

BAYSHORE TRAIL

CONNECTIVITY FEASIBILITY STUDY

A Multi-Community Study in Door County

Connecting the Village of Egg Harbor to the Village of Sister Bay through the Town of Gibraltar and the Village of Ephraim



Prepared by:



Bay-Lake Regional Planning Commission
1861 Nimitz Drive, De Pere, WI 54115
Contract Number: 2301002

Funding for this study was secured through Wisconsin Department of Transportation's grant, "Transportation Alternatives Program" with the local match provided by Town of Gibraltar. The contents of this report reflect the views of the Bayshore Connectivity Trail Study Advisory Committee with assistance from the Bay-Lake Regional Planning Commission. The contents do not necessarily reflect the official views and policies of the U.S. Department of Transportation. This report does not constitute a standard, specification, or regulation.

2023-2025

Advisory Committee

Travis Thyssen	Town of Gibraltar (Grant Recipient)
Susan Stauber	Village of Egg Harbor and Door County Trails
Brent Bristol	Village of Ephraim
Julie Schmelzer	Village of Sister Bay
Myles Dannhausen	Town of Egg Harbor
Brett Stousland	Gibraltar Schools
Eric Hyde	WDNR / Peninsula State Park
Nick Weber	WisDOT NE Region
Kelsey Lorenz	WisDOT NE Region
Bobbi Retzlaff	WisDOT NE Region



Table of Contents

Section	Page	Section	Page
List of Maps.....	iv	Segment E	5.23
List of Tables and Figures.....	v	Segment F	5.25
1. Background, Goals, and Vision.....	1.1	Segment G	5.31
Study Background	1.2	Segments in Summary	5.33
Project Purpose and Need	1.3		
Trail Feasibility Study Area	1.3		
Federal Plans, Policies and Programs	1.5		
State Plans, Policies and Programs	1.5		
Regional Plans and Reports	1.5		
Ongoing Local Efforts	1.6		
Bayshore Trail Vision Statement.....	1.7		
Goals and Objectives: A Pathway to Success	1.8		
2. Current Analysis.....	2.1		
Demographics	2.2		
Transportation and Road Characteristics	2.7		
3. Safe Routes to School.....	3.1		
What is Safe Routes to School?	3.2		
Why Conduct a Safe Routes to School Plan?	3.2		
Wisconsin SRTS Program	3.2		
Gibraltar School District Safe Routes to School	3.3		
The 6 E's of Safe Routes to School	3.5		
Gibraltar School District Overview	3.5		
Traffic Data	3.8		
Walking and Biking Audits	3.11		
Outreach Process	3.12		
4. Public Outreach and Involvement.....	4.1		
Public Outreach	4.2		
Public Engagement Events	4.2		
Community Survey	4.3		
Open Houses	4.9		
Supportive Feedback	4.9		
Community Concerns	4.9		
Outreach Photos	4.10		
5. Route Analysis.....	5.1		
Demand Assessment	5.2		
Geographic Suitability Assessment	5.3		
Proposed Routes	5.5		
Segment A	5.11		
Segment B	5.15		
Segment C	5.17		
Segment D	5.21		
6. Recommended Design and Maintenance.....	6.1		
Trail Design Suggestions	6.2		
Materials and Design Aspects	6.3		
Wayfinding	6.3		
Maintenance	6.4		
7. Implementation and Funding.....	7.1		
A Collaborative Approach	7.2		
Preferred and Alternative Routes	7.2		
Trail Integration	7.2		
Considerations and Challenges	7.3		
Funding Strategy	7.3		
Conclusion	7.3		
Funding Opportunities	7.4		
Other Potential Funding Sources	7.6		
Appendix A: Committee Meetings.....	A.i		
PAC Committee meeting agendas and attendance	A.i		
Appendix B: SRTS Survey Results.....	B.i		
Appendix C: SRTS Audit Supplemental Maps.....	C.i		
Appendix D: Survey and Outreach Results.....	D.i		
Open House Property Owner Invite, Press Release, and Attendance	D.xiii		
Open House Comment Board	D.xv		
Open House Trail Segment Preferences	D.xvi		
Appendix E: Supplemental Maps.....	E.i		

List of Maps

Section

Section	Page
1.1 Bayshore Connectivity Trail Feasibility Study Area	1.4
2.1 Functional Classification	2.8
3.1 Gibraltar Area School District	3.4
3.2 Crashes Involving Teen Drivers	3.9
3.3 Crashes Involving Bicycles and Pedestrians	3.10
5.1 Resident Density Composite	5.2
5.2 Tourism Density Composite	5.3
5.3 Suitability with Calculated Routes	5.4
5.4 Suitability with Modified Routes	5.6
5.5 Environmental Corridors	5.7
5.6 Crash, Town of Gibraltar	5.8
5.7 Crash, Village of Ephraim	5.8
5.8 Right-of-Way Conflicts	5.10
5.9 Segment A Overview	5.12
5.10 Segment A Conflicts	5.14
5.11 Segment B Overview	5.15
5.12 Segment B Conflicts	5.16
5.13 Segment C Overview	5.18
5.14 Segment C Conflicts	5.20
5.15 Segment D Overview	5.22
5.16 Segment D Conflicts	5.22
5.17 Segment E Overview	5.23
5.18 Segment E Conflicts	5.24
5.19 Segment F Overview	5.26
5.20 Gap Analysis	5.27
5.21 Ephraim Swamp	5.28
5.22 Segment F Conflicts	5.30
5.23 Segment G Overview	5.32
5.24 Segment G Conflicts	5.32

Supplemental Maps

Supplemental Maps	Page
3.4 Walking Audit, Gibraltar Schools (Fall, AM).....	Appendix C.ii
3.5 Walking Audit, Gibraltar Schools (Fall, PM)	Appendix C.iii
5.25 Slope.....	Appendix E.ii
5.26 Employment Density	Appendix E.iii
5.27 Lodging Density	Appendix E.iv
5.28 Parks and Recreation Density	Appendix E.v
5.29 Population Density	Appendix E.vi
5.30 Restaurant and Shopping Density	Appendix E.vii

List of Figures

Section

Section	Page
Figure 1.1: Project Timeline	1.2
Figure 2.1: Total Population	2.2
Figure 2.2: Population Distribution by Age Within Study Area	2.2
Figure 2.3: People with Disabilities in the Study Area	2.3
Figure 2.4: Housing Unit Occupancy of Communities Within Study Area	2.4
Figure 2.5: Occupied Housing Units Breakdown	2.4
Figure 2.6: Vacant Housing Units Breakdown	2.4
Figure 2.7: Short-Term Rental Properties Within Study Area	2.5
Figure 2.8: Means of Transportation to Work Within Study Area	2.6
Figure 2.9: Travel Time to Work Within Study Area	2.6
Figure 2.10: Bike and Pedestrian Crashes by Injury Severity Level and Municipality	2.9
Figure 3.1: Gibraltar School District Population	3.6
Figure 3.2: Gibraltar School District Enrollment	3.6
Figure 3.3: Racial Breakdown	3.7
Figure 3.4: Auditor Positions	3.11
Figure 4.1: Age Range of Survey Respondents	4.3
Figure 4.2: Respondent Place of Residency	4.5
Figure 4.3: Type of Residency	4.5
Figure 4.4: Interest in Walking	4.6
Figure 4.5: Interest in Biking	4.6
Figure 4.6: Possible Use of a Safe and Accessible Multi-Purpose Trail	4.7
Figure 4.7: Respondent Use, Year-Round or Seasonally	4.7
Figure 4.8: Priorities and Concerns	4.8
Figure 4.9: Trail Segment Preferences by Open House Attendees	4.9
Figure 5.1: Trail Segment Naming Conventions	5.5
Figure 5.2: Clear Zone Cross-Section	5.9
Figure 5.3: Multi-Modal Path, Village of Sister Bay	5.31
Figure 5.4: Multi-Modal Path with Boardwalk, Village of Sister Bay	5.31

List of Tables

Section

Section	Page
Table 3.1: SRTS Survey Findings	3.13
Table 5.1: Geographic Suitability Factors Ranking and Weights	5.4
Table 5.2: Segment Attributes	5.33

1 Background, Goals, and Vision



Study Background

The *Bayshore Connectivity Trail Feasibility Study* builds on decades of municipal discussions regarding a multi-use trail in the northern part of Door County. As defined by the Wisconsin Department of Transportation (WisDOT), a multi-use trail (also referred to as a shared-use path) is an off-road facility designed for travel by a variety of non-motorized users. The communities in northwestern Door County have been planning for bicycle and pedestrian trails within their individual jurisdictions, however there was a need for a cooperative approach. The Town of Gibraltar, with the support of neighboring communities, initiated the study to unify local ideas and concepts to collaboratively plan for a connected trail system.

With the help of the Bay-Lake Regional Planning Commission (BLRPC), the Town of Gibraltar worked closely with the villages of Egg Harbor, Ephraim, and Sister Bay, the towns of Egg Harbor and Liberty Grove, and collaborated with Peninsula State Park, the Gibraltar School District, and WisDOT to conduct this trail feasibility study. Representatives from these entities served on the project Advisory Committee, providing input and guidance throughout the 18-month planning process.

Planning Staff and Steering Committee

BLRPC created an internal team of planning staff with expertise in transportation, environmental science, and geographic information systems (GIS). An advisory steering committee of northern Door County government leaders and volunteers was assembled in February 2024. BLRPC staff and the advisory committee met several times over 18 months to discuss project timeline (Figure 1.1), goals and objectives, public engagement, trail analyses, Safe Routes to School results, and future trail operation. Agendas from these meetings can be found in Appendix A.

Figure 1.1: Project Timeline



Project Purpose and Need

The purpose of this study is to evaluate the feasibility of a 16-mile multi-jurisdictional trail system that establishes a trail system linking the villages of Sister Bay, Ephraim, and Egg Harbor, and the towns of Liberty Grove, Gibraltar, and Egg Harbor (Map 1.1). The study provides a broad framework for the development of a trail system and potential route options. This study evaluated factors such as terrain, accessibility, environmental impact, and community needs to determine the most feasible and beneficial connecting trail route. Additionally, the study details guidelines for design considerations, trail amenities, and recommendations for implementing the trail system to enhance connectivity, recreation opportunities, and overall community well-being.

While Door County is home to many year-round residents, a large percentage of the population choose to make their home here during the summer months. Door County is also a top travel destination in Wisconsin, resulting in a significant number of visitors throughout the year. The lack of an interconnected active transportation network in the area forces residents and tourists to depend primarily on motorized modes of transport. The northwestern municipalities in Door County are primarily linked by State Highway 42 (STH 42), a minor arterial with few rural roads between, resulting in high vehicle dependency to navigate the area. According to WisDOT, the traffic volume along STH 42 has been increasing since 2009. This dependency of motorized transportation results in traffic congestion, safety concerns, and contributes to diminished air quality.

Students in the Gibraltar School District have limited safe options for walking or biking to school facilities along STH 42. Most rely on buses or parent drop-off, yet some still walk on the highway shoulder, creating hazardous conditions. In addition to students, many local businesses employ J-1 workers or seasonal staff who often lack personal vehicles. Some of these workers, along with other pedestrians, are known to commute from adjoining communities or rural areas via walking/biking the shoulders of STH 42 to access their destination, contending with high traffic volumes and speeds.

Ultimately, a 16-mile multipurpose trail is envisioned to provide safe access to recreation, education, employment, etc. The trail will strengthen connections between communities within the county, promoting social interaction and cooperation while fostering a sense of unity in the area. The trail will provide improved access to the natural beauty of northern Door County and Peninsula State Park, and will encourage healthy lifestyles. Designating recreation spaces for a multipurpose trail can also help mitigate the impact of human activity on sensitive natural areas, promoting conservation efforts and environmental stewardship.

Trail Feasibility Study Area

Situated along the waters of the bay of Green Bay in northwestern Door County, the trail feasibility study area is a mixture of developed communities and rural countryside, containing a bevy of environmental features.

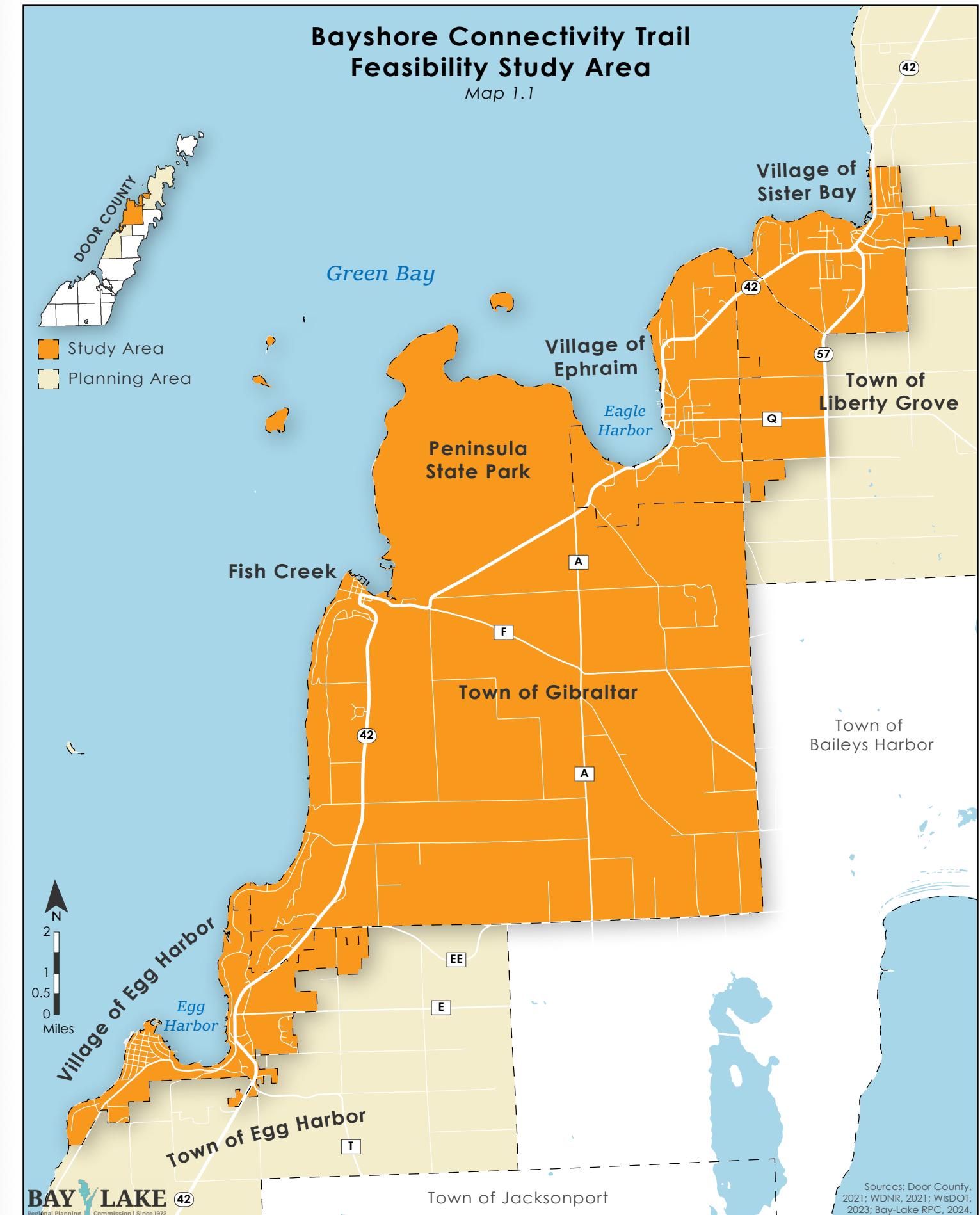
The project area in general includes three villages and three towns (Map 1.1). Beginning with the southern most community of the Village of Egg Harbor, the study area continues northeast to include the Town of Egg Harbor, Town of Gibraltar, Village of Ephraim, Town of Liberty Grove, finishing at the northernmost community of the Village of Sister Bay. Other significant entities, and contributors to the development of this feasibility study, include Peninsula State Park and the Gibraltar School District, with its facilities located in the Town of Gibraltar.

STH 42 serves as the primary transportation thoroughfare, traversing every community located in the study area. Most of the urban growth areas can be found in the three villages, as well as the community of Fish Creek (Town of Gibraltar). The study area contains some of the most desirable sites and destinations within Door County including numerous outdoor recreation facilities, apple and cherry orchards, farmland and wooded areas, as well as the variety of quaint businesses and shops found along the STH 42 corridor and beyond.

This study aims to determine the most feasible way(s) to connect the communities in the project area, and their numerous destinations, by means of a safe and efficient pedestrian/bicycle trail versus the normally utilized connection of STH 42.

Bayshore Connectivity Trail Feasibility Study Area

Map 1.1



Federal Plans, Policies and Programs

Guide for the Development of Bicycle Facilities by the American Association of State Highway and Transportation Officials (AASHTO)

The Manual on Uniform Traffic Control Devices by the US Department of Transportation (USDOT) Federal Highway Administration (FHWA)

State Plans, Policies and Programs

Wisconsin Active Transportation Plan 2050

The WisDOT is updating the Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan and combining them into the Wisconsin Active Transportation Plan 2050 (ATP). The ATP will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050, Wisconsin's statewide long-range transportation plan.

Wisconsin Bicycle Planning Guidance: Guidelines for MPOs and Communities in Planning Bicycle Facilities

The Wisconsin Bicycle Facility Design Handbook

Regional Plans and Reports

Connect: Regional Bike and Pedestrian Plan for Northeast Wisconsin

This plan maintains and expands the ongoing progress of bicycle and pedestrian planning that has occurred at all levels of government over the past several years within BLRPC's defined region (Brown, Door, Kewaunee, Florence, Manitowoc, Marinette, Oconto, and Sheboygan counties). It inventories and evaluates existing facilities and identifies strategies to increase the use of walking and bicycling as viable transportation options in the eight northeast Wisconsin counties.

Door County Bicycle, Pedestrian, and Recreational Facilities Master Plan, January 2014

The Door County Bicycle, Pedestrian, and Recreational Facilities Master Plan (adopted in 2014) is intended to guide the development of a network of bicycle routes linking towns and villages within the County as well as to the larger regional network. The improved network will not only make bicycling and walking a more viable mode of transportation but will contribute to economic development opportunities and enhanced quality of life for county residents.

Town of Gibraltar 2010 Bicycle and Pedestrian Plan

The Town of Gibraltar developed their Bike and Pedestrian Plan in 2010 due to the town becoming more proactive in its comprehensive and bicycle and pedestrian planning efforts. With increased tourism and a growing local population, the area was seeing an increase in traffic and congestion, particularly in Fish Creek and around Peninsula State Park. This created a need for bicycle and pedestrian specific planning and facilities to create a safer environment for all road users. This plan was created to guide the development of shared-use paths, demarcate on-street facilities, provide design guidelines and policies for facilities, and highlight funding opportunities for the town to pursue.

Village of Egg Harbor 2010 Bicycle and Pedestrian Master Plan

The Village of Egg Harbor Bicycle and Pedestrian Master Plan guides the development of bicycle and pedestrian infrastructure, provide design guidelines and policies for facilities, suggest bicycle and pedestrian encouragement, enforcement, and education opportunities, and highlight funding opportunities for the Village to pursue. The Master Plan was adopted in 2010.

The National Park Service Rivers, Trails & Conservation Assistance Program: Egg Harbor Conceptual Trail Report, March 2025

This project began as a trails effort by the Village of Egg Harbor, supported by a grant from the National Park Service Rivers, Trails & Conservation Assistance program (NPS-RTCA), and while it expanded in scope to include the greater Door County area, the final report focuses on potential trail connections within the Village and Town of Egg Harbor and extending north toward Fish Creek. Its purpose was to explore several multi-use trail options to address the lack of safe bicycle and pedestrian routes and provide more transportation choices for residents and visitors. The work included on-the-ground corridor assessments, extensive stakeholder meetings, public workshops, community pop-ups, and design support from Iowa State University to refine feasibility recommendations and identify desired amenities. The final report presents conceptual trail recommendations, summarizes community input, and offers a high-level planning framework to guide next steps and support future funding.

Ongoing Local Efforts

Egg Harbor (and Beyond) Trails Project

The Egg Harbor Trails Project was initiated in 2019 and has involved village officials, stakeholders, and volunteers to recommend a few routes in the Village of Egg Harbor. The four routes that were recommended as a part of the project are: County Road EE to Church Street; the beach-to-beach route; a trail from the five-way intersection at County roads T and G past Landmark Resort; and a route from downtown to Rainbow Ridge Court businesses and condos. In 2023, officials started involving neighboring communities to design a route connecting these communities. As a result, a draft route was proposed from the Village of Egg Harbor to Fish Creek.

As a part of the Egg Harbor Trails Project, public input was gathered via a survey conducted in December 2023 by the Village of Egg Harbor Trails Coordinator. Approximately 1,415 people participated in the survey. The following summary includes several points of relevance used during the development of the Bayshore Connectivity Trail Feasibility Study.

- About 60% of the respondents currently walk and bike in and around Egg Harbor.
- Safety concerns are the primary reason preventing the respondents from walking and biking more in and around Egg Harbor.
- In total, about 85% of the respondents want multipurpose trails in and around Egg Harbor.
- About 65% of the respondents would prefer biking for recreational purposes if safe and convenient bike routes were provided in and around Egg Harbor.
- About 75% of the respondents strongly support a multipurpose trail from Village of Egg Harbor to Fish Creek.
- Most of the respondents were either full year or partial residents of Egg Harbor, and about 30% of the respondents were landowners adjacent to the proposed project.

Door County Trails

Door County Trails is a nonprofit initiative and a growing coalition of people who care deeply about the future of Door County. They believe in the power of safe, connected trails to improve life year-round. Their group includes local residents, planners, business owners, health advocates, environmental stewards, and public officials working together to build a trail network that reflects the values and needs of the people who live here.

Bayshore Trail Vision Statement

Uniting diverse communities through a shared pathway, our study envisions a 16-mile trail network that transcends boundaries, weaving through diverse landscapes, fostering collaboration, and mutual understanding. With a focus on accessibility, sustainability, and safety, we aspire to create a trail route that serves as a lifeline of connectivity, enriches lives, promotes health and wellness, and connects the residents and visitors to the natural beauty of Door County.



Goals and Objectives: A Pathway to Success

The advisory committee developed the goals and objectives below to guide the Bayshore Connectivity Trail. These extend from the vision statement and align with local and regional planning priorities.

Goal 1: Enhance Connectivity

- Emphasize trail connectivity to key destinations such as schools, parks, residential areas, and commercial centers to create a comprehensive and accessible active transportation system.
- Conduct community engagement to identify connectivity needs and understand residents' preferences for trail routes.
- Complete a Safe Routes to School analysis to evaluate the feasibility of walking or biking to school.
- Integrate the trail into existing transportation networks, such as bike lanes and pedestrian pathways to provide seamless connectivity and multimodal transportation options for commuters and travelers.

Goal 2: Promote Accessibility for All

- Implement universal design principles in the development of the trail infrastructure to ensure that individuals of all ages and abilities, including those with disabilities, can comfortably and safely use the network.

Goal 3: Preserving the Environment

- Implement best management practices for trail construction and maintenance to minimize environmental impacts including erosion, impacts on the Niagara Escarpment, habitat fragmentation, pollution, and protection of natural resources.
- Conduct environmental assessments and ecological surveys to identify sensitive habitats and biodiversity hotspots.
- Educate trail users about environmental conservation and responsible outdoor stewardship through interpretive signage, educational programs, and volunteer opportunities to foster a culture of environmental awareness and protection.

Goal 4: Promote Recreation and Wellness

- Assess the recreational opportunities and natural features of the area to incorporate into the trail design, such as scenic viewpoints, parks, water accessible points, and wildlife habitats.
- Develop trail amenities such as rest areas, benches, picnic spots, and interpretive signage to enhance the recreational experience and encourage outdoor activities along the trail.
- Improve the use of trails and reduce transportation congestion through widened trails, separately marked lanes, and alternative routes.

