasonably and suitably accommodates landowners' use of their property. The intent of access management is to allow adequate, safe and reasonably convenient access to land and land uses, consistent with the interest of public safety and the preservation of the public investment in the highway facility.

Sign Ordinance

A sign ordinance is another design tool available to the Town to protect and preserve the rural character of the community. Sign ordinances provide the mechanism for regulating the size, color, style, location and lighting for signs and billboards located within Baileys Harbor. The sign ordinance will also allow for the effective implementation of an integrated community wayfinding system.

Amended Future Land Use Map

The Amended Future Land Use map, as well as the 2005 Current Land Use Map and 2005 Future Land Use Map, can be found immediately following *Chapter X: Implementation*. The maps will be used to guide future preservation and development activities within the Town of Baileys Harbor.

How was the Amended Future Land Use Maps Developed?

The Amended Future Land Use map began with the 2025 Future Land Use Map created during the 2005 planning process. From that base map:

- The results of the Community Survey, Vision Exercise, and Cognitive Mapping Forum, as well as input from the Town Board, Plan Commission and general public were utilized to guide the proposed revisions.
- Market considerations were used to guide the most appropriate locations for future mixed-use and transitional residential development.
- Key community land use nodes were identified in order to develop the proposed Pedestrian and Bicycle Trails as well as the Scenic water Trail.
- A 200' riparian corridor was overlaid upon perennial and intermittent streams in the Town.

How Will the Future Land Use Maps be Used?

The Future Land Use maps are planning tools to be used by the Town Board and Plan Commission to guide future zoning revisions, land and subdivision applications, and other local land-use decisions in accordance with the Comprehensive Planning law (66.1001 State Stats.). The law states:

If a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- *Official mapping established or amended under s. 62.23(6)*
- *Local subdivision regulation under s. 236.45 or 236.46*
- *County zoning ordinances enacted or amended under s. 59.69*
- *City or village zoning ordinances enacted or amended under s. 62.23(7)*
- *Town zoning ordinances enacted or amended under s. 60.61 or 60.62*
- *Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351, or 62.231*

Developers, landowners and residents should understand that the Future Land Use Map is intended to guide development to certain areas where facilities and services are currently available, or areas desired and ideally suited to certain land uses. It is important to note, however, that a plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the plan and Future Land Use Map must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in county or regional policy, technological advances, the economic situation, or the natural environment may affect the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and plan distribution per the requirements of the Wisconsin Comprehensive Planning law. Any amendment must be reviewed by the Plan Commission and approved by the Town Board before such development is permitted.

Description of Proposed Land-Use Changes

The Amended Future Land Use Map is the primary guidance tool for planning in Baileys Harbor. As per statutes, it will be used to evaluate future land-use changes and proposals. It must be understood, however, that the Future Land Use maps *are not* zoning maps. Comprehensive plans and, by extension, plan maps are broad-brush guidance documents.

This section provides a brief description of the proposed future land-use changes identified on the Amended Future Land Use Map. It is understood that detailed definitions of these areas, particularly the Transitional Residential District, will be determined during revisions to the Door County Zoning Ordinance and the potential development of the Town of Baileys Harbor Subdivision Ordinance.

Mixed Use – 240.19 acres

The Amended Future Land Use Map includes two additional mixed-use areas totaling just over 240 acres. The largest of the proposed mixed-use areas surrounds the Peninsula Center area at the intersection of CTH A and CTH E. The second area is concentrated in the town core. Mixed-use development within these areas, as well as the areas identified on the 2025 Future Land Use Map, may include residential and commercial land use within the same structure, on the same site, or on adjacent sites.

Transitional Residential District – 634.59 acres

The purpose of the Transitional Residential District (TRD) is to create an intermediary buffer between the more densely developed areas of the Town Core and the less densely developed areas along the southern lakefront and interior of the community. The TRD allows for residential development consistent with the goal of preserving rural character and a wooded southern entrance to the Town Core. All minor land divisions (through certified survey maps) and subdivision plats within the TRD would be required to follow the principals of conservation design.

Pedestrian / Bicycle Trails – 22.59 miles (within existing road rights-of-way)

The proposed trail system appearing on the Amended Future Land Use Map (dashed brown lines) will provide linkages between key destinations nodes and provide access to bicyclists and pedestrians.

Water Trails – 31.48 Miles

The proposed water trail, identified by dashed blue lines on the map, is intended to create an additional recreation destination opportunity in Baileys Harbor and will provide canoeists and kayakers with a safe and clearly identified route connecting key nodes along the Town's lakeshore. The water trail would incorporate a wayfinding system entailing land-based and on-water signage guiding paddlers along the trail.

200' Riparian Corridor

The proposed 200' stream corridor would extend 100' from the high-water mark on each side of perennial streams (encompassing County shoreland setbacks) and is intended to improve surface and ground water quality, preserve wildlife habitat, and mitigate potential future flooding. The corridor is applicable to future development and will not be imposed upon existing landowners.

Land Use: Vision Statement

Baileys Harbor is committed to a community-led planning process in directing its future growth. Town officials wish to meet the needs of residents and enhance the well-being of the business community while maintaining small-town rural character, encouraging compatible land uses, and protecting natural resources for future generations.

Land Use: Goals, Objectives, and Policies

The goals, objectives, and policies related to Land Use in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

VI. Housing and Economic Development

Note: After conducting the research required and establishing goals, objectives, and implementation policies regarding housing and economic development issues, the two topics were combined into one plan chapter due to the interconnection of the issues and potential solutions. This chapter therefore outlines first the summary of existing conditions regarding housing, then for economic development, and then presents one vision statement and one set of goals, objectives, and implementation policies. Further background research and data required for these two plan elements, however, are found in two separate appendices to the plan (Appendix 5 for housing and Appendix 6 for economic development).

Housing: Summary of Existing Conditions

Please see Appendix 5 for further background research and data required for the housing element of the plan.

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

There were a total of 19,587 housing units in Door County in 2000. 1,036 of those were located in Baileys Harbor, with 477 of those defined as occupied. The vast majority of Baileys Harbor’s housing units – 87.5 percent – were single-family detached structures.

The residential land use categories on the 2005 Land Use Inventory and Resources map show the basic location and composition of Baileys Harbor’s existing residential units as well as vacant properties (which are designated with a dot) considered potentially available for residential development. The 2025 Projected Land Uses map shows the potential increases for different types of residential development during the planning period. Both maps may be found following Chapter X.

As of the year 2000, 41 percent of the town’s total housing units had been constructed prior to 1960. However, nearly 25 percent of the town’s total housing units had been constructed between 1990 and 2000, reflecting both the town’s year-round and seasonal population growth.

A quality, well-designed housing stock is vital to a healthy community. The styles, sizes, and types of available housing selections enhance community character and establish a connection between residents and their neighborhoods. In most instances, rural towns have a high percentage of single-family homes with few other housing choices available. Baileys Harbor differs in that available housing options include seasonal and vacation homes, condominiums, multi-unit owner-occupied and rentals, and other options more often found in larger, more urbanized communities.

The Town's beautiful natural setting presents residents and elected officials with what some see as an opportunity and others view as a nuisance...residential and commercial development pressure. Baileys Harbor's scenic location drives the development of second- and vacation homes. As the demand for this type of development increases, property values will continue to rise, tempting farmers and other rural landowners to sell their land for development. Rising property values make it more difficult for residents to afford to live in the community, particularly young families and retirees.

The main housing issue facing Baileys Harbor – and all of Door County – is the lack of affordable – or “attainable” – housing for year-round residents. Attainable housing is considered that which people of median income in a community can rent or purchase for no more than 28-30% of gross household income, exclusive of other debt such as student loans, car payments, child support, credit cards, etc. For example, a person working full-time, year-round making \$9 an hour can afford roughly a \$55,000 mortgage; \$15 an hour, a \$90,500 mortgage; and \$20 per hour, a \$120,000 mortgage. (Note: those figures exclude the down payment and again assume no outside debt.)

Housing Unit Values

The median value for all owner-occupied housing units in Baileys Harbor in 2000 was \$179,300, far above either Door County's median value of owner-occupied housing units that same year – \$120,800 – or the state median of \$112,200. (“All owner-occupied housing units” includes units in any configuration, single- or multi-family; mobile homes; housing units on all sizes of lots; and housing units containing or connected to business or medical offices.)

The median value of owner-occupied mobile homes in Baileys Harbor in 2000 was \$55,000.

The median value for specified owner-occupied housing units in Baileys Harbor in 2000 was \$164,600, compared to \$120,800 for Door County overall. The median total real estate tax paid by specified owner-occupied housing units in Baileys Harbor in 1999 was \$1,385. (“Specified” owner-occupied housing units includes only 1-family houses on less than 10 acres without a business or medical office on the property. The data for “specified units” also excludes mobile homes.)

Mortgage Costs

The median selected monthly owner costs for the 158 specified owner-occupied housing units with a mortgage in Baileys Harbor in 2000 was \$967. For Door County overall, the median was \$894. The “selected monthly owner costs” for housing units with mortgages include mortgage and related payments, real estate taxes, homeowners' insurance, utilities, and fuels.

Nearly two-thirds of those with mortgages spent 25 percent or more of their monthly income on those selected monthly owner costs.

Rental Housing

In 1999, four in ten families in Door County could not afford Fair Market Rent (FMR). FMR is defined as the market cost to rent a home or apartment, plus the cost of all utilities, heat, etc.

Median gross monthly rent – which includes contract rent plus utilities – for specified renter-occupied housing units in Baileys Harbor in 2000 was \$553. For Door County overall, it was \$481.

In 2000 at the time the Census was taken, there were a total of 69 specified renter-occupied housing units in Baileys Harbor. There were also 11 vacant rental housing units at the time. The median rent asked for the vacant units – not necessarily including utilities – was \$608.

Projected Housing Needs and Configurations

Please see related sections in Chapter I, Issues and Opportunities, and Chapter V, Land Use, for information on these issues.

Housing Issues

A number of housing-related challenges will face the community during the next two decades. Among them:

- How can Baileys Harbor provide a sufficient supply of affordable and attainable housing for year-round residents and seasonal employees?
- How will the community address a growing need for senior housing?
- How can the Town protect its most cherished natural and cultural resources when future development occurs?

Affordable Housing Tools

Inclusionary Zoning

The issue of affordable housing is a concern throughout many Wisconsin communities, but more so in towns like Baileys Harbor where rural character and abundant natural resources drive the development of second- and vacation-homes. Due to the high demand for these homes, and the seasonal demands of a strong tourist economy, it may be difficult for certain groups of people (seniors, young families, and others) to find housing at a price they can afford. One tool that local governments can use to increase the supply of affordable housing is inclusionary zoning. Incorporated into the zoning or subdivision ordinance, inclusionary zoning may encourage (through density bonuses and other incentives) or require that a certain percentage of the units in a new residential development (or a neighborhood) be affordably priced. The standard of affordability is determined by the mean and median incomes of residents (or prospective workers) within the community. A variety of issues must be considered prior to making a decision to move forward with inclusionary zoning standards. They include:

- Equity. Is inclusionary zoning the only effective way of ensuring the provision of homes affordable to working families? Or, is it unfair for government to require property owners and developers to subsidize the public good of affordable homes?
- Incentives. Consensus around the adoption of inclusionary zoning is generally easier to achieve through density bonuses. In other words, developers who include a certain percentage of affordable housing units in a development project are allowed to develop a greater number of lots (and allowed smaller minimum lots sizes) than would otherwise be allowed under current subdivision or zoning requirements.
- Voluntary v. Mandatory. The consensus among planners and zoning administrators is that mandatory requirements are more effective; however, they are also much more controversial. A well-crafted voluntary program may not achieve the level of success of one that is mandatory, but its market-based nature has the potential for significantly

increasing the supply of affordable housing while still providing property owners and developers with some flexibility in the development process.

- Target Income Levels. Inclusionary zoning tends to be more effective in providing homes affordable to families of moderate income than those with very low incomes.
- Duration of Affordability. Many communities that adopt inclusionary zoning standards require that the housing units remain affordable for a predetermined time frame (often 15-20 years).
- On-site vs. Off-site. The local government must decide whether the inclusionary standards will be set on-site (in that the percentage of affordable units must be part of the development project) or allowed off-site (allowing the developer to construct an equivalent number of homes somewhere else in the community).¹⁰

Conversion of Underutilized Lodging

Retrofitting underutilized lodging facilities may provide another opportunity to increase the supply of affordable housing. Many vacation communities around the country, working in partnerships with redevelopment agencies, nonprofit, and for-profit developers, have successfully undertaken hotel and motel conversions that satisfy multiple community goals by eliminating eyesores, meeting affordable housing requirements, and increasing the local tax base. Selection of a motel or hotel that can be successfully converted into apartments requires evaluation of the building and its location. A candidate facility must be examined to determine whether it is physically and economically feasible to undertake as a conversion project.

Flexible Land Use Regulations

Current development patterns may fail to provide adequate affordable housing in part due existing land use regulations. While local ordinances can achieve important development and planning goals, they may also prevent (or inhibit) the private sector from creating lower-cost and affordable housing. The removal of certain zoning and regulatory barriers may eliminate the need for developers to procure variances and waivers through a lengthy (and costly in pre-development terms) planning process in order to create housing alternatives. Such regulatory barriers include minimum lot size requirements, minimum setback requirements, minimum square footage requirements, parking requirements, and prohibitions on accessory dwelling units or multifamily housing.¹¹

Manufactured Housing

Another method to promote more affordable housing is to encourage quality manufactured housing. Not to be confused with mobile homes, manufactured housing has grown in popularity in recent years. Manufactured housing is considered a viable affordable housing choice only if units are similar in size, appearance, and quality to area stick-built housing. Manufactured housing units must conform to local building and zoning restrictions. Once placed on the property, the manufactured home should look like 70% of site built housing located within one

¹⁰ Much of the text included in this section was excerpted from *Zoning Practice, Issue #12, Affordable Housing*, December, 2006.

¹¹ Much of the text in this section was excerpted from, *Affordable Housing and Smart Growth: Making the Connection*, Smart Growth Network and National Neighborhood Coalition, 2009.

half mile. Manufactured housing is more affordable than site built housing because homes are built in a factory and assembled on-site thereby reducing the time and cost of construction.

Housing For Seniors

Clearly defining the need for future senior housing in a community is not a simple task. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed-family congregate housing (i.e. apartments with residents of all age ranges). The ability of a resident to remain at home is enhanced by organizations and services catering to people of retirement age. Examples of these services include: 'meals on wheels' programs, parish nursing programs, and home healthcare, among others. In addition, building designs for life (i.e. wider doorframes to accommodate future wheelchair access, first floor bedrooms, etc.) can extend the ability of a resident to live independently in their own home. However, some seniors may not be able (or desire) to live in a private home and will seek alternative housing options.

In recent years, a variety of alternative housing options for seniors and grants for retrofitting existing homes for disability access have become available. Although no one of these can be considered the preferred housing alternative, a combination of various housing types will provide a way in which Baileys Harbor may address the challenges of adequate and desirable housing for seniors.

A variety of senior-oriented housing options exist to meet the needs of an aging population¹². They include:

- Age Restricted Retirement Communities. One type of housing for seniors that is growing in popularity is the age-restricted, active adult development. Active adult developments provide a housing atmosphere with the amenities including golf courses and fitness centers that vibrant seniors desire. Aging residents can benefit from a relaxed environment with similarly-aged neighbors while avoiding the conventional maintenance and upkeep requirements that come with home ownership.

The benefits of these developments include quality housing for those that do not require assisted living and nursing care. Communities benefit from attracting active adult developments because they reduce the impact on the transportation network and schools while increasing tax revenue. Some methods used to encourage the construction of active adult developments include creating senior housing districts in the zoning ordinance, planned unit development sites (PUDs), or creating overlay districts. In some instances communities will also provide density bonuses to attract developers.

- Seniors Only Apartments. Some older seniors may choose to sell their homes and move into senior apartments. This frees equity that can then be used to supplement income through interest or dividends earned through investment of capital. The move also frees seniors from home maintenance and grounds-keeper chores. For others, living in a large senior complex affords a greater sense of security than living in a private home.

¹² Source: American Planning Association Magazine: December 2006.

- Modular Home Communities. Modular home communities have both full-time residents and those that reside only part of the year. The lots and mobile units may be leased to, or owned by, the residents.
- Elder Cottage Housing Opportunities (ECHO). Elder Cottage Housing Opportunities, which may include accessory units, and granny flats, refer to housing options wherein seniors occupy a second living unit, or apartment with a separate entrance, on a single-family lot with another family. Generally, they are permitted by the municipality to foster affordable housing or aid families with elderly parents unable to live completely alone. The owner of the home or the renting party may be a senior.
- Shared Housing. Under this alternative, seniors share their home with another senior. Professional organizations which specialize in these arrangements match the two parties based on needs. Most of the organizations that provide these services are non-profit and supported from sources other than those seeking help.
- Continuing Care Retirement Communities (CCRCs). Continuing Care Retirement Communities are designed to provide active seniors an independent lifestyle and a private home from which to enjoy it, regardless of future medical needs. They may require buy-in or an up-front annuity purchase followed by monthly payments covering services, amenities, and necessary medical care. They provide the availability of multiple layers of care, without the uncertainty of wondering where you will live.
- Congregate Housing. Congregate communities offer independent living in private separate, apartments and the opportunity to share activities of daily living with other residents. They may offer rental or ownership options.
- Assisted Living. Assisted Living (or Residential Care for the Elderly) offers help with non-medical aspects of daily activities in an atmosphere of separate, private living units. It is similar to Congregate Care albeit for residents less able to function independently in all aspects of their daily life. Licensing is usually required for Assisted Living facilities.
- Board and Care / Residential Care. Board and Care, sometimes referred to as Residential Care, is usually offered in converted homes. It provides a home-like setting with supervision for 4-10 senior residents.
- Skilled Nursing Facilities (Nursing Homes). Skilled Nursing Facilities may be freestanding or part of a senior community and may offer congregate or assisted living options. It may specialize in either short-term acute care or long-term care.

Mixed-use Development

Mixed-use development provides additional opportunities to expand and diversify the Town's housing supply. Mixed-use development is the practice of allowing more than one type of use in a building or set of buildings or incorporating complementary residential, commercial, and civic uses into a single parcel or adjoining parcels. For additional information on mixed-use development please refer to *Chapter V: Land Use*.

Conservation Subdivision Design

Residents view Baileys Harbor a special place to live and vacation. They do not want to see important natural features lost in order to make way for new residential and commercial development but recognize that additional homes and employment opportunities may be required to meet the needs of a growing and changing population. One method that may allow the Town to meet these seemingly conflicting needs – protecting the natural environment while allowing for additional residential development – is through the use of conservation design for subdivisions. Conservation subdivisions provide developers with a marketable alternative to conventional subdivision design. They allow for profitable and desirable development while simultaneously preserving the important natural and cultural features present on a given piece of property (woodland, farmland, historic structures, etc).

Conservation subdivisions are a tool to balance the growth desires of landowners and retiring farmers with the rural character preservation desires of other residents. The benefits associated with conservation subdivisions make these types of development more desirable for landowners and developers alike, and include:

Social/Recreational

- Provision of amenities including trails, sports fields, tennis courts, swimming pools, and the like.

Economic

- Reduced engineering and infrastructure costs. Conservation subdivisions can reduce the length of streets, sewer/water lines, and other utilities by 50-75%. The costs of these initial site improvements can add up to fully one-half of the cost of the subdivision.
- Higher resale values due to amenities (trails, play fields), open space, and security in the fact that no new homes will be built in their backyard.
- Open space provided by the subdivision means the local government may not have to construct or maintain additional parks in the area.

Environmental/Hydrological

- Preservation of natural lands, wetlands, habitat, and environmental corridors.
- Provides superior stormwater management as drainage swales and low-lying areas are left intact.
- Preservation of aquifer recharge areas provides for better water quality.

How is a Conservation Subdivision Created?

- 1. Develop a Yield Plan.** *This plan essentially shows how many homes could be developed if a traditional subdivision layout were used.*
- 2. Identify Primary and Secondary Conservation Areas.** *Primary conservation areas include: poor soils, steep slopes, wetlands, waterways and floodplains that are not conducive to development. Secondary conservation areas include other areas of local importance targeted for protection (i.e. farmland, woodlands, scenic views, etc.).*
- 3. Locate the Home Sites.**
- 4. Incorporate Roads, Sidewalks and Trails.**
- 5. Draw the Lot Lines.** *This is usually the first step in a traditional approach.*

Source: Randall Arendt, Conservation Design for Subdivisions, 1996.

In the typical conservation subdivision, the landowner or developer agrees to preserve the undeveloped area as common open space. The open space is protected through a conservation easement, a permanent restriction against further development on a portion of a parcel. During the design stages, individual lot sizes are reduced and the surrounding land is held in common ownership, usually maintained by a homeowners association (although a variety of other options are available).

The overall density of development remains the same (i.e. there are the same number of homes in a conservation development as in a traditional development), unless the developer has been awarded a density bonus (or more information on *density bonuses*, please refer to *Chapter V: Land Use*). This is often the result of the community rewarding the developer for preserving more than the minimum required open space. By doing so, the community may choose to allow the developer to sell a few extra lots out of the property.