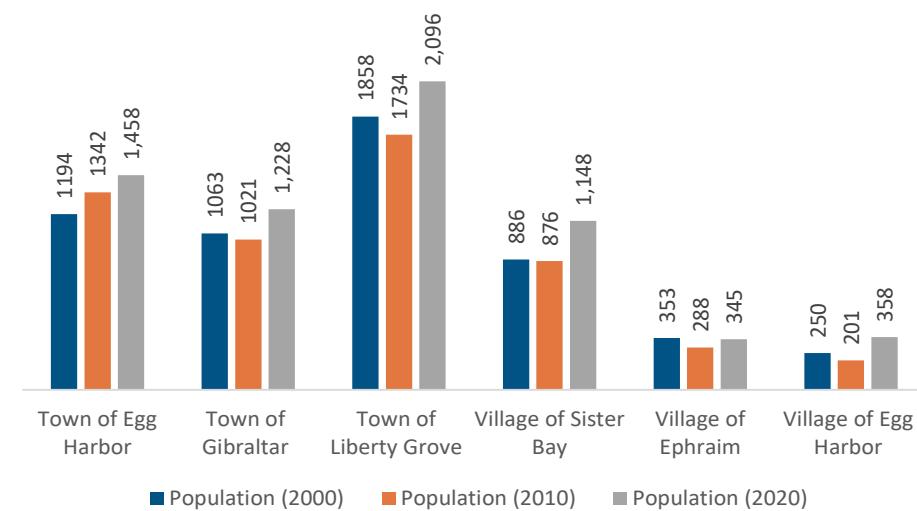
Goal 5: Provide a Safe Alternative Mode of Transportation

- Advocate for policies and investments that prioritize active transportation and non-motorized modes of travel, such as pedestrian safety measures and bike-sharing programs to support sustainable and healthy communities.
- A well connected, safe, and secure trail provides an option of non-motorized mode of transport, potentially reducing air pollution.

2 Current Analysis

Demographics Population Breakdown

Figure 2.1: Total Population



Source: 2000, 2010, 2020 Decennial Census; BLRPC, 2024.

As shown in Figure 2.1, between 2000 and 2010, five of the six communities within the study area experienced population decline, with the exception being the Town of Egg Harbor, which saw an increase from 1,194 residents to 1,342 residents. Between 2010 and 2020, all communities saw significant growth (also shown in Figure 2.1). The Village of Egg Harbor's population rose 44%, the highest of the six communities. The Town of Egg Harbor saw the lowest increase at 8%. On average, the population of the study area rose by 21% during the decade.

When identifying potential corridors for the trail, areas of increasing population are important to ensure the trail is accommodating the growing population. When people are within a close distance of trail access, they feel more inclined to utilize the trail, increasing the health and well-being of the population, along with supporting the local economy surrounding the trail.

Figure 2.2: Population Distribution by Age Within Study Area



Median Age in the Study Area

62.1

Figure 2.2 displays how the age distribution of the study area is heavily skewed toward the older population. The 2020 Decennial Census showed 43% of the study area's population is 65 years and older. On the contrary, 3% of the population is under 5 years old. School age children (5-19) make up 9% of the population, while working age (20-64) make up 45% of the population.

It is important to consider the age distribution of the study area when planning the trail. Elderly populations have varying levels of mobility compared to younger populations, who may use the trail to travel to work or school. This should be taken into account when identifying needs related to safety, accessibility, and comfort of the trail.

Disadvantaged Populations

Figure 2.3: People with Disabilities in the Study Area



Source: 2020 Decennial Census & 2022 American Community Survey 5-Year Estimates Subject Tables; BLRPC, 2024.

Figure 2.3 details the populations living with disabilities within the study area. A large share of residents (61%) are elderly, indicating a need for safe, level paths with rest areas and benches. Nine percent have hearing difficulties, highlighting the importance of clear visual signage. Seven percent of the study area has ambulatory difficulties which may require smooth, gently graded trails for mobility devices. The remaining groups, those with cognitive, independent living, vision, or self-care difficulties (ranging from 2% to 5%) would benefit from features such as clear signage, accessible amenities, and rest stops. When designing and implementing a multi-use trail, it is important to strive for it to be inclusive and ADA-compliant to ensure the trail is safe, welcoming, and easily accessible for all users.



2.3 Bayshore Connectivity Trail Feasibility Study

Housing Breakdown

Figure 2.4: Housing Unit Occupancy of Communities Within Study Area

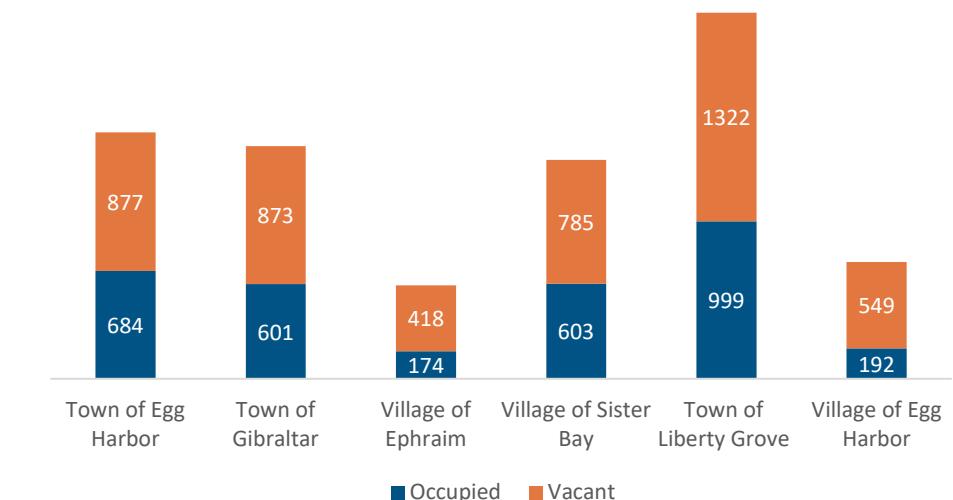
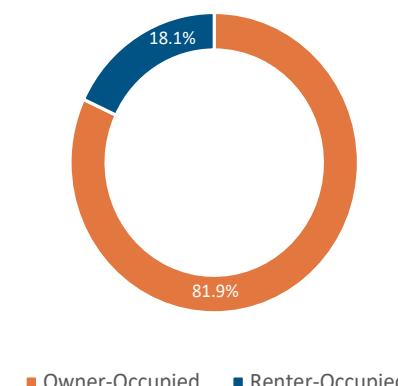


Figure 2.5: Occupied Housing Units Breakdown



Source: 2020 Decennial Census; BLRPC, 2024.

Within the study area, 40% of all housing units are occupied, while 60% are vacant. This is a significant contrast to the State of Wisconsin in which 89% of all housing units are occupied, with only 11% vacant. However, this is a common trend for the county, in which 42% of all housing units are vacant. Figures 2.4, 2.5, and 2.6 show occupied and vacant housing units in each community within the study area.

When breaking down the vacant housing units within the study area, over 90% were categorized as "Seasonal, Recreational Use." This extremely high percentage can be attributed to the seasonal residents and tourism that significantly impact housing in the study area. According to DoorCounty.com, Door County sees an additional 25,000 people on summer weekends. Because of the absence of hotel chains in the county, many of these tourists stay at an Airbnb, Vrbo, or other rental properties, all of which fall under the vacant housing category. This is further supported by Figure 2.7, which shows the number of short-term rentals by community. Seasonal residents, those who live in the study area for only part of the year, typically the summer, also account for a notable portion of the vacant housing.

Figure 2.6: Vacant Housing Units Breakdown

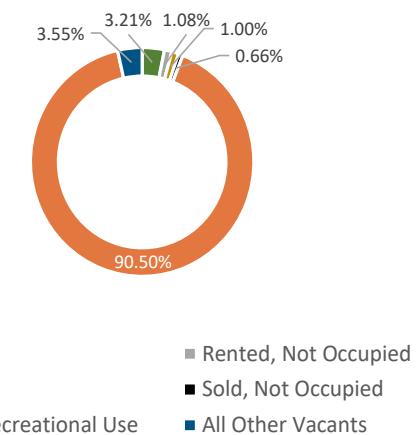
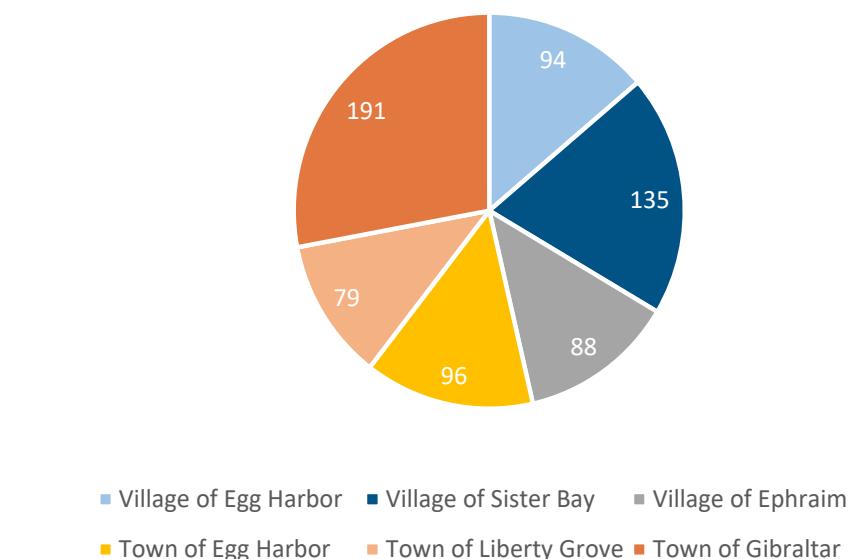


Figure 2.7: Short-Term Rental Properties Within Study Area



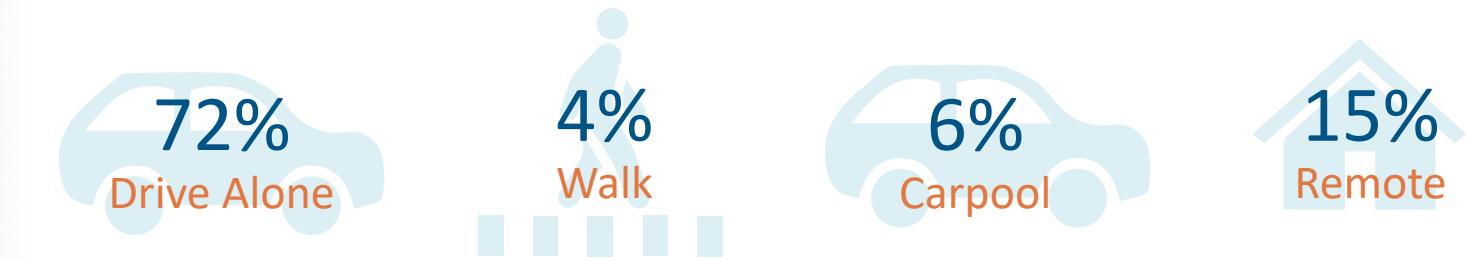
Source: 2024 Door County Tourism Zone Commission; BLRPC, 2024.

Short-term rentals are properties that can be rented for 30 days or less. These are commonly listed on Airbnb, Vrbo, Expedia, etc. Tourism is a major factor that should be considered with the implementation of a trail. Tourism plays a significant role in Door County's economy, and improved trail access can further support this sector by enhancing visitor experiences and strengthening connections to local businesses.



Transportation Breakdown

Figure 2.8: Means of Transportation to Work Within Study Area

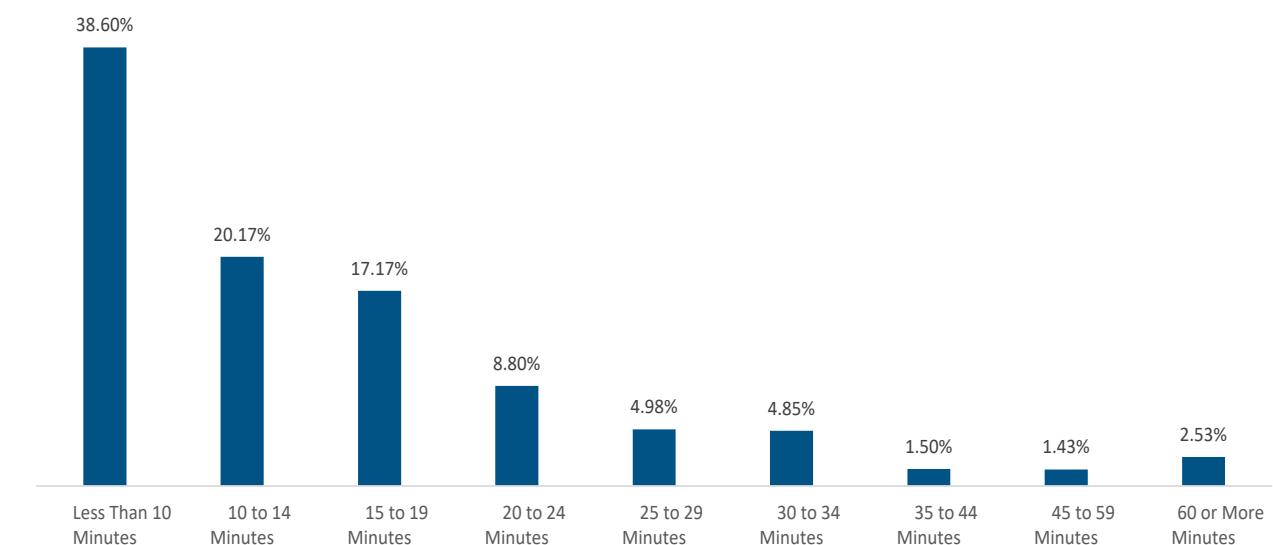


Source: 2022 ACS 5-Year Estimates Subject Tables; BLRPC, 2024.

Most residents within the study area drive alone to work (72%), with residents working from home being the second largest category at 15%. Residents who carpool and walk to work make up 6% and 4%, respectively. The Village of Egg Harbor was the only community in the study area that recorded biking as a form of transportation to work.

The vast majority (95%) of residents who are working age (16 years and over) work within Door County. This stands in stark contrast to the State of Wisconsin, where about 73% of workers are employed within their county of residence. With the majority of workers in the study area being employed within their area of residence, a multi-use trail can provide an alternative mode of transportation to commuters.

Figure 2.9: Travel Time to Work Within Study Area



Source: 2022 ACS 5-Year Estimates Subject Tables; BLRPC, 2024.

**Average Commute Time
15 Minutes**

As shown in Figure 2.9, 39% of workers in the study area have a commute of less than 10 minutes, followed by 20% who commute for 10 to 14 minutes. The average commute in the study area is 15 minutes. This is shorter than the average commute in the United States (26.7 minutes) and Wisconsin (22 minutes). Those with a short commute may opt to use alternative modes of transport as opposed to driving their vehicle to save fuel and money, while also improving health and wellness.

Transportation and Road Characteristics

Streets and Highways

For analytical purposes, BLRPC staff decided it was most beneficial to only review the transportation infrastructure within four miles of either side of STH-42.

Minor Arterial: Minor arterials connect and support the system of principal arterials, serving trips of moderate length. In rural areas, they provide links between cities. Minor arterials often support other transportation modes, such as bus travel, and typically have lower speeds than principal arterials. All minor arterials provide opportunities for direct access to adjacent land uses. Examples of minor arterials include State Highways 42 and 57.

Major Collector: Major collectors circulate traffic and provide access to local businesses or homes. They distribute trips between local roads and arterials over greater distances than minor collectors. Major collectors generally have fewer driveways, higher speed limits, higher vehicle miles traveled (VMT), more travel lanes, and are spaced at greater intervals than minor collectors. In rural areas they provide service to small-to-moderate sized communities and other intra-area traffic generators, linking those generators to nearby larger population centers (cities, villages, and towns) or arterials. Many rural major collectors are also county highways. Examples of major collectors include County Highways A and F.

Minor Collector: The role of Minor Collectors is very similar to that of Major Collectors, but they connect Arterials and Local Roads over shorter distances and serve lower density areas. Generally, they have lower speed limits and serve smaller communities than Major Collectors do. Rural Minor Collectors provide service to smaller population clusters not already served by a Collector or Arterial, link the locally important traffic generators, and are spaced to collect traffic from Local Roads and bring developed areas within a reasonable distance of a Collector Road. Examples of minor collectors include County Highways Q, EE, E, and T.

Local Roads: Local roads provide limited mobility and are the primary access to residential areas, businesses, farms, and other local areas. These roads are usually posted with speed limits from 20 to 45 miles per hour.



Functional Classification

Map 2.1

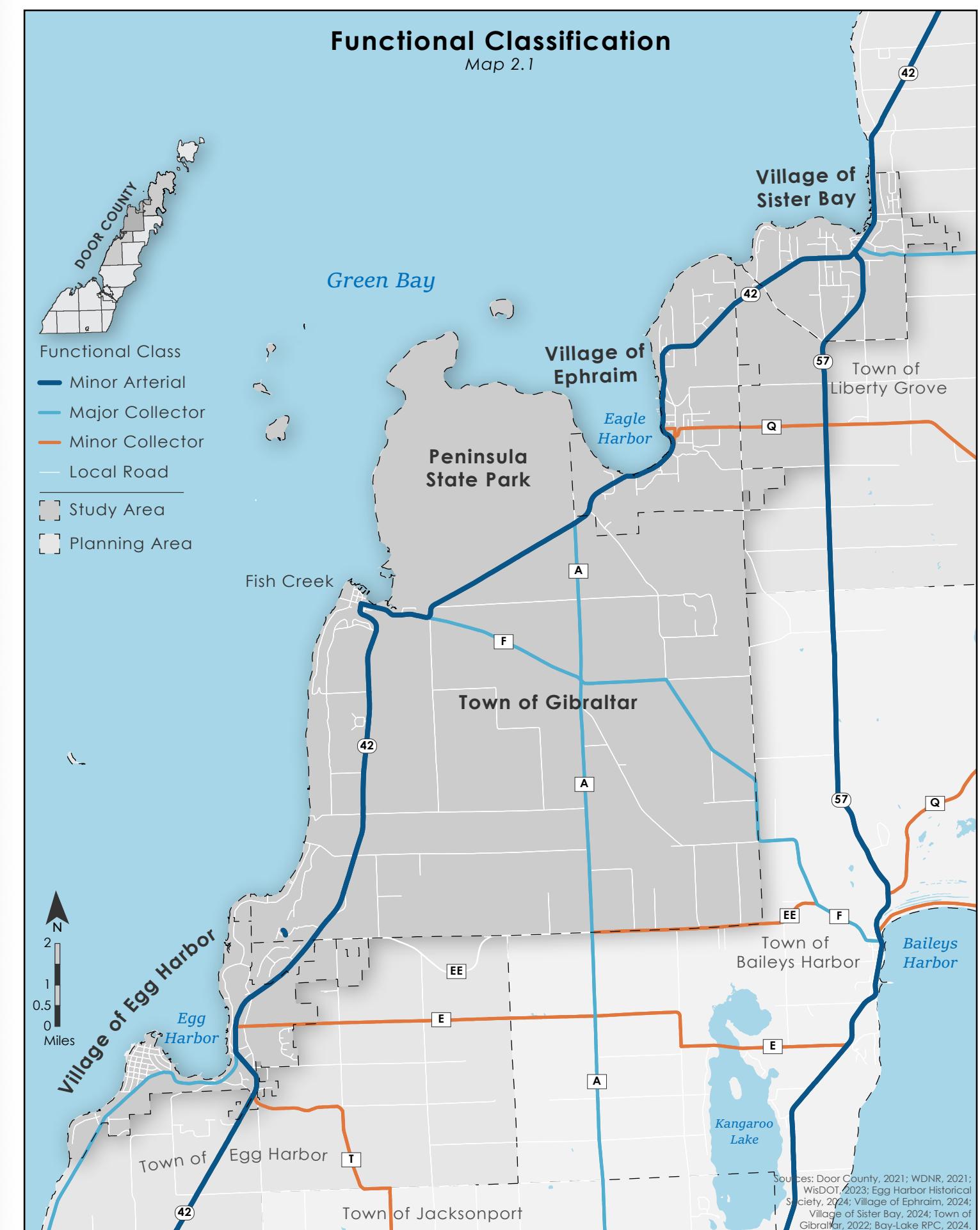
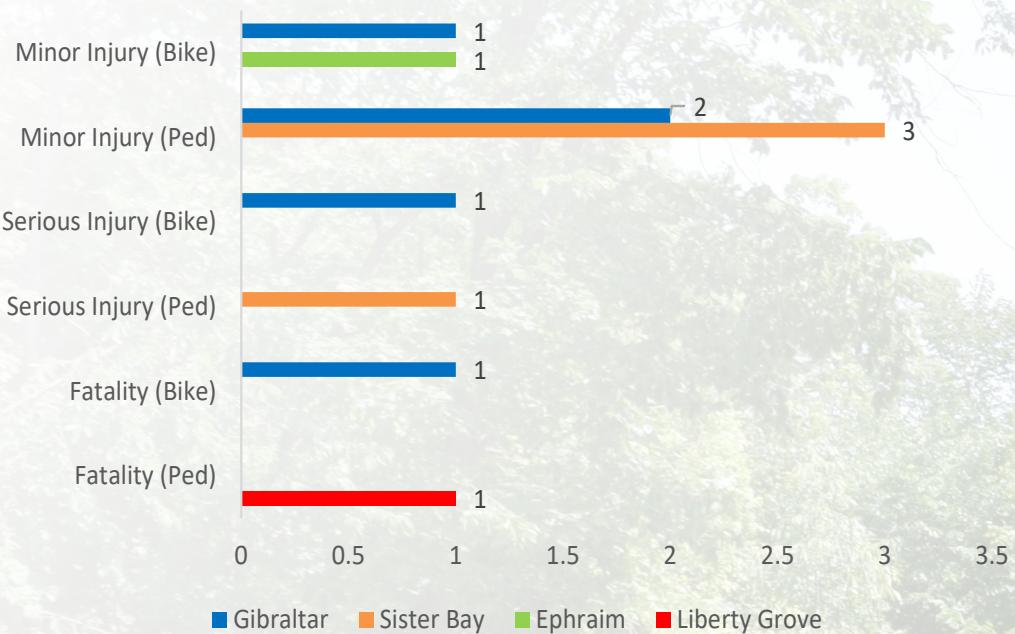


Figure 2.10: Bike and Pedestrian Crashes by Injury Severity Level and Municipality



Source: UW-Madison Traffic Operations and Safety Laboratory, 2019-2022; BLRPC, 2024.

Page left intentionally blank.



Safety Analysis

Between 2019 and 2023, eleven crashes involving bicyclists or pedestrians were reported within the study area. Seven incidents involved pedestrians and four involved bicyclists. Minor pedestrian injuries are the most frequent, with Sister Bay reporting the highest number (3) and Gibraltar following behind (2). Minor bicycle injuries occur in both Gibraltar and Ephraim, while serious injuries are less common overall, appearing as a single bicycle injury in Gibraltar and a single pedestrian injury in Sister Bay. Fatalities are rare but present: Gibraltar records one bicycle fatality, and Liberty Grove records one pedestrian fatality.

Figure 2.10, above, shows the severity and location of these crashes.

3 Safe Routes to School



What is Safe Routes to School?

Safe Route to School (SRTS) is a nationwide initiative focused on providing children of all ages with the ability to safely and enjoyably walk, bike, or use alternative means to travel to school. This movement arose in response to the declining rates of children using active transportation to get to and from school and the rising concerns about childhood health and safety.

Walking or biking fosters connections among people, builds friendships, promotes healthy living, and encourages youth to engage actively and independently. SRTS programs are essential in community endeavors to enhance accessibility, inclusivity, and the safety and livability of school environments.

Why Conduct a Safe Routes to School Plan?

Today, significantly fewer students walk or bike to school compared to past generations. This shift can be linked to several factors, such as parental concerns about traffic safety, worries for their children's well-being, and insufficient sidewalks or bike paths near schools. As more students are driven to school, traffic congestion and safety issues also rise. By tackling these challenges, SRTS programs can promote walking and biking among students, benefiting not only the students and schools but also the wider community.

Wisconsin SRTS Program

The Wisconsin SRTS program encourages planning in order to achieve the following outcomes:

- Safer routes: One of the main reasons why children do not walk or bike to school is because the routes are too dangerous. This may be due to lack of infrastructure, traffic volume and speed, proximity to school, etc. SRTS planning helps identify these problems so that safer routes can be identified.
- Healthier children: By encouraging safe walking and biking to school, children are able to get daily exercise that helps mitigate other health issues such as stress and obesity.
- Cleaner environment: Increasing the amount of children walking and biking to school reduces the number of vehicles needing to drive children to and from school, which in turn will reduce vehicle emissions and improve air quality around schools.

Other desired outcomes include reduced fuel consumption, increased community security, enhanced community accessibility, increased community involvement, and improved partnerships among schools, local municipalities, parents, and other community groups.

Gibraltar School District Safe Routes to School

The Gibraltar School District (GSD) encompasses 139 square miles in Door County (see Map 3.1) and serves more than 500 students. The district serves the Villages of Egg Harbor, Ephraim, and Sister Bay, along with the Towns of Gibraltar, Baileys Harbor, Liberty Grove, and a portion of the Town of Egg Harbor. As a component of the Bayshore Trail Connectivity Feasibility Study, and with GSD encompassing the study area, it is crucial the proposed trail provides students, staff, and community members a safe route to navigate to and from school.

GSD facilities consist of a singular campus located at 3924 STH 42 in Fish Creek (Town of Gibraltar). This campus serves all students (K-12) along with administration for the district and the Door County Auditorium. The campus sits directly across from the YMCA, creating frequent pedestrian/traffic along STH 42. GSD has a 4K option that includes an additional two schools, Northern Door Children's Center (located in Sister Bay) and The Ridges Sanctuary (located in Baileys Harbor).

In 2023, GSD families approved a \$29.8 million referendum to demolish parts of the building that were built in the 1930s and 1950s. Replacing these spaces will be a new two-station gym, community space, classrooms, and multiple updates to the cafeteria and offices. The parking lot across from campus will also be eliminated. With future infrastructure improvements on the horizon, this is the ideal time to conduct a SRTS plan and recommend changes to drop-off and pick-up areas around GSD's campus.

A main concern that was noted from GSD parents and staff is students navigating STH 42 to get to the BP gas station. Without sidewalks, STH 42 is the main route traveled by students. There are also times when traffic during drop-off and pick-up hours causes congestion in the parking lots, which can spill over onto the highway.

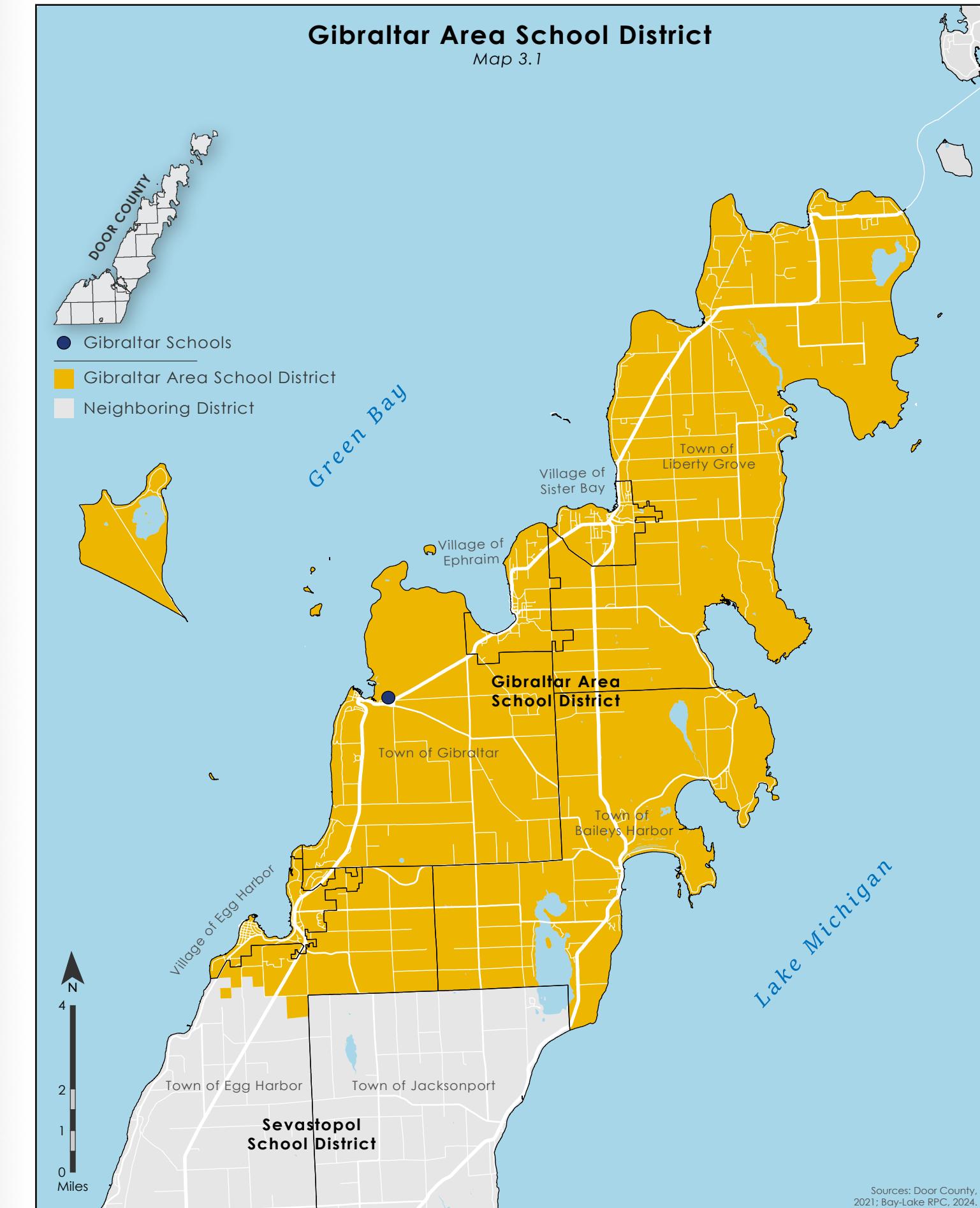
Task Force

In order to ensure GSD's voice is heard in the Bayshore Connectivity Trail Feasibility Study, staff worked with GSD to develop a task force. This task force was composed of individuals representing different aspects of GSD, such as principals, teachers, assistants, and the superintendent. This group played a critical role in developing the study, reviewing results, and making recommendations. Its participants are listed below:

Task Force Member	Affiliation
Brett Stousland	Superintendent
Lauren Ward	Elementary Principal
Karen Krause	Teacher
Mary Kate McCormack	Teacher
Tim Bickert	Construction Manager
Jim DeBroux	Secondary Principal
Andy Hallet	Teacher

Gibraltar Area School District

Map 3.1



Sources: Door County, 2021; Bay-Lake RPC, 2024.

The 6 E's of Safe Routes to School

Enhancing safe and equitable walking and biking experiences for students and community members can be achieved through the implementation of the SRTS 6 E's. These elements work together to create a comprehensive strategy that promotes walking and biking. Community involvement in events and programs fosters education and engagement. Furthermore, engineering improvements and the installation of appropriate bicycle and pedestrian facilities will boost both access and safety. The 6 E's are defined in greater detail below.

Engagement

All SRTS initiatives should begin by listening to students, families, teachers, and school leaders and working with existing community organizations to build intentional, ongoing engagement opportunities into the program structure.

Encouragement

Generating enthusiasm and increased walking and biking for students through events, activities, and programs.

Education

Providing students and the community with the skills to walk and bike safely, educating them about the benefits of walking and biking, and teaching them about the broad range of transportation choices.

Equity

Ensuring that SRTS initiatives are benefiting all demographic groups, with particular attention to ensuring safe, healthy, and fair outcomes for low-income students of color, students of all genders, students with disabilities, and others.

Engineering

Creating physical improvements to streets and neighborhoods that make walking and biking safer, more safe, comfortable, and convenient.

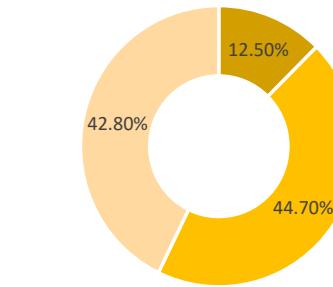
Evaluation

Assessing which approaches are more or less successful, ensuring that program and initiatives are supporting equitable outcomes, and identifying unintended consequences or opportunities to improve the effectiveness of each approach.



Gibraltar School District Overview

Figure 3.1: Gibraltar School District Population



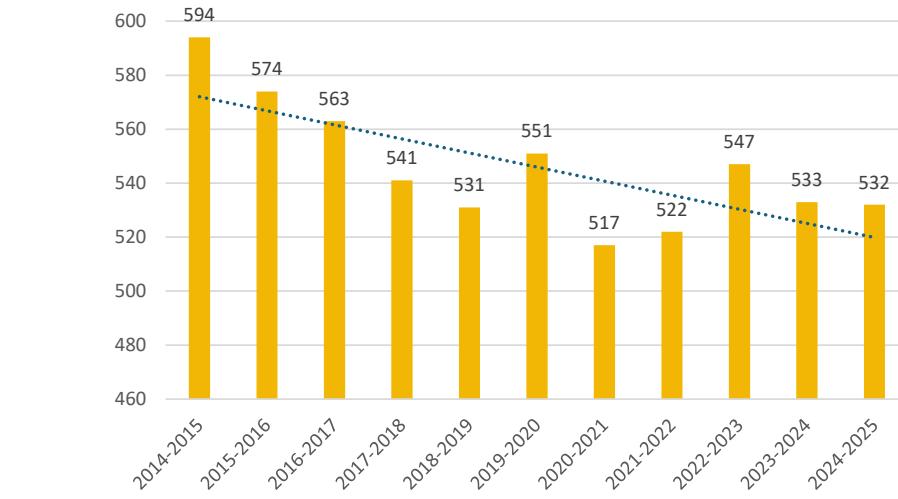
Under 18 Years 18-64 Years 65+ Years

Source: US Census Bureau, American Survey Census 2017-2022 (ACS) 5-Year Estimates; BLRPC, 2024.

Demographics

The school district area has a population of 6,633. About 12.5% of the population in the GSD is 18 years and younger (see Figure 3.1, above).

Figure 3.2: Gibraltar School District Enrollment



Source: Wisconsin Department of Public Instruction, 2024; BLRPC, 2024.

Student Enrollment

Each September, Wisconsin school districts report enrollment numbers to the Wisconsin Department of Public Instruction (WDPI). Over the past 10 years, GSD's enrollment has fluctuated. The district saw a steady decline from the 2014-15 school year to the 2018-19 school year. The 2019-20 school year saw another increase to 551, before a sharp decrease in the 2020-21 school year due to the COVID-19 pandemic. The district saw an increase in enrollment the next two school years, followed by another decrease in 2023-24, and 2024-25 school years. See Figure 3.2 for reference.

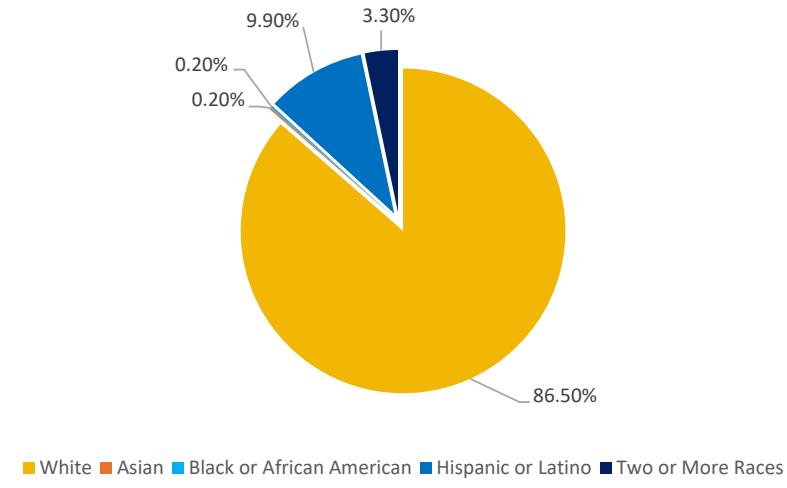
Open Enrollment

GSD has an open enrollment policy allowing students from outside the school district to enroll at GSD. Out of the 547 students enrolled in the 2023-24 school year, 502 resided within the school district, while 31 (5.8%) students resided outside of the GSD's boundary.

Enrollment by Race

Figure 3.3 details the GSD racial demographics. The majority of students in the GSD are white, making up 86.5% of the total student population. Hispanic or Latino students contribute to roughly 10% of the total enrollment, followed by two or more races (3.3%). Black and Asian students each make up 0.2% of the GSD enrollment.

Figure 3.3: Racial Breakdown



Source: Wisconsin Department of Public Instruction, 2024; BLRPC, 2024.

Economically Disadvantaged

The WDPI collects data on the number of economically disadvantaged students. A student who is deemed as economically disadvantaged fits into one of the following categories:

1. Participated in the National School Lunch Program;
2. Member of a household that meets the income eligibility guidelines for free or reduced-priced meals; and
3. Identified by an alternate mechanism, such as the alternate household income form.

Based on the guidelines above, 33.8% of students in GSD were identified as being economically disadvantaged during the 2023-24 school year.

Students with Disabilities

According to the WDPI, 9.6% of students were identified as having disabilities during the 2023-2024 school year. WDPI determines if a student has a disability through a special education evaluation process.

Students with Limited English Proficiency

According to the WDPI, *“Any student whose first language, or whose parents’ or guardians’ first language, is not English and whose level of English proficiency requires specially designed instruction, either in English or in the first language or both, in order for the student to full benefit from classroom instruction and to be successful in attaining the state’s high academic standards expected of all students at their grade level.”*

Based on the above description, 3.0% of students within the school district were identified as being English learners during the 2023-2024 school year.

Traffic Data

WisDOT maintains traffic counts across the state. This is reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the Annual Average Daily Traffic (AADT). According to the latest AADT counts (2022), STH 42 receives a heavy flow of daily traffic. The counts show the highway with an average daily count of 5,900 vehicles. This is an increase from 5,100 vehicles in 2015 and 4,100 vehicles in 2009. In addition to State Highway 42, County Highway F, which leads into STH 42, sees an average daily count of 1,300 vehicles.

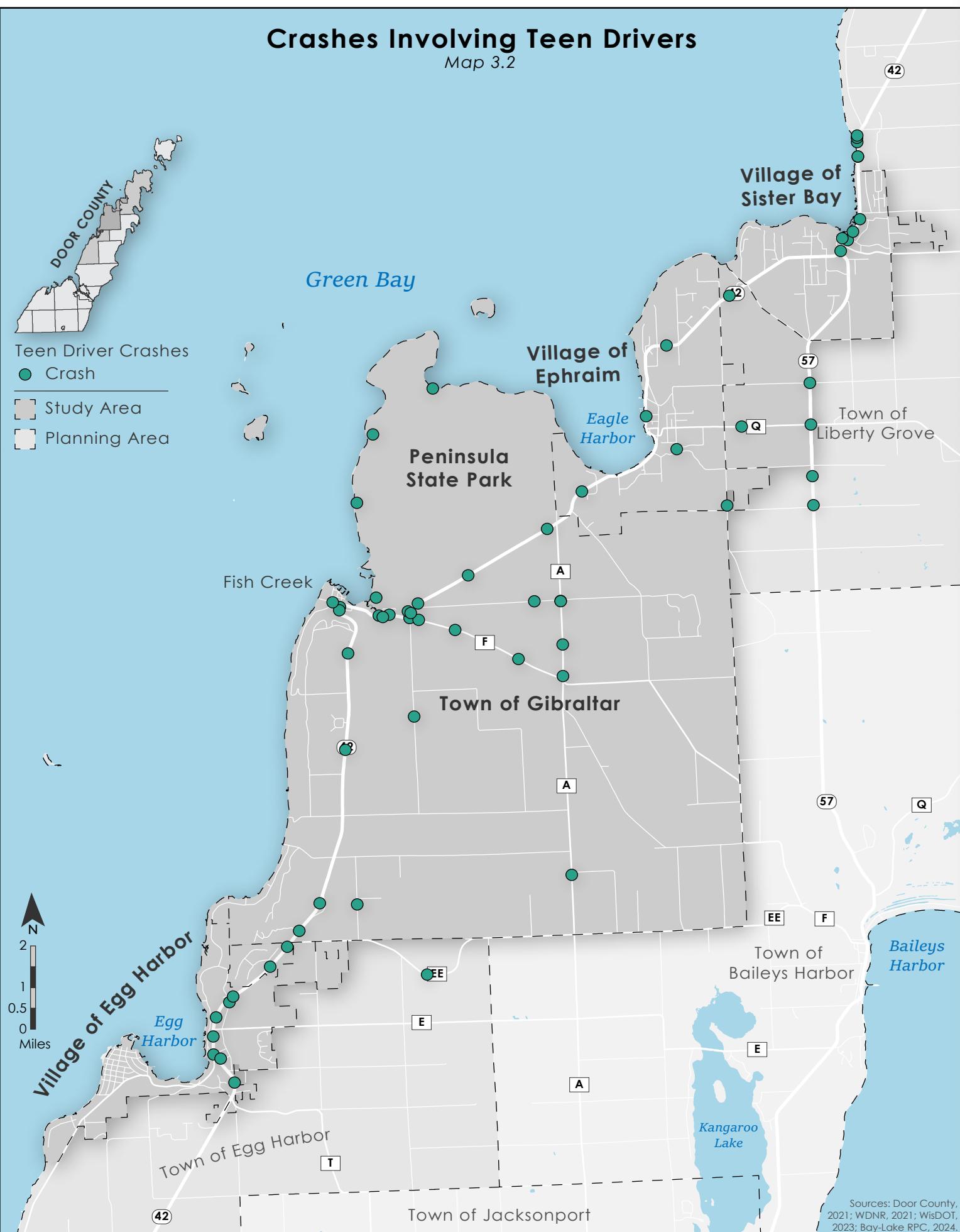
Teen Driver Crash Data

The UW-Madison Traffic Operations and Safety Laboratory (TOPS) maintains a record of motorized and non motorized crashes within Wisconsin. These records contain information regarding times and locations of crashes, injuries and fatalities, bike and pedestrian involvement, along with teen driver involvement. TOPS lab data from 2019-2023 shows that there were 75 crashes within the GSD involving teen drivers (see Map 3.2). Furthermore, the data also showed 12 crashes involving bicyclists and pedestrians (see Map 3.3)



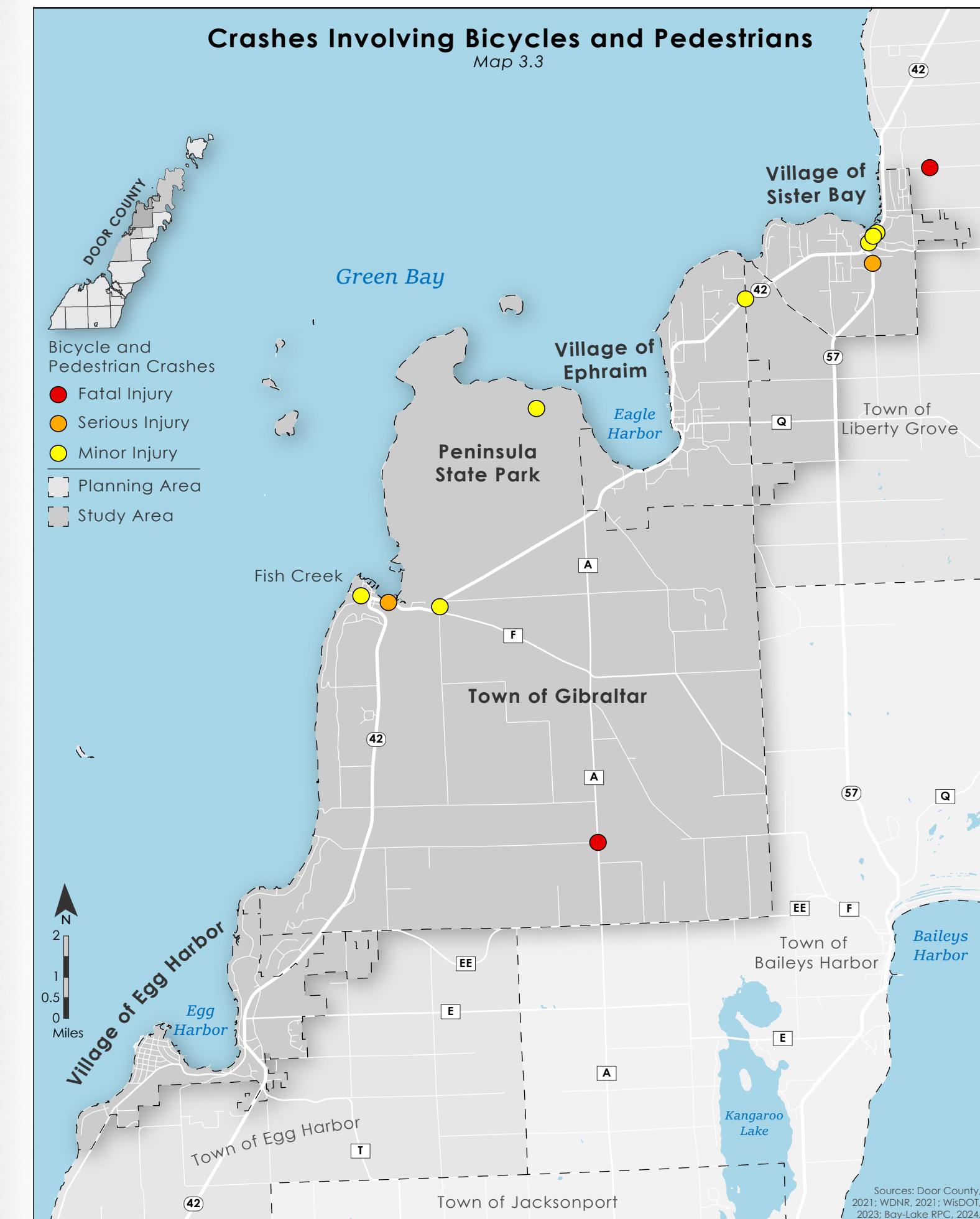
Crashes Involving Teen Drivers

Map 3.2



Crashes Involving Bicycles and Pedestrians

Map 3.3



Walking and Biking Audits

To gain a clear understanding of the existing infrastructure, drop-off and pick-up processes, and traffic patterns, BLRPC staff conducted two walking and biking audits at the GSD in the morning and afternoon of October 1, 2024.

During the audits, staff members were positioned at various locations across the campus to observe the behaviors of drivers, pedestrians, and bicyclists during morning and afternoon activities. The staff also walked surrounding routes to assess sidewalk conditions, signage, crosswalks, and curb ramps. Each staff member used a digital tablet to mark points on a map through ESRI's Field Maps Application, documenting various observations and existing conditions within the community.

During the morning audit, both auditors positioned themselves in the parking lot, observing the north entrance and south exit of the school. For the afternoon audit, one auditor was stationed at the northern crosswalk on STH 42 near the YMCA, while the other was at the southern crosswalk across from the Door County Auditorium (see Figure 3.4).

Results

During the morning audit, staff observed that the Rectangular Rapid Flashing Beacons (RRFB) along STH 42 were highly effective in stopping vehicles for pedestrians. One instance was recorded of a vehicle failing to yield to pedestrians in the crosswalk. Overall, the morning drop-off proceeded smoothly; however, staff noted that as buses turned left into the drop-off area, traffic backed up, and some cars improperly passed around the buses.

The afternoon pick-up highlighted the district's primary concern regarding students walking and biking on STH 42. Staff observed multiple walkers and bikers navigating alongside the fast-moving traffic on this busy road. Additionally, all parking stalls were filled before dismissal, forcing other vehicles to park on the grass, which caused a minor backup during dismissal. Maps depicting the morning and evening audits can be found in Appendix C.