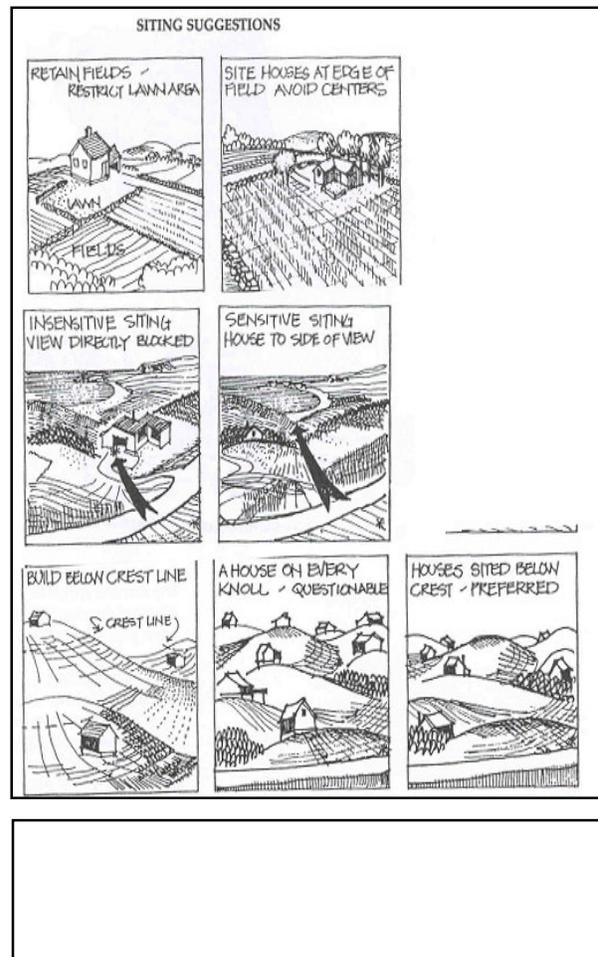
In some situations, however, it is not feasible to reduce the lot size to develop a conservation subdivision. In these situations, lot lines can be extended so that there is no common open space, but rather private open space. Areas beyond the home sites can then be deed-restricted against further development, keeping the property open without creating a “common” open space. These developments do not benefit from a trail network or common playfields but do achieve the goal of preserving large areas of open space.

Placement of Houses on New Parcels

The placement of a home on a parcel can have a significant impact on the rural character of the area surrounding it. Properly locating homes on parcels can minimize the impact of new development on the natural environment and rural setting. Examples of proper siting suggestions that will minimize the impact upon the land and preserve rural character follows. The implementation of parcel siting requirements would be accomplished within the subdivision ordinance.

To minimize the visual impact of development and maintain a rural, undeveloped character and feeling:

- When constructing homes in agricultural lands or on fallow fields, residences should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be clustered on the edges, not in the center, of the parcel.
- Property should be evaluated to identify land that can continue to be actively farmed or preserved to protect vital wildlife habitat. Homes should be clustered away from this area.



- Development on hilltops should be discouraged (i.e. homes, water towers, cellular towers, etc.) because it can disrupt scenic, open, rural vistas.

To retain rural features and protect rural character:

- Existing farm roads should be incorporated into subdivision designs.
- Stone rows, tree lines, and hedgerows should be preserved.

To minimize the disturbance to the natural environment when new development occurs:

- Roads should be as short as possible and constructed to follow contours and the lay of the land.
- Large, structurally sound trees should be left in tact (roads should be outside of the drip line).
- Disturbance for the construction of roads and other improvements should be kept at a minimum.
- Disturbance on individual lots (i.e. lawn area) should be limited.
- Drainage swales should be left intact.

Economic Development: Summary of Existing Conditions

Please see Appendix 6 for further background research and data required for the economic development element of the plan.

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

General Information on the Economy in Wisconsin

Wisconsin’s per capita income in 2001 placed the state at 21st in the nation, while Minnesota was ninth and Illinois, tenth. Wisconsin’s per capita income forecast for the year 2024 is 83% of the forecasted U.S. average.

To raise per capita income to the national average, 140,000 high-paying jobs (\$50,000+) need to be created in Wisconsin. High-tech jobs appear to be the best opportunity for creating high-paying jobs on a large scale. Currently, Wisconsin ranks 31st in the nation in the number of high-tech jobs while Minnesota ranks seventh. Wisconsin is also \$1 billion short of the national average in “R&D” (research & development) spending and is trailing other Midwest states badly in venture capital investment.

Compounding these problems is the fact that the percent of Wisconsin’s workforce with a 4-year college degree is lower than that for Minnesota, Illinois, and the nation overall. This is significant

as persons with bachelor's degrees or higher earn far more than those with high school educations only. And, Wisconsin schools graduate more college graduates than the state retains, experiencing a net migration of college graduates of 50,772 people between 1989 and 1999. Minnesota had a net gain of college graduates during that same time period of 141,055 people.

Door County's Economy

There are no official state, regional, or county economic development plans or programs guiding economic development initiatives in the county. The Door County Economic Development Corporation (DCEDC) has, however, been working in the county since 1989 to address various economic development issues facing the area. While DCEDC has historically primarily focused on Sturgeon Bay employers – and, more specifically, on manufacturing employers – they are now looking at larger issues such as the county's rising housing costs and lack of telecommunications infrastructure. DCEDC, as a member of the Northeast Wisconsin Regional Economic Partnership, participated in 2004 in the creation of the Northeast Wisconsin Opportunities Study, a 16-county regional economic strategic plan. This study did utilize local – including Baileys Harbor residents' – input in various manners. A regional commission is now working to implement this plan. Between February of 2004 and April of 2005, DCEDC also prepared and completed a Door County Economic Development Adjustment Plan that provided a snapshot view of current economic circumstances, surveyed demographic and economic trends, and provided seven strategic recommendations regarding economic development in the county. DCEDC will use this new document to guide its activities over the next 5-10 years.

Door County's economy has traditionally depended on the agriculture, manufacturing, and tourism industries. While all three industries are still present in the county, working age residents, particularly in the northern part of the county, are becoming more and more dependent on the tourism industry for employment.

As of 1999, employment in manufacturing made up over 18 percent of the total employment in Door County. It was the third highest industry in terms of number of jobs in the county that year but the highest in terms of total amount of wages paid – 23.2 percent of all wages paid in Door County that year were to manufacturing industry jobs. As of December 2003, however, the Northeast Wisconsin region, including Door County, had in the previous 24 months experienced approximately a 35% job loss in the manufacturing industry, with replacement wages for re-employed displaced workers at levels less than 85% of previous earnings. Several hundred manufacturing jobs have recently been created in Sturgeon Bay, however, which will help to counteract local job losses in recent years.

In 1999, the 26.6 percent of Door County's workers in the retail trade earned only 16.9 percent of the total wages paid in the county. Retail trade workers consistently earn far less than workers in other industries, while at the same time retail trade work is becoming more and more prevalent in the county.

Baileys Harbor's Economy

The primary economic issues facing Baileys Harbor's working residents are consistent with those in the rest of Door County: increased dependence on lower-paying tourism-based jobs, rising housing and land costs, and lack of telecommunications infrastructure.

Just over three-quarters of Baileys Harbor's year-round households reported having at least one source of income in 1999. As one might expect from the aging population of the town, over 34% of all year-round households reported receiving income from Social Security that same year.

The following table illustrates the number of weeks and the hours per week worked as well as wages earned by Baileys Harbor's male and female workers in 1999.

Work Status and Earnings in 1999 of Baileys Harbor's Workers

	All Workers	Males	Females
16 years and over, worked in 1999	630	303	327
Usually worked 35 or more hours per week	456	240	216
40 or more weeks	384	217	167
Usually worked 15 to 34 hours per week	124	46	78
40 or more weeks	82	23	59
Usually worked 1 to 14 hours per week	50	17	33
40 or more weeks	14	5	9
Earned \$24,999 or less	100	39	61
Earned \$25,000 to \$49,999	168	111	57
Earned \$50,000 to \$99,999	45	30	15
Earned \$100,000 or more	5	2	3
Median earnings	\$30,556	\$31,705	\$26,458
Mean earnings	\$35,914	\$40,144	\$30,254

The following table shows Baileys Harbor's male and female workers by industry category.

Baileys Harbor's Workers – Industry by Sex, 2000

Industry	Both Sexes	Males	Females
Agriculture, forestry, fishing and hunting, mining	14	8	6
Construction	82	73	9
Manufacturing	44	27	17
Wholesale trade	5	4	1
Retail trade	81	36	45
Transportation and warehousing, and utilities	9	5	4
Information	8	6	2
Finance, insurance, real estate, and rental and leasing	28	11	17
Professional, scientific, management, administrative, and waste management services	27	18	9
Educational, health, and social services	83	15	68
Arts, entertainment, recreation, accommodation, and food services	106	32	74
Other services (except public administration)	29	13	16
Public administration	6	2	4
Total employed civilian population 16 years and over	522	250	272

The current business inventory in Baileys Harbor is typical of a vacation community. To better understand the business environment, it is helpful to classify the economy. In general, there are five types of economies typically found in a small community¹³:

- Resource-Based Economy. This type of economy is characterized by geographic isolation, as they are typically far away from larger cities / metro areas and have limited interstate access. These communities often have an aging population base and lack of opportunities for higher education and local employment.
- Industrial Economy. This type of economy is characterized by dependence on yesterday's economic base. Often a community of this type has a single manufacturing or industrial operation that sustains the vast majority of residents.
- Metropolitanizing Economy. These communities are experiencing a high amount of residential development which causes concern about decreasing land supplies, loss of community identity, maintaining small town character, and avoiding becoming a "bedroom community."
- Dependent Economy. Usually an unincorporated (i.e. township) area outside of the suburban ring of development. The economic vitality of this community depends on the economic success of the larger adjacent/nearby community (i.e. Sturgeon Bay, Green Bay, etc.). The primary challenge is handling local residential development pressure.
- Lifestyle Economy. These communities include university towns, small communities with military bases, and tourist destinations. Residents enjoy their small community setting and quality of living, but are concerned about their long-term dependency on a single economic source. In the case of Baileys Harbor, participants expressed a desire to broaden the economic base beyond tourism. While the tourism industry may always be the largest employer, areas in technology, cultural arts, wellness, forest products and agriculture need to have a larger representation in the community.

The Town of Baileys Harbor does not fit easily into any individual; category. It possesses aspects of *resource-based* and *dependent* economies but is probably best described as a *lifestyle economy*. Unlike many of Wisconsin's rural Towns, Baileys Harbor is not rapidly transitioning from one economic category to another. Instead, the lifestyle economy provides the economic foundation for the community as it aims to diversify its economic base.

Given the Town's relative geographic isolation it is unlikely that the community can compete for mid- to large-scale industry; however, with proper incentives at the local level the Town may become a magnet for certain types of start-up businesses (particularly those in the 'green economy') and can take actions to ensure that existing employers remain in the community.

The 2005 Land Use Inventory and Resources map provides a guide to the location of much of Baileys Harbor's existing economic activity as well as vacant properties (which are designated with a dot) considered potentially available for such development. The 2025 Projected Land Uses map shows the areas for potential expansion for different types of economic development during the planning period. Both maps may be found following Chapter X.

¹³ Randall Gross, Embracing Change in Small Communities, APA National Conference, March 2005.

Desired Economic Development

Responses to the 2010 Community Survey and the results of the Visioning Exercise identified a variety of economic development alternatives desirable within the Town. Of the options listed in the survey those that received the greatest level of support included:

- Grocery Store
- Locally-owned Small Businesses
- Banking, Insurance
- Farmers' Market
- Family Dining
- Art Galleries
- Healthcare, Clinics
- Craft Stores
- Pubs, Breweries, Bars

During the Kick-off Meeting, participants identified a desired future economic development inventory that included:

- Broadband internet access
- Grocery store
- Tourism and Eco-tourism
- Community gardens
- Development that would attract a young workforce
- Banking
- A strong, vibrant commercial core

Please refer to the Appendices for complete summaries of the Survey and Kick-off Meeting results.

Opportunities for Attracting Desired Economic Development

Streetscaping

The Town may expand upon its strong tourism-based economy through infrastructure improvements. Streetscaping will enhance the historic character of the town core and create a unified identity distinct from other communities on the peninsula. Architectural and design standards will help to maintain the quaint atmosphere of Baileys Harbor by providing specific guidelines for commercial development. These may include:

- Sidewalk enhancements like colored and stamped concrete and bumpouts to improve crosswalk visibility and invite pedestrians to use the area.
- Character signage (including incentives for business owners to provide such signage to create a theme for the corridor).
- Building façade improvements (e.g. materials, awnings, etc.).
- Public gathering spaces.
- Landscaping, including street trees and planters.
- Historic lampposts and banners.

- Focusing on node-style development and avoiding “corridor creep,” wherein linear development patterns spread outwards from the community center along roads and highways.

Eco-Tourism

The natural environment of Baileys Harbor provides opportunities to attract eco-tourists to the area. The travel industry defines ecotourism as: *a style of travel in which an emphasis is placed on unspoiled, natural destinations and on disturbing the environment as little as possible*¹⁴. Unlike conventional tourism, eco-tourism focuses on experiences (including lodging, dining, and entertainment) that occur in harmony with the biosphere. Ecotourism provides an opportunity to distinguish Baileys Harbor from the other nearby communities vying for tourism dollars.

Adopt Eco-Municipality Ordinance

An eco-municipality aspires to develop an ecologically, economically and socially healthy community for the long term, using The Natural Step framework for sustainability as a guide and a democratic, highly participative development process as the method. The concept originated in Sweden in 1983 and has since been embraced by communities in the United States, Europe, Japan and around the world.

The four guiding objectives of the eco-municipality model include:¹⁵

1. Eliminate the community’s contributions to the fossil fuel dependence and to wasteful use of scarce metals and minerals.
 - Transit and pedestrian-oriented development
 - Heat and power by renewable energy
 - Mixed-use development
 - Public transit, alternatively fueled municipal fleets
 - Incentives for organic agriculture that minimizes phosphorus and petrochemical fertilizers and herbicides
 - Home-based occupations, reduced commuting
 - Local food production and agriculture
2. Eliminate the community’s contributions to dependence upon persistent chemicals and wasteful use of synthetic substances.
 - Healthy building design and construction that reduces or eliminates use of toxic building materials
 - Landscape design and park maintenance that uses alternatives to chemical pesticides and herbicides
 - Municipal purchasing guidelines that encourage low- or nonchemical product use
 - Reduction of waste and promotion of recycling
3. Eliminate the community’s contributions to encroachment upon nature.
 - Redevelopment of existing sites and buildings before building new ones

¹⁴ Text excerpted from The Intrepid Traveler website, www.hometravelagency.com, 2009.

¹⁵ Excerpted from *The Eco-Municipality Model for Sustainable Community Change*, UW-Extension, June, 2005.

- Promote regional and local designs that respect the regional ecosystems and natural functions that support human communities
 - Open space, forest and habitat preservation
 - Reduced water use and recycling of wash water
 - Reduction or elimination of impervious paving materials
 - Recognition of the “cradle-to-grave” costs of waste generation and disposal
4. Meet human needs fairly and efficiently.
- Affordable housing for a diversity of residents
 - Locally based business and food production
 - Using waste as a resource
 - Eco-industrial development
 - Participatory community planning and decision making
 - Housing located near employment centers
 - Equitable educational opportunities

Wisconsin communities that have adopted Eco-Municipality resolutions include¹⁶:

- Counties
Dane, Douglas, Dunn, and La Crosse
- Cities
Ashland, Baraboo, Bayfield, Beloit, Eau Claire, La Crosse, Madison, Manitowoc, Marshfield, Menasha, Neenah, Reedsburg, Sheboygan, Stevens Point, Washburn and Wausau.
- Villages
Colfax, Johnson Creek, Shorewood, and Spring Green
- Towns
Bayfield, Cottage Grove, Greenville, and Menasha

Tax Increment Financing (TIF)

The Town Tax Incremental Finance Law, Wis. Stats. 60.85, was approved by the Wisconsin Legislature in 2004 as a financing tool that towns could use to help pay for specific agricultural, forest, manufacturing and tourism activities as classified in the North American Industry Classification System (NAICS), 1997 edition. Activities eligible for financing under a Town TIF program include:

- Agricultural projects - Crop Production, Animal Production, Support Activities for Agriculture, Support Activities for Animal Production, and Refrigerated Farm Product Warehousing and Storage.
- Manufacturing projects - Animal Slaughtering and Processing, Wood Product Manufacturing, Paper Manufacturing, and Ethyl Alcohol Manufacturing.
- Forestry projects - Forestry and Logging, and Support Activities for Forestry.

¹⁶ Excerpted from *Sustainable Communities Capacity Center*, UW-Extension website, <http://www3.uwsuper.edu/sustainability/Wisconsin%20Eco-municipalities.htm>, 2010.

- Tourism projects - Recreational and Vacation Camps, RV Parks and Campgrounds, Racetracks, Dairy Product Stores, and Golf Courses.

Additional information related to Town TIF programs can be found on the Wisconsin Department of Revenue website at: <http://www.revenue.wi.gov/forms/govtif/townbase.html>.

Attracting a Grocery Store to Baileys Harbor

Drawing new stores into historically underserved areas is challenging. Alongside research documenting the need for grocery stores, there has been considerable research that highlights the significant difficulties that communities face in grocery store attraction and development. Several interrelated challenges must be overcome to attract a new grocery store and to have it be successful.

The Local Initiatives Support Corporation (LISC) has developed a ten-step strategy for communities to utilize in attracting a grocery store. The steps include:

- Identify and organize stakeholders
- Raise awareness of the need for a grocery
- Understand the challenges
- Consider alternatives
- Understand the retail market
- Address any limiting perceptions of the area
- Identify potential development sites
- Research and offer incentives
- Sell the opportunity
- Secure community support

For more detailed information on attracting a grocery store, please refer to *Grocery Store Attraction Strategies* at www.lisc.org.

Housing and Economic Development: Vision Statement

Baileys Harbor shall work to create a community where diverse housing opportunities of high quality are available, including historic homes, affordable homes, rentals, condominiums, and homes for seniors and the disabled. The town shall seek to provide a broad spectrum of business and economic activity which is consistent with its small-town rural character, including skilled trades, agriculture, health care, technology-based businesses, food service, lodging, retail sales, and the arts.

Housing and Economic Development: Goals, Objectives, and Policies

The goals, objectives, and policies related to Housing and Economic Development in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

VII. Transportation

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

Transportation: Summary of Existing Conditions

Please see Appendix 7 for further background research and data required for the transportation element of the plan.

A diversified, well-balanced transportation system is a major factor affecting growth and quality of life. The transportation system exists to move people, goods, and services both through and within the community. Planning for the various modes of transportation is one of the most important components of the Comprehensive Plan for the Town of Baileys Harbor.

The network of local roads and state and county highways is the primary transportation system in the Town of Baileys Harbor. Nearly all residents are dependent upon personal automobiles. The town does not have the population to support a public transportation system, although specialty services for the elderly and disabled as well as private transportation systems are available. Opportunities for multi-modal enhancements to the current transportation system include inter-co and intra-community bicycle and pedestrian facilities, Complete Streets planning, streetscape improvements and traffic calming, water trails, and infrastructure for electric and alternative energy vehicles, among others.

Roadways

There are over 60 miles of state, county, and town public roadway in Baileys Harbor. Excluding State Highway 57, two-thirds of the remaining road mileage is owned by the town and one-third by the county.

Roads may be divided into three categories: arterial, collector, and local. The category of a road is determined by the function that the road serves in relation to traffic patterns, land use, land access needs, and traffic volumes. State Highway 57 is classified as a minor two-lane arterial highway. Approximately 19 miles of road in the town have been classified as collector roads and the remaining 38 miles as local roads.