Figure 3.4: Auditor Positions



Source: BLRPC, 2024.



Outreach Process

Online Survey

To engage the community, BLRPC developed a survey geared toward parents and staff to gather information about their commutes, current and preferred modes of transportation to school, the distance and time of their commutes, and the factors influencing their transportation choices.

The survey was open from November 7th, 2024 to January 21st, 2025 and received a total of 104 responses. Of these, 75 respondents were parents, and 29 were staff members. The following pages provide a summary of the survey results. A full breakdown of the survey can be found in Appendix B.

Gibraltar Safe Routes to School Survey

The goal of this survey is to gather important information about the safety of travel to and from Gibraltar schools. Our goal is to identify areas of improvement to ensure students are given a safer and more accessible walking & biking environment to and from school.

Purpose:
By participating in this survey, you are contributing to the development of Gibraltar's Safe Routes to School Plan that will develop strategies and initiatives aimed at improving safety and accessibility while encouraging students to walk and bike to school.

Who Should Participate:
We encourage parents, guardians, and school staff to share their thoughts. Your perspectives are critical for identifying areas of improvement.

All responses are anonymous and will be used only for the purpose of this study. Thank you!

Are you a parent/guardian, student or staff member?*

Parent/Guardian

Staff Member

Submit

Screenshot of online survey. Source: BLRPC, 2024.

Table 3.1: SRTS Survey Findings

Category	Key Findings
Mode of Transportation	<ul style="list-style-type: none"> • 36 parents drive their children to school. • 24 parents' children take the bus to school. • 2 parents' children walk or bike to school. • All staff members drive themselves to school.
Barriers to Walking/Biking	<ul style="list-style-type: none"> • 45 parents find distance or time to be an issue for allowing their child to walk or bike to school. • 42 parents find the lack of sidewalks, pathways, or bike routes to be a significant barrier. • 9 parents find this to be a moderate issue.
Preferences on Transportation	<ul style="list-style-type: none"> • 24 parents prefer their children to continue being driven to school. • 29 parents prefer their child to take the bus to school. • 8 parents prefer their children to walk or bike to school. • 25 staff members prefer to continue driving to school. • 4 staff members prefer to bike to school.
Traffic-Related Concerns	<ul style="list-style-type: none"> • 40 parents are very concerned about the speed of traffic in relation to letting their child walk or bike to school. • 17 parents find speed to be a moderate concern. • 36 parents are very concerned about the volume of traffic in relation to letting their child walk or bike to school. • 20 parents find traffic volume to be a moderate concern.
Proximity to School	<ul style="list-style-type: none"> • 38 parents take 5 to 15 minutes to travel to school. • 18 parents take 15 to 30 minutes to travel to school. • 12 parents take 30+ minutes to travel to school. • 15 teachers take 5 to 15 minutes to travel to school.
Safety Concerns	<ul style="list-style-type: none"> • 35 parents are very concerned about the safety of intersections and crossings in relation to letting their child walk or bike to school. • 16 parents find this to be a moderate concern.

Source: BLRPC, 2024.

Page left intentionally blank.



4 Public Outreach and Involvement

Public Outreach

One of the most important components of a feasibility study is collecting feedback from community members. Our intention was to engage members of the public to find priority routes, potential barriers, opportunities, and concerns. Additionally, our goal was to gauge the interest in recreational activity from Door County residents and visitors to determine how frequently a multi-modal trail would be utilized. Since Door County tourism and seasonal residents increase manyfold between May and October, it was decided that summer events would be the most effective opportunities for outreach.

Public Engagement Events

One visitor-centric event and three primarily local events were chosen to promote a public survey and share information about the study with as many people as possible. Both staff members and the Steering Committee recognized the importance of each community's involvement in the outreach process, one event was held in each municipality of the Bayshore Trail study area:

June 15, 2024	Village of Ephraim Fyr Bal
July 10, 2024	Town of Gibraltar Fish Creek Farmers Market
August 2, 2024	Village of Egg Harbor Farmers Market
August 3, 2024	Village of Sister Bay Farmers Market

BLRPC staff initially set the Door County Half Marathon as the first major outreach event for this project. Unfortunately, there was inclement weather on the day of the marathon and staff were unable to attend. Fyr Bal in Ephraim became the project's most successful event as the new kick-off with over 80 survey participants that day. The Farmers Markets in Fish Creek, Egg Harbor, and Sister Bay were not as largely attended, but were equally as effective in interacting with community members interested in recreational trails. Staff were joined by representatives of Egg Harbor Trails (now rebranded as Door County Trails) at many of the outreach events, as well. A flyer, pictured below, was distributed at all events by staff. In an effort to expand outreach, Destination Door County shared the flyers at other community events where staff were not able to attend.



Informational flyer (front)



Informational flyer (back)

Community Survey

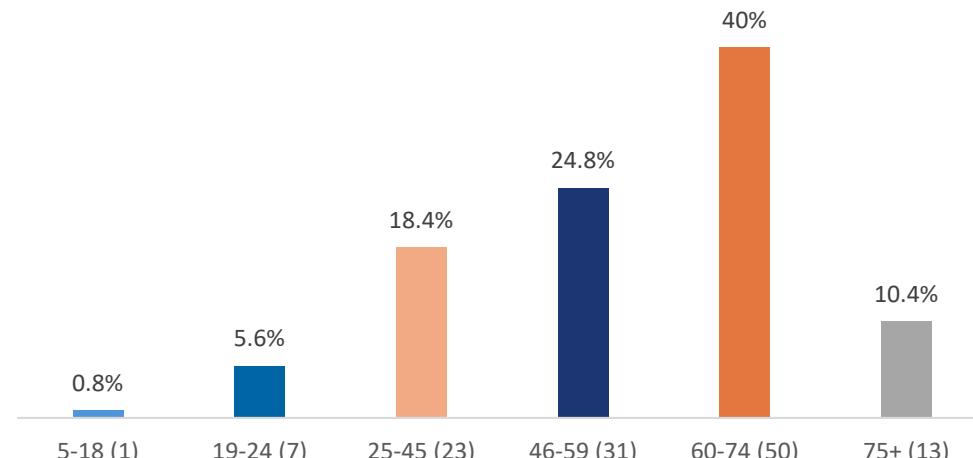
Between May 1, 2024 and August 7, 2024, one universal survey was distributed at community events and made available online with the intent of determining the community's interest in outdoor recreational activities on multipurpose trails. Questions were included to identify whether the respondent was a year-round resident, seasonal resident, or visitor as a method to gauge their potential level of use on a multipurpose trail in Door County. Respondents were also given the opportunity to draw on a map where they would like to see a potential trail between the Village of Egg Harbor and the Village of Sister Bay. In addition to these questions, those who took the survey were able to address concerns with safety, connectivity, property interference, and accessibility. Results of the survey can be found on the following pages while the full survey responses can be viewed in Appendix D.

Respondents

The survey had a total of 125 responses. Of those, 40% were between the ages of 60 and 74, 24.8% were between the ages of 46 and 59, and 18.4% were between the ages of 25 and 45 (see Figure 4.1). This reinforces the demographics of the study area, where the majority of residents are of retirement age or older, followed by a significant proportion of working-age individuals. The strong representation of residents aged 60-74 underscores the need for trail accessibility features such as wider paths and resting areas.

When asked where they live, 60% of respondents reside within in the study area (Town of Gibraltar, Town of Liberty Grove, Town of Egg Harbor, Village of Egg Harbor, Village of Sister Bay, Village of Ephraim). Additionally, 8% of respondents live elsewhere in Door County, while 32% selected "Other", meaning they live outside of Door County. The full list of "Other" responses can be found in Appendix D.

Figure 4.1: Age Range of Survey Respondents



Source: BLRPC, 2024.





 Scan here to take the survey online!

BAY LAKE

Regional Planning Commission | Since 1972

Your community wants your input!

Bayshore Connectivity Trail Feasibility Study Survey

Village of Egg Harbor | Village of Ephraim | Village of Sister Bay | Town of Egg Harbor | Town of Gibraltar | Town of Liberty Grove

Bay-Lake Regional Planning Commission is conducting this feasibility study for a potential multi-use trail connecting Bayshore communities in Door County.

1. How often do you currently walk or bike to get around? (select one in each section)

Walk	Bike
<input type="radio"/> Daily	<input type="radio"/> Daily
<input type="radio"/> 2-3 times a week	<input type="radio"/> 2-3 times a week
<input type="radio"/> 4-5 times a month	<input type="radio"/> 4-5 times a month
<input type="radio"/> A few times a year	<input type="radio"/> A few times a year
<input type="radio"/> Never	<input type="radio"/> Never

2. If provided a safe and accessible multipurpose trail, would you use it?

<input type="radio"/> Yes	<input type="radio"/> No	<input type="radio"/> Maybe
If yes, for what reasons?		
<input type="radio"/> To go to school		
<input type="radio"/> To go to work		
<input type="radio"/> Recreational purpose/to stay active		
<input type="radio"/> For shopping/going to restaurants and bars		

3. When would you use the potential multipurpose trail?

<input type="radio"/> Year-round	<input type="radio"/> Seasonal
----------------------------------	--------------------------------

4. Rate your agreement with this statement: "I am excited about the possible multi-purpose trail which would enhance the quality of the community."

<input type="radio"/> Strongly Disagree	<input type="radio"/> Disagree	<input type="radio"/> Neutral	<input type="radio"/> Agree
<input type="radio"/> Strongly Agree			

5. What are your biggest concerns for this potential Trail?

<input type="radio"/> Safety	<input type="radio"/> Property Interference
<input type="radio"/> Connectivity	
<input type="radio"/> Accessibility	

6. Where do you live?

<input type="radio"/> Town of Gibraltar	<input type="radio"/> Village of Sister Bay	<input type="radio"/> Village of Egg Harbor	<input type="radio"/> Village of Ephraim
<input type="radio"/> Town of Liberty Grove	<input type="radio"/> Town of Egg Harbor	<input type="radio"/> Elsewhere in Door County	<input type="radio"/> Outside of Door County

If elsewhere in Door County, where do you live? (Provide a City, Village, or Town name only)

If outside of Door County, where do you live? (Please provide a city, county, and state)

Paper survey, page one.

Paper survey, page two.

7. Which category describes you best?

<input type="radio"/> Full time resident	<input type="radio"/> Spend 1-4 months (in above-mentioned communities)	<input type="radio"/> Partial-year residents (4+ months) (of above-mentioned communities)
<input type="radio"/> Tourist		
<input type="radio"/> Property Owner		
<input type="radio"/> Employee		

8. Which age group do you belong to?

<input type="radio"/> 5-18 years	<input type="radio"/> 19-24 years	<input type="radio"/> 25-45 years
<input type="radio"/> 46-59 years		
<input type="radio"/> 60-74 years		
<input type="radio"/> 75+ years		

9. Draw your recommendation for where the trail should go.

10. Describe your recommendation for where the trail should go.

11. List up to 3 destinations you want to visit using the potential multi-purpose trail.

Public Outreach and Involvement 4.4

Residency of Respondents

As seen in Figure 4.2, many respondents were full time residents of the study area (34.4%), with property owners making up the second highest grouping (22.4%). However, tourists and seasonal residents rounded up the majority of responses at a combined 43.2% (see Figure 4.3). No responses from employees in the study area were recorded.

A complete detailing of "Other" responses are listed in Appendix D.

Gauging Interest in Outdoor Recreation

When asked how often they walk and bike, respondents favored walking more than biking. The majority of respondents (38.4%) stated they walk daily. Respondents who walk 2-3 times per week made up the second highest majority at 33.6%. Only 4.8% of respondents stated they never walk.

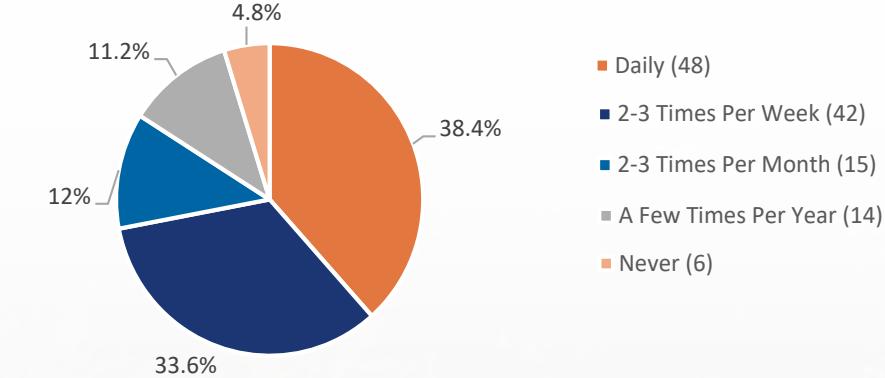
For biking, there was an even distribution between respondents who bike 2-3 times per week and a few times per year, each at 26.4%. Respondents who bike 2-3 times per month made up 23.2% of responses. The lowest amount of responses were those who bike daily, making up just 5.6% of respondents.

Figure 4.2: Respondent Place of Residency



Source: BLRPC, 2024.

Figure 4.4: Interest in Walking



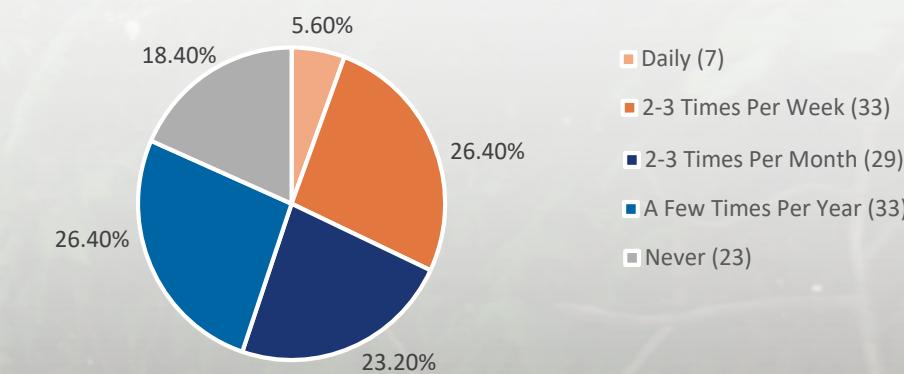
Source: BLRPC, 2024.

Figure 4.3: Type of Residency



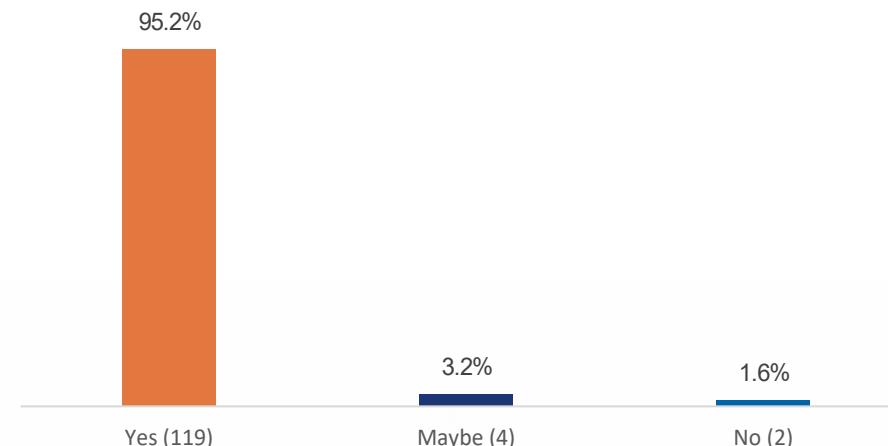
Source: BLRPC, 2024.

Figure 4.5: Interest in Biking



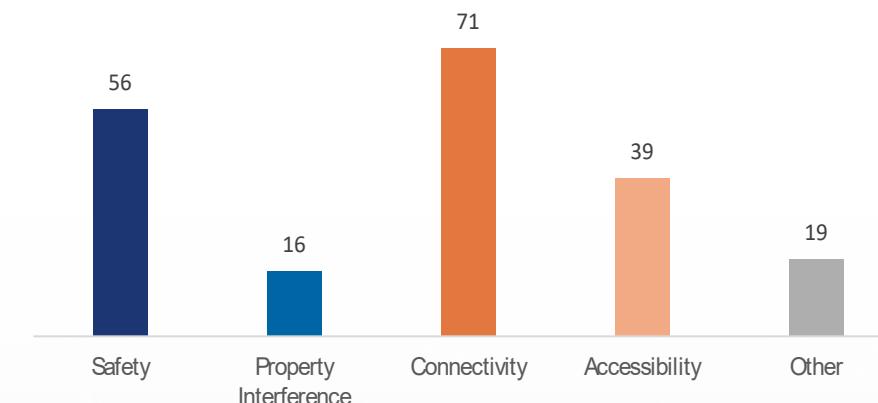
Source: BLRPC, 2024.

Figure 4.6: Possible Use of a Safe and Accessible Multi-Purpose Trail



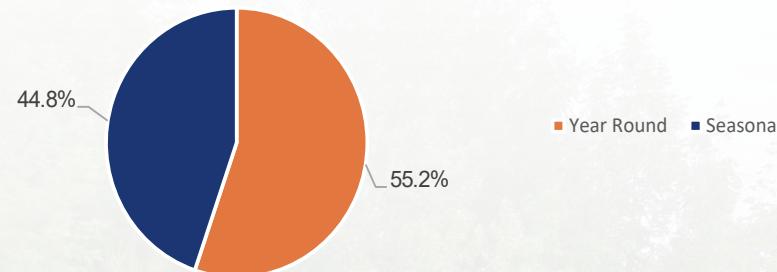
Source: BLRPC, 2024.

Figure 4.8: Priorities and Concerns



Source: BLRPC, 2024.

Figure 4.7: Respondent Use, Year-Round or Seasonally



Source: BLRPC, 2024.

Trail Use

When asked if they would use a multi-purpose trail, an overwhelming majority of respondents (95.2%) selected "Yes," 3.2% of respondents selected "Maybe," and 1.6% selected "No" (see Figure 4.6). Respondents who answered "Yes" were then asked what purposes they would use the trail for. Of these,

- 62.2% said they would use the trail for recreational purposes;
- 33.2% for shopping or going to restaurants and bar;
- 3.6% for commuting to work;
- and 1.2% for traveling to school.

There was a fairly even distribution when respondents were asked if they would use the trail seasonally or year-round. As seen in Figure 4.7, more respondents (55.2%) stated they would use the trail year-round while 44.8% stated they would use it seasonally. It should be noted that many respondents were seasonal visitors, which could have skewed the frequency of those responses.

Concerns For a Potential Trail

Connectivity posed the biggest concern for survey respondents followed by safety (see Figure 4.8). Accessibility and property interference were the third and fourth most important concerns, respectively. The "Other" responses can be seen in Appendix D.

Location of Potential Trail

Survey participants showed a strong preference for a trail that connects Door County's bay-side communities while providing safe, scenic, off-road routes to maximize recreational value. The complete list of responses are located in Appendix D.

Destinations Along Trail

The survey asked respondents to list three destinations they would like to visit using the trail. Majority of the responses were in favor of connecting parks, beaches, and local attractions. This was an optional question and the individual responses are listed in Appendix D.

Community Interest in Potential Trail

Respondents were asked to rate their agreement with the following statement: *"I am excited about the possible multi-purpose multi-purpose trail which would enhance the quality of the community"*. The responses were as follows:

- **Strongly Agree:** 81.6%
- **Agree:** About 11%
- **Neutral:** 1.6%
- **Disagree:** 0%
- **Strongly Disagreed:** 5.6%

Open Houses

A total of four open houses were hosted at the Town of Gibraltar's Old Town Hall by BLRPC staff and members of the Advisory Committee. The sessions were as follows:

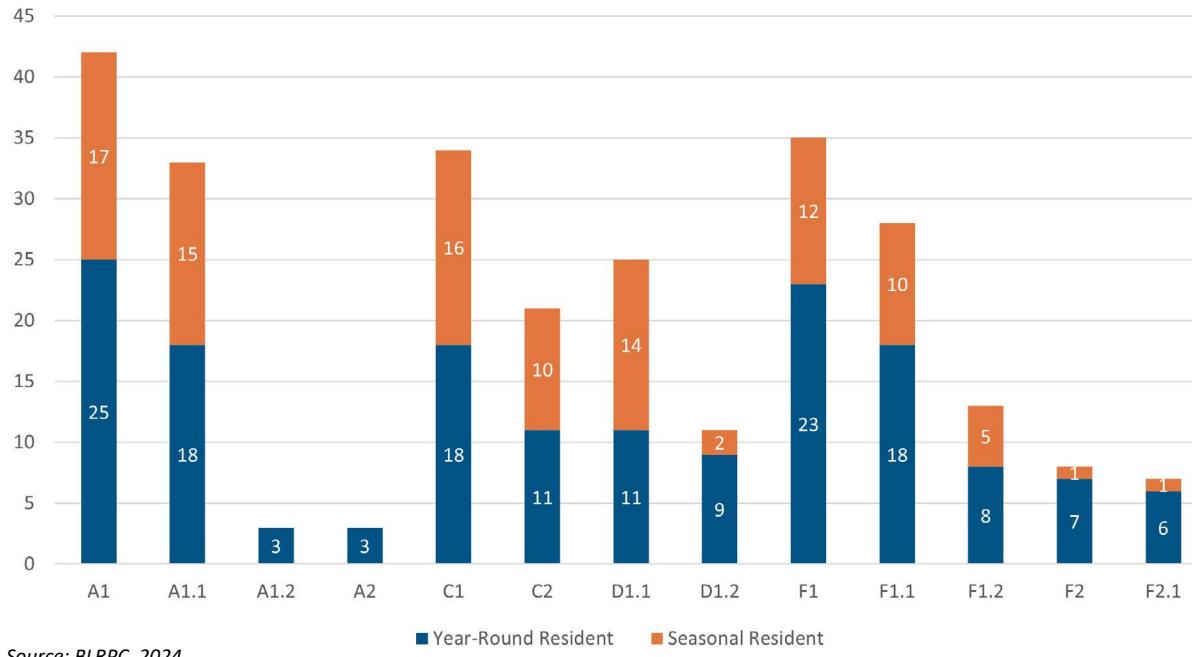
Wednesday, August 27th, 2025 and Friday, September 26th, 2025 from 11:00 AM - 1:00 PM

Wednesday, August 27th, 2025 and Friday, September 26th, 2025 from 5:00 PM - 7:00 PM

The open houses were well attended with an estimated total of 130 people between all four times; this number is an estimate since some attendees elected to not sign in upon arrival. Attendance sheets from the open houses can be viewed in Appendix D.

BLRPC staff separated the proposed trail routes into alpha-numeric sections and displayed them on large poster boards throughout the room. Each of these trail sections are detailed in Chapter Five, and the responses can be viewed below in Figure 4.9. Using a color coded system, open house attendees were given the opportunity to vote on which trail they preferred the most and leave comments on corresponding post-it notes. Photos taken at the open house are shown below, responses can be viewed in greater detail in Appendix D.

Figure 4.9: Trail Segment Preferences by Open House Attendees



Source: BLRPC, 2024.