Appendix 7 lists all Baileys Harbor roads and their functional classifications, jurisdictions, and conditions. The maps from the Door County Planning Department on the following pages illustrate current Baileys Harbor roadways. *(Note that roads are also labeled on the land use maps found following Chapter X.)*



E911 Addressing Maps

Town of Baileys Harbor (NORTH)

Door County, Wisconsin

Door County
Planning Dept.
Courthouse
421 Nebraska St.
Sturgeon Bay, WI
54235-0670

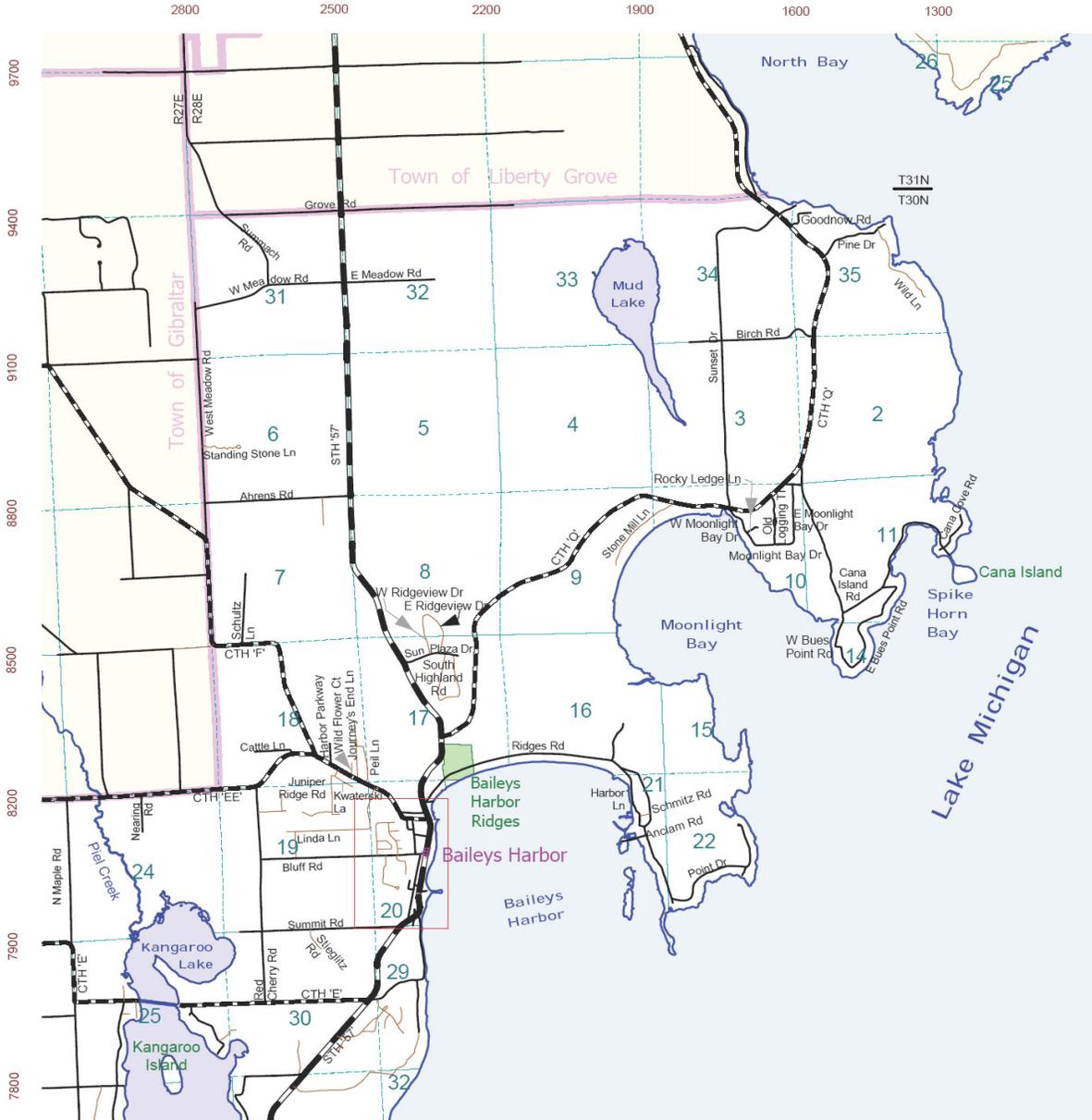
(920) 746-2323



T.30-31N. - R.28E.

1 inch = 1 mile

August, 2004





E911 Addressing Maps

Town of Baileys Harbor (SOUTH)

Door County, Wisconsin

Door County
Planning Dept.
Courthouse
421 Nebraska St.
Sturgeon Bay, WI
54235-0670

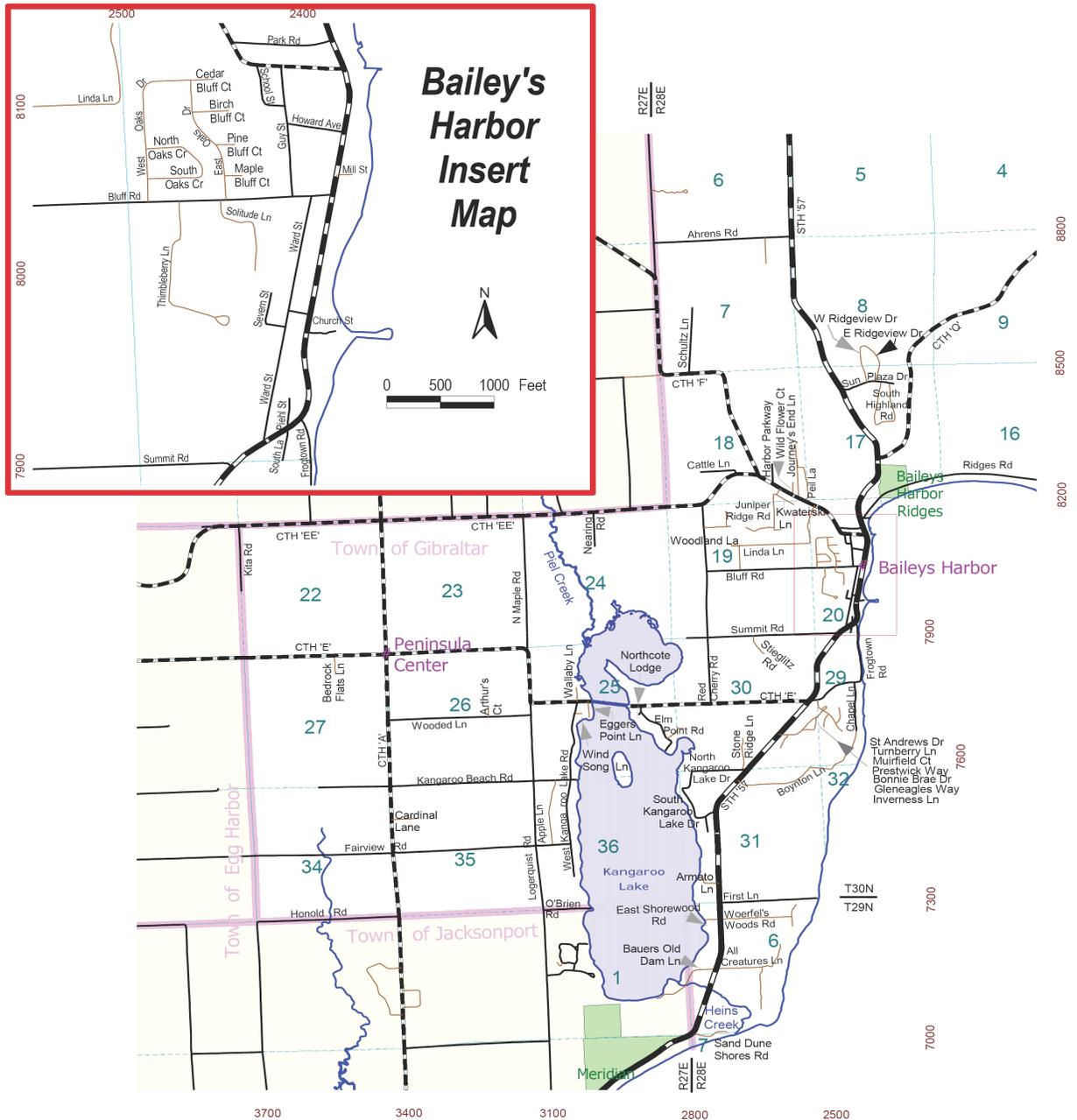
(920) 746-2323



T.29-30N. - R.27-28E.

1 inch = 1 mile

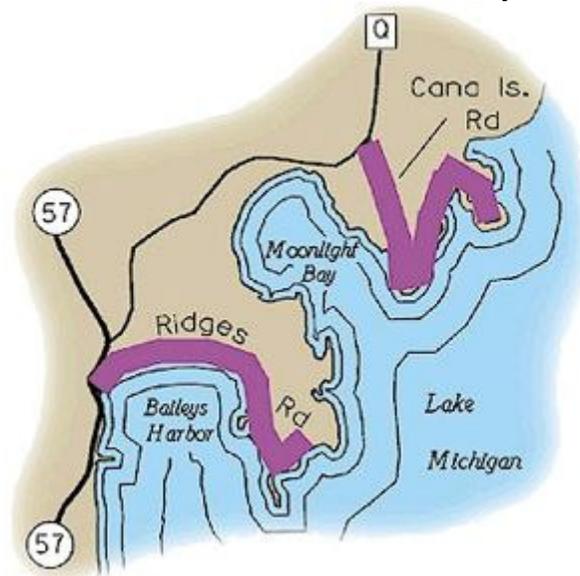
August, 2004



Rustic Roads

Wisconsin's Rustic Roads System was created by the 1973 State Legislature in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly-traveled country roads for the enjoyment of bikers, hikers, and motorists. There are two roads classified as Rustic Roads in Baileys Harbor:

- Rustic Road 38: R38, Cana Island Road, passes through a unique boreal forest between Moonlight Bay and North Bay filled with magnificent specimens of spruce, cedar, and white pine and various species of rare and endangered plants. The route provides scenic views of Cana Island Lighthouse and the Lake Michigan shoreline.
- Rustic Road 39: R39, Ridges Road, provides panoramic views of heavily wooded and lakeshore areas. The Toft Point Natural Area and the Ridges Sanctuary Wildlife Area accessible from the road abound in wildlife and feature many rare native plants.



Transportation Systems for Seniors and the Disabled

There are several programs and organizations providing transportation services that senior and disabled Baileys Harbor residents may use: Door County Senior Resource Center, Medi-Vans, Northeast Wisconsin Transport, Red Cross, and Sunshine House. Services provided vary in terms of days offered, fees (some programs may be covered by state/federal assistance, some not), destinations, and type of appointments to which clients may be transported, although all provide transportation to medical appointments. The Red Cross will also provide veterans of any age transportation to medical appointments.

Pedestrian and Bicycle Systems

Areas for safe walking and bicycling in Baileys Harbor are limited to sidewalks and streets within the Town Center and lightly traveled country roads. Sidewalks within the Town Center provide safe walking for residents and visitors; however, Town and County roads have limited shoulder areas and posted speed limits of 45 miles per hour or more in most areas. These conditions hinder safe pedestrian travel.

The northern terminus of the Ahnapee State Trail, the nearest trail in the WDNR trail system, is located in the City of Sturgeon Bay. Tentative plans are in place to extend the trail to the northern tip of the Door County Peninsula (see section below and map on following page). A general consensus exists among residents and landowners that the current availability of trails for pedestrians and bicyclists in the community is inadequate.

Pedestrian Transportation

Currently there is no official pedestrian transportation plan in effect in Baileys Harbor. Sidewalks are present in the downtown area (approximately 0.75 miles on both sides of Highway 57 and on some side streets immediately off of 57). In addition, there are marked crosswalks throughout this stretch of Highway 57.

Bicycle Transportation

Neither the County of Door nor the Town of Baileys Harbor currently has an official bicycle transportation plan. There are also no county or town accommodations such as bicycle paths or lanes in the town. The Chamber of Commerce produces a county-wide map of “suggested” bike routes annually and also has a committee looking at the possibility of creating bike paths or lanes in the county.

Marinas

Baileys Harbor Town Marina

The Baileys Harbor Town Marina was built in 2000 and provides seasonal boat docking, transient docking, boat launching facilities, gas, and pump-out services. It is the only full-service municipal marina in northern Door on the Lake Michigan side of the peninsula. *(Note: The town marina is labeled on the land use maps found following Chapter X.)*

Baileys Harbor Yacht Club Marina

The Baileys Harbor Yacht Club includes a 55-slip full-service marina with a number of transient slips available. In addition, the marina offers various boat rentals and fishing charters through local guides.

Rail Transportation

Currently, there are no operable rail services in the Town of Baileys Harbor or the County of Door. In addition, there are no state, regional, or local plans to provide rail service in the future.

Air Transportation

There are no airfields, public or private, within the Town of Baileys Harbor. Residents are currently served by three public airfields in the region:

- Austin-Straubel International Airport, Green Bay: A full-service regional connector airport providing regular flights to Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota.
- Door County Cherryland Airport, Sturgeon Bay: Provides regional cargo and passenger services and commuter air services.
- Ephraim-Gibraltar Airport, Fish Creek: Accommodates aircraft of less than 6,000 pounds gross weight. It has two runways, one asphalt (2,700 feet) and one turf (2,324 feet).

In addition to the three public-use airport facilities, there are also eight privately owned airstrips or helicopter landing pads in Door County. These facilities, with turf runways from 2,000 to 3,000 feet long, are primarily used by recreational pilots and for medical emergencies.

State and Regional Transportation Plans

Following are summaries of existing regional and state transportation plans that may impact transportation considerations in the Town of Baileys Harbor.

- Wisconsin State Highway Plan 2020: The Wisconsin Department of Transportation (WisDOT), in partnership with its stakeholders, developed the State Highway Plan 2020, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin. The plan does not forecast any changes to State Highway 57 in Baileys Harbor.
- 6-Year Highway Improvement Plan: WisDOT developed the 6-Year Highway Improvement Plan to prioritize highway projects within the state. There are no projects forecasted during the planning period for the Town of Baileys Harbor. The major project within the county is the development of State Highway 57 as a four-lane divided highway with access management, allowing for uninterrupted travel from Green Bay to Sturgeon Bay. This project begins one mile north of the intersection of State Highways 54 and 57 in Brown County and extends to the intersection of State Highways 57 and 42 south of Sturgeon Bay in Door County. This project represents an estimated \$72.5 million investment in eastern Wisconsin's transportation system.
- Wisconsin Bicycle Transportation Plan 2020: The plan establishes WisDOT goals, objectives, and policies regarding bicycle accommodations in Wisconsin. The plan does not make any recommendations for improvements in the Town of Baileys Harbor, but does provide a map of bicycle routes and conditions in the town (on following page).
- WDNR State Recreational Trail Network Plan¹⁷. The State Recreational Trail Network Plan (on page 82) was drafted by WDNR and approved by the Wisconsin Natural Resources Board. The plan provides a long-term vision for establishing a comprehensive trail network through Wisconsin. It identifies existing and proposed trails and connections that would serve as the main corridors for a statewide trail system. The plan does not include every trail in Wisconsin, just the major arteries. It focuses mainly on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors that link places where people live and play, natural areas, public lands, and other destination nodes.

The State Recreational Trail Network Plan recognizes that trails developed by local units of governments serve as critical links. Under the plan, WDNR staff will continue to work with local governments and encourage them to connect trails to the network as they update local plans. There are currently no trails in Baileys Harbor on the State Recreation Trail Network Map. However, #1 shows a suggested extension of the Ahnapee trail from Sturgeon Bay to the far northern reaches of Door County. It is important to note that the construction of this trail will become more difficult as time passes and more of northern Door County is developed.

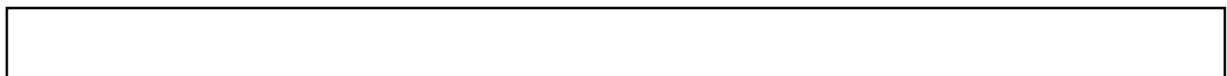
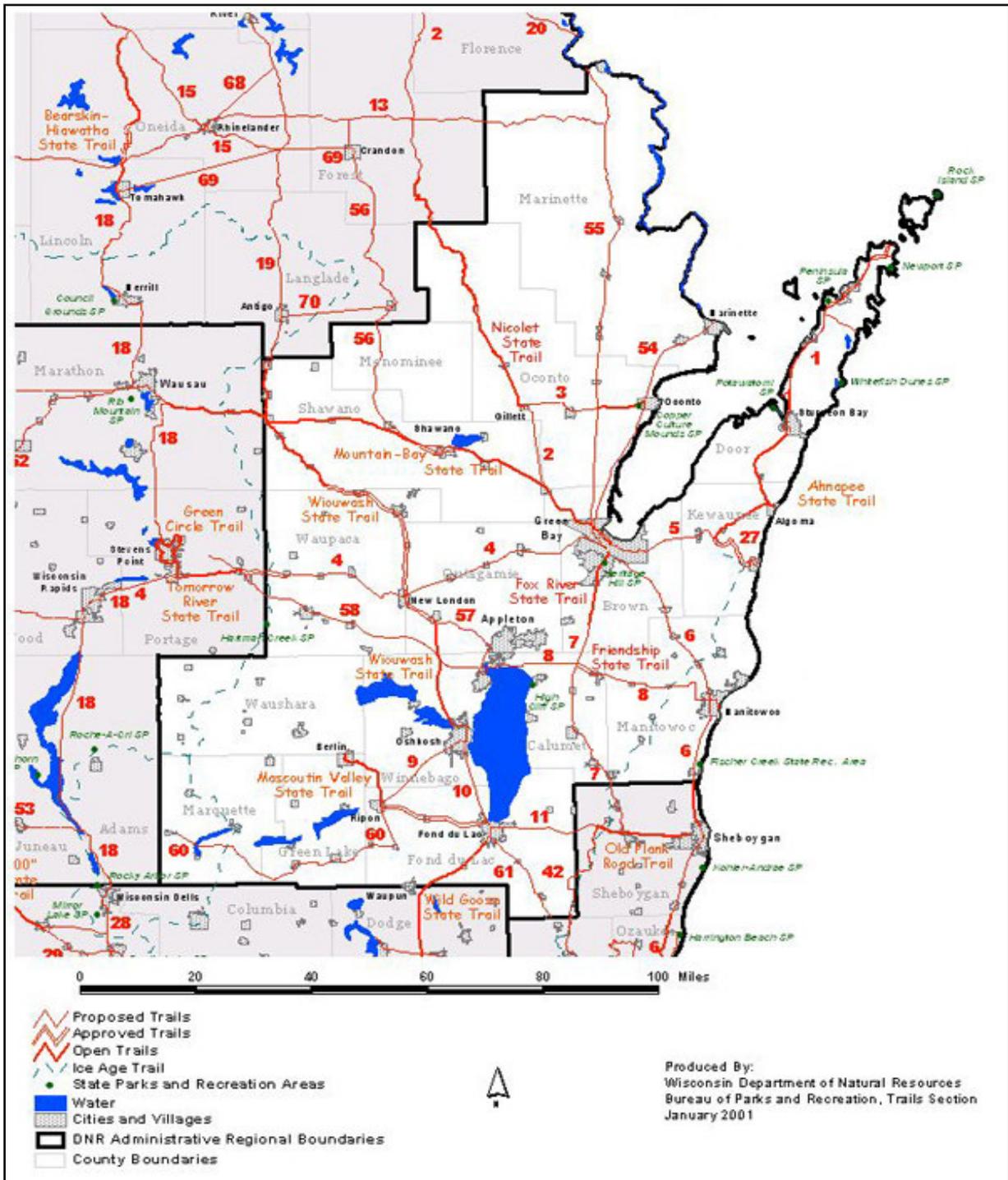
Bicycling is assuming a much more significant role in the transportation system and may provide significant economic benefits to local government. A 2010 study conducted by the CHANGE program at the Nelson Institute for Environmental Studies at UW-Madison found

¹⁷ Source: Excerpted from *WDNR State Recreational Trail Network Plan* website, 2005.

that bicycling contributes \$1.5 billion to Wisconsin's economy every year.¹⁸ Door County's landscape and reputation as a tourist destination provide innumerable opportunities for bicycle-based tourism and economic development.



¹⁸ Excerpted from Bicycle Federation of Wisconsin website, www.bfw.org, 2010.



Door County Bicycle Transportation Capital Improvement Plan: This plan was prepared by the Door County Highway Department in cooperation with the Door County Chamber of Commerce Trails Committee. It was updated and revised in January 2003. The plan aims to provide safe bicycle transportation routes in Door County and encourage bicycle use for transportation and recreation in the county. The Chamber of Commerce also distributes the Back Roads Bicycle Map. Currently, the map recommends County Road Q, County Road F, County Road EE, County Road E, and Logerquist Road as bicycle routes in and around the Town of Baileys Harbor. Highway 57 and County Road A are considered difficult routes due to traffic and/or terrain. (Note that this is in conflict with the existing map provided through the Wisconsin Bicycle Transportation Plan 2020, which lists County A as "Best Conditions for Bicycling.")

- Wisconsin Pedestrian Policy Plan 2020: WisDOT developed the Wisconsin Pedestrian Policy Plan 2020 to provide a long-range vision addressing Wisconsin pedestrian needs. The Pedestrian Plan provides a basic description of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. Although Baileys Harbor is not considered directly in this plan, many of the issues and implementation mechanisms outlined could be beneficial for future planning in the town.

Baileys Harbor Comprehensive Bicycle Plan¹⁹

The Baileys Harbor Comprehensive Bicycle Plan is designed to make Baileys Harbor a better place to ride a bike. The plan will provide a vision for bicycling in the Town and specific goals and objectives to achieve that vision. The plan will focus specifically on the "Five E's" of bicycle planning:

- Engineering: Providing safe and convenient infrastructure for bicyclists to use. This can include bicycle paths, lanes and routes as well as support infrastructure like directional signage and bicycle parking.
- Encouragement: Finding ways to encourage more people to bike. This often includes organizing events such as family rides.
- Education: Providing education to all road users on the safe and legal ways in which to operate their vehicle, whether it is a bicycle or motor vehicle. This education often focuses on children, but it is just as important to provide adults with "Share the Road" education.
- Enforcement: Ensuring that the rules of the road are applied to all road users. There are specific actions by motorists, bicyclists, and pedestrians that greatly raise the risk of a serious crash between different users; local police forces should work to enforce violations of the law that pose these increased risks.
- Evaluation: Evaluating plans and actions on a regular basis to ensure the desired outcomes are being achieved.