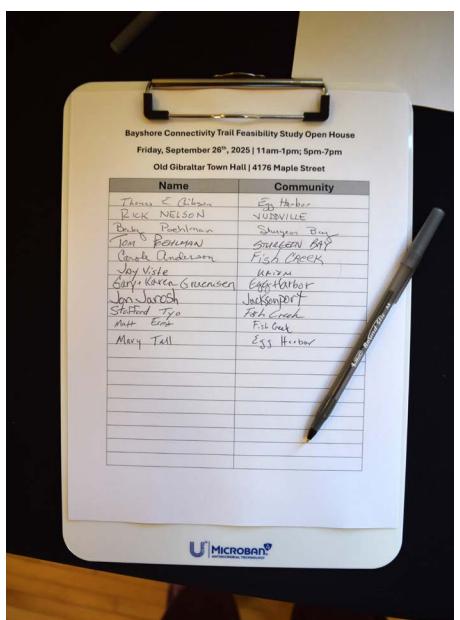
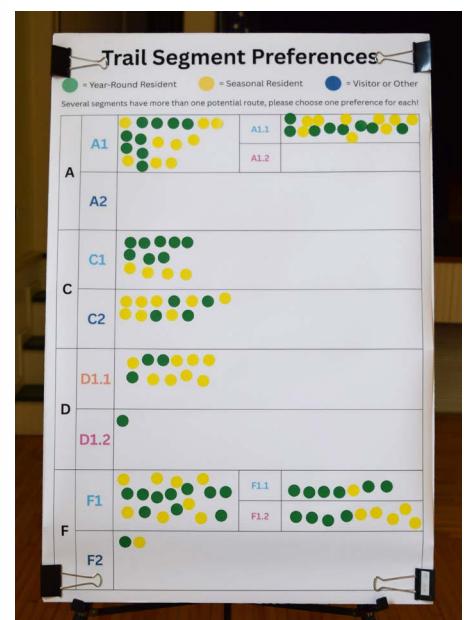
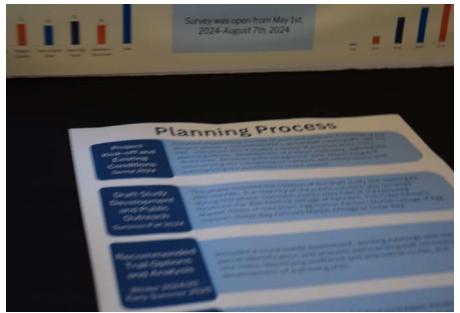
Supportive Feedback

Many community members responded positively in conversations about a potential multipurpose trail in Door County. A majority of the respondents stated they would prefer the trail to be more rural and scenic, not along State Highway 42. They also shared their ideas in extending the trail loop to other areas of the peninsula, such as Ellison Bay and Bailey's Harbor.

Community Concerns

The primary concern among community members was connectivity between Door County communities. Pedestrian and bicyclist safety was a large concern, as well, in the instance that the trail would be roadside or needed to cross State Highway 42. Five respondents expressed that they would prefer equestrian use to be included in a potential multipurpose trail. Others took the opportunity to share their thoughts on the cost of maintenance, including preserving the native flora and natural landscape by minimizing grading and preserving existing vegetation. Consequently, the 12.8% who were concerned about property interference may prevent a potential trail from being rural, quiet, and scenic.

Outreach Photos



5 Route Analysis

While assessing the existing conditions of the planning area, it was determined that many routes may be possible. This section will outline the methodologies used to determine a suitable trail location in the planning area. The planning area was studied through two means: demand assessment and geographic suitability analysis. Then, optimal paths were calculated by weighing suitability factors.

Demand Assessment

The demand assessment considered the locations of resident populations, restaurants and shops, short-term rentals, hotels, and parks within the study area. Project staff collected data for these demand factors before calculating their approximate density within the planning area. Then, demand factor density layers were reclassified to a common measurement scale. Once in a common measurement scale, these layers were input into the ArcGIS Suitability Modeler workflow and equally weighted to create two demand layers: Resident Density Composite and Tourism Density Composite. These composites were compared to results from public outreach early in the planning process. This comparison showed that the public is interested in a trail connecting the three main hubs of density in the study area. These hubs are the Village of Egg Harbor, Fish Creek, and the Villages of Sister Bay and Ephraim.

Outreach resulted in a mix of resident responses and tourist responses. In order to better understand demand from these two groups, density composites were created for both groups with slightly different factors.

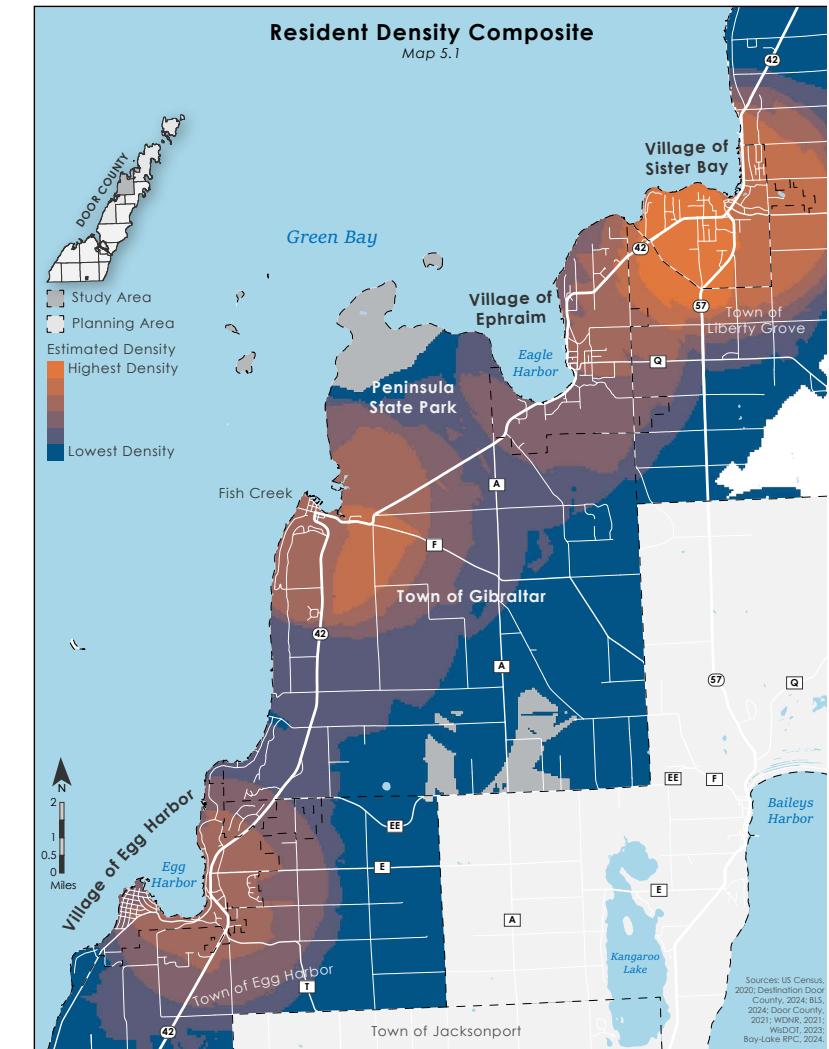
Residential Density Composite

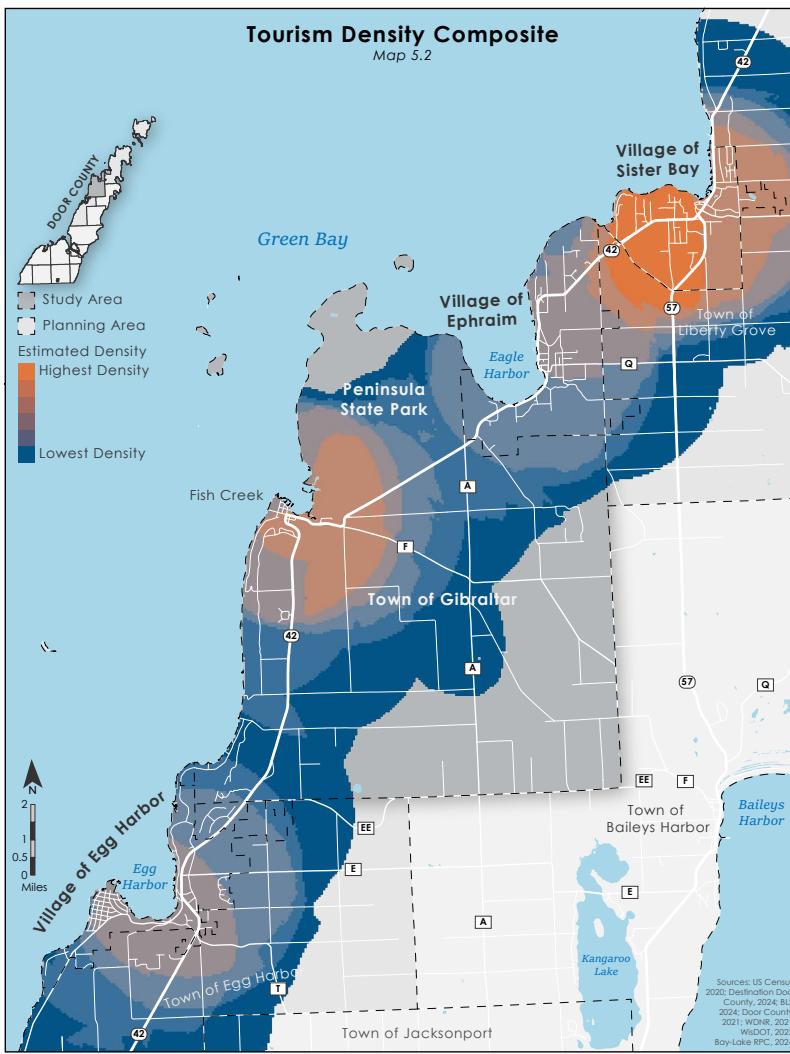
The residential density composite includes the factors: resident populations, employment, restaurants and shops, and parks. The tourism density composite includes short-term rentals and hotels, restaurants and shops, and parks. The residential density composite, shown in Map 5.1 in the top right, highlights the greatest density in Sister Bay, then Fish Creek, then the Villages of Egg Harbor and Ephraim. Generally, residential composite density is greater around the Highway 42 corridor.

Tourism Demand Composite

The tourism density composite, shown in Map 5.2 on the following page, shows similar densities to the resident composite. However, in the tourism density composite, densities in the areas between communities is much lower. These lower densities outside of the communities suggest that tourism is more concentrated in the downtowns of the study area. A trail aimed at serving both residents and tourists alike should connect the dense cores of these density composites.

Supplemental maps for Employment Density, Lodging Density, Parks and Recreation Density, Population Density, and Restaurant and Shopping Density can be found in Appendix E.





Geographic Suitability Assessment

Assessing geographic suitability required a comprehensive view of the planning area. That comprehensive view was obtained by assessing 6 key factors: slope, land ownership, floodplains, wetlands, surface water, and right-of-way. These factors were ranked and weighed before calculated into a map layer showing geographic suitability for a trail across the planning area, shown in Map 5.3. The geographic suitability factor ranks and weights dictated how suitable a place is for a trail.

Geographic Suitability Factors

Each geographic suitability factor affects suitability either positively or negatively, and therefore are ranked and weighted differently in this assessment. Geographic suitability factor ranks and weights can be found in Table 5.1.

Slope: Slope greatly affects the suitability of an area for trail implementation. Steep slopes require additional engineering to create a safe and accessible trail. Shallower slopes often require less grading and can more easily accommodate a trail. Shallow slopes were preferred over steep slopes. A supplemental map can be viewed in Appendix E.

Land Ownership: Trail construction is easier when the trail is constructed on parcels where permission or easements are easily obtained. Public property is generally more conducive to trail placement than private property. Additionally, through communication with Door County Land Trust (DCLT), it was determined that many land trust-owned parcels are not suitable for a trail. Publicly-owned parcels were preferred over land trust-owned and privately-owned parcels.

Floodplains: Floodplains are lowland areas that detain stormwater after snow melt and during rain events. The floodplain used in this assessment is the 100-year floodplain, meaning that in any given year there is a 1% chance of it being flooded. Areas in the floodplain were less preferred.

Wetlands: Wetlands are areas where water is at or near the surface long enough and often enough to support hydrophytic vegetation. Wetlands also detain stormwater after snow melt and during rain events. Often, wetlands are part of the floodplain. Wetlands were less preferred.

Surface Water: Surface water should be protected to preserve this resource for future generations. Crossing surface water also presents additional engineering challenges. Surface water crossing is less preferred.

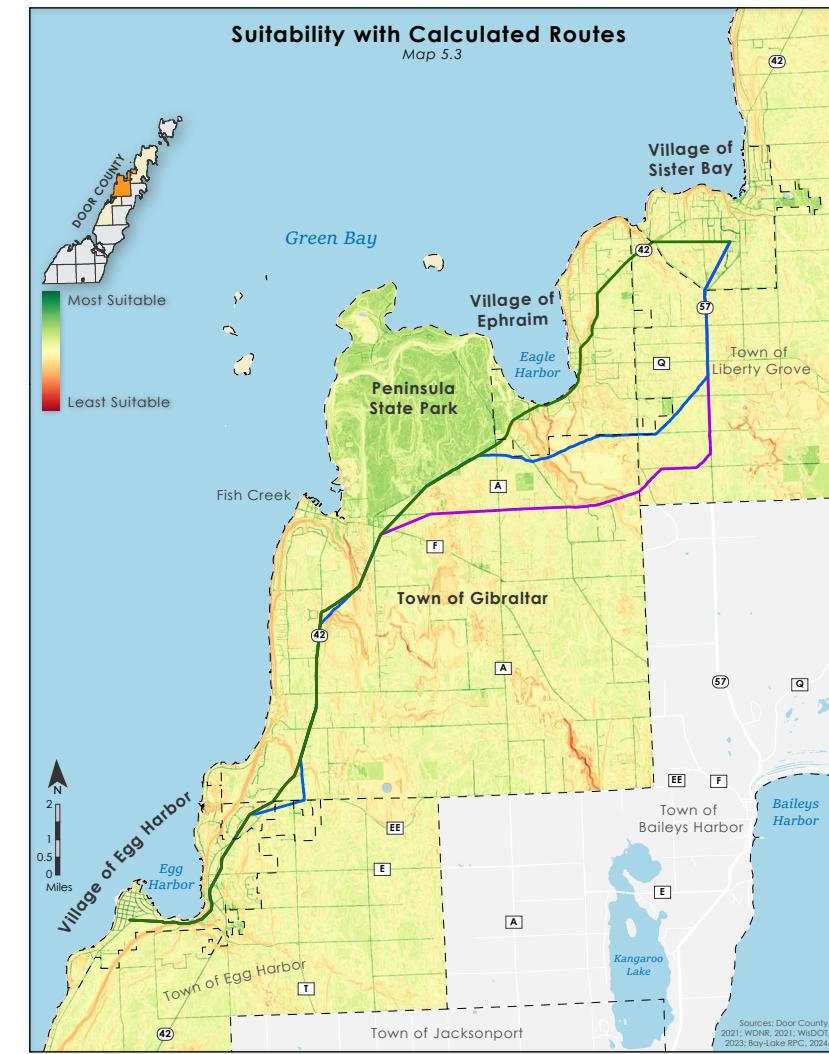
Right-of-way: Right-of-way is the legal right to pass through an area, or to build in an area. For this assessment, government (or public) right-of-way, and utility right-of-way were considered. Roads are part of the government (public) right-of-way. Utility right-of-way is not inherently suitable for a trail, however utilities often require clearance in the right-of-way, which may have some compatibility with a trail. Government (public) right-of-way was preferred over utility right-of-way, and either was preferred over no right-of-way.

Suitability factor ranks were weighed against each other. Slope, land ownership, and right-of-way were found to be the most important factors to routing a trail and had greater weight than floodplain, wetland, and surface water factors.

Route Calculation Methods

Bay-Lake staff used the suitability layer to calculate optimal routes. Then, the suitability layer was reconfigured into a cost layer, depicted in Map 5.3. The cost layer is simply an inverted version of the suitability layer. The cost layer shows “high-cost” to “low-cost” across the planning area. The cost layer does not depict the actual cost of constructing a trail. Rather, the cost layer shows the least suitable places as “high-cost” and the most suitable as “low-cost”.

Bay-Lake staff used the suitability layer to calculate optimal routes. Then, the suitability layer was reconfigured into a cost layer. The cost layer is simply an inverted version of the suitability layer showing the least suitable locations as “high-cost” and the most suitable locations as “low-cost” across the planning area. The cost layer does not depict the actual cost of constructing a trail, it is simply a way to assess relative difficulty of locating a trail.



Using the cost layer, a pathfinding function calculated the lowest cost (most suitable) route from Egg Harbor to Fish Creek, then from Fish Creek to Sister Bay. The function was run multiple times. Results from these calculations are shown in Map 5.3. Finally, the lowest cost routes were iteratively redrawn by staff to account for public input and feedback from the steering committee. Map 5.4 shows the final result of these iterative edits.

Table 5.1: Geographic Suitability Factors Ranking and Weights

Suitability Factor	Ranking/Ranking Method	Relative Weight
Slope	Function (MS Small - A function where smaller values indicate shallow topography and are given greater rank).	2
Land Ownership	County - 10, Municipality - 10, State - 10, Gibraltar Schools - 9, YMCA - 8, Door County Land Trust - 6, Other (Private) - 4.	1.5
Floodplain	5	1
Wetlands	3	1
Surface Water	1	1
Right-of-Way	Governmental - 10, Overhead Utility - 9, Underground Utility - 7, None - 5.	1.25

Source: BLRPC, 2024.

Proposed Routes

Route planning began very broadly, with the general concept of connecting the communities of Egg Harbor, Fish Creek, Ephraim, and Sister Bay. Public input, demand assessment, and geographic suitability assessment helped to guide route planning with the steering committee. The steering committee provided valuable feedback and information about potential routes for the trail that have shaped the final proposed routes.

The proposed routes are separated into segments (e.g. segment A), each forming part of the overall proposed trail network. Some segments have alternatives (e.g. Segment A1 or A2). These alternatives illustrate that there are multiple ways to connect two areas. Some alternatives have options within them, where multiple routes may be possible within that alternative (e.g. Segment A1.1 or A1.2). Other alternatives may have potential spur trails, or connections to another alternative. The naming of segments is shown in figure 5.1.

Figure 5.1: Trail Segment Naming Conventions

Segment A1.2

Overall section of the trail (e.g. Egg Harbor to Juddville Road)
Alternatives within a section (e.g. east or west of STH 42)
Options or spur connections of an alternative.

Source: BLRPC, 2024.

Environmental Corridor Analysis

Each segment of the proposed route faces unique challenges as they intersect with environmental corridors. In northern Door County, environmental corridors are widespread, as shown in Map 5.5. Environmental corridors are areas with steep slopes, wetlands, surface water, or in the floodplain. Development in environmental corridors should generally be avoided because they may be more prone to erosion, contain or support unique ecosystems, contain unique geological formations, provide valuable ecosystem services, and protect public health and safety. Extensive development in environmental corridors may adversely affect water quality, biodiversity, public health, and public safety.

Throughout the planning process, efforts were made to avoid environmental corridor crossings where possible. However, it was determined that in some cases the most feasible option for constructing a multiuse trail within the study area requires crossing those environmental corridors.

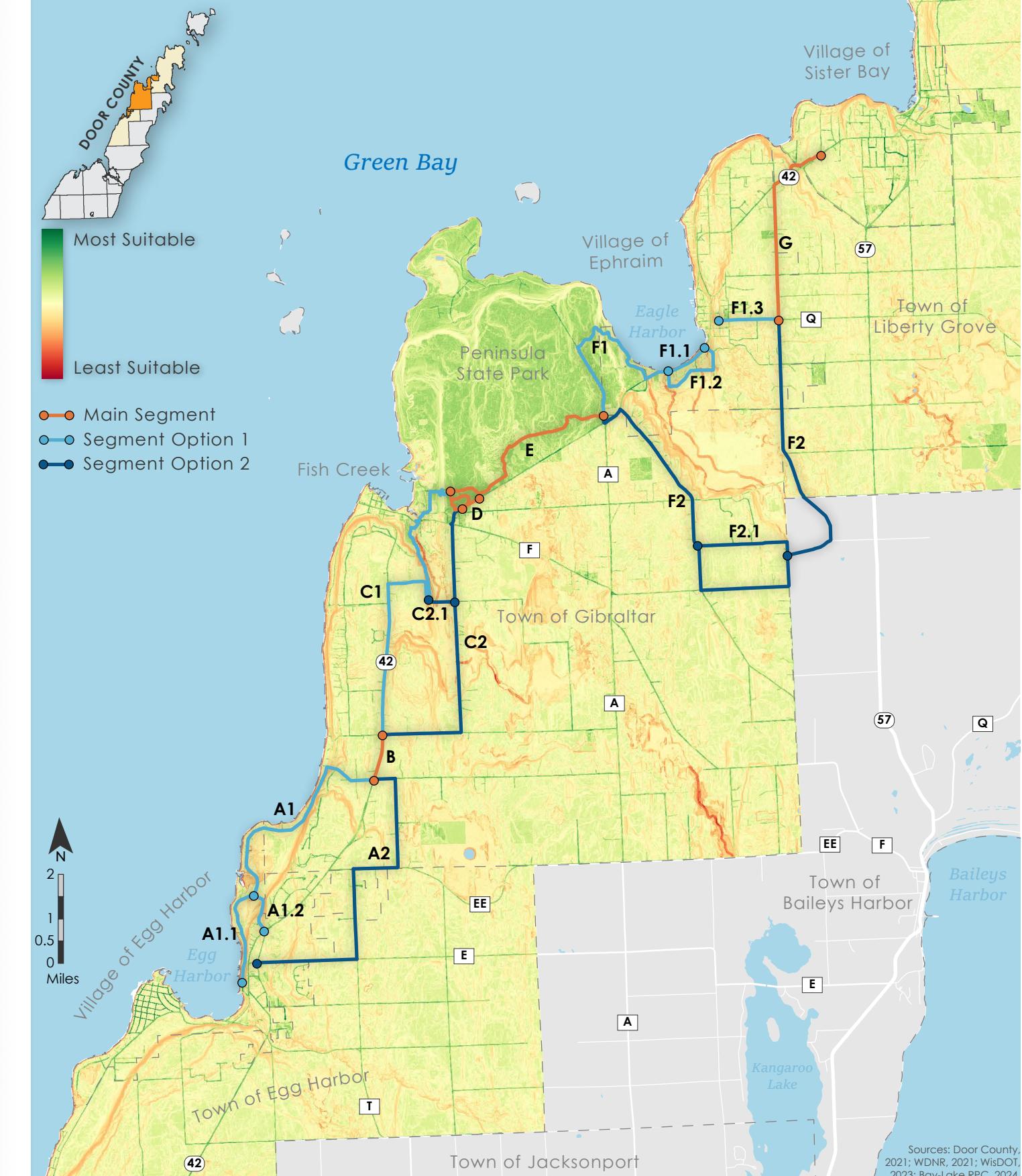
The environmental corridor analysis for this study utilizes the Bay-Lake RPC Environmental Corridors dataset. In the Bay-Lake RPC environmental corridors dataset, wetlands have a 50ft buffer, surface water has a 75ft buffer, steep slopes are those greater than 12% as identified by the USDA SSURGO dataset, and floodplains are derived from FEMA. Additionally, the Niagara Escarpment has been included. Environmental corridors are meant to be used as broad, general reference planning layers. Exact slopes, wetland, surface water, and floodplain boundaries, should refer to up-to-date surveys and delineations.

Right-of-Way Analysis

Throughout the planning process, it has been determined that the most feasible options for constructing a multiuse trail within the study area include utilizing institutionally owned property or utilizing existing roadway right-of-way. In many cases, there is sufficient right-of-way to accommodate the roadway, a 10 foot-wide multiuse trail, and the 3-5 foot-wide clear zone on either side of the trail. However, an additional constraint presents a challenge for utilizing the roadway right-of-way to construct a trail. Official right-of-way surveys will ultimately dictate the space available for a multiuse trail. Additionally, sufficient space in the right-of-way does not guarantee that other factors (such as environmental corridors, roadway safety, etc.) when combined will allow for a simple trail. Additional engineering and precautions may be needed.

Suitability with Modified Routes

Map 5.4



Environmental Corridors

Map 5.5



Road Crossing Analysis

It became evident throughout the study that it is not possible for a trail to connect Egg Harbor, Fish Creek, Ephraim, and Sister Bay without road crossings. Each additional road crossing introduces more potential conflicts with motorized vehicles, raising safety concerns. Additionally, safe road crossings require additional engineering. The safety of road crossings is greatly affected by several factors, such as speed limit, annual average daily traffic, visibility, crossing design, and driver behavior. A trail segment with many road crossings is not necessarily infeasible. A long trail segment will almost certainly have more crossings than a short one.

The amount of road crossings for each segment of the proposed trail are detailed for each proposed trail segment. Road crossings are based on the number of times where a segment is proposed to cross a road, or where a road crossing could be “taken” from another segment. For example, Segment A1 crosses Juddville Road, but that crossing could also count as a crossing for Segment A2 or Segment B. The amount of road crossings can also depend on which side of the road is considered for the trail.

Driveway Crossing Analysis

Stakeholders voiced concerns about proposed road-aligned segments intersecting with too many driveways, potentially presenting safety and design challenges. Driveway crossings are primarily a concern for segments which are aligned with roadways. Some segments have driveway count estimates for the opposite side of the road to where they are currently proposed, providing additional context for segments where the proposed alignment may have conflicts with right-of-way, environmental corridors, road crossings, or other factors. The opposite alignment driveway crossings assume a total swapping of alignment for all road sections within the segment. These crossing counts are estimates based on the most recent aerial imagery available and may be updated based on site visits.

Crash Analysis

Over the past five years, two crashes involving bicyclists or pedestrians have occurred along segments of the proposed route. One incident, in the Town of Gibraltar, involved a pedestrian who sustained minor injuries in a parking lot adjacent to the sidewalk and street. The other crash occurred at the intersection of State Highway 42 and Town Line Road in the Village of Ephraim and involved a bicyclist who also sustained minor injuries. The locations of these crashes are shown in Maps 5.6 and 5.7.

Map 5.6: Crash, Town of Gibraltar



Map 5.7: Crash, Village of Ephraim

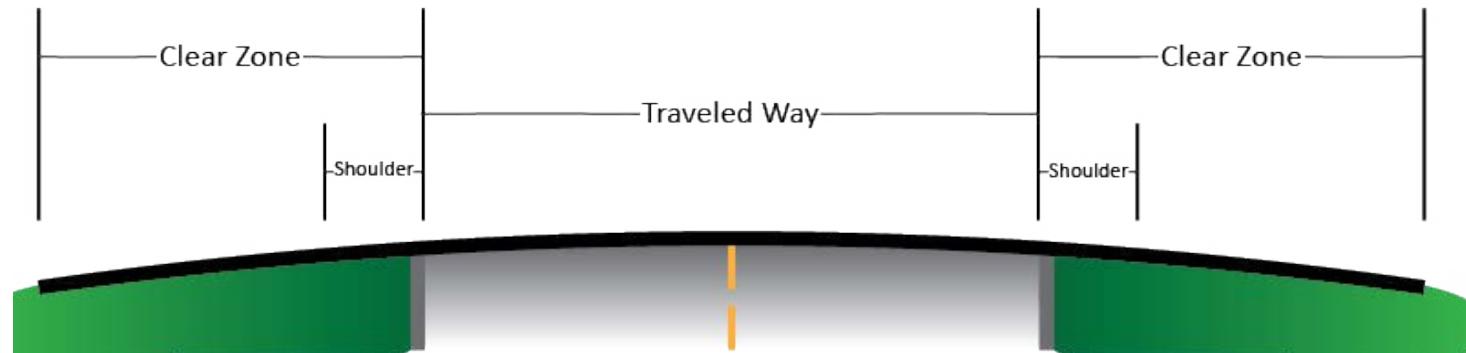


WisDOT Clear Zones

Along state highways, including STH 42, there is a required clear zone. The clear zone is a roadside border area which is made available for safe use by errant vehicles. A generalized cross-section of the clear zone is shown in Figure 5.2. Actual clear zone distances vary based on several factors, such as road classification, speed limit, annual average daily traffic, shoulder width, ditch grade, number of crashes, and frequency of crashes. Generally, state highway clear zones are 18-20', 16' at minimum. Shared-use path clear zones are generally 3', with a minimum 5' separation required from edge of shared use path edge to edge of finished shoulder (rural) or face of curb (urban). Additionally, beam guards are used when there are hazards within the clear zone (e.g. steep slope, waterway, etc.) Typically, WisDOT requires documentation that there was an attempt to establish an easement before a beam guard is considered in an area without clear zone hazards.

In select locations, easements or alternative agreements must be established to connect segments of the proposed multiuse trail. Locations where easements or additional right-of-way would be required are shown in Map 5.8.

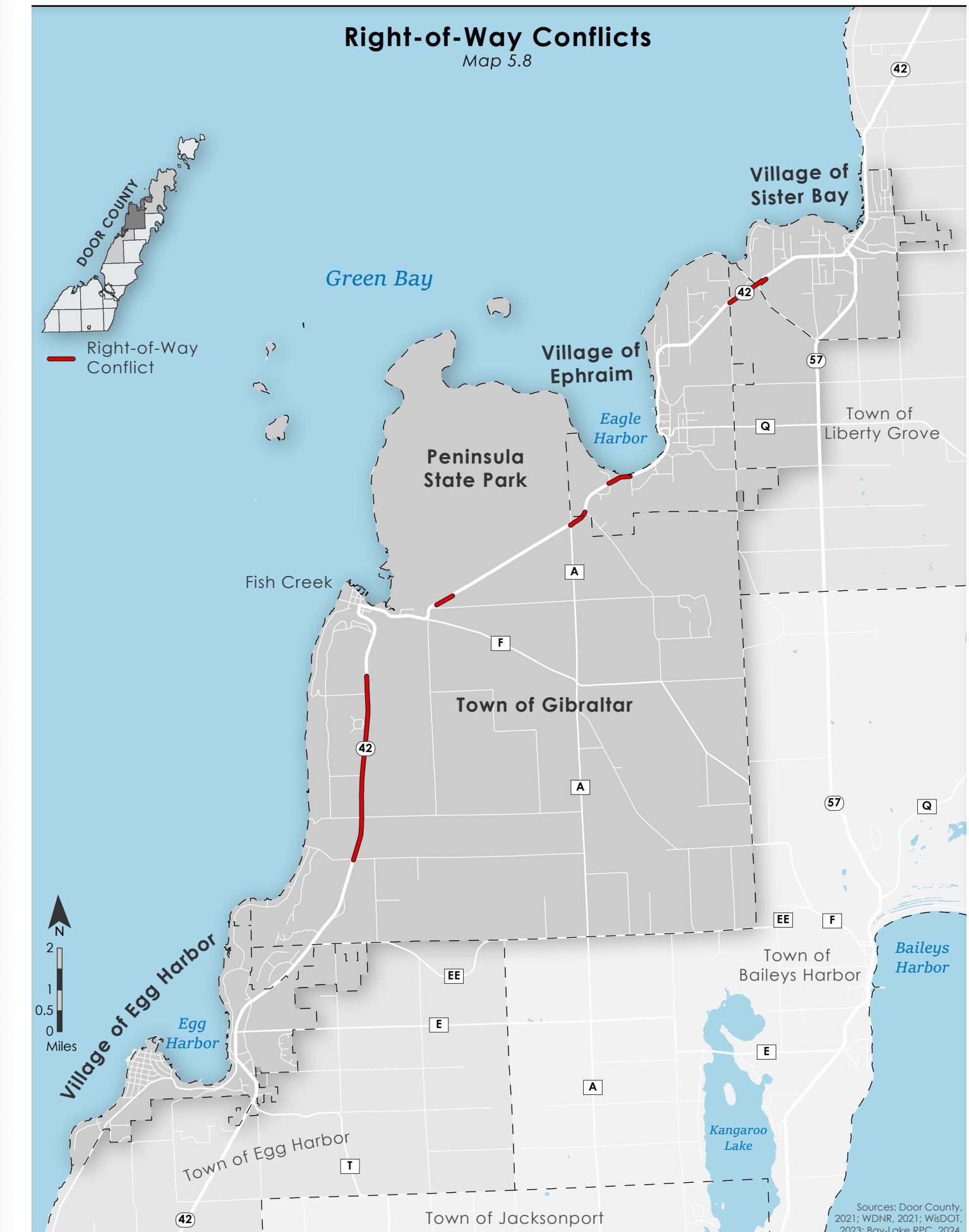
Figure 5.2: Clear Zone Cross-Section



Source: BLRPC, 2024.

Right-of-Way Conflicts

Map 5.8



Segment A

Segment A connects the Village of Egg Harbor to the intersection of STH 42 and Juddville Road. Segment A has two alternatives (Map 5.9). Segment A1 and A2. Segment A1 primarily follows White Cliff Road and Juddville Road, and has 2 options. Segment A2 follows CTH E, Heritage Lake Road, CTH EE, Quarterline Road, and Juddville Road.

Segments A1.1, A1.2, and A1 Description

Segment A1 is one trail segment alternative between the Village of Egg Harbor and the intersection of STH 42 and Juddville Road. Segment A1 is proposed to be on the southeast side of White Cliff Road, between Harbor Heights Road and Juddville Road, and either the north or south side of Juddville Road. Segment A1 has two options within it, Segments A1.1 and A1.2, which are different options to connect from Segment A1 into the Village of Egg Harbor. Segment A1.1 is proposed from the intersection of White Cliff Road and Dock Road to the intersection of White Cliff Road and Harbor Heights Road, via White Cliff Road. Segment A1.1 is proposed to be on the southeast side of White Cliff Road, and adhering to terrain as needed. Segment A1.2 is proposed from the intersection of Harbor Heights Road and STH 42, to the intersection of White Cliff Road and Harbor Heights Road, via Harbor Heights Road. Segment A1.2 is proposed to be on the west side of Harbor Heights Road.

Segments A1.1, A1.2, and A1 Environmental Corridors Analysis

Segment A1.1: There is one significant conflict with nearby environmental corridors, shown in Map 5.10. A1.1 intersects a wetland buffer intermittently between 8045 White Cliff Road and the intersection of White Cliff Road and Harbor Heights Road.

Segment A1.2: There is one significant conflict with nearby environmental corridors, shown in Map 5.10. A1.2 intersects a wetland buffer near the intersection of Harbor Heights Road and White Cliff Road.

Segment A1: There are two significant conflicts with nearby environmental corridors, shown in Map 5.10. A1 intersects a wetland buffer between 8162 White Cliff Road and 8211 White Cliff Road. A1 intermittently intersects steep slopes between 8343 White Cliff Road and 8541 White Cliff Road, then again at 4368 Juddville Road.

Segments A1.1, A1.2, and A1 Right-of-Way Analysis

Segments A1.1, A1.2, and A1 do not appear to conflict with the right-of-way. However, other factors along this segment, such as environmental corridors, may affect the ability to use the full right-of-way.

Segments A1.1, A1.2, and A1 Road Crossing Analysis

Segment A1.1: There are no road crossings along the proposed alignment of Segment A1.1.

Segment A1.2: The proposed alignment of Segment A1.2 crosses Harbor Heights Court.

Segment A1: The proposed alignment of Segment A1 crosses 3-5 roads. Segment A1 crosses Harbor Heights Road, and STH 42. Segment A1 could potentially cross Island View Road and White Cliff Woods Lane, or Lundberg Woods Lane and Chase Place, depending which side of Juddville Road is selected.

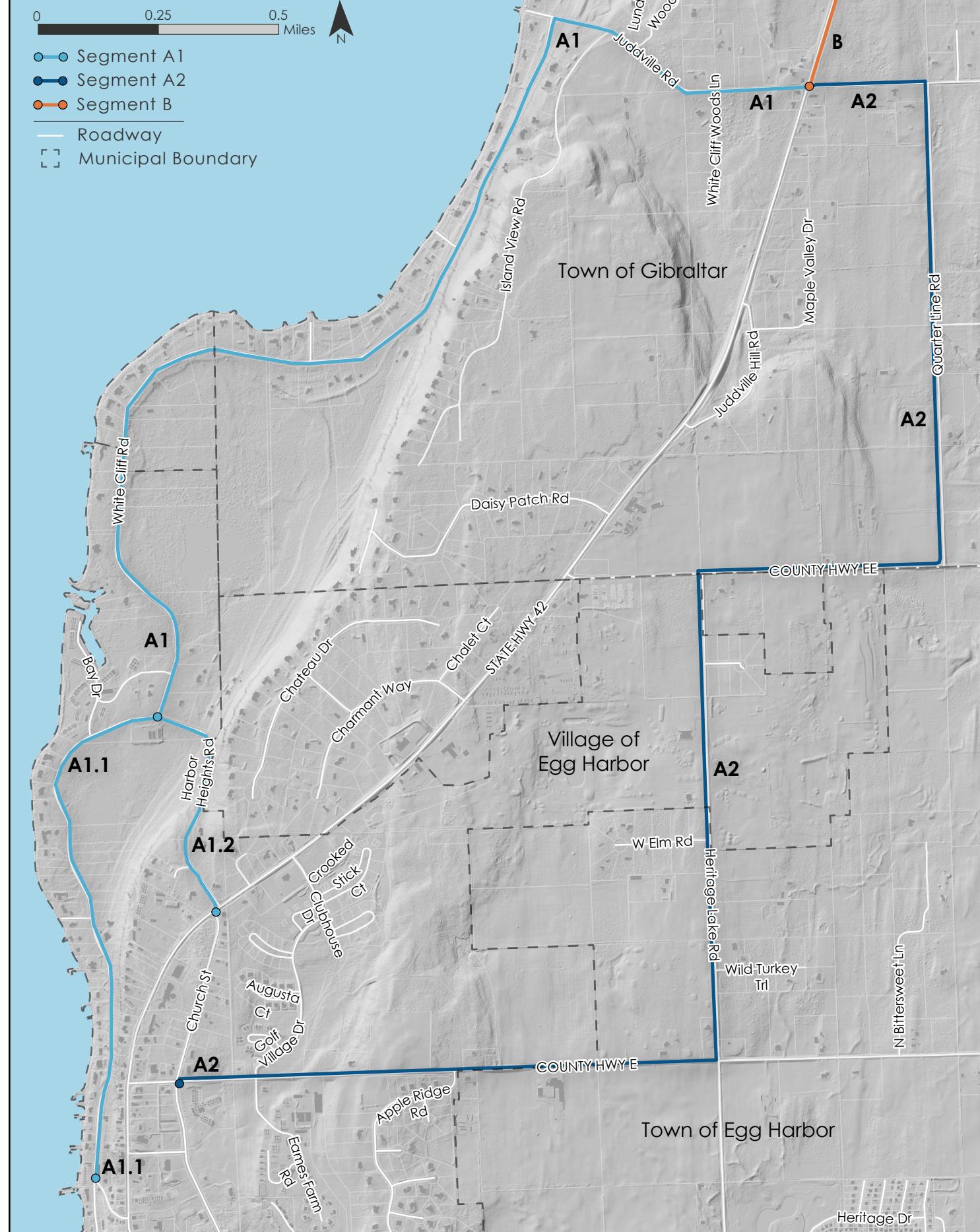
Segments A1.1, A1.2, and A1 Driveway Crossing Analysis

Segment A1.1: The proposed alignment of Segment A1.1 crosses 4 driveways.

Segment A1.2: The proposed alignment of Segment A1.2 crosses 0 driveways.

Segment A1: The proposed alignment of Segment A1 crosses 10 driveways on White Cliff Road, and 5 driveways on either the north or south side of Juddville Road.

Map 5.9: Segment A Overview



Segment A2 Description

Segment A2 is one trail segment alternative between the Village of Egg Harbor at the intersection of Church Street and CTH E and the intersection of STH 42 and Juddville Road. Segment A2 is proposed to connect to existing sidewalks and a bike lane on Church Street, then cross CTH E and follow its north side until Heritage Lake Road. Then along the west side of Heritage Lake Road until it crosses CTH EE, then along the north side of CTH EE until Quarterline Road. Then along the west side of Quarterline Road until it crosses Juddville Road, then along the north side of Juddville Road to STH 42.

Segment A2 Environmental Corridors Analysis

Segment A2 has no direct conflicts with environmental corridors. However, Segment A2 is near to wetland buffers along Quarterline Road, shown in Map 5.10. Wetland delineation should be completed to further assess potential conflict.

Segment A2 Right-of-Way Analysis

Segment A2 does not appear to conflict with the right-of-way. However, other factors along this segment, such as environmental corridors, may affect the ability to use the full right-of-way.

Segment A2 Road Crossing Analysis

The proposed alignment of Segment A2 crosses 4-5 roads. Segment A2 crosses CTH E, Golf Village Drive, West Elm Road, CTH EE, and Juddville Road (Map 5.10).

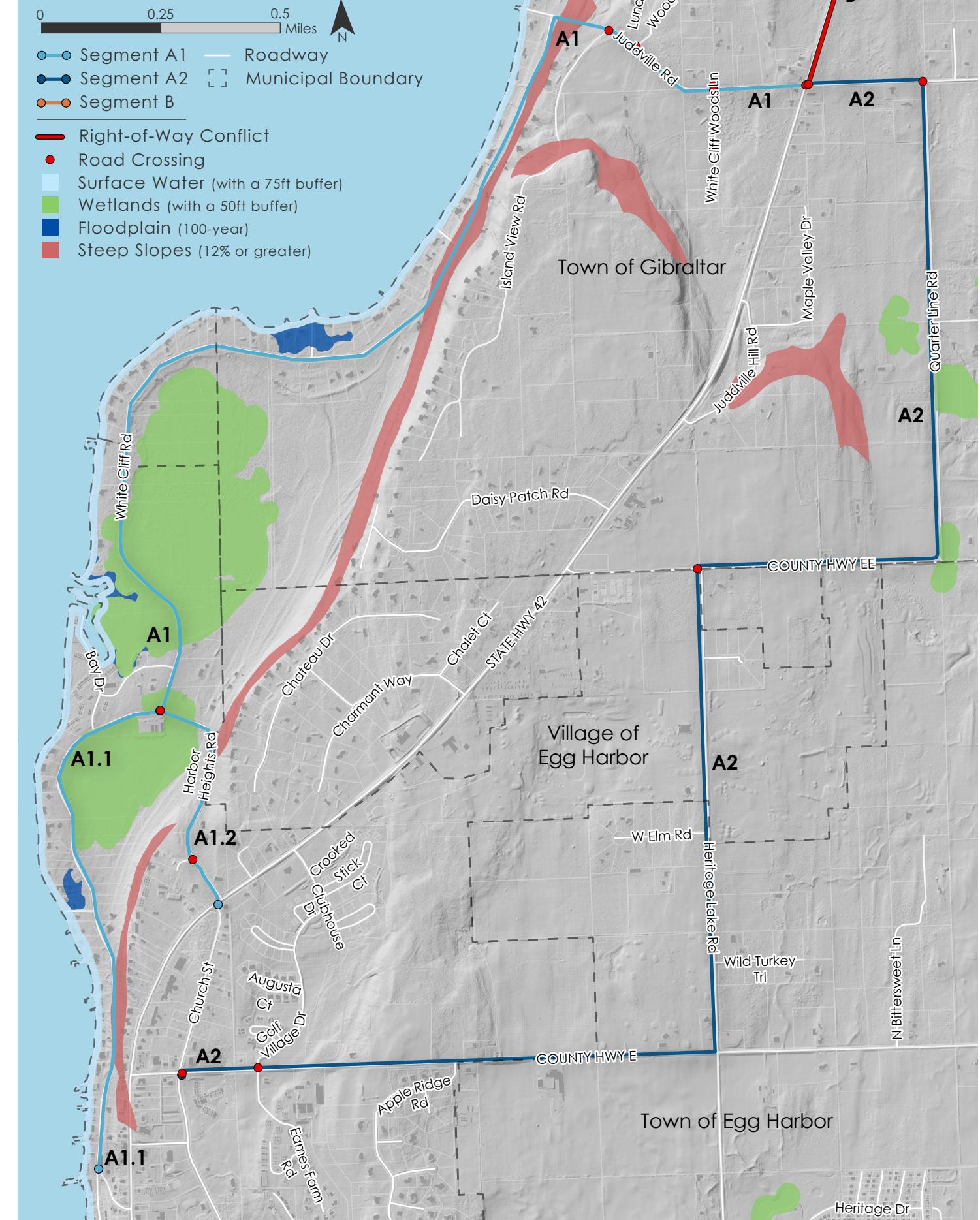
Segment A2 Driveway Crossing Analysis

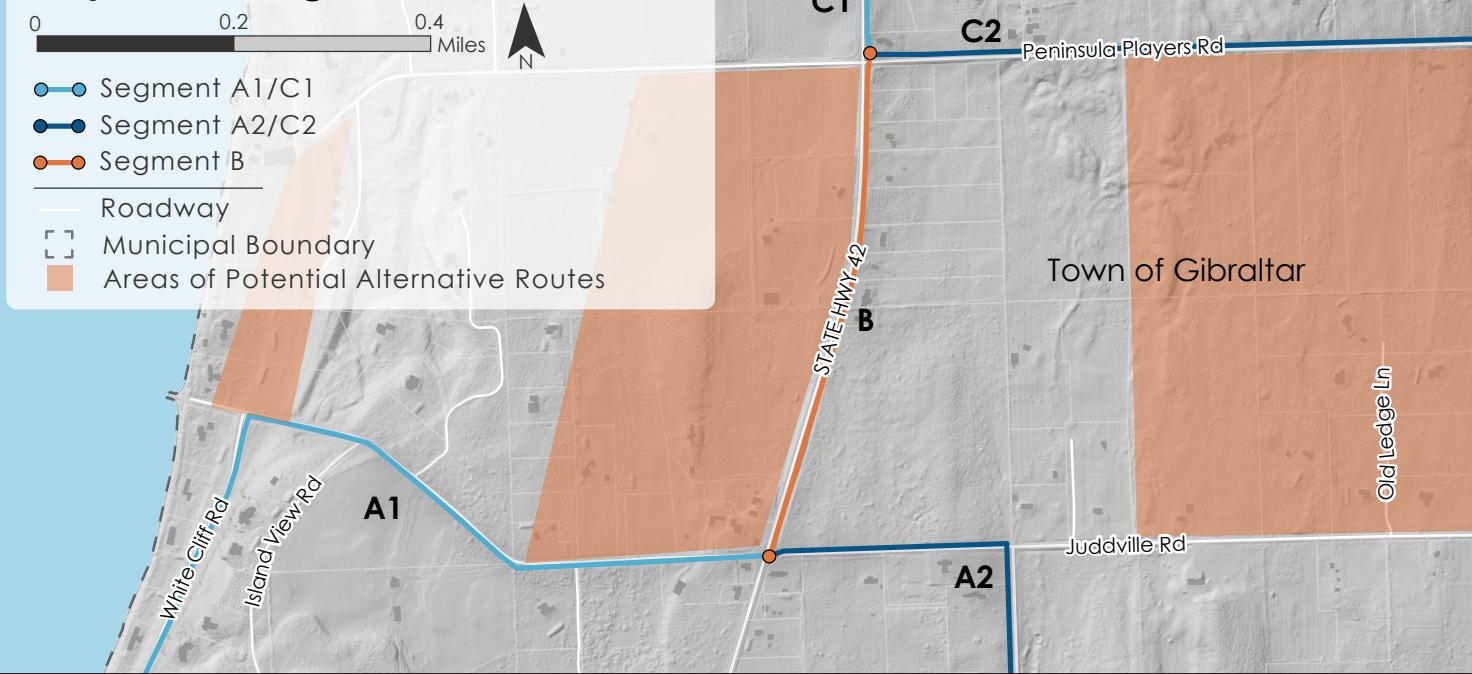
The proposed alignment of Segment A2 crosses 17 driveways.

Segment A2 Additional Considerations

The proposed alignment of Segment A2 along Juddville Road, though within the right-of-way, crosses the adjacent property. There are deed restrictions on this property which may prohibit the construction of a multiuse trail. There may be potential to route Segment A2 along the south side of Juddville Road, rather than the north side.

Map 5.10: Segment A Conflicts



Map 5.11: Segment B Overview

Segment B

Segment B connects the intersection Juddville Road and Peninsula Players Road via STH 42. Segment B does not have any proposed alternatives, however there may be alternative routes available in the vicinity (Map 5.11).

Segment B Description

Segment B is proposed on the east side of STH 42, between Juddville Road and Peninsula Players Road.

Segment B Environmental Corridors Analysis

Segment B has no direct conflicts with environmental corridors.