The Town adopted the Comprehensive Bicycle Plan in September of 2011.

¹⁹ The information in this section was provide by Kevin Luecke, Lead Planner, Bicycle Federation of Wisconsin, August 2010.

Walkable Communities²⁰

Walkable communities provide commercial and residential development strategies to enhance opportunities for multi-modal transportation. Local ordinances can be drafted to include requirements that trails be incorporated into future residential subdivision projects. The following recommendations are aimed at improving walkability within the Town:

- Providing linkages (including walkways, trails, and roadways) between neighborhoods and to destination nodes. People need to have choices for traveling. Offering well-maintained roads, walkways, and trails provides improved access for residents. To accomplish this, Baileys Harbor can coordinate with Door County to establish designated bicycle routes on Town and County roads. This can be accomplished by adding a bicycle lane (paved shoulder) or by marking roads with low traffic counts and good site lines with bicycle route signs. Purchasing easements and paving paths *through* properties is another option when local landowners are in agreement.
- Coordination with WisDOT, Bay Lake Regional Plan Commission, and Door County to establish pedestrian and bicycle paths adjacent to the STH 57 corridor with a connection to the Ahnapee State Trail.
- Enforce low speed streets in the Town Center. To promote a walkable community, motorists must respect speed limits in all areas, but particularly near areas where the public may congregate (i.e. in subdivisions and trail crossings).

Traffic Calming

Traffic calming is a way to design streets, using physical measures, to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. Traffic calming is self-enforcing. The design of the roadway results in the desired effect, without relying on compliance with traffic control devices such as signals and signs, or on enforcement. While elements such as landscaping and lighting do not force a change in driver behavior, they can provide the visual cues that encourage people to drive more slowly.

Traffic calming consists of operational measures such as enhanced police enforcement, speed displays, and a community speed watch program, as well as such physical measures as edgelines, chokers, chicanes, traffic circles, speed humps, and raised crosswalks.²¹ It also provides increased economic opportunities since drivers, once slowed down, are more likely to stop and shop than those driving through the community at higher rates of speed.

Community Bike Program²²

Community bike programs covers a wide variety of endeavors (bike library, bicycle sharing, public use bicycles, bike cooperative / collectives, check-out bikes, tool collective or libraries, community bike shop, youth programs, earn-a-bike programs, adult classes in mechanics, commuting, touring, etc, bicycle recycling group, etc.), with a wide variety of structures and without well-defined boundaries between types of programs. No two community bike programs are the same. Here are some tips that might help:

²⁰ Excerpted from information available through Walkable Communities, Inc..

²¹ Excerpted from *TrafficCalming.org*, 2009.

²² Source: International Bicycle Fund website, <http://www.ibike.org/encouragement/freebike/starting.htm#Starting>, 2010.

1. Don't try to do too much. Think about sustainability from the beginning. Get a clear mission, define your niche -- initially the narrower the better -- and stick with it. It will be more sustainable, and you will be more productive if you do one thing well, rather than get overwhelmed and bogged down trying to organize something for everybody.
2. As you perfect your core project you can always add other elements later. With the experience that you will have gained, you will have a better idea of what kinds of programs would most benefit your community.
3. It is very difficult to do as a single person. At the same time, with too large an organizing committee it can be hard to get the focus. Start your project with a small group of committed like-minded people.
4. Remember that your volunteers matter as much as the people you serve or who will use the shop. The volunteers are the backbone of new programs. Program start up takes time. It's really important to avoid volunteer burn out.
5. If and when you create a partnership with another organization, create a structure / relationship where the benefits to your mission at least equal the time and effort the collaboration is going to demand.
6. Address liability / insurance issues and protect the organizers/board.
7. Tap into the experience and knowledge existing project. Lists of these can be accessed from Community Bike Program Directory and Youth Bike Program Directory.

Water Trails

Water trails embody the nexus between rivers and trails. They provide recreational boating opportunities along a river, lake, canal or coastline. Most water trails are managed in public-private partnership with the philosophies of environmental stewardship, environmental education, and accessibility for all users.²³

Water trail development can help achieve goals of economic diversification and improved quality of life in rural communities. Water trails are a rapidly growing element of the marine recreation and tourism industry. Case study community trends indicate paddlers (water trails are most frequently used by canoeists and kayakers) will spend between \$27 and \$63 per day. A destination paddler on a multiple day water trip may spend as much as \$88 per day. Eating and drinking establishments, lodging and camping businesses, retail sales, and recreational service industries will see direct economic impacts from water trail paddlers.²⁴

Infrastructure for Electric Vehicles

As the cost of energy rises during the coming years, plug-in hybrid vehicles and full electric vehicles will become increasingly common on roads and highways. Electric plug-in stations are being constructed in cities around the country. Some of these stations are funded by state and local government while others are provided as value-added options at local coffee shops and shopping centers. The Town may consider working with the County to revise existing ordinances that they limit the ability of local businesses to support electric vehicles.

Dependency on Automobiles

²³ Excerpted from National Park Service website, <http://www.nps.gov/ncrc/portals/rivers/projpg/watertrails.htm>, 2009.

²⁴ Excerpted from *Case Studies of Water Trail Impacts on Rural Communities*, Lindsay Johnson, University of Oregon, September 2002.

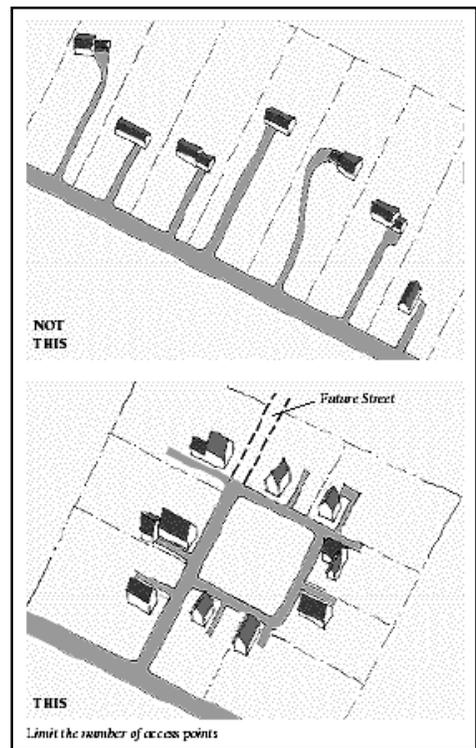
The majority of residents in Baileys Harbor commute to jobs in nearby employment centers. Fuel costs have been steadily rising for the past decade and will continue to do so in the long-term. This trend may increase the desire for and value of a public-transit system for the region. Existing development patterns result in longer commutes from home to work. While it is unlikely that traffic congestion will become a major issue in the community, anticipated population increases during the next twenty years will create additional strains on the road network. For other segments of the population, particularly children and seniors who are unable to drive, safe and convenient mobility makes them reliant upon the availability of friends or family to get to school, parks, shopping, and other destinations. Although these issues exist in most communities, they are more prevalent in rural areas.

Park and Ride Facilities

Park & Ride lots provide communities with an inexpensive means of advocating carpooling and decreasing commuter traffic levels. Located along major ingress and egress routes, these rideshare facilities offer convenient meeting places for residents to carpool to area employment centers. While carpooling does not decrease dependency on the automobile, it does offer a means of reducing economic and environmental costs associated with heavier traffic volumes. According to the Wisconsin Department of Transportation, the nearest park and ride facility to the Town of Baileys Harbor is located off STH 57 near CTH C in the Town of Brussels.

Maintaining Rural Character

One technique to maintain rural roadside character is to utilize managed roadway access techniques. Roadway access refers to the number of points of ingress and egress from a road or highway. Managing roadway access points helps to promote safe and efficient travel and minimizes disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roads, shared driveways and streets are encouraged.



Complete Streets²⁵

A design strategy growing increasingly popular in America's cities and towns, particularly within tourist communities, is the *complete streets* movement. Complete streets aim to better integrate people and transportation systems (primarily roads). Some of the benefits associated with a complete streets philosophy include:

²⁵ Much of this section was excerpted from *Let's Complete America's Streets*, www.completestreets.org, 2009.

- Complete streets make economic sense. A balanced transportation system that includes complete streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations. Complete streets can reduce transportation costs and travel time while increasing property values and job growth. Research shows that building walkable streets and lowering automobile speeds can improve economic conditions for both residents and business owners, and anecdotal evidence indicates that home values increase on streets that have received complete streets treatments.
- Complete streets improve safety. They reduce crashes through safety improvements. One study found that designing for pedestrian travel by installing raised medians and redesigning intersections and sidewalks reduced pedestrian risk by 28%. Complete streets also improve safety indirectly, by increasing the number of people bicycling and walking. A recently published international study found that as the number and portion of people bicycling and walking increases, deaths and injuries decline.
- Complete streets encourage more walking and bicycling. Public health experts are encouraging walking and bicycling as a response to the obesity epidemic, and complete streets can help. One study found that 43 percent of people with safe places to walk within 10 minutes of home met recommended activity levels, while just 27% of those without safe places to walk were active enough. Residents are 65% more likely to walk in a neighborhood with sidewalks. A study in Toronto documented a 23% increase in bicycle traffic after the installation of a bicycle lane.
- Complete streets can help ease transportation woes. Streets that provide travel choices can give people the option to avoid traffic jams, and increase the overall capacity of the transportation network. Several smaller cities have adopted complete streets policies as one strategy to increase the overall capacity of their transportation network and reduce congestion.
- Complete streets help children. Streets that provide room for bicycling and walking help children get physical activity and gain independence. More children walk to school where there are sidewalks. And children who have and use safe walking and bicycling routes have a more positive view of their neighborhood. Safe Routes to School programs, gaining in popularity across the country, will benefit from complete streets policies that help turn all routes into safe routes.
- Complete Streets are good for air quality. Air quality in our urban areas is poor and linked to increases in asthma and other illnesses. Yet if each resident of an American community of 100,000 replaced one car trip with one bike trip just once a month, it would cut carbon dioxide (CO₂) emissions by 3,764 tons of per year in the community. Complete streets allow this to happen more easily.
- Complete streets make fiscal sense. Integrating sidewalks, bike lanes, transit amenities, and safe crossings into the initial design of a project spares the expense of retrofits later. Jeff Morales, the Director of Caltrans when the state of California adopted its complete streets policy in 2001, said, "By fully considering the needs of all non-motorized travelers (pedestrians, bicyclists, and persons with disabilities) early in the life of a project, the costs associated with including facilities for these travelers are minimized."

Winter Road De-icing

Many studies have linked increased salt concentrations in drinking water with highway salting operations. Concerns about road salt as a potential contaminant in drinking water date back to the 1950s, when it was discovered that salt was contaminating drinking water supplies because of improper storage and, in some cases, highway runoff.

The use of salt as a winter road de-icing agent is problematic for a number of reasons:

- Salt destroys soil structure by killing some soil bacteria. This allows more soil to erode into streams, taking the salt with it. Salt erosion contaminates drinking water to levels that exceed public consumption standards.
- Salt doesn't evaporate, or otherwise get removed once applied, so it remains a persistent risk to aquatic ecosystems and to water quality. Approximately 55 percent of road-salt runs off with snow melt into streams, with the remaining 45 percent infiltrating through soils and into groundwater aquifers according to a 1993 study.
- Salt slowly kills trees, especially white pines, and other roadside plants. The loss of indigenous plants and trees on roadsides allows hardier salt-tolerant species to take over.
- Salt can change water chemistry, causing minerals to leach out of the soil, and it increases the acidity of water, according to Dr. Stephen Norton, a professor of Geological Sciences at the University of Maine.
- Salt acts like a desiccant and will dry out and crack animal paw pads - house pets are particularly susceptible.
- Road salt seeping into drinking water changes its flavor, and adds the excess dietary sodium associated with hypertension.
- Salt corrodes metals like automobile brake linings, frames, and bumpers, and can cause cosmetic corrosion. To prevent this corrosion, automakers spend almost \$4 billion per year.
- Salt can penetrate concrete to corrode the reinforcing rods causing damage to bridges, roads and cracked pavement.

Along many area roadways, salt-tolerant plants have become more common, including: annual salt marsh aster, salt meadow grass, narrow-leaved cattails, phragmites reeds, seaside goldenrod. Though no one has been able to point to a precise cause-and-effect relationship to show that salt runoff promotes the growth of these plants, it's clear that there is a connection. Salt changes water and soil conditions, and that affects which plants grow where.²⁶

Transportation Budgeting – Capital Improvements Plan

Road maintenance and improvement costs are a major expense and can consume a large share of the local budget. The development of a *Capital Improvements Plan* (CIP) and budget can aid in anticipating and funding future transportation needs. A CIP is a five to six year short-range plan with updates occurring annually. A transportation-oriented CIP will help identify and prioritize future expenditures, including:

- Park acquisition and improvements;
- Public buildings improvements and maintenance;

²⁶ Excerpted from *Salt on Earth*, Chicago Wilderness Magazine, 2004.

- Emergency vehicle purchase and replacement;
- Trail development; and,
- Street improvements (e.g. widening, crosswalks, signalization, corridor studies, etc.), among others.

Capital items are generally defined as those items that are expensive (\$5,000 or more) and will last at least 3-5 years. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements. The general steps involved in developing and maintaining a CIP include:

- Identifying desired capital items. Items should be categorized by type (i.e. road, fire, water, sewer, etc.). This process should involve staff, residents, plan commission, and elected officials.
- Estimating the cost and means of financing each capital expenditure.
- Comparing the desired expenditures to the budget to determine annual spending priorities.

The CIP process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. Moreover, a CIP allows the community to focus on needs and goals and establish rational priorities.

Utility districts offer another tool used to provide a variety of public services and improvements including roads, sewers, stormwater, electricity and water. Utility districts establish a "district fund" to finance improvements. These funds are obtained through taxation of property within the district. Service costs are covered through direct billings

Transportation: Vision Statement

Baileys Harbor is committed to cooperating with county and state agencies in promoting transportation systems. These systems will provide for the safe, efficient movement of people and goods necessary for a desirable quality of life and economic prosperity. Town streets, highways, bike and snowmobile trails, walkways, and the harbor/marina waterway will be important components of these transportation systems.

Transportation: Goals, Objectives, and Policies

The goals, objectives, and policies related to Transportation in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

VIII. Utilities and Community Facilities

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

Utilities and Community Facilities: Summary of Existing Conditions

Please see Appendix 8 for resources regarding the utilities and community facilities element of the plan.

The Town of Baileys Harbor has primarily invested in community facilities specifically relating to governmental functions, community safety (fire and police protection), and the purchase of community recreation areas and parks. Other facilities such as medical care, childcare, and schools, which typically serve multiple communities, are available in neighboring municipalities.

Utilities, except for sewer service, are provided by outside companies. Given current population levels, most companies have been reticent to invest in technological upgrades to existing systems.

Note: The 2005 Land Use Inventory and Resources map found following Chapter X depicts the town hall/library/office building, the fire station, town and county parks, the town marina, public off-street parking areas, cemeteries, the sewer plant, and the Verizon telephone company switching station.

Sewer and Water

With approximately seven miles of pipe in service, the Baileys Harbor Sewer System serves the downtown area, Ridges Road, and south of downtown along the lakeshore. There are seven lift stations: one on Chapel Lane, one on Frogtown Road, one on State Highway 57, and four along Ridges Road. The overall capacity of the treatment plant, located on Summit Road, is 212,000 gallons per day (gpd). Presently, it is operating at approximately 100,000 gpd in the summer months and averaging about 40,000 gpd in the winter months.

When the sewer system was installed, plans were made for future expansions. These include expansion and installation of sewer along County Road F, Bluff Road, Summit Road, County Road E, north on State Highway 57 to County Q, and Sun Plaza. These proposed expansions are considered to be more than adequate to accommodate growth over the 20-year planning period. The Baileys Harbor Sewer Commission and the Town of Baileys Harbor are responsible for oversight and expansion of the sewer system within WisDNR guidelines.

A map of the existing sewer lines and proposed expansion areas may be found following Chapter X.

There is no municipal water supply. All residents and businesses rely on private wells.

Private On-Site Wastewater Treatment Systems (POWTS)

Individuals and businesses in the Town of Baileys Harbor not served by the sewer system use private on-site wastewater treatment systems. These systems include a combination of holding tanks, conventional septic systems, mound systems, in-ground pressure systems, at-grade systems, or sand filter systems.

Soil and bedrock conditions on a property determine which type of system is suitable. The Door County Sanitarian Department verifies private soil tests, issues sanitary system installation permits, verifies evaluations of existing private sanitary systems, and enforces orders concerning system upgrade or replacement.

Storm Water Management

The Town of Baileys Harbor allows storm water to drain through a series of ditches and culverts along the majority of town roads and county highways. The downtown area is served by a series of storm water drains, most of which flow into Lake Michigan.

Solid Waste and Recycling Facilities

Residential and commercial refuse pick-up and disposal are provided only by private contractors; residents and business owners must contract on an individual basis for these services. The town itself has a contract with an independent contractor for recycling services; free recycling drop-off is therefore available to residents on the second and fourth Saturdays of the month from 10 a.m. to 1 p.m. at Recreation Park from April 10th to October 31st. It is located at the Baileys Harbor Fire Station on Park Road between November 1st and April 9th.

In 2012, the Town of Baileys Harbor began planning to turn the Baileys Harbor “Old Town Dump” site into the Baileys Harbor “Green Site.” The site is located on Highway 57, approximately 3 miles north of the downtown area. The intention is for the site to become a spot that citizens can take their yard waste. Compost and woodchip piles would be available. As need/demand grows, there is potential to make it more of a full recycling center.

Telecommunications

Residential and commercial telephone service is provided by Verizon Communications via a GTD5 electronic digital switch. The sole switching station serving the town is located near the Town Hall. At this time, there are no redundancy capabilities in land-based phone service. Local (Sister Bay-based) employees are available for service installation and maintenance.

Cellular phone service is available to residents through Cellcom, US Cellular, and other national service providers.

Internet access is available to residents through independent service providers. High-speed fixed wireless, DSL, satellite, cellular and dial-up internet services are available. There is currently no access to cable service.

Electrical Services

The American Transmission Company is responsible for the maintenance of the main and only transmission line from Green Bay to Sturgeon Bay. Electrical service to Baileys Harbor, which is

dependent on this line as well as on the only line from Sturgeon Bay north, is provided by a substation on County E. Currently there are no redundancy capabilities (i.e. secondary or back-up line) on the major transmission line from Green Bay to Sturgeon Bay or from Sturgeon Bay north.

Wisconsin Public Service (WPS) provides electrical service to residential and commercial clients in the Town of Baileys Harbor and is responsible for maintaining power lines in the town. Most of the Baileys Harbor area has been upgraded to a higher-capacity 24.9 kilovolt (KV) system, although there are still some areas of the town operating at 12KV.

Cemeteries

There two cemeteries in the Town of Baileys Harbor; they are immediately adjacent and are located on County Road EE. The cemeteries are owned by the town and St. Mary's of the Lake Catholic Church in Baileys Harbor. Recently, the town purchased an adjacent strip of land to accommodate future expansion.

Police

Police protection is provided by the Door County Sheriff's Department, with assistance from two Town Constables who are elected by town voters and paid by the Town of Baileys Harbor.

Fire Protection

The town is protected by a 26-member "paid by call" volunteer fire department. Members all carry a pager unit capable of receiving calls from the 911 dispatch center at the Door County Communications Center. All members of the fire department receive regular training, either in-house or through Northeast Wisconsin Technical College. The Baileys Harbor Fire Department is a signor to the Mid Door Enhanced Fire Response Agreement with Ephraim and Gibraltar. A mutual aid agreement is in place with Sister Bay/Liberty Grove, Egg Harbor and Jacksonport. These agreements allow the various departments to provide additional water and manpower to one another when necessary.

The fire department is housed in a facility located across from the Town Hall, on Park Street. The fire department owns the following equipment:

- 2000 Freightliner Tanker, 3100 gallon tank
- 1996 Freightliner Tanker, 2100 gallon tank
- 1993 Seagrave Pumper, 750 gallon tank, 1250 gallons/minute
- 2007 Marion Pumper, 500 gallon tank, 1500 gallons/minute
- 2011 Ford Brush Truck, 250 gallon tank
- 1999 Ambar AM 800 26 foot rescue boat with Loadmaster trailer
- 2009 Polaris 6x6 Ranger (ATV) with a rescue skid

Fire department adequacy is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. This schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. These gradings are in turn used throughout the U.S. in establishing base rates for fire insurance. Although these gradings do not directly dictate what, if any, improvements or changes should be made, they are generally accepted as an effective planning tool for municipalities. The grading is obtained by ISO based upon their analysis of several components of fire protection, including:

- Fire department equipment

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

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2001, Baileys Harbor received a rating of 8-9.