Segment B Right-of-Way Analysis

Segment B has one area conflicting with the right-of-way, shown in Map 5.12. Segment B near Juddville Road has sufficient space for a trail to be constructed within the right-of-way, and avoiding the clear zone (Figure 5.2). However, the right-of-way along STH 42 narrows closer to Peninsula Players Road, and the clear zone extends beyond the right-of-way. There may be an opportunity to extend an existing easement to the east of STH 42 from Peninsula Players Road to Juddville Road, making the trail less direct. The purpose of the easement is unknown, and intersects two parcels. Extending the easement could impact another 1-4 parcels.

Segment B Road Crossing Analysis

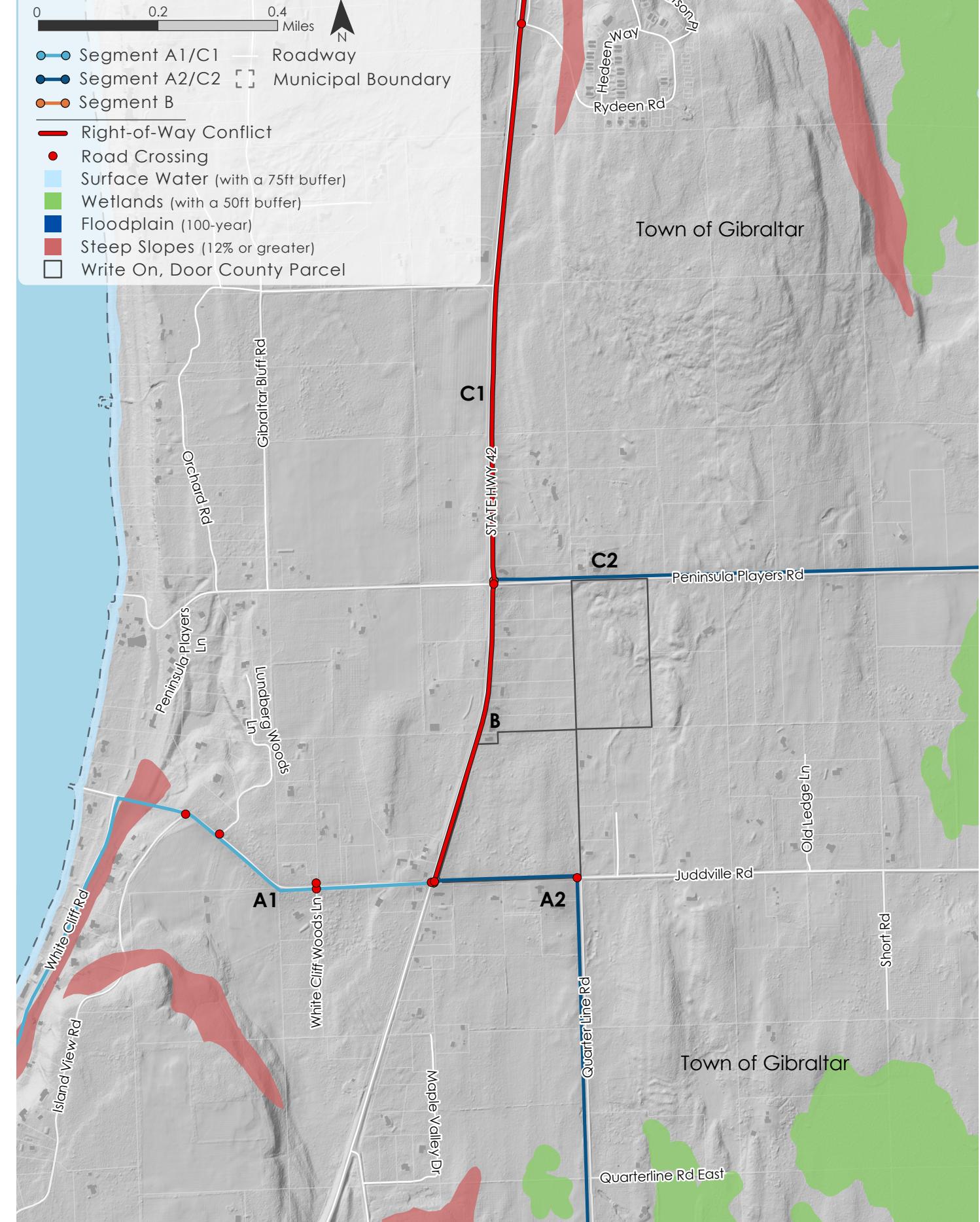
The proposed alignment of Segment B does not cross any roads. However, road crossings will be needed on Juddville Road and Peninsula Players Road to connect Segment B to Segments A and C.

Segment B Driveway Crossing Analysis

The proposed alignment of Segment B crosses 8 driveways.

Segment B Additional Considerations

The proposed alignment of Segment B along STH 42, like Segment A2, crosses the adjacent property. There are deed restrictions on the property which may prohibit the construction of a multiuse trail. There may be potential for alternative routes to connect Juddville Road to Peninsula Players Road in the vicinity of STH 42 (Map 5.12). Municipal staff should begin or continue conversations with property owners to identify direct, unobstructive, and useful alternative trail connections here.

Map 5.12: Segment B Conflicts

Segment C

Segment C connects the intersection of STH 42 and Peninsula Players Road with Fish Creek. Segment C has two alternatives Segment C1 and C2 (Map 5.13). Segment C1 primarily follows STH 42 Chokecherry Lane, and utilizes existing trails in Fish Creek Park and Peninsula State Park. Segment C2 follows Peninsula Players Road, Spring Road, and utilizes existing sidewalks on CTH F and STH 42/Main Street. Segment C2 has 1 option, Segment C2.1.

Segment C1 Description

Segment C1 is proposed to begin at the intersection of STH 42 and Peninsula Players Road, following the east side of STH 42 to Chokecherry Lane, then following the south side of Chokecherry Lane to a parking lot and trail connection at the top of the bluff in Fish Creek Park. The trail is then proposed to follow existing trails in Fish Creek Park to an existing flashing beacon crossing on STH 42/Main Street, near Not Licked Yet. After crossing STH 42/Main Street, the trail connects to the existing Sunset Trail in Peninsula State Park, crosses Shore Road West, then switchbacks up Woodchip Hill before utilizing an access road to a radio tower near Gibraltar Area Schools.

Segment C1 Environmental Corridors Analysis

There are four significant conflicts with environmental corridors along the proposed alignment of Segment C1, shown in Map 5.14.

1. C1 intersects steep slopes as it traverses down the bluff within Fish Creek Park. However, this portion of C1 has already been constructed. Slope stabilization will be further discussed in Chapter 6.
2. C1 intersects wetlands and Fish Creek's surface water in the lowland portions of Fish Creek Park. However, this portion of C1 has already been constructed. The trail includes a bridge crossing the wetlands and creek. The bridge may need to be modified to accommodate additional trail usage.
3. C1 intersects the floodplain north of Main Street (STH 42) in downtown Fish Creek. Appropriate measures should be taken to mitigate hazards to the proposed trail in this location.
4. C1 intersects wetlands east of Shore Road W before traversing Woodchip Hill. Partners at Peninsula State Park have conducted wetland delineation and deemed a trail in this location appropriate so long as it avoids wetland boundaries.

Segment C1 Right-of-Way Analysis

Segment C1 has one area conflicting with the right-of-way along STH 42 between Peninsula Players Road and Chokecherry Lane, shown in Map 5.14. The right-of-way along STH 42 in this area is too narrow to accommodate both the clear zone and a multiuse trail. There may be potential to acquire easements which will allow a trail to be built near STH 42 in this area.

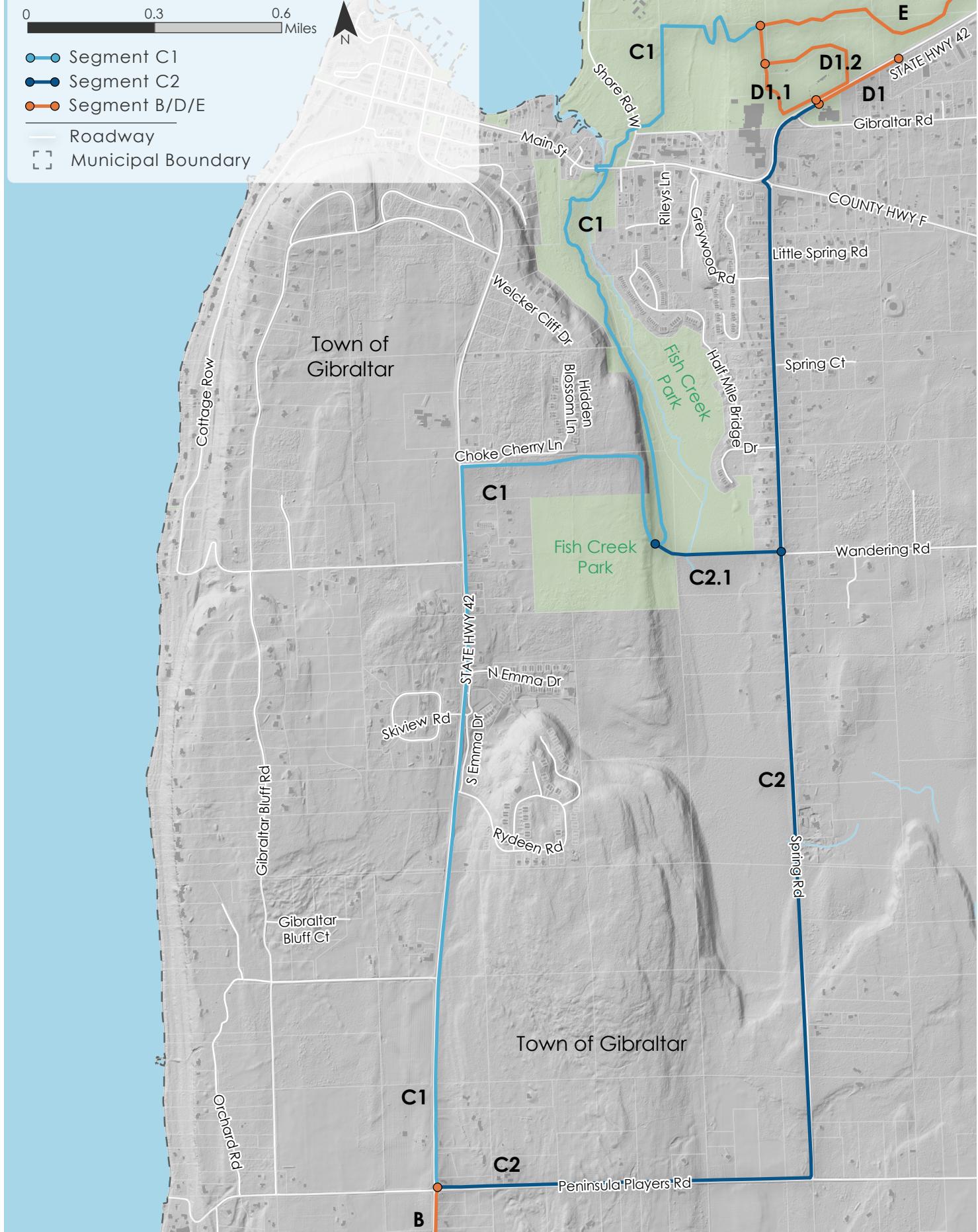
Segment C1 Road Crossing Analysis

The proposed alignment of Segment C1 crosses 5 roads. Segment C1 crosses Rydeen Road, South Emma Drive, STH 42/Main Street, and Shore Road West. Segment C1 would use an existing RRFB to cross STH 42/Main Street in Fish Creek.

Segment C1 Driveway Crossing Analysis

The proposed alignment of Segment C1 crosses 13 driveways.

Map 5.13: Segment C Overview



Segment C2 Description

Segment C2 connects the intersection of STH 42 and Peninsula Players Road, it has one spur option, Segment C2.1. Segment C2 is proposed to begin at the intersection of STH 42 and Peninsula Players Road and to follow the north side of Peninsula Players Road to Spring Road. C2 would then follow the west side of Spring Road to an existing sidewalk at CTH F, then along the south side of CTH F to STH 42/Main Street. Then the trail would follow the existing sidewalk on the south/east side of STH 42/Main St to an existing RRFB near the Gibraltar Area Schools football field. Segment C2.1 is proposed to connect Segment C2 at Wandering Road to the existing trail in Fish Creek Park via boardwalk.

Segments C2 and C2.1 Environmental Corridors Analysis

Segment C2: There are two significant conflicts with wetlands and surface water along Spring Road (Map 5.14). C2 intersects wetlands and surface water buffers along Spring Road between 8838 Spring Road to the south and 9012 Spring Road to the north. The surface water is a small, unnamed creek that connects wetlands on either side of Spring Road.

Segment C2.1: There are major conflicts with wetlands and surface water along Segment C2.1, shown in Map 5.14. C2.1 intersects Fish Creek and its surrounding wetlands. Driftless Design has completed a study for the construction of a boardwalk to bridge this segment and mitigate trail impact to Fish Creek.

Segments C2 and C2.1 Right-of-Way Analysis

Segments C2 and C2.1 do not appear to conflict with the right-of-way. However, other factors along these segments, such as environmental corridors, may affect the ability to use the full right-of-way.

Segments C2 and C2.1 Road Crossing Analysis

Segment C2: The proposed alignment of Segment C2 crosses 4 roads. Segment C2 crosses Half Mile Bridge Drive, Greywood Road, CTH F, and Gibraltar Road.

Segment C2.1: The proposed alignment of Segment C2.1 does not cross any roads.

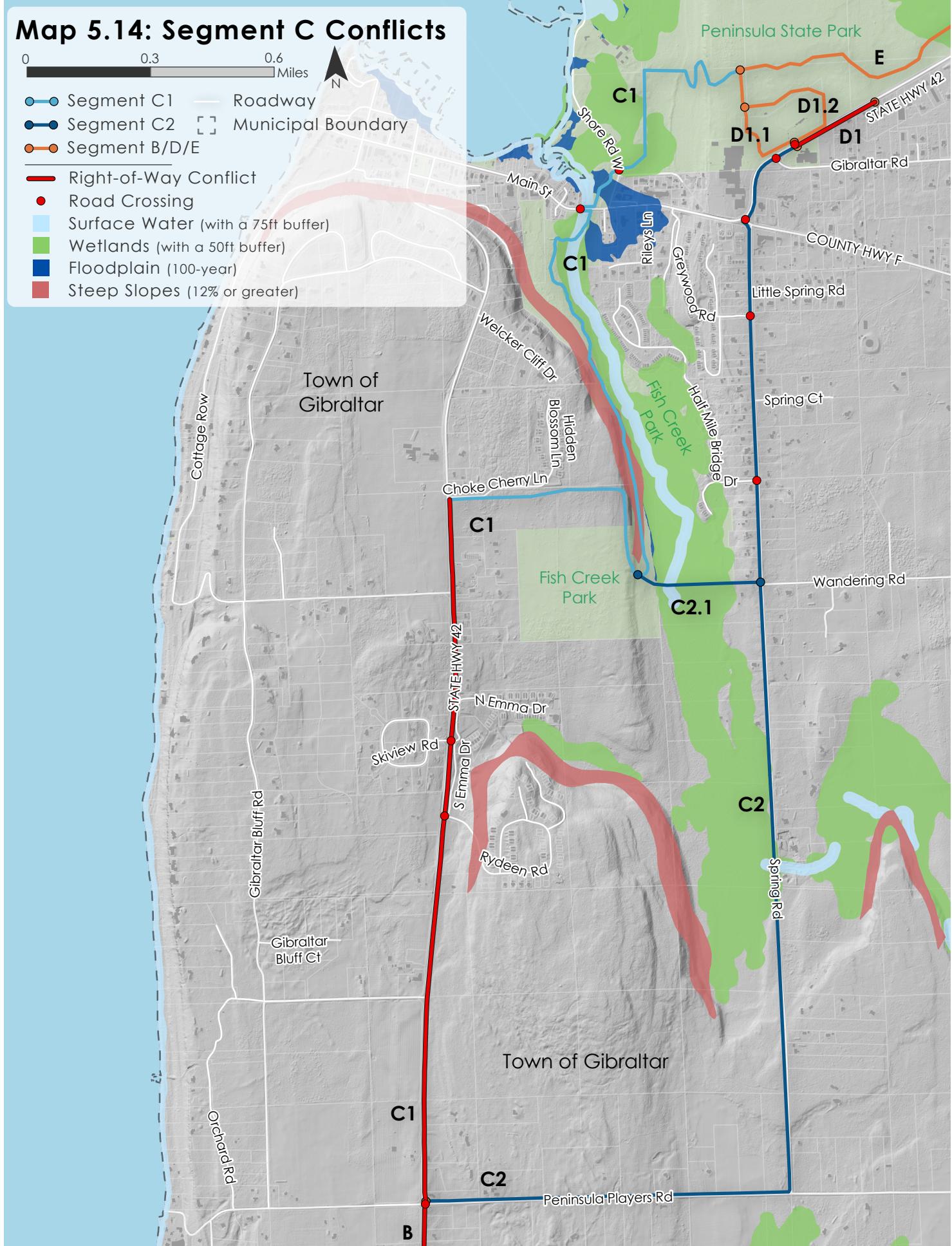
Segment C2 and C2.1 Driveway Crossing Analysis

Segment C2: The proposed alignment of Segment C2 crosses 11 driveways.

Segment C2.1: The proposed alignment of Segment C2.1 does not cross any driveways.

Map 5.14: Segment C Conflicts

- 0 0.3 0.6 Miles
- Segment C1
- Segment C2
- Segment B/D/E
- Roadway
- Municipal Boundary
- Right-of-Way Conflict
- Road Crossing
- Surface Water (with a 75ft buffer)
- Wetlands (with a 50ft buffer)
- Floodplain (100-year)
- Steep Slopes (12% or greater)



Segment D

Segment D connects Gibraltar Area Schools with businesses along STH 42, and with the radio antenna site where Segments C1 and E meet. Segment D has a main segment, Segment D1, and two options, Segment D1.1 and D1.2 (Map 5.15).

Segments D1, D1.1, and D1.2 Description

Segment D1 is proposed to begin on the south of STH 42 at the Northern Door YMCA and RRFB crosswalk, then follow the south side of STH 42 to the BP Gas Station at 3871 STH 42. Segments D1.1 and D1.2 offer two alternatives to connect Segments C and E to Gibraltar Area Schools and local businesses. Segment D1.1 is proposed to begin on the north side of the RRFB crosswalk at the Northern Door YMCA, then follow an existing paved trail west towards Gibraltar Area Schools. The trail would turn to go between the existing parking lot for Gibraltar Area Schools, and the baseball field, then connect to an existing access road/trail serving the radio antenna site. Segment D1.2 is proposed to begin on the north side of the RRFB crosswalk and follow an existing unpaved trail east around the Gibraltar Area Schools football field, before connecting to the access road/trail serving the radio antenna site.

Segments D1, D1.1, and D1.2 Environmental Corridors Analysis

Segment D1, D1.2, and D1.2 have no direct conflicts with environmental corridors.

Segments D1, D1.1, and D1.2 Right-of-Way Analysis

Segment D1: The proposed alignment of Segment D1 conflicts with the right-of-way and clear zone along STH 42 the Door County YMCA and 3871 STH 42 (Map 5.16). Through the planning process, the Northern Door YMCA indicated that they would not be opposed to extending the existing sidewalk through their property. Beyond the Northern Door YMCA, an additional three parcels would be affected by the proposed trail alignment.

Segment D1.1: The proposed alignment of Segment D1.1 does not conflict with the right-of-way.

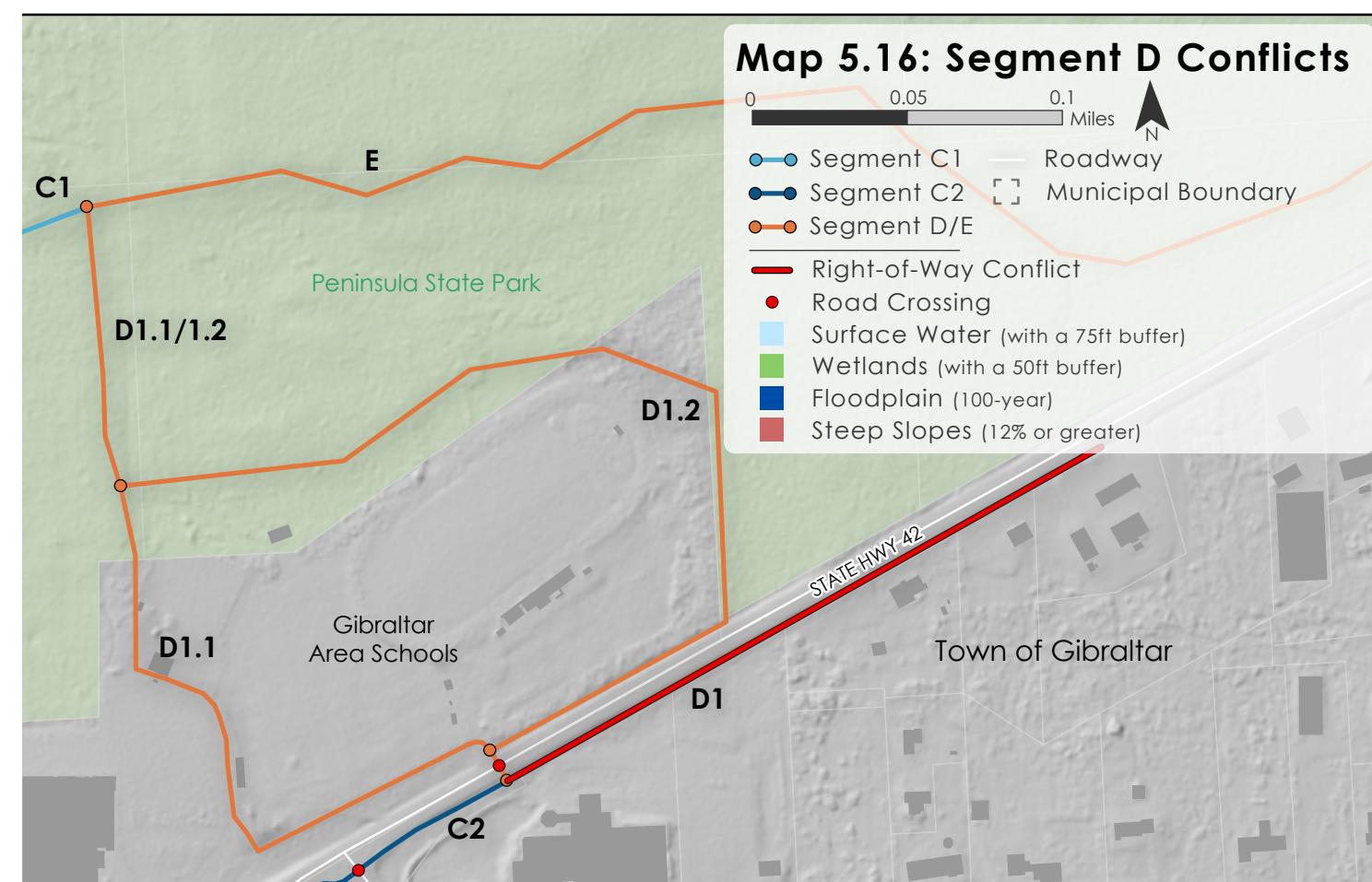
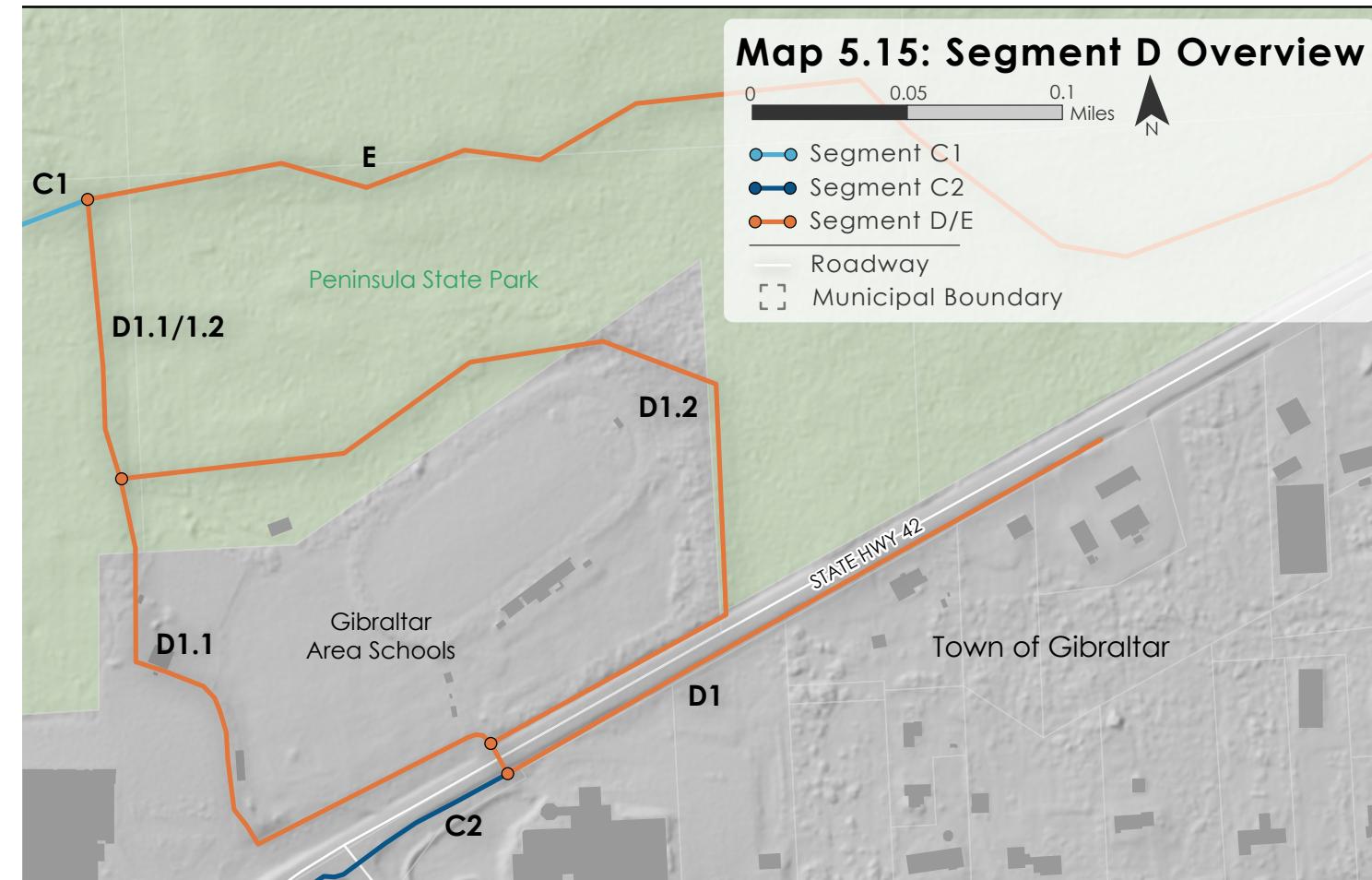
Segment D1.2: The proposed alignment of Segment D1.2 may conflict with the right-of-way and clear zone. However, the existing trail which makes up part of Segment D1.1 does not conflict with the clear zone. Surveys should be completed to assess the actual space available for Segment D1.2

Segments D1, D1.1, and D1.2 Road Crossing Analysis

The proposed alignment of Segments D1, D1.1, and D1.2 cross 1 road, STH 42. The proposed alignment of these segments crossing STH 42 would utilize an existing RRFB and crosswalk.