Emergency/Rescue Services

In northern Door County, ambulance and emergency medical services are provided by an Emergency Services of Door County rescue squad headquartered at the Sister Bay Fire Station on Mill Road. The squad consists of two ambulances, six full-time paramedics, and eighteen volunteer EMTs serving Sister Bay, Liberty Grove, Ephraim, Gibraltar, Baileys Harbor, and portions of Jacksonport and Egg Harbor. The rescue squad responds to an average of 700 calls per year with an average increase of 2-3% each year. The Baileys Harbor First Responders, a ten member volunteer group equipped with defibrillators, oxygen and first-aid supplies, supports and assists County emergency personnel. They respond to between 80 and 100 calls per year.

Libraries

The McArdle Library, located in an addition to the Baileys Harbor Town Hall, is one of seven branches of the Door County Public Library System and a member of the Nicolet Federated Library System. The town is responsible for maintenance of the building. The building addition housing the library was completed in 1997 and provides space for the library and one meeting room.

Government Buildings

Baileys Harbor Town Hall

The Town Hall is an 8,500 square-foot structure located at the north end of the downtown area on State Highway 57 at the intersection of County Road F. The building was built in 1937 and remodeled in 1997. All of Baileys Harbor's administrative facilities are housed in the Town Hall. The facility provides meeting rooms; an auditorium; office space for the Town Clerk, Town Treasurer and Town Building Inspector; records storage; and the McArdle Library.

Fire Station

The Baileys Harbor Fire Station is a 4,270 square-foot single level structure located approximately 300 feet northwest of the Town Hall on Park Street. The Fire Station site includes parking for approximately 14 vehicles. A second parking lot immediately to the west of the building provides event overflow and boat trailer parking, accommodating 50 single vehicles.

Baileys Harbor Town Marina

The Baileys Harbor Town Marina was built in 2000 and provides seasonal boat docking, transient docking, boat launching facilities, gas, and pump-out services. The marina is protected by a 450-foot break wall and provides five feet of draft throughout the marina harbor. There are 25-foot, 32-foot, 36-foot, and 40-foot slips.

Public Works Garage

The Baileys Harbor Public works garage is a 6,000 square foot building located on the northwest corner of the Recreational Park property, built in 2011. Prior to the completion of this building, the public works department shared space in the fire station. This building allowed the fire department complete access to the fire station and provides the public works department with much better facilities and more space, increasing the department's efficiency.

Utilities and Community Facilities Issues

A number of issues related to utilities and community facilities arose during the public participation activities of the 2012 Plan Amendment process, including:

- Lack of adequate cellular coverage, cable television, and high-speed internet/broadband access
- Expansion of the library
- Additional needs related to senior services
- Utilize alternative wastewater treatment (for new development) to protect and preserve ground and surface waters

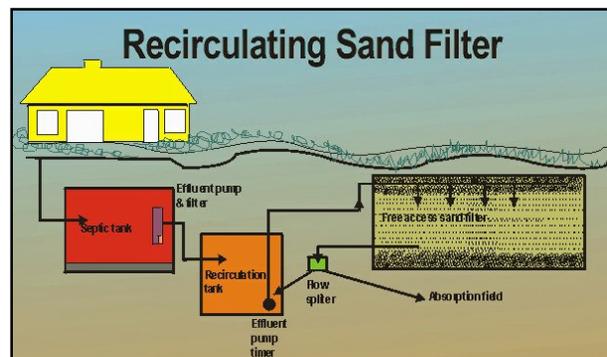
Wastewater Treatment

Wastewater treatment in areas outside the Baileys Harbor Sewer System is accommodated with private on-site wastewater treatment systems (POWTS). These systems must comply with the state plumbing code (COMM 83), to ensure that they do not threaten groundwater resources and to keep each permitted system functioning properly over the course of its lifetime. However, studies have indicated that even properly-designed and maintained conventional on-site systems pose a threat to ground water, particularly when located in areas dominated by Karst geology.

The cost of expanding the current sewer system to accommodate the entire Town is not practical given the scattered development located within Baileys Harbor. However, clustered, alternative sanitary facilities can provide an environmentally friendly wastewater treatment system at a fraction of the cost of on-site systems. Options for clustered sanitary systems for future development include recirculating sand filters, constructed wetlands and The Living Machine System, among others. A brief description of these systems is provided below.

Re-circulating Sand/Gravel Filters

Re-circulating sand/gravel filters (RS/GF) offer an economically viable, more environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RS/GF system include a septic tank, recirculation tank, and sand or gravel filter. Water discharged from the system far exceeds the quality of a conventional system, and at a fraction of the price. RS/GFs have been in use for more than a century and are a permitted alternative to septic tanks and



Source: ToolBase Services, 2005.

mound systems.

Constructed Wetlands

Constructed wetlands have been used as effective wastewater treatment systems for more than 30 years. They have become the dominant treatment system for communities in the Minneapolis, Minn., metropolitan region not served by municipal wastewater treatment. Although there are a variety of wetland-based systems used to treat effluent, the most common is a subsurface flow wetland. Subsurface flow wetlands utilize an anaerobic reactor (septic tank) for pretreatment followed by a forced-bed aeration system and wetland treatment cells. Constructed wetlands are designed to achieve tertiary treatment at a fraction of the cost of a municipal system. They become cost effective at the small scale when treating effluent from eight or more homes.



Source: North American Wetlands Engineering, 2004.

Living Machines®

Living Machines are a patented wastewater treatment system that is growing in popularity around the world. They entail a linked system of tanks teeming with live plants, trees, grasses, algae, fish, shrimp, snails and a diversity of microorganisms and bacteria. Each tank is a mini-ecosystem designed to eat or break down waste. The process takes about four days to turn wastewater crystal clear. It is chemical-free, odor-free and, compared to conventional wastewater treatment, costs less financially and ecologically²⁷. Living Machines are permitted systems in Wisconsin and are currently in use at the Conserve School in Land O' Lakes, at Cedar Grove Cheese Factory in Cedar Grove and at Edgewood College in Madison.



Source: Living Machines, Inc., 2001.

When new residential and commercial development is proposed for outside of the current sewer service boundary, the Town will encourage the use of alternative wastewater treatment systems to improve and enhance water quality in the community.

²⁷ SOURCE: *The Living Machine*, Jeff Wolovitz, Penn State Department of Research and Policy, 2000.

Alternative Energy Systems

Large-scale Wind Energy

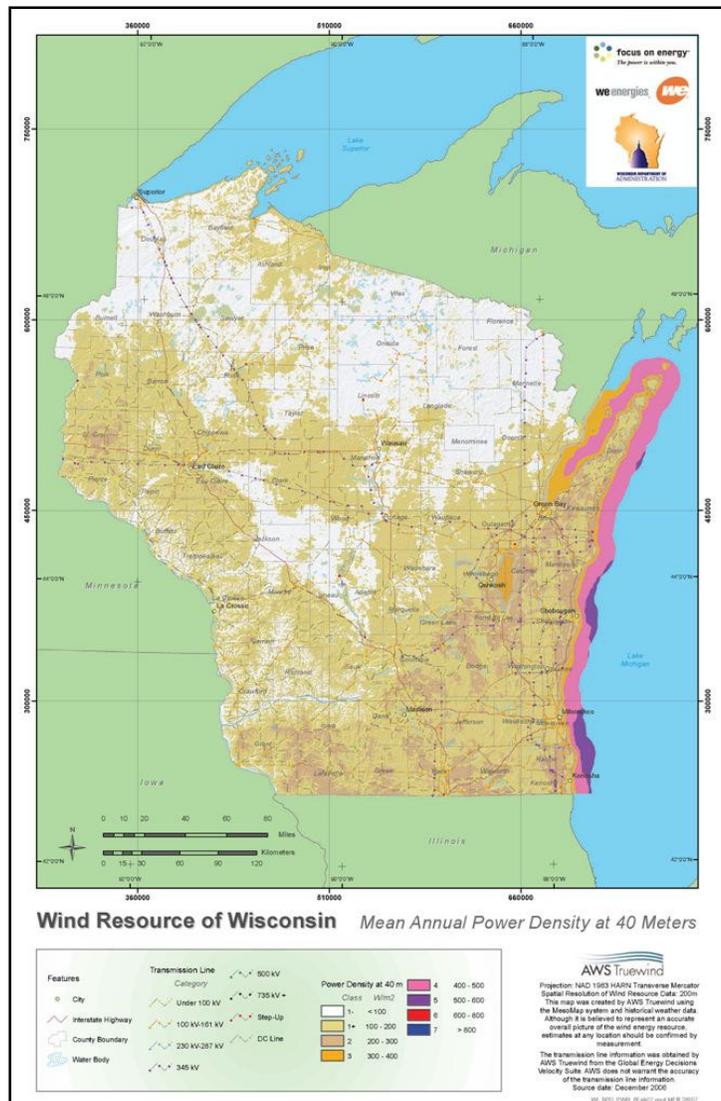
With the rising cost of energy in the United States, capturing the wind has grown in prevalence as a source of alternative, renewable energy. Although it is a very cost-effective source of electricity, it has raised other concerns, particularly with respect to wildlife. Opponents of wind farms have argued that the rotating blades can disrupt, and even kill, certain bird and bat species. Studies conducted on the effect of wind turbines on bird and bat mortality have thus far shown minimal impacts. However, proponents believe that the greater benefit provided by this renewable energy source, given increased awareness of global climate issues, more than justifies its recent and future growth.

In 2007, Focus on Energy partnered with AWS Truewind to produce maps showing predicted long-term mean annual wind speed at 30, 40, 60, 70, and 100 meters above ground at a 200 meter resolution (see map on following page). Additionally, AWS Truewind produced an annual power map at 40 meters above ground with a 200 meter resolution.

These maps were produced by incorporating meteorological, topographic, and land cover data into a powerful computer simulation tool.²⁸ As the map below shows, Door County is located an area very conducive to wind energy. As such, it is reasonable to expect increasing, market-based demand for wind generated power facilities located within the County.

The installation of wind turbines in larger scale wind farm, should they be constructed, will result in benefits and challenges in Baileys Harbor. Challenges are largely focused on three aspects: visibility, noise and wildlife impacts.

1. Wind towers are highly visible. Modern wind turbines producing power on the megawatt scale typically stand 212-plus feet, with blade rotors of about 230-plus feet in diameter



Source: *Wisconsin Wind Maps*, Focus on Energy, 2010.

²⁸ Excerpted from *Wisconsin Wind Maps*, <http://www.focusonenergy.com/information-center/renewables/wind-maps-data/>, 2010.

(up to 393 feet tall and 341 foot rotor diameters for the 3.6 MW turbine)²⁹. Wind power plants consist of clusters or lines of turbines spread across hilltops, ridgelines or open stretches of water. Turbine view sheds, or distances within which the turbines can be readily seen, can reach five miles. A formal study conducted by the Renewable Energy Policy Project indicated that the wind turbines in Kewaunee County had no negative effect on the property values in the view shed, described as the 5-mile radius around the wind turbines³⁰.

2. Wind power plants produce steady, low-volume noise caused by wind trailing off rotor blades and by the machinery driven by the turbines. The wind itself may mask any such noise produced by the turbine.
3. Compared with other energy sources, wind has a modest impact on wildlife. It does not require the mining or transportation of fuel, nor does it produce air pollution or contribute to global warming. Wind installations do consume small amounts of land for each turbine footing and may alter wildlife behavior in the surrounding areas. Some species change their feeding, breeding and nesting habits within the immediate area of wind towers. In areas where the land is already used for intensive agriculture (i.e., row crops), the wildlife impact and habitat loss is minor. In more remote areas, the disruption from a wind farm will be more significant, if only from a visual perspective. Overall, wind power projects are responsible for one or two of every 10,000 bird collision-deaths in the country annually. Housecats, office buildings and patio doors each kill far more birds than wind turbines³¹.

The Governor's Task Force on Climate Change has undertaken research regarding the merits of locating wind farms off shore on Lake Michigan. The Radial Wind Farm, a facility to be located in the Mid Lake Plateau region of Lake Michigan is in the planning stages. If constructed, it will be the world's largest wind energy producers. Similar such facilities are currently under review on the Chesapeake Bay and already under construction off Cape Cod in Massachusetts. Whether opposed to or in general support of large wind farms, the community must prepare for a growing demand by energy companies for increased electrical capacity, particularly wind power.

Personal Energy Systems

As energy costs have risen during the past decade, more Americans are utilizing personal energy systems to reduce costs associated with electricity, heating, and cooling. In addition, state and federal tax incentives have reduced the total costs of these systems making them available to a greater percentage of users. Personal energy systems include photo-voltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers, among others.

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. These laws cover zoning restrictions by local governments, private land use restrictions, and system owner rights to unobstructed access to resources. The state's original laws, enacted in 1982, have subsequently been amended and expanded numerous times. Under the law, counties, towns,

²⁹ Source: General Electric

³⁰ Source: Renewable Energy Policy Project, *The Effect of Wind Development on Local Property Values*, 2003.

³¹ Source: Wallace Erickson, et. al., *Avian Collisions with Wind Turbines: A Summary of Existing Studies and Comparison to Other Sources of Avian Collision Mortality in the United States*, National Wind Coordinating Committee, August 2001.

villages, and cities may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

- Serves to preserve or protect public health or safety
- Does not significantly increase the cost of the system or decrease its efficiency
- Allows for an alternative system of comparable cost and efficiency

The law effectively prohibits unreasonable public land use controls covering solar and wind energy systems by defining a fairly narrow set of "reasonable" conditions. The law subsequently allows for a local permitting procedure for guaranteeing unobstructed access to wind or solar resources. A permit will not be granted if obstruction already exists or if the construction of such an obstruction is already well into the planning stages.³²

The Door County Zoning Ordinance does not currently regulate personal energy systems.

Climate Action Planning

Wisconsin Initiative on Climate Change

The Wisconsin Initiative on Climate Change Impacts (WICCI) is a statewide collaboration that brings scientists and stakeholders together to find adaptation strategies to the potential impacts of climate change in our state. Adaptation will be the key to reducing the negative impacts of climate change and capitalizing on opportunities that develop. And adaptation will be critical in coming years. Even as we work to reduce emissions of greenhouse gases that are driving climate change, momentum already in the climate system guarantees that we will see significant warming, changes in precipitation patterns and snow cover, and increases in the frequency and intensity of extreme weather events. Many changes are already being observed.

WICCI is designed to investigate potential climate change impacts on specific natural resources, ecosystems, economic activities, and regions. It will evaluate risks and vulnerabilities in each of these areas and develop strategies for adaptation that can be used in natural resource management, municipal decision making, economic development, public health, and other critical components of Wisconsin's quality of life.

Local Climate Action Plan³³

Programs and policies to mitigate climate change and advance clean energy—energy efficiency, renewable energy, and combined heat and power—can provide multiple benefits to state and local governments and their constituents. In addition to reducing greenhouse gas emissions, these policies can:

- Increase energy security and reliability
- Reduce air pollution
- Promote economic development
- Improve public health and quality of life

³² Excerpted from *DSIRE: Database of State Incentives for Renewables and Efficiency*, www.dsireusa.org, 2010.

³³ Excerpted from *State and Local Climate and Energy Program*, United States Environmental Protection Agency, <http://www.epa.gov/statelocalclimate/basic-info/index.html>, 2010.

Local governments have an important role to play in advancing clean energy and reducing greenhouse gas emissions that contribute to climate change. Governments can lead by example by implementing programs within their own buildings and operations that reduce greenhouse gas emissions and save energy and money. They can also implement policies to increase clean energy and reduce greenhouse gases across numerous areas, such as:

- Energy efficiency
- Heat islands
- Land use
- Renewable energy
- Transportation
- Waste management
- Water and wastewater treatment

Local governments also possess the regulatory authority necessary for mitigating greenhouse gases that cause climate change through policies and ordinances regulating:

- Land use (zoning and land division)
- Building codes
- Transportation policy
- Open space and agricultural preservation

Sustainable Development and Green Building Design

Another way for communities to increase efficiency and differentiating themselves from surrounding communities is to work to implement sustainable development practices and green building design. There are several avenues available to local government to increase sustainability, maintain services, and grown with minimal impact upon the environment. These avenues can take place on an individual or community level and include:

- Construction. Using renewable building materials as much as possible (including lumber certified by the Forest Stewardship Council), diverting construction waste from landfills for recycling and/or reuse, recycling furniture and appliances, buying locally manufactured products, controlling construction site runoff, and maintaining healthy air quality during construction.
- Energy. Purchase renewable energy from utilities such as through the Nature Wise Program with Wisconsin Public Service Corporation, install fluorescent fixtures and light sensitive switches, purchase Energy Star products, insulate buildings properly, maintain a slightly warmer temperature in the summer and slightly cooler temperature in the winter.
- Transportation. Car pool, utilize public and alternative transit when possible, consolidate trips, drive a fuel-efficient vehicle, have tires properly inflated and vehicles properly maintained.
- Stormwater / water quality. Preserve wetlands, do not build in the floodplain, preserve drainage swales and low-lying areas as well as aquifer recharge zones, minimize application of chemicals to lawns and crops, minimize impervious surface area and

runoff (possibly install pervious pavements), install biofiltration buffer strips in large parking lots, and include rain gardens as a requirement for all new development.

- Parks and natural areas. Preserve open space and natural areas.
- Purchasing. Buy environmentally friendly products. These include cleaners, paints, furniture, carpeting etc. that have been certified by organizations such as Green Seal, Green Guard Environmental Institute etc. or received the Energy Star rating.
- Implementation. Research opportunities for the community and municipal government to implement sustainable initiatives.

During construction and renovation projects, architects and builders have an opportunity to increase the efficiency of the building and minimize the impact on the environment. In the U.S., buildings account for roughly 33% of total energy usage, about 66% of our electricity, and over 12% of water consumption, not to mention the fact that they transform the land from open and natural area to impervious surface.

Leadership in Energy and Environmental Design (LEED)

Leadership in Energy and Environmental Design, or LEED, is a mechanism for the evaluation and certification of buildings that strive to maximize the efficiency of the building while minimizing its impact on the environment. These designs also work to make the building healthier for its inhabitants than regular standards call for. The LEED “green building” rating system allots points for achieving goals as set out by LEED. The program is voluntary, market-driven, and based on accepted energy and environmental principles that strike a balance between established practices and emerging concepts. Buildings become certified once they earn 21 points but earn higher ratings as they increase their total.

By undertaking sustainability initiatives and instituting green building design when possible, Baileys Harbor may lessen its impact on the environment and become a more energy efficient community. The Town would be recognized for a commitment to environmental issues, receive positive publicity, and potentially qualify for a growing array of state and local government funding and program initiatives.

Utilities and Community Facilities: Vision Statement

Baileys Harbor desires to continue as a healthy, progressive, and caring town that celebrates the past and has adequate facilities and services to support well-planned growth, while maintaining rural and small-town life quality. Community services and facilities shall maintain their functionality, address the needs of the town’s diversified population, and adapt and change in anticipation of community growth. Services include programs that promote a neighborly atmosphere, the town as a safe place to live, and reflect the concerns of individuals and families in the community as well as visitors to the area.

Utilities and Community Facilities: Goals, Objectives, and Policies

The goals, objectives, and policies related to Utilities & Community Facilities in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

IX. Intergovernmental Cooperation

Per Wisconsin Statutes Section 66.1001(2)(g), the intergovernmental cooperation element of a comprehensive plan is “a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, s. 66.0307, or s.66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

Intergovernmental Cooperation: Summary of Existing Conditions

Please see Appendix 9 for further background research for the intergovernmental cooperation element of the plan. Also see the map entitled Door County Municipalities following Chapter X that shows the location of all 14 towns in the county and provides a key to the location of the county’s four villages and one city.

Note: The Town of Baileys Harbor is not a party to any plans or agreements under s.66.0301, s.66.0307, or s.66.0309, Wisconsin Statutes.

Adjacent Governmental Units

The Town of Baileys Harbor shares borders with four other municipalities: the Towns of Jacksonport, Gibraltar, Liberty Grove, and Egg Harbor.

Relationship

The Town of Baileys Harbor has good working relationships with surrounding towns. Since towns are not incorporated, they cannot annex land; therefore, the borders between the Town of Baileys Harbor and adjacent towns are fixed and boundary disputes are nonexistent.

There is existing cooperation with several adjacent and nearby communities regarding the provision of public services such as emergency services (fire, ambulance, etc.).

Baileys Harbor officials already meet on an as-needed basis with officials from adjacent and nearby northern Door County municipalities to discuss issues such as municipal planning, land use, and fire protection, and intend to continue such periodic meetings. There are no on-going or foreseeable conflicts in these areas.

Siting of Public Facilities

Ambulance and emergency medical services are provided by a Door County rescue squad, headquartered at the Sister Bay fire station.

The Baileys Harbor fire station is located in the middle of downtown Baileys Harbor. A formal mutual aid agreement is maintained with Gibraltar, Ephraim, Jacksonport, Egg Harbor, Sister Bay, and Liberty Grove to receive large amounts of water tankers on a primary call basis for all structure fires.

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

Sharing Public Services

Currently the Town of Baileys Harbor has several intergovernmental agreements with neighboring communities regarding public services. The Baileys Harbor fire department has a Mid-Door Enhanced Fire Response Agreement with neighboring departments. Baileys Harbor's ambulance services are provided by Emergency Services of Door County and are shared with the Village of Sister Bay and the Towns of Liberty Grove, Gibraltar, and portions of Jacksonport and Egg Harbor. Law enforcement is provided by the Door County Sheriff's Department and the Baileys Harbor Town Constables.

School District

The Town of Baileys Harbor is located within the Gibraltar Area School District, although some residents in the town may choose to send their children to Sevastopol Schools.

Relationship

The Town of Baileys Harbor's relationship with the Gibraltar School District is good. The School District operates independently of the municipalities it serves, although the School District is among the taxing jurisdictions that directly affect Town of Baileys Harbor property owners. The Baileys Harbor Town Hall has been used by the School District for some planning and information meetings.

Sharing School Facilities

The town has no formal agreement with the School District for shared use of the school's facilities and foresees no need for one.

County

The Town of Baileys Harbor is located in Door County; therefore, the county has jurisdiction within the town in some matters. In particular, the county has jurisdiction in the town over zoning, land divisions, on-site sanitary systems, police protection, county-owned parks, and public health issues. Town officials are currently satisfied with these working relationships.

State

The town has good working relationships with the State of Wisconsin agencies with which it interacts. Primarily, the town deals with the Wisconsin Department of Natural Resources, which is one of the largest landowners in the town and is also responsible for overseeing various environmental and water quality issues in the town, and the Wisconsin Department of Transportation, which provides funding for various local road projects.

Existing Intergovernmental Agreements

The Town of Baileys Harbor currently maintains a number of intergovernmental agreements with surrounding communities. These include:

- Town of Jacksonport - An agreement detailing maintenance and upkeep of O'Brien Road and Honold Road.
- Town of Gibraltar - An agreement detailing maintenance and upkeep of West Meadow Road.

- Town of Liberty Grove - An agreement detailing maintenance and upkeep of Grove Road.
- County of Door - An agreement for snow/ice removal on certain Town roads.
- Door County Tourism Zone Commission - An agreement detailing the collection and distribution of room tax funds.
- Door County Coastal Byways Council - An agreement detailing the activities of members of the WisDOT Scenic Byways Program

2012 Comprehensive Plan Amendment Process – Intergovernmental Notifications

At the onset of the 2012 Comprehensive Plan Amendment process notifications were sent to the following municipalities and organizations informing them that the Town Of Baileys Harbor would be updating its Comprehensive Plan and inviting them to participate:

- Towns of Egg Harbor, Gibraltar, Jacksonport, and Liberty Grove
- Village of Ephraim
- Door County Planning Department
- Bay Lake Regional Plan Commission
- Gibraltar and Sevastopol School Districts
- Wisconsin Departments of Administration, Natural Resources, and Transportation

Each of these municipalities and organizations were invited to attend the 2012 Comprehensive Plan Amendment process Intergovernmental Meeting and were directed to the Town of Baileys Harbor website to review draft chapters and maps.

Intergovernmental Cooperation: Vision Statement

To promote cooperation between the town and other governmental agencies, Baileys Harbor shall create a framework providing for the uniform adoption, periodic review, and control of intergovernmental agreements to which the town is a party.

Intergovernmental Cooperation: Goals, Objectives, and Policies

The goals, objectives, and policies related to Intergovernmental Cooperation in the Town of Baileys Harbor can be found in *Chapter X: Implementation*.

X. Implementation

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

Purpose of the Implementation Chapter

The Implementation chapter is the “how-to” portion of the plan. It prescribes those actions necessary to realize the visions presented in this document. The actions include revisions to existing ordinances as well as recommendations regarding new tools to aid the Town in implementing the plan. This tables that conclude this chapter provide a strategy for measuring progress, identify the parties responsible for implementation, and include recommendations for the timely review and, when necessary, amendment of the plan.

Upon approval and adoption of the Updated Town of Baileys Harbor Comprehensive Plan by the Town Board, and as required by the Wisconsin Comprehensive Planning law (66.1001 State Stats.), the Town of Baileys Harbor must ensure that ***all local land-use decisions are consistent with the policies, goals and objectives*** of this plan. Once the plan is adopted and distributed as per state requirements, the Town must review and, if necessary, revise existing land-use tools so that they conform to the comprehensive plan recommendations. In addition, the Town must begin the process of implementation, which may require the adoption of new land-use tools capable of achieving plan goals.

Timeline of Implementation Measures by Topic Area

The chart on the following pages shows all of the Baileys Harbor Comprehensive Plan goals, objectives, and implementation policies. For each policy, the chart lists the agency primarily responsible for carrying out the policy, and the timeframe for implementation.

Agricultural, Natural, and Cultural Resources

Goal 1: Preserve natural resources.

Objective 1.1: *Ensure the safe usage of all harbor waters, lake waters (Lake Michigan and Kangaroo Lake), shorelines, marinas, commercial fishing docks, beaches, creeks, and watersheds.*

Policies	Responsible Parties	Timeline (year)
Policy 1.1a: Uphold the continued proper, monitored disposal of treated sewage into Lake Michigan from the Baileys Harbor Sewage Treatment Plant.	Wastewater Committee/Town Board	Continuous
Policy 1.1b: Foster a better understanding of the highly permeable geological structure of the Baileys Harbor area, with emphasis on the dolostone bedrock and the associated “Karst” features (e.g. sink holes, caves, crevices, etc.) that permit rapid groundwater movement.	Town Board/Door County Soil & Water	Continuous
Policy 1.1c: Foster proper well-drilling activities and proper decommissioning of abandoned wells.	Done by County and State	Continuous
Policy 1.1d: Identify those areas within the town where susceptibility to groundwater contamination is highest and develop plans to ensure that land use within these areas occurs in a manner consistent with protecting groundwater.	Door County, WDNR, Town Board, Consultant	2013-14

Objective 1.2: *Cooperate in the protection and preservation of Baileys Harbor’s unique biological and other natural resources.*

Policies	Responsible Parties	Timeline (year)
Policy 1.2a: Support continued open and cooperative relationships, especially the sharing of information, between all resource conservation groups (e.g., The Ridges, The Nature Conservancy, the Door County Land Trust, Wisconsin Department of Natural Resources, University of Wisconsin, UW-Extension, etc.) and encourage stewardship of Baileys Harbor’s unique biological resources.	Plan Commission, Town Board, parties listed	Continuous
Policy 1.2b: Support-increased state and federal research on and monitoring of air and water quality in Baileys Harbor along the shoreline and for all of Door County.	Town Board, DNR, Federal Government	Continuous
Policy 1.2c: Support the adoption of a county ordinance in support of the “Dark Sky” concept or adopt a town light trespass ordinance that includes the use of appropriate directional lighting and wattage in all areas of the town.	County, Consultant	Continuous
Policy 1.2d: Encourage local governments to lend their support in fostering and preservation of small family farms and other low impact agricultural operations.	Town Board	Continuous
Policy 1.2e: Continue to cooperate with adjacent communities when one or the other’s actions impact shared natural resources.	Town Board	Continuous

Policy 1.2f: Continue the education and participation of the Baileys Harbor townspeople and their children in determining and implementing the Smart Growth issues and policies important to the town.	Town Board	Continuous
Policy 1.2g: Utilize existing land use tools (zoning ordinance, subdivision ordinance), to establish riparian buffers extending 50-100 feet from the ordinary highwater mark of perennial and intermittent streams and wetlands for all new development in the Town.	Door County Planning Department, Plan Commission, Consultant.	2013
Policy 1.2h: Coordinate with Door County and WDNR to encourage farmers, growers, park managers, golf course managers, and developers to implement best management practices to reduce nonpoint source water pollution.	Door County, WDNR.	Continuous
Policy 1.2i: Discourage habitat fragmentation by guiding future development to areas adjacent to existing development.	Plan Commission, Door County.	Continuous
Policy 1.2j: Partner with Door County Land Trust and similar groups to protect wildlife habitat areas. Encourage local landowners to pursue opportunities to protect their land through the use of conservation easements.	Land trusts.	Continuous
Policy 1.2k: Utilize the Zoning and Subdivision ordinances to establish a network of green corridors thorough the community to link riparian buffers and existing habitat areas to create wildlife habitat and migration routes.	Plan Commission, Door County Planning Department, Consultant.	2013-14
Policy 1.2l: Explore opportunities to implement a Purchase and/or Transfer of development Rights program in the Town.	Door County Planning Department, Consultant.	2014
Policy 1.2m: Utilize the Zoning Ordinance, Subdivision Ordinance, and other local land use regulations to prohibit the use of ornamental species classified as invasive by WDNR.	Door County Planning Department, Consultant.	2013-15
Policy 1.2n: Consider environmentally safe alternatives to salt for de-icing roads.	Door County	2013
Policy 1.2o: Amend the Zoning and Subdivision ordinances to require low-impact development alternatives in the design of all stormwater management plans for all future development projects.	Plan Commission Door County Planning Department, Consultant, Door County Soil & Water	2014
Goal 2: Preserve and protect historic and cultural resources.		
<i>Objective 2.1: Preserve existing historical buildings and sites and their significance by establishing standards and providing guidelines to aid in the retention of the overall character of the community.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 2.1a: Support a historic Preservation Society.	Town Board	Continuous
Policy 2.1b: Consider establishing a Historic District and local Historic Registry.	Town Board, Baileys Harbor Historical Society	2014-15

Policy 2.1c: Consider Creation of an Historic Preservation Ordinance which regulates the demolition of or significant alteration of historic properties and provides for "preservation planning" by establishing criteria for compatible community design, including site design, architecture, and materials.	Town Board, Baileys Harbor Historical Society	2014-15
Policy 2.1d: Support a group or groups that would be willing to locate, collect, duplicate, and catalog the historic data on the Town of Baileys Harbor from public and private sources.	Baileys Harbor Historical Society	Continuous
Policy 2.1e: Make available a chronological history of the community based on documents from the public and private historical collections of the town residents for the purpose of providing extended public access and education using these historical records.	Baileys Harbor Historical Society	Continuous
Policy 2.1f: Provide consistent town-wide labeling of historic sites, structures, and architecturally significant buildings so that both visitors and residents could enjoy a walking tour highlighting the town's history.	Baileys Harbor Historical Society	2015-17
Policy 2.1g: Establish a suitable permanent home for display and storage of historical information on the town.	Baileys Harbor Historical Society, Plan Commission, Town Board	2016-18
Policy 2.1h: Utilize existing kiosks in the town and Chamber of Commerce distribution facilities to inform visitors of the history of the town through the development and distribution of historical brochures (i.e. shipwrecks, political, lumbering, and early business history).	Baileys Harbor Historical Society, Baileys Harbor Community Association, Plan Commission, Town Board	Continuous
Policy 2.1i: Possibly Pursue Certified Local Government status.	Consultant, SHPO.	2013-15
Objective 2.2: Maintain and expand the presence of cultural and artistic groups in the Town of Baileys Harbor.		
Policies	Responsible Parties	Timeline (year)
Policy 2.2a: Provide town support to local festivals, cultural events, and activities.	Baileys Harbor Community Association, Town Board	Continuous
Policy 2.2b: Encourage arts-based entrepreneurial businesses to locate in the town by offering appropriate incentives and by referencing the arts-friendly identity in town promotions.	Plan Commission, Town Board, Baileys Harbor Community Association	Continuous
Policy 2.2c: Encourage the cultural and education activities currently managed by private groups at their own facilities in the Town of Baileys Harbor.	Town Board, Baileys Harbor Community Association	Continuous

Land Use

Goal 3: Maintain a downtown “core”, Peninsula Center commercial district, and HD Residential districts.

Objective 3.1: *Keep retail businesses and major government and social institutions concentrated within the downtown "core" area.*

Policies	Responsible Parties	Timeline (year)
Policy 3.1a: Specifically define the boundaries of the downtown "core" area.	Town Board, Plan Commission	Complete
Policy 3.1b: Recommend that current and future zoning designations require all such development to occur downtown or contiguous to downtown.	Plan Commission, Town Board, Consultant, Door County Planning	Continuous

Objective 3.2: *Future commercial development in the town should remain within existing commercial areas or contiguous to existing commercial development, preferably on public sewer or future sewer extensions, with the exception of the Peninsula Center area (which is not served by sewer). As demand exceeds present stock, commercial development should be considered on properties served by public sewer extending inland from the "core" area.*

Policies	Responsible Parties	Timeline (year)
Policy 3.2a: Recommend current and future zoning designations steer commercial development in the town toward existing commercial areas, preferably toward areas that are or will be served by sewer.	Plan Commission, Town Board, Door County Planning, Consultant	Continuous
Policy 3.2b: Future commercial development in the downtown and Peninsula Center areas shall proceed in an orderly manner, contiguous to existing commercial enterprises.	Plan Commission, Town Board, Door County Planning, Consultant	Continuous
Policy 3.2c: Consider developing a Design Review or Site Plan Review Ordinance and establishing a Design Review or Site Plan review Committee to guide future development in the core area.	Plan Commission, Consultant.	2013-14
Policy 3.2d: Create gateway features designed in harmony with the natural landscape and existing architectural themes and utilizing the landscape theme to define town boundaries and welcome visitor to the community.	Plan Commission, Baileys Harbor Community Association, Consultant.	2014
Policy 3.2e: Create a wayfinding system to guide visitors to key destination nodes in the community.	Plan Commission, Baileys Harbor Community Association, Consultant.	2013-14

Objective 3.3: *Retain the Highway 57 approaches to the downtown "core" commercial area from the north and south as primarily low- to medium- density single-family residential with natural roadside vegetation preserved.*

Policies	Responsible Parties	Timeline (year)
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Policy 3.3a: Encourage low- to medium-density single-family residential zoning designations along the highway entrances to downtown.	Plan Commission, Town Board	Continuous
Policy 3.3b: Work with the county, utility companies, and private landowners to encourage preservation of natural, native roadside vegetation immediately adjacent to the highway.	Plan Commission, Town Board	Continuous
Objective 3.4: (Re)development of existing businesses and homes within the downtown "core" area should occur at similar density levels and building volumes to existing development in order to maintain the small-town character of Baileys Harbor and preserve the vistas of the water.		
Policies	Responsible Parties	Timeline (year)
Policy 3.4a: In addition to adopting appropriate policies regarding historical and cultural preservation, the town should work with the county to support zoning regulations in effect in downtown Baileys Harbor do not allow for (re)development that is out of scale with existing development.	Plan Commission, Town Board	Continuous
Policy 3.4b: Support regulations for such development concerning density, building volume, and setbacks that protect open space and neighboring properties.	Plan Commission, Town Board	Continuous
Policy 3.4c: Encourage current and future zoning designations that allow the development of high-density and multiple occupancy residential developments outside the "core" and/or sewer areas.	Plan Commission, Town Board	Continuous
Policy 3.4d: Examine – and, if necessary, propose amendments to – county zoning regulations regarding density, building volume, and setbacks for high-density and multiple occupancy developments to ensure open space is preserved, neighboring properties protected, and large-scale buildings are in scale with the property on which they are located.	Plan Commission, Town Board	Continuous
Objective 3.5: Have residential lot sizes progress from smallest in the "core" area to largest in the agricultural areas, with gradual increases in size in between. Sewer or sewer extensions should serve smaller lot sizes.		
Policies	Responsible Parties	Timeline (year)
Policy 3.6a: Ensure that current and future zoning designations are consistent with this objective.	Plan Commission, Town Board	Continuous
Policy 3.6b: Monitor zoning districts and lot size requirements and encourage preserving open space in outlying areas.	Plan Commission, Town Board	Continuous
Goal 4: Allow development for economic growth and expansion of existing desired uses.		
Objective 4.1: As demand exceeds available stock, allow the expansion of light industrial and trades-based uses in areas contiguous with existing light industrial zoning in order to group such uses and to allow for economic development within the town. Infrastructure should expand with or ahead of development.		
Policies	Responsible Parties	Timeline (year)

Policy 4.1a: In conjunction with policies recommended regarding economic development within the town, allow the expansion of light industrial and trades-based uses in an orderly manner – contiguous to existing light industrial uses.	Plan Commission, Town Board	Continuous
Objective 4.2: <i>Encourage and support agriculturally productive farmlands as much as possible.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 4.2a: With those landowners operating agriculturally productive farmlands, examine current zoning regulations for any possible impediments to existing or potential agricultural uses within the town. Propose amendments to regulations if necessary.	Plan Commission, Town Board	Continuous
Policy 4.2b: Encourage the creation of small-scale and “specialty” agricultural uses such as heirloom orchards, organic farms, etc.	Plan Commission, Town Board	Continuous
Goal 5: Ensure development protects environmentally sensitive areas.		
Objective 5.1: <i>Ensure that land use management ordinances in place in the town such as zoning recognize important natural areas.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 5.1a: With environmental experts, examine zoning regulations to ensure protection of natural areas as development occurs.	Plan Commission, Town Board	Continuous
Objective 5.2: <i>Educate property owners about tools such as deed restrictions/conservation easements to protect private land.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 5.2a Encourage/sponsor educational programs regarding environmental issues facing the town and how landowners can work privately to address those issues.	Plan Commission/Town Board	Continuous

Housing and Economic Development

Goal 6: Work on solutions to housing and economic development needs.

Objective 6.1: Discuss such issues and join or start cooperative initiatives with entities such as the Door County Economic Development Corporation, the county planning department and Resource Planning Committee, and other northern Door communities.

Policies	Responsible Parties	Timeline (year)
Policy 6.1a: Support any meetings/discussions for the various private and public county organizations working on housing and economic development issues to come together to discuss existing or possible initiatives in the county. Meetings should be widely publicized and specifically invite homeowners, potential homeowners, and representatives from the development/real estate community.	Town Board, Plan Commission, DCEDC, Door County Planning, Consultant	Continuous
Policy 6.1b: Work with other northern Door communities to propose amendments to the county zoning ordinance that will encourage or mandate attainable housing. Such amendments might include: inclusionary zoning for subdivisions and multi-family developments, requiring new commercial construction to provide employee housing, allowing smaller lot sizes in specific situations, decreasing setbacks in specific situations, decreasing minimum floor area requirements for new homes, encouraging or mandating cluster housing, and/or allowing additional accessory residences in certain situations.	Town Board, Plan Commission, DCEDC, Door County Planning, Consultant	Continuous
Policy 6.1c: Work with other northern Door communities to ensure that the county zoning ordinance does not prohibit or excessively restrict desirable economic development initiatives.	Town Board, Plan Commission, DCEDC, Door County Planning, Consultant	Continuous
Policy 6.1d: Consider amendment to the Zoning Ordinance to incorporate inclusionary zoning requirements or incentives.	Door County Planning Department, consultant.	Continuous
Policy 6.1e: Consider amending the Zoning and Subdivision Ordinance to encourage or require conservation design principles for residential development outside of the core area.	Door County Planning Department, consultant.	Continuous
Policy 6.1f: Consider amending the Subdivision Ordinance to include recommendations (or requirements) encouraging the development of trail systems as part of all new residential subdivisions. Include linkages to existing and proposed trail network.	Door County Planning Department, consultant.	Continuous
Policy 6.1g: Utilize the Town website as a marketing tool to attract new businesses and residents to the Town.	Plan Commission, Consultant, BHCA	2013, continuous

Goal 7: Work on housing and economic development issues.

Objective 7.1: Assign the town plan commission the responsibility of working on housing and economic development issues facing year-round residents.

Policies	Responsible Parties	Timeline (year)
Policy 7.1a: The plan commission shall work with public and private organizations working on attainable housing and economic development issues, forming partnerships as appropriate, to provide attainable housing and economic development solutions within the town.	Plan Commission	Continuous
Policy 7.1b: The town plan commission shall advise the town board and act as a liaison between the board and other public and private entities that affect the provision of attainable housing in the town.	Plan Commission	Continuous
Policy 7.1c: Amend the Zoning Ordinance to allow for Mixed-use Development within the core area.	Plan Commission, Door County Planning Department, Consultant.	2013-14

Objective 7.2: Work to ensure the development of attainable housing options and economic development initiatives, particularly within preferred growth areas.

Policies	Responsible Parties	Timeline (year)
Policy 7.2a: The town shall be proactive in letting property owners and the real estate community know that the town is interested in working with funders and developers to (re)develop properties – particularly downtown – as attainable housing or desired business sites with an emphasis on professional offices, quality arts, and retail.	Plan Commission	Continuous

Goal 8: Ensure housing options for seniors and disabled.

Objective 8.1: The town plan commission shall explore housing issues facing seniors and the disabled in the town.

Policies	Responsible Parties	Timeline (year)
Policy 8.1a: Support public and private efforts to provide safe and affordable housing options including: assisted living facilities, home health care, and senior apartments, among others.	Plan Commission Door County	On-Going
Policy 8.1b: Consider amending the Zoning and Subdivision ordinances to incentivize developers to create affordable housing options for seniors and people with disabilities.	Plan Commission, Door County Planning Department, Consultant.	Continuous

Goal 9: Work to create diverse economy, variety of businesses.

Objective 9.1: Promote and support agriculture- and horticulture-related businesses as well as small manufacturing.

Policies	Responsible Parties	Timeline (year)
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Policy 9.1a: Review, and if necessary amend, the zoning ordinance to ensure that it does not impede ongoing and future economic development opportunities, particularly within the Town Core and Peninsula Center.	Plan Commission Door County Planning	On-Going
Policy 9.1b: Explore the possibility of expanding the light industrial area in the town as a municipal industrial park.	Plan Commission	On-Going
Objective 9.2: <i>Encourage and support the skilled trade industries such as plumbing, carpentry, and electrical work, as well as high-tech industries.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 9.2a: The town shall support local educational institutions to increase course offerings in these areas.	Plan Commission, Town Board	Continuous
Policy 9.2b: Examine current and future zoning designations and regulations to ensure that such trade industries can easily locate and operate/expand within the town.	Plan Commission, Town Board	Continuous

Transportation

Goal 10: Safe and efficient multi-modal transportation

Objective 10.1: *Maintain, and where necessary build/rebuild, a safe highway and road infrastructure to serve the recreational, residential, and commercial interests of the community.*

Policies	Responsible Parties	Timeline (year)
Policy 10.1a: Continue to cooperate and plan for future growth with the State of Wisconsin and the County of Door in their maintenance and development of programs involving the state and county highway systems within the limits of Baileys Harbor.	Plan Commission, Town Board	Continuous
Policy 10.1b: Encourage the State of Wisconsin to annually review the speed limits of the State Highway system within the Town of Baileys Harbor to insure safe travel for both highway users and pedestrians.	Town Board	Continuous
Policy 10.1c: Work with the State of Wisconsin in establishing hazardous cargo routes through the community that will minimize the impact to the town's valuable lake resources in the event of an accident or a spill from a transient hazardous cargo hauler.	Town Board Door County WisDOT	Continuous
Policy 10.1d: Consider sensitive shoreline areas in all future road development projects.	Town Board	Continuous
Policy 10.1e: Support and annually review the existing road specification ordinance. Consider the addition of a road abandonment ordinance.	Town Board	Continuous
Policy 10.1f: Present an annual review of road maintenance and improvement projects in Baileys Harbor at the town's annual meeting.	Town Board	Continuous
Policy 10.1g: Monitor public, bus, and trailer parking within the town. Expand current facilities should demand increase.	Town Board	Continuous
Policy 10.1h: Support distribution of information about the nature of transport systems presently available to seniors and the disabled.	County	Continuous

Objective 10.2: *Provide a safe system for bicycle travel within the community.*

Policies	Responsible Parties	Timeline (year)
Policy 10.2a: Support the county and Chamber of Commerce proposed bicycle path system as it is developed.	Complete	Continuous
Policy 10.2b: Develop a bicycle route through the downtown "core" area utilizing side streets to avoid the heavily traveled State Highway 57 corridor.	Complete	Continuous
Policy 10.2c: Consider additional width for bicycle paths when planning for road construction or resurfacing.	Complete	Continuous

Policy 10.2d: Update the Baileys Harbor Comprehensive Bicycle Plan to incorporate the Wisconsin Complete Streets legislative requirements.	Consultant, BLRPC.	2013
Policy 10.2e: Continue to support the objectives and policies, and implement projects identified, in the 2011 Baileys Harbor Bicycle Plan.	Town Board, Planning Commission	2013 – continuous
Policy 10.2f: Incorporate the current Baileys Harbor Bicycle Plan, and relevant portions of any other applicable bicycle plan, into the next revision of this plan.	Town Board, Planning Commission	Next revision of the town plan
Objective 10.3: <i>Support the activities of the Northern Door County Snowmobile Clubs to maintain a network of trails in and around Baileys Harbor.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 10.3a: Permit the marking and use of seasonal trails within the community.	Town Board	Continuous
Policy 10.3b: Promote the existence of snowmobile trails within the town by supporting the distribution of brochures by the Baileys Harbor Community Association, DCVB & Snowmobile clubs describing such trails and facilities.	Town Board	Continuous
Policy 10.3c: Encourage DCVB to consolidate/coordinate all sports maps and publish in all media.	Plan Commission	Continuous
Objective 10.4: <i>Support limited availability and access to the community by air.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 10.4a: Stay informed of upgrade and expansion plans at the Ephraim-Gibraltar Airport.	Town Board	Continuous
Policy 10.4b: Research other community ordinances and policies pertaining to landing small aircraft and private airfield development, especially as related to helicopters and aircraft capable of water-based landings.	Plan Commission, Town Board	Continuous
Objective 10.5: <i>Develop and maintain a system of sidewalks in the central downtown "core" area of the community to allow safe year-round travel by pedestrian traffic.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 10.5a: Present an annual review of sidewalk maintenance and improvement projects at the town's annual meeting.	Town Board	Continuous
Policy 10.5b: Utilize Wisconsin Complete Streets legislation to create pedestrian trail network.	Consultant, Door County.	2015
Objective 10.6: <i>Provide safe access to and use of the public waterways within the community.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 10.6a: Monitor current boat launch sites (parking and facilities). Consider expansion at Kangaroo Lake and Bues Point should the need arise.	Town Board	Continuous
Policy 10.6b: Monitor water levels and use of Anclam Park.	Town Board, Parks Committee	Continuous
Policy 10.6c: Coordinate with the DNR and U.S. Coast Guard in offshore management and enforcement.	Town Board	Continuous

Utilities and Community Facilities

Goal 11: The Town of Baileys Harbor shall provide or promote utilities to service the current community and anticipated growth within the community.

Objective 11.1: *Safely operate a system for wastewater treatment within the community that anticipates growth while preserving and upgrading existing waste collection and treatment facilities.*

Policies	Responsible Parties	Timeline (year)
Policy 11.1a: Provide financial support to the operation of the waste treatment facility to assure its continued full and complete compliance with applicable state and national discharge regulations.	Town Board	Continuous
Policy 11.1b: Present a report of all planned and required maintenance and/or expansion of the sewer system at the town's annual meeting.	Wastewater Committee, Town Board	Continuous
Policy 11.1d: Current sewer district definitions and rules should be reviewed, clarified, and readily available.	Wastewater Committee, Clerk/Administrator	2012
Policy 11.1e: Amend the Subdivision Ordinance to encourage or require the use of alternative wastewater treatment systems outside of the core area.	Consultant, Door County Planning Department.	2013
Policy 11.1f: Incorporate energy efficiency improvements in the Town Office to serve as a model for the community. Provide regular public updates as to cost savings and carbon footprint reduction.	Focus on Energy	2013-14
Objective 11.2: <i>Provide that sewer and storm water drainage systems and the periodic maintenance thereof be consistent with minimizing adverse impact to the community's groundwater and shore waters.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 11.2a: Wherever possible, avoid direct storm water discharge into the community's lakes and streams.	Town Board	Continuous
Policy 11.2b: Map and inspect all storm water drainage systems. Note ownership of all existing systems.	Town Board	2016-18
Policy 11.2c: Develop plan for maintenance, changes, and improvements to the storm water drainage system in downtown commercial district.	#Town Board	On -going
Policy 11.2d: Utilize where possible such tools as retention ponds and dry-wells to collect storm water discharge.	Town Board	Continuous

Objective 11.3: Cooperate with the Door County Sanitarian Department's responsibility for verifying soil tests, issuing sanitary system installation permits, and evaluating existing private systems.		
Policies	Responsible Parties	Timeline (year)
Policy 11.3a: In addition to supporting the Door County Sanitarian Department in its work, the town shall work to coordinate the mandatory testing and reporting required at town and county levels regarding POWTs.	Town Board	Continuous
Objective 11.4: Provide the community with reliable telecommunications capabilities.		
Policies	Responsible Parties	Timeline (year)
Policy 11.4a: Encourage telecommunications upgrades through an annual planning meeting with providers and neighboring municipalities.	Plan Commission	On-Going
Policy 11.4b: Adopt a Town of Baileys Harbor Wireless Telecommunications Tower ordinance.	Consultant.	2013-14
Policy 11.4d: Work with local businesses and internet providers to provide multiple broadband internet options throughout the Town.	Plan Commission	Continuous
Objective 11.5: Provide adequate solid waste and recycling services through outside contractors to the community.		
Policies	Responsible Parties	Timeline (year)
Policy 12.5a: Monitor contracted solid waste and recycling services against projected growth of the community. Increase availability of services should the need arise.	Town Board	Continuous
Policy 12.5b: Provide information (date and location) to residents regarding drop-off point for hazardous materials, recyclables, and compost material.	Town Board, Clerk/Administrator	Continuous
Goal 12: The Town of Baileys Harbor shall provide and promote facilities to service the current community and anticipated growth within the community.		
Objective 12.1: Ensure adequate cemetery facilities are available in the town.		
Policies	Responsible Parties	Timeline (year)
Policy 13.1a: Continue to cooperate with St. Mary's of the Lake in the appropriate development, maintenance, and provision of cemetery facilities in the town.	Town Board	Continuous
Objective 12.2: Ensure that the Town and its residents and businesses are adequately resilient with respect to future energy costs.		
Policies	Responsible Parties	Timeline (year)
Policy 12.2a: Adopt a Town of Baileys Harbor Personal Energy Systems Ordinance to guide the development of personal alternative energy systems.	Consultant.	2013-14
Policy 12.2b: Consider adopting a Town of Baileys Harbor Climate Action Plan.	Consultant	2014-15

Policy 12.2C: Assist homeowners in undertaking energy-efficient, green retrofits to existing homes.	Plan Commission, HUD, WHEDA, Focus on Energy	Continuous
Objective 12.3: Support community access to necessary health services.		
Policies	Responsible Parties	Timeline (year)
Policy 12.3a: Encourage the activities of groups such as the county visiting nurses, Meals on Wheels, the Red Cross Blood Drives, and Parish Nurse programs in addressing the health needs of the community.	Town Board	Continuous
Policy 12.3b: Whenever possible, make space available within the Town Hall for these programs' administration and make the Town Hall available on an as-needed basis for the use of these programs.	Town Board, Clerk/Administrator	On-Going
Objective 12.4: Encourage the development of childcare facilities within the town.		
Policies	Responsible Parties	Timeline (year)
Policy 12.4a: Support efforts of qualified residents to provide in-home childcare and/or efforts to establish a licensed childcare facility in the town.	Town Board	Continuous
Objective 12.5: Ensure adequate law enforcement within the community.		
Policies	Responsible Parties	Timeline (year)
Policy 12.5a: Encourage the County Sheriff to upgrade patrol coverage of northern Door County to reduce response times.	Town Board	Continuous
Policy 12.5b: Maintain the Town Constable system.	Town Board	Continuous
Policy 12.5c: Encourage the State Police to have a presence in northern Door County, particularly in the spring and summer months.	Town Board	Continuous
Objective 12.6: Provide effective and timely fire-fighting capability to the community as needed.		
Policies	Responsible Parties	Timeline (year)
Policy 12.6a: Continue to support the existing mutual aid system among northern Door fire departments.	Fire Department, Town Board	Continuous
Policy 12.6b: Support a program to maintain the ISO fire rating for the community of 8-9.	Fire Department, Town Board	Continuous
Policy 12.6c: Continue to maintain a replacement reserve fund from the town's operating budget for the replacement of fire equipment.	Town Board	Continuous
Policy 12.6d: Monitor current fire department staff levels and research alternative staffing mechanisms.	Fire Department, Town Board	Continuous
Policy 12.6e: Continue to provide significant monetary support to the fire department for personnel equipment and for ongoing and enhanced training.	Town Board	Continuous
Policy 12.6f: Consider an ordinance requiring all alarmed structures to be equipped with Knox Box key repositories that would facilitate easy access in the event of an alarm.	Fire Department, Town Board	2012-13
Objective 12.7: Support the prompt and appropriate response to emergency medical needs that occur within the community.		
Policies	Responsible Parties	Timeline (year)

Policy 12.7a: Provide annual budgetary support of the First Responder program.	Town Board	Continuous
Policy 12.7b: If demand for ambulance services in northern Door County increases, Baileys Harbor, as a mid/centrally located community, should be considered to house these additional ambulance services.	Town Board	Continuous
Policy 12.7c: Support non-emergency ambulance services that would serve the community.	Town Board	Continuous
Policy 12.7d: Consider stall space in the existing fire station building for an ambulance and office space for First Responders.	Town Board	Continuous
Policy 12.7e: Consider the creation of a water rescue service for the community.	Fire Department, Town Board, USCG, WDNR	Continuous
Objective 12.8: <i>Maintain and improve or expand upon existing town parks as deemed appropriate in order to provide readily accessible public park space for the use and enjoyment of residents and visitors to the community.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 12.8a: Consider expanding Anclam Park through acquiring additional contiguous property to the north.	Parks Committee, Plan Commission, Town Board	Continuous
Policy 12.8b: Consider acquiring the Larson property (if and when available) between the fire station and highway 57.	Town Board	Continuous
Objective 12.9: <i>Provide locally available library resources.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 12.9a: Continue to provide for library facilities within the Town Hall complex.	Town Board	Continuous
Policy 12.9c: Support the acquisition of historically significant collections by the library that the library board may view as critical in preserving the history of the community and the area.	Local Historians Historical Society	On-Going
Objective 12.10: <i>Ensure quality educational opportunities for the residents of the community.</i>		
Policies	Responsible Parties	Timeline (year)
Policy 12.10a: Support and encourage the Gibraltar Area School District in their pursuit of academic excellence and fiscal responsibility.	Town Board	Continuous
Policy 12.10b: In conjunction with neighboring communities, be proactive and involved in NWTC decision-making. Encourage attendance by a representative of NWTC at the town's annual meeting.	Town Board	Continuous
Policy 12.10c: Lobby and support greater local community oversight of NWTC spending and course offerings.	Town Board	Continuous
Policy 12.10d: Continue support of private education efforts in the town by groups such as Lawrence University, The Ridges, the Door County Land Trust, The Nature Conservancy, and the University of Wisconsin.	Town Board	Continuous

Intergovernmental Cooperation

Goal 13: Promote cooperation between the Town of Baileys Harbor and any other governmental agency that makes decisions impacting the town.

Objective 13.1: *The Town of Baileys Harbor shall create a framework providing for the uniform adoption, periodic review, and control of intergovernmental agreements for the town.*

Policies	Responsible Parties	Timeline (year)
Policy 13.1a: Establish a standard process for adoption of agreements, updating and dealing with expiration of agreements, and plans for future agreements.	County Road Dept., DNR, Fire Depts.	2012-13
Policy 13.1b: Any easement, abandonment, or other agreement with private or public entities should be approved by town legal council and contain "sunset" clauses in the event that said agreement is not acted upon.	Town Board	Continuous

Objective 13.2: *The Town of Baileys Harbor shall work with neighboring communities and other pertinent agencies to discuss land use issues that span municipal boundaries.*

Policies	Responsible Parties	Timeline (year)
Policy 13.2.a: Encourage an annual review of zoning/planning issues with neighboring towns and create process to notify each other of potential land use conflicts.	Plan Commission Chair Town Board Chair	2013
Policy 13.2b: Consider the adoption of a site plan review ordinance.	Town Board, Plan Commission, Consultant	2013-14
Policy 13.2c: Request an annual report to the town by regional Department of Natural Resources staff to stay involved in land acquisition and shoreline issues.	Town Board	Continuous

Objective 13.3: *Explore the possibility of sharing costs and services when beneficial to the town, without substantial loss of input or control.*

Policies	Responsible Parties	Timeline (year)
Policy 13.3a: Continue current intergovernmental processes conducted by the town board, including annual review of fire services and county emergency services.	Town Board	Continuous
Policy 13.3b: Update and/or adopt agreements for roads shared with other towns and villages. Adopt a standard procedure for converting private roads to public.	Town Board	Continuous

Procedures for Updating Plan

While the Baileys Harbor Comprehensive Plan is meant to guide the town over a 20-year planning period, it is not a static document. At a minimum, it will be amended or updated every ten years, in accordance with the Smart Growth legislation requirements. Baileys Harbor officials shall, however, be continually referencing the town plan as they make decisions and implement policies and programs, so the plan will be reviewed far in advance of its tenth year of implementation.

Adopting a more aggressive review and revision schedule will allow the plan to better evolve to meet an ever-changing planning environment. As such, the Town of Baileys Harbor will adhere to the following comprehensive plan review process:

- **Annual Review** – A Plan Commission member would be designated to conduct an annual review. Based on that review, the Plan Commission would discuss the comprehensive plan and determine whether the document should be further reviewed and revised. This would include placing the comprehensive plan onto the agenda for a regularly scheduled meeting of the Plan Commission. No action would be required unless significant changes in land use have occurred or are proposed for the near future.
- **Five-year Review** – The Five-year Review would require that a designated Plan Commission member (or members) undertake a detailed review of the comprehensive plan to determine whether changing conditions warrant revisions to the document. Upon completion of the review, the member(s) will prepare a Comprehensive Plan Report to be presented to the Plan Commission, Town Board, and general public.
- **10-year Review** – As required by state statutes, the Plan Commission will undertake a broad review of the comprehensive plan to identify the specific revisions necessary to update the document. Prior to beginning this process, the Town of Baileys Harbor will notify all intergovernmental partners that it will be reviewing and (potentially) updating the plan. As with the initial development of the comprehensive plan, the Town must abide by all public participation requirements as per the Wisconsin Comprehensive Planning law.

Below are the general guidelines and procedures Baileys Harbor will use to both make sure that the town plan remains relevant and that the plan policies are being implemented.

- All town plan commission and town board members shall keep and use for reference a copy of the town plan. Any new board or commission members elected or appointed shall be provided with a copy of the plan.
- The implementation mechanism timeline shall be periodically reviewed at regular or special meetings. The town board shall do such reviews at least twice a year; the town plan commission, quarterly. The implementation timeline shall also be available at the annual town meeting.
- After the plan has been in effect for five years, the plan commission shall conduct a special meeting or meetings to thoroughly review the entire plan to determine when or if it needs to be amended or updated.
- When the plan is ten years old, or when the plan commission determines the plan needs amending or updating, whichever is first, the amending/updating process will begin. The plan shall be amended or updated following Wisconsin Statutes section 66.1001(4)(b) and the town's Public Participation Plan (see Appendix 1).

- Amending or updating the plan will entail:
 - Review – and revise and officially adopt a revised version, if necessary – the Public Participation Plan (PPP). The PPP shall be used as a guide in any amending/updating of the plan.
 - Conducting necessary background research to update old plan sections and/or add new plan sections.
 - Based on the extent of the amendment or updating process as well as on the Public Participation Plan in effect, the plan revisions shall be conducted using public information meetings, regular or special plan commission meetings, newsletters, and/or other public input and education methods to revise (or write new) plan goals, objectives, and policies.

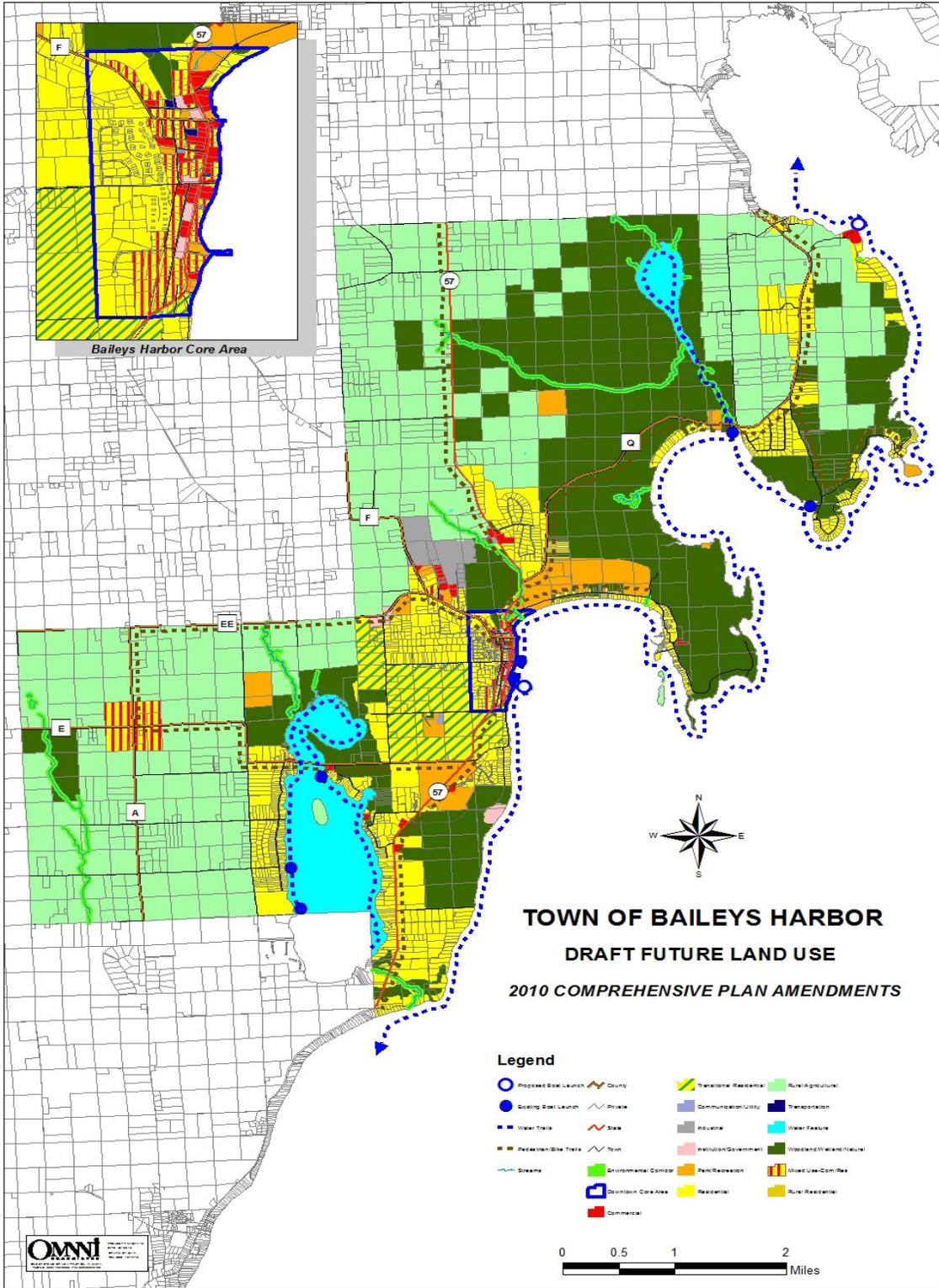
Petitions for Plan Revision

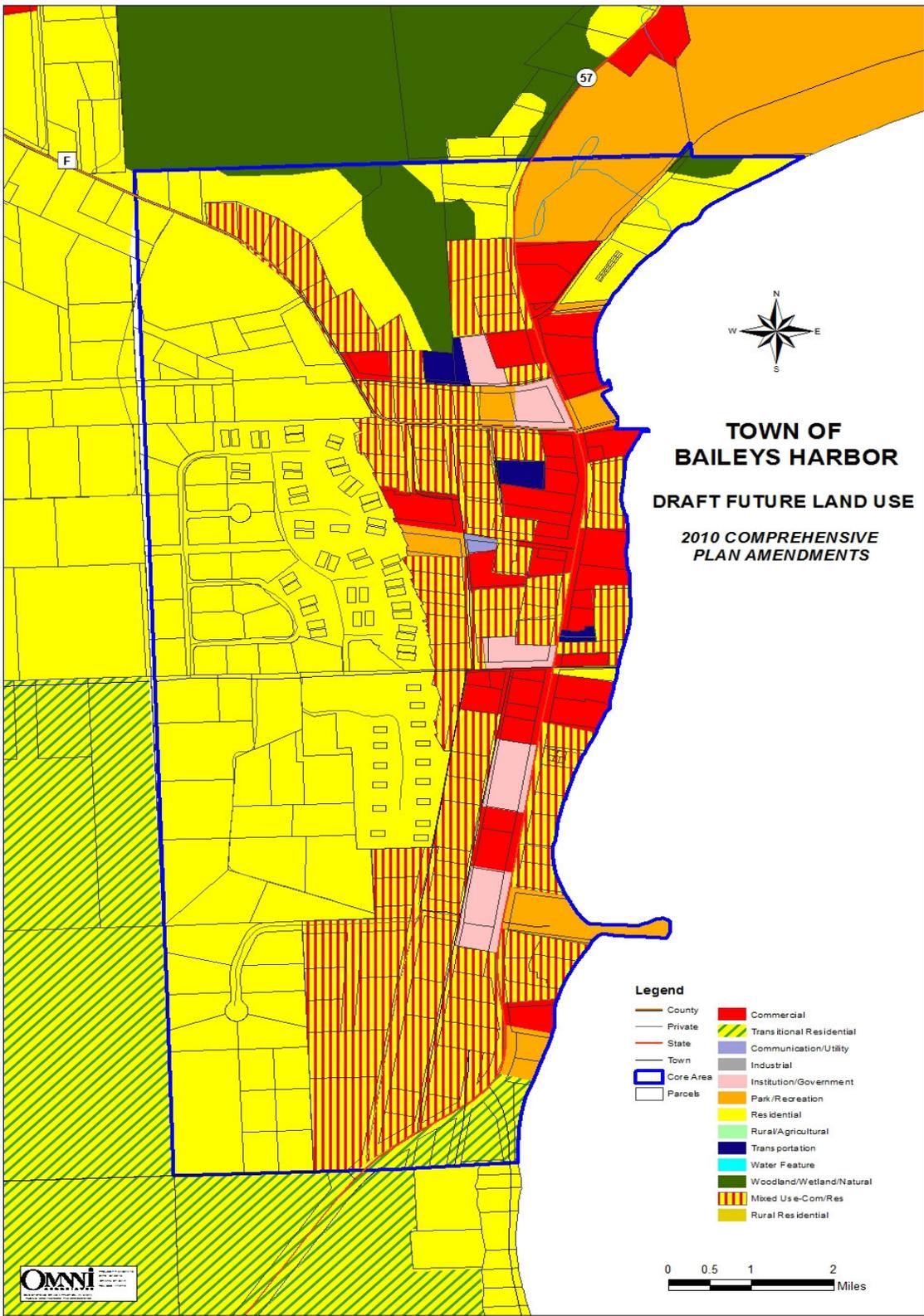
Residents, landowners, business owners and other parties may petition the Plan Commission for a revision to the comprehensive plan at any time. The process for petitioning for revision would entail:

1. Submit request to have a petition for revision placed on the agenda of the next regularly scheduled meeting of the Plan Commission.
2. Plan Commission votes to approve or deny the petition. If approved, Plan Commission recommends plan revision to the Town Board.
3. Town Board votes to approve or deny plan revision. If approved, Town must adhere to all of the intergovernmental notification and public participation requirements identified in state statutes.
4. Upon completion of recommended review, but prior to adoption of the amended plan, the Town must hold a public hearing in accordance with state statutes.
5. Following public hearing, Plan Commission makes recommendations to Town Board to adopt amended plan.
6. Town Board votes to adopt, adopt with changes, or deny the amended plan.
7. Revised Plan distributed as per 66.1001.

Implementation Responsibilities

Implementation of the Town of Baileys Harbor Comprehensive Plan will be the primary responsibility of the Plan Commission under the authority of the Town Board. The Plan Commission and Town Board will make decisions and recommendations pertaining to land use and development issues in accordance with this comprehensive plan. At least one champion/partner is provided for each objective. This person/group/agency will work in conjunction with, or under the direction of, the Baileys Harbor Town Board and/or Plan Commission.





**TOWN OF
BAILEYS HARBOR**
DRAFT FUTURE LAND USE
*2010 COMPREHENSIVE
PLAN AMENDMENTS*

- Legend**
- County
 - Private
 - State
 - Town
 - Core Area
 - Parcels
 - Commercial
 - Transitional Residential
 - Communication/Utility
 - Industrial
 - Institution/Government
 - Park/Recreation
 - Residential
 - Rural/Agricultural
 - Transportation
 - Water Feature
 - Woodland/Wetland/Natural
 - Mixed Use-Com/Res
 - Rural Residential

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WWW.OMNIPLANNING.COM

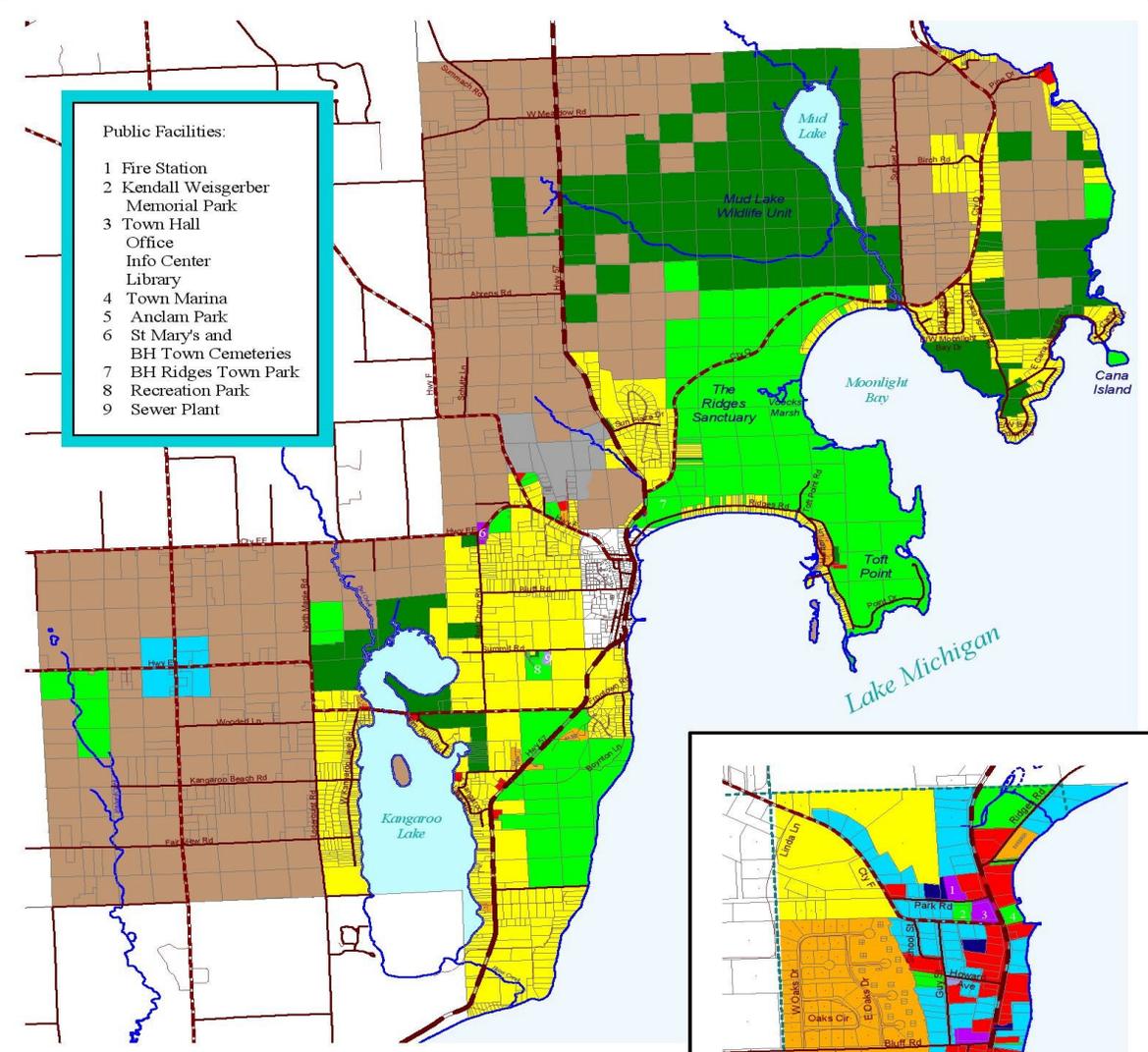
Source: Deer County

TOWN OF BAILEYS HARBOR

2025 Projected Land Uses

Submitted for Approval July, 2005

2000 0 2000 4000 Feet



- Public Facilities:**
- 1 Fire Station
 - 2 Kendall Weisgerber Memorial Park
 - 3 Town Hall Office
Info Center
Library
 - 4 Town Marina
 - 5 Anclam Park
 - 6 St Mary's and BH Town Cemeteries
 - 7 BH Ridges Town Park
 - 8 Recreation Park
 - 9 Sewer Plant

- Land Use**
- Residential
 - Multi-family Residential
 - Commercial
 - Industrial
 - Transportation/Off-street Parking
 - Communications/Utilities
 - Governmental/Institutional
 - Outdoor Recreation/Parks/Nature Study Areas
 - Agricultural/Open Spaces
 - Commercial/Residential Mix
 - Natural Areas/Wildlife Refuges
- State Highway
 County Highway
 Town Road
 Private Road or Street
 Shared Driveway
 Tax Parcels
 Streams

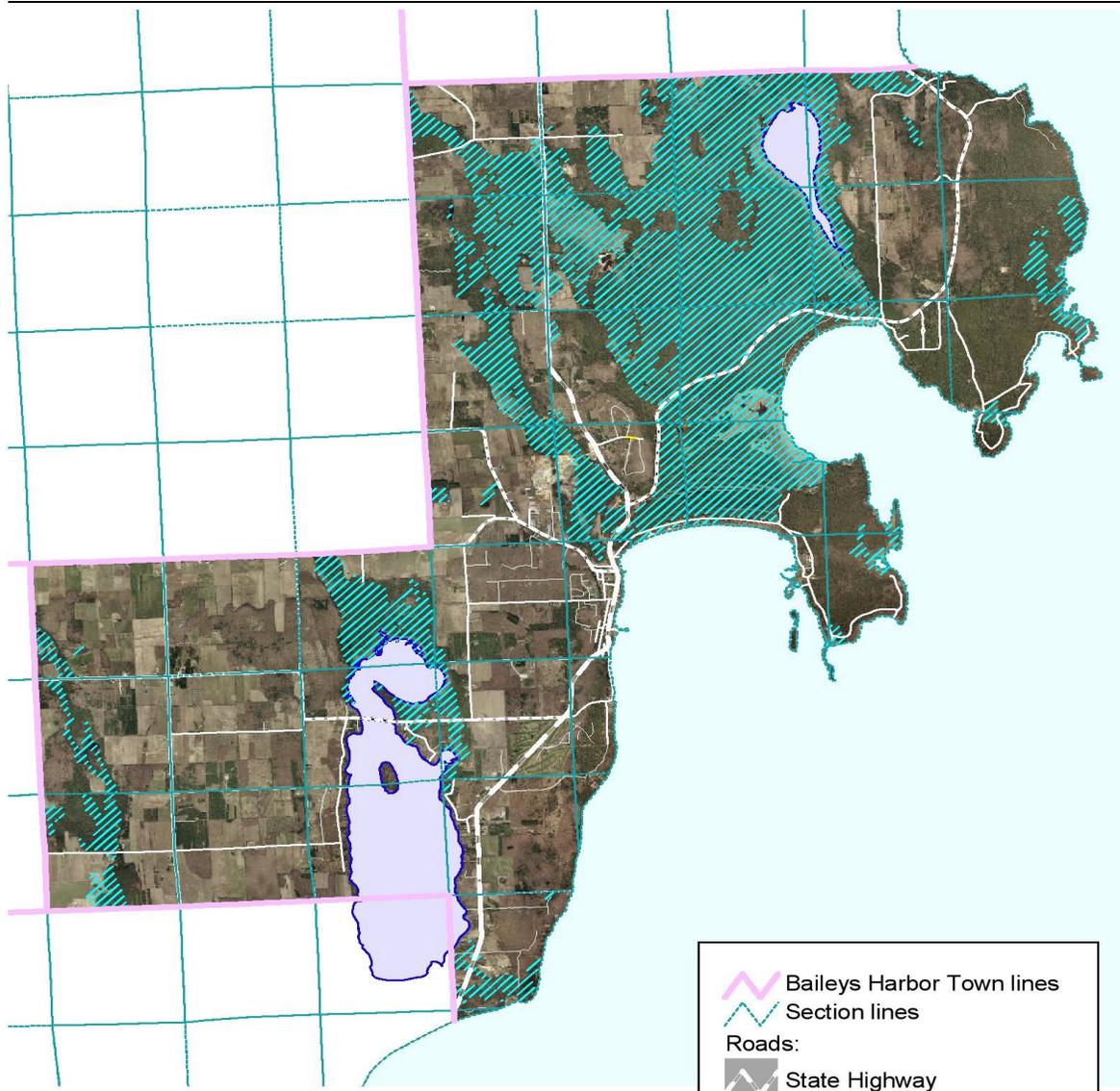
Map created by Audrey Forslund, Door County Planning Dept

TOWN OF BAILEYS HARBOR

2002 Aerial Photo with Wetland Overlay

Scale: 1" = 4250'

3000 0 3000 6000 Feet



Legend:

- Baileys Harbor Town lines
- Section lines
- Roads:
 - State Highway
 - County Highway
 - Town Road
 - Private Road or Street
 - Shared Driveway
- Wetland zoning

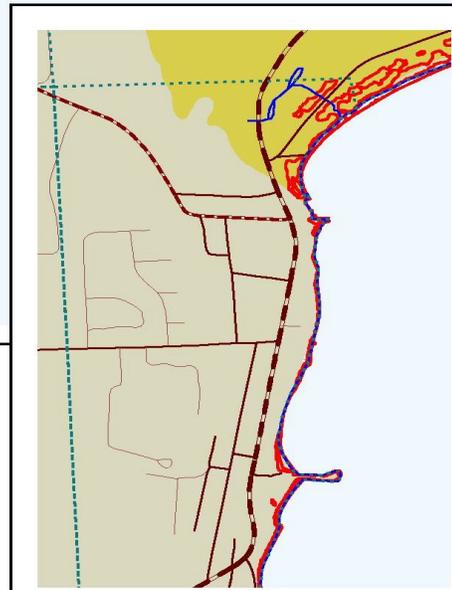
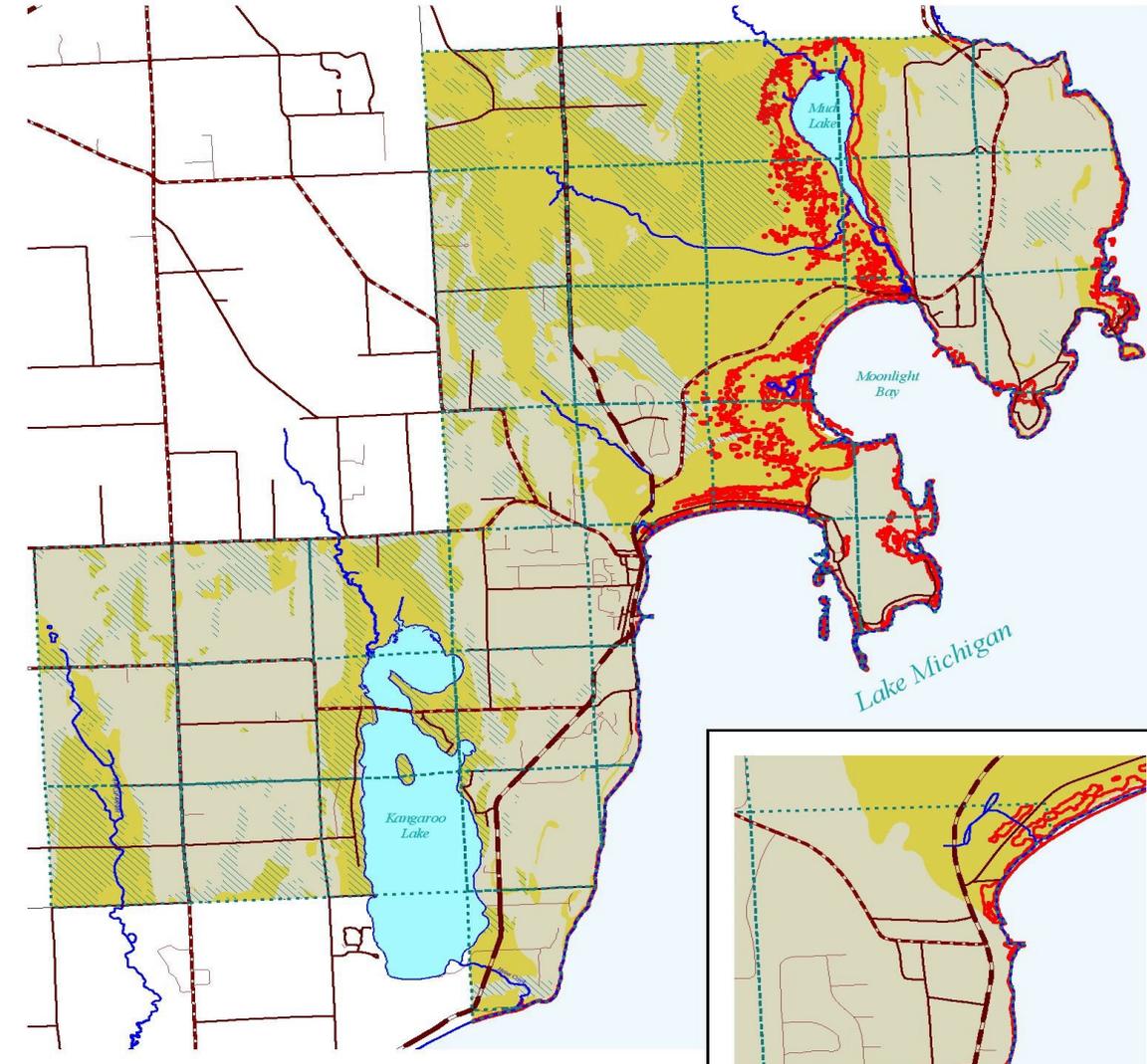
Map created by Audrey Forslund
Door County Planning Department

TOWN OF BAILEYS HARBOR

Soils and Floodplain Areas

Scale: 1" = 4250'

3000 0 3000 6000 Feet



Map Created by Audrey Forshund
Door County Planning Dept

-  Section lines
-  State Highway
-  County Highway
-  Town Road
-  Private Road or Street
-  Shared Driveway
-  Lakes
-  Streams
-  Prime farmland
-  Elevations in floodplain
-  Soil depth less than 60 in
-  Soil depth greater than 60 in

Door County Municipalities