Segments D1, D1.1, and D1.2 Driveway Crossing Analysis

The proposed alignment of Segment D1 crosses 5 driveways, and Segments D1.1 and D1.2 do not cross any driveways.



Segment E

Segment E connects Gibraltar Area Schools, where Segments C, D, and E meet, with Peninsula State Park Lot 5 (Map 5.17).

Segment E Description

Segment E is proposed to begin at the radio antenna north of Gibraltar Area Schools, then follow an existing access road to an existing multi-modal trail in Peninsula State Park, then to Lot 5.

Segment E Environmental Corridors Analysis

Segment E conflicts with two wetland areas in Peninsula State Park (Map 5.18); Both have been delineated. Peninsula State Park staff have determined that rehabilitation efforts for the access road and multi-modal trails used as part of Segment E will not negatively impact these wetlands.

Segment E Right-of-Way Analysis

The proposed alignment of Segment E does not conflict with the right-of-way.

Segment E Road Crossing Analysis

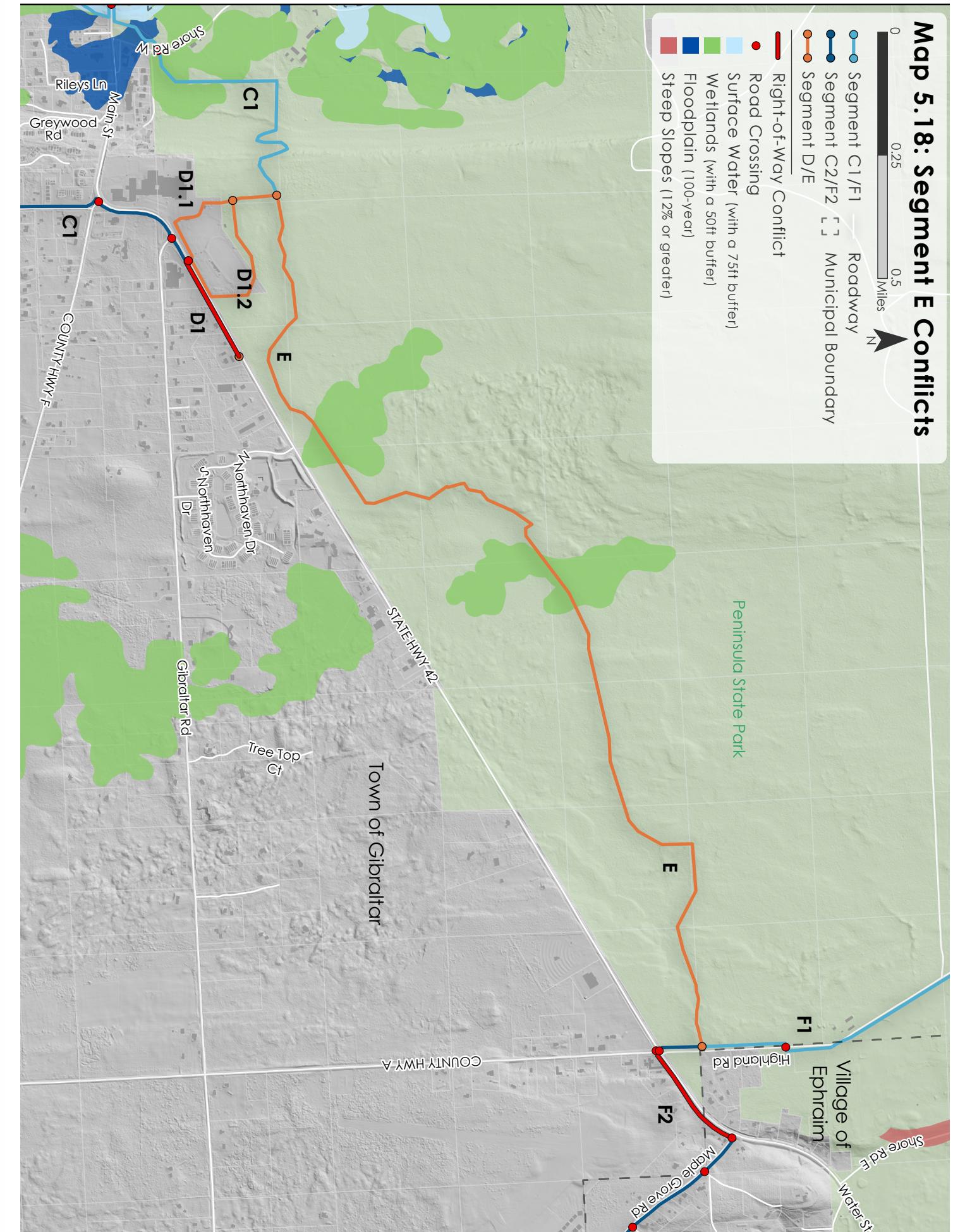
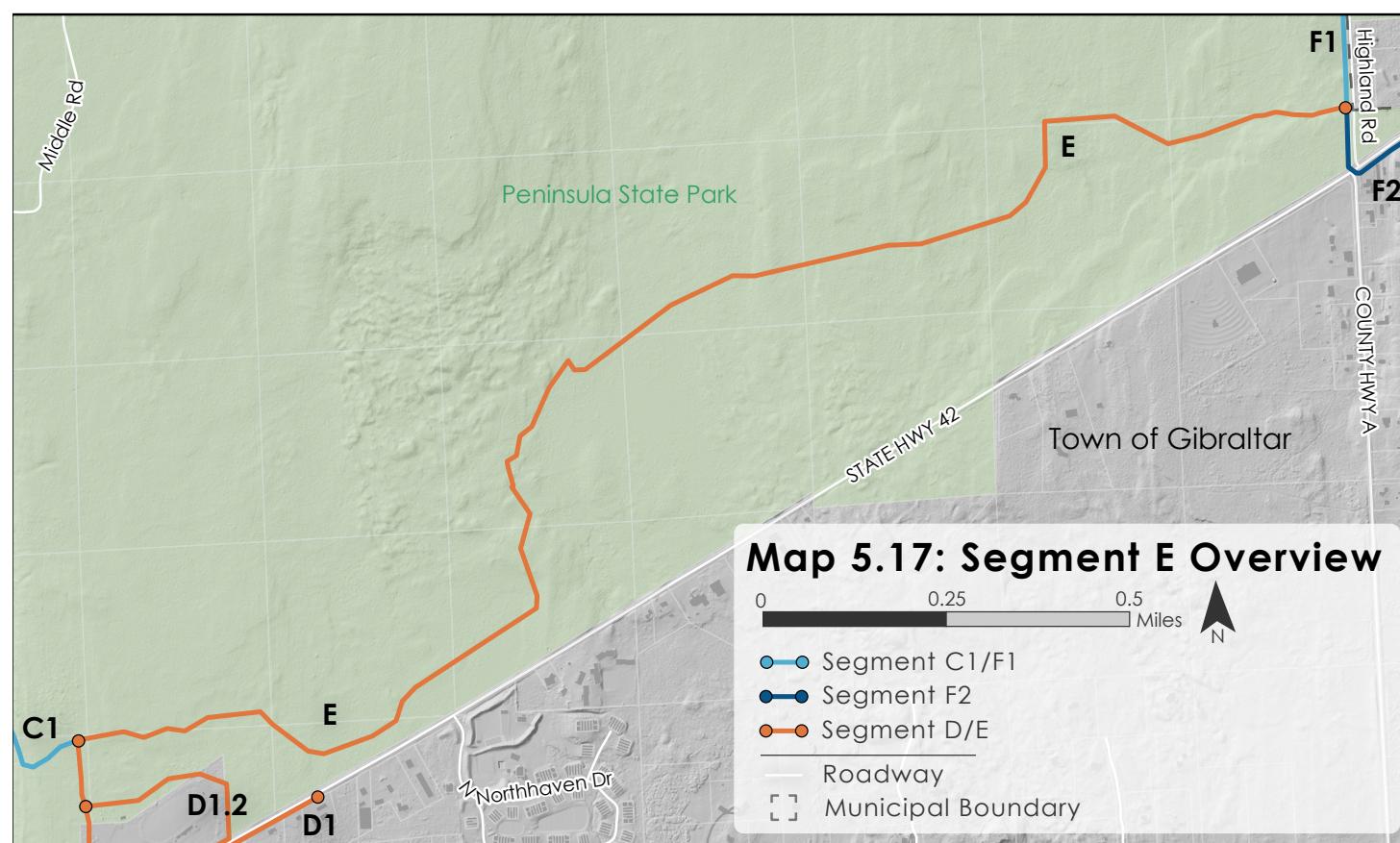
The proposed alignment of Segment E will not cross any roads.

Segment E Driveway Crossing Analysis

The proposed alignment of Segment E does not cross any driveways.

Segment E Additional Considerations

During the open houses, several people commented that a more direct option for Segment E should be considered. Suggestions included Segment D extending along the south side of STH 42 to CTH A or Maple Grove Road, or making Segment E a more direct route through Peninsula State Park closer to STH 42. Business owners along STH 42 raised concern that Segments D and E do not do enough to provide safe walking and biking options to guests and employees of their businesses.



Segment F

Segment F connects the Peninsula State Park Lot 5 to Town Line Drive through two primary routes, Segment F1 and F2 (Map 5.19). Segment F1 follows DNR planned trails through Peninsula State Park before connecting to local roads and splitting into two alternatives, F1.1 and F1.2, close to downtown Ephraim. Segment F1.3 would connect F1.1 or F1.2 to eastern Ephraim via CTH Q. Segment F2 follows local roads in southern Ephraim, connecting to Town Line Drive. Segment F2 has an option, F2.1, which would shorten the overall distance of the segment. There may be additional options for trail routes near Segment F1.

Segments F1, F1.1, F1.2, and F1.3 Description

Segment F1 is proposed to begin at the Peninsula Players Lot 5 and follow Highland Road north. Then, Segment F1 will follow a DNR planned trail through the golf course, cross Shore Road East, and connect to Crystal Springs Road. The trail will follow Crystal Springs Road to STH 42, then STH 42 to Brookside Lane. From Brookside Lane, the trail would follow either F1.1 or F1.2. Segment F1.1 follows the south side of STH 42 and utilizes existing sidewalks to connect to German Road. Segment F1.2 follows Brookside Lane south to Larson Lane, then to Hoganson Lane. F1.2 would cross Hoganson Lane due to space constraints, then cross again at German Road until STH 42. Segment F1.3 enters eastern Ephraim, connecting Town Line Drive and Dane Street via CTH Q. There is a gap between the end of Segments F1.1/F1.2 and F1.3, which will be discussed below.

Segments F1, F1.1, F1.2, and F1.3 Environmental Corridors Analysis

Segment F1: There are two conflicts with steep slopes in Peninsula State Park, and one conflict with surface water. F1 intersects steep slopes as it traverses down the bluff in Peninsula State Park. The DNR has planned this portion of Segment F1, and the slopes have been deemed workable. F1 crosses the Ephraim Creek along STH 42 near Brookside Lane. There is an existing bridge here, however it may need to be rehabilitated to provide adequate space.

Segment F1.1: There is one conflict with surface water along STH 42. F1.1 intersects the surface water of Hidden Springs Creek at 9906 Water Street (STH 42).

Segment F1.2: There are two conflicts with wetland buffers and one conflict with surface water. F1.2 intersects a wetland buffer along Larson Lane between 3167 Larson Lane and 3098 Larson Lane. F1.2 intersects a wetland buffer along Larson Lane between 9846 Hidden Springs Road and 9859 Hoganson Lane. F1.2 intersects the surface water of Hidden Springs Creek at 9846 Hidden Springs Road.

Segment F1.3: There are no conflicts with environmental corridors.

Segments F1, F1.1, F1.2, and F1.3 Right-of-Way Analysis

The proposed alignment of Segment F1 conflicts with the clear zone and right-of-way between Crystal Springs Road and Brookside Lane in Ephraim. In this area, the clear zone extends beyond the right-of-way. However, there are slope considerations which may warrant a beam guard, narrowing the clear zone. Eight parcels in this area would be affected. Additionally, Segment F1.1 would likely be subject to the clear zone, but there is an existing sidewalk in this area that may affect the actual clear zone width.

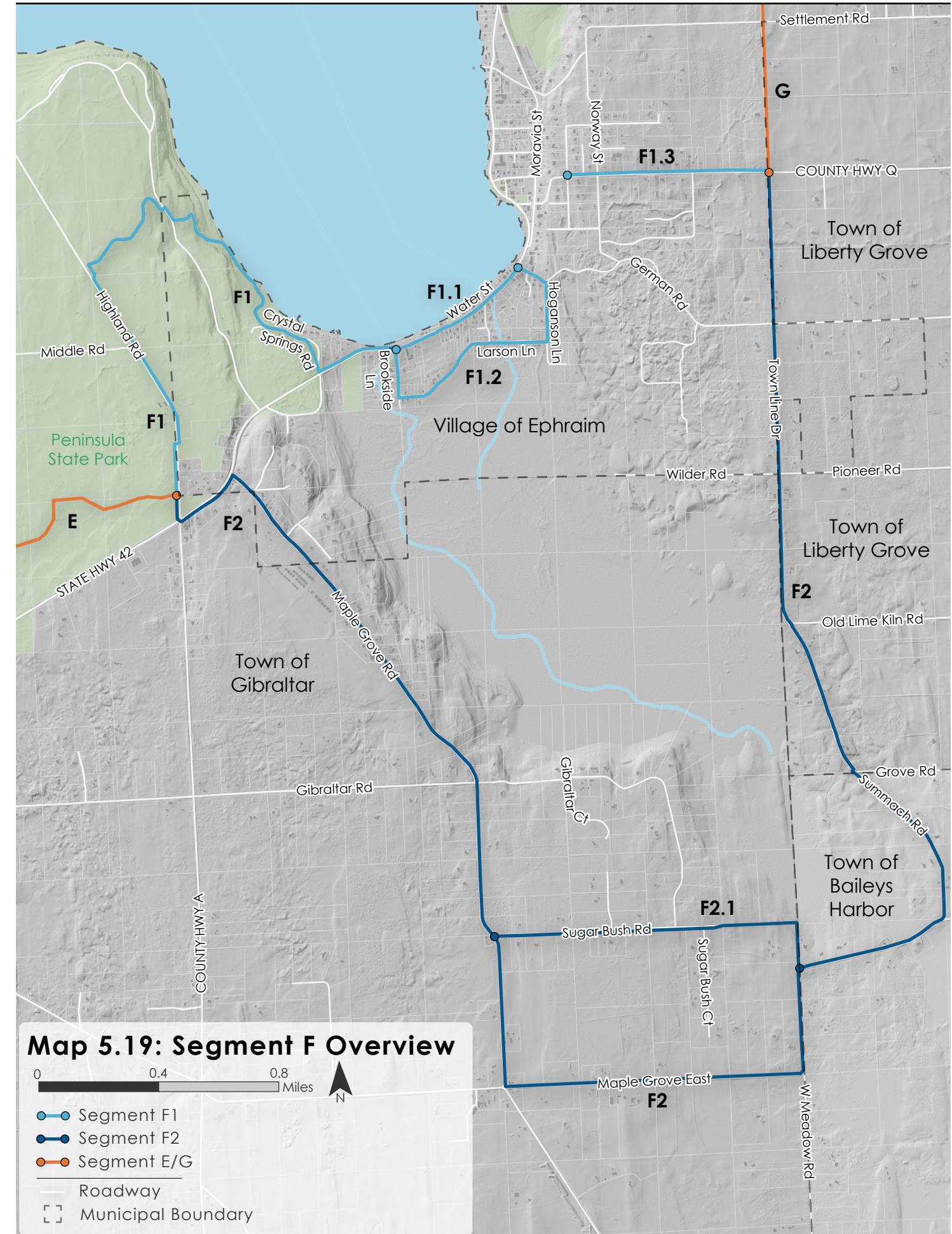
Segments F1, F1.1, F1.2, and F1.3 Road Crossing Analysis

Segment F1: The proposed alignment of Segment F1 crosses 3-4 roads. Segment F1 crosses Highland Road, Shore Road East, Crystal Springs Road, and STH 42.

Segment F1.1: The proposed alignment of Segment F1.1 crosses 3 roads. Segment F1.1 crosses Brookside Lane, Hidden Springs Road, and German Road.

Segment F1.2: The proposed alignment of Segment F1.2 crosses 4 roads. Segment F1.2 crosses Brookside Lane, Hoganson Lane (twice), and German Road.

Segment F1.3: The proposed alignment of Segment F1.3 crosses 3 roads. Segment F1.3 crosses Dane Street, Norway Street and Town Line Drive.



Segments F1, F1.1, vF1.2, and F1.3 Driveway Crossing Analysis

Segment F1: The proposed alignment of Segment F1 crosses 3 driveways.

Segment F1.1: The proposed alignment of Segment F1.1 crosses 19 driveways.

Segment F1.2: The proposed alignment of Segment F1.2 crosses 16 driveways.

Segment F1.3: The proposed alignment of Segment F1.3 crosses 13 driveways.

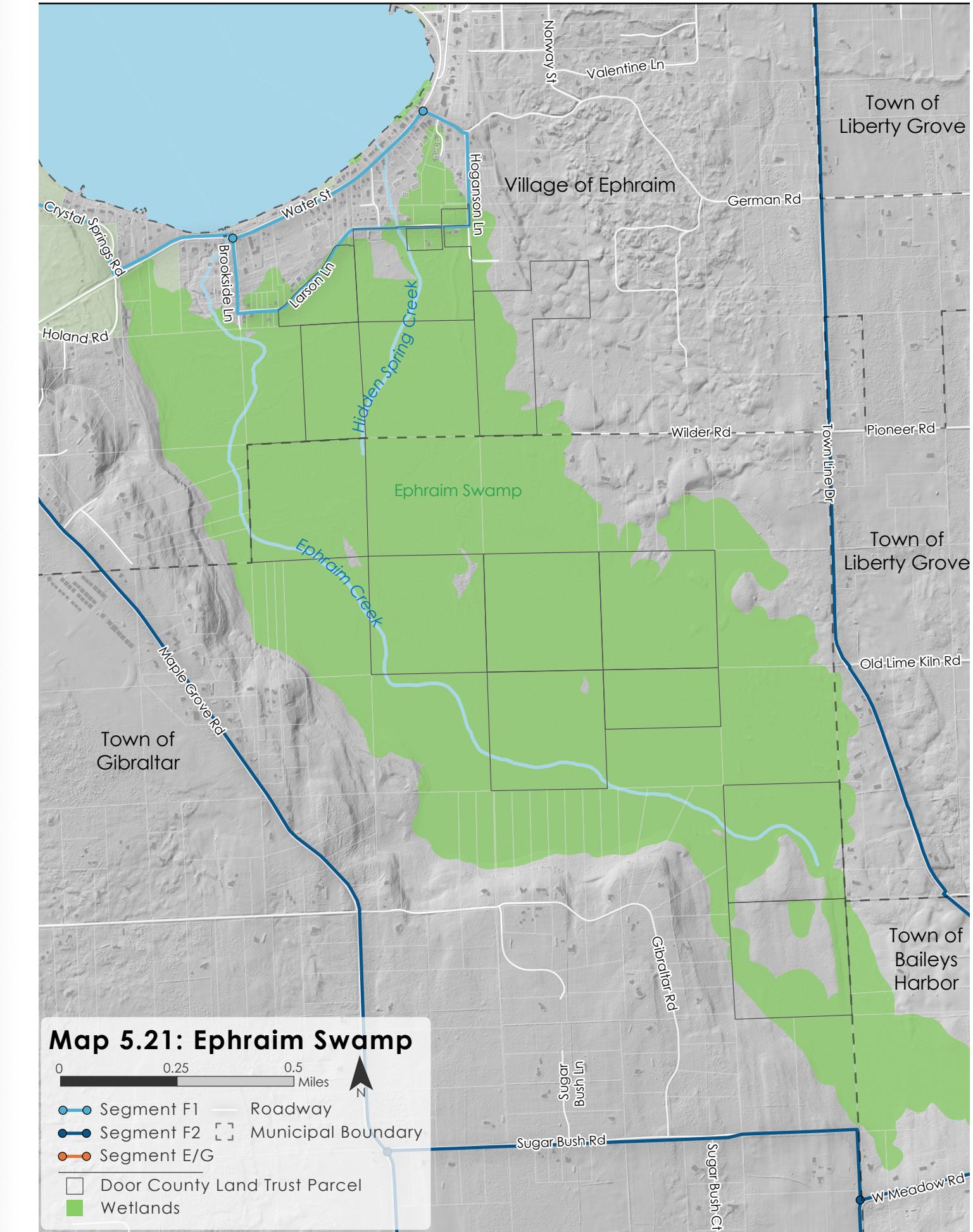
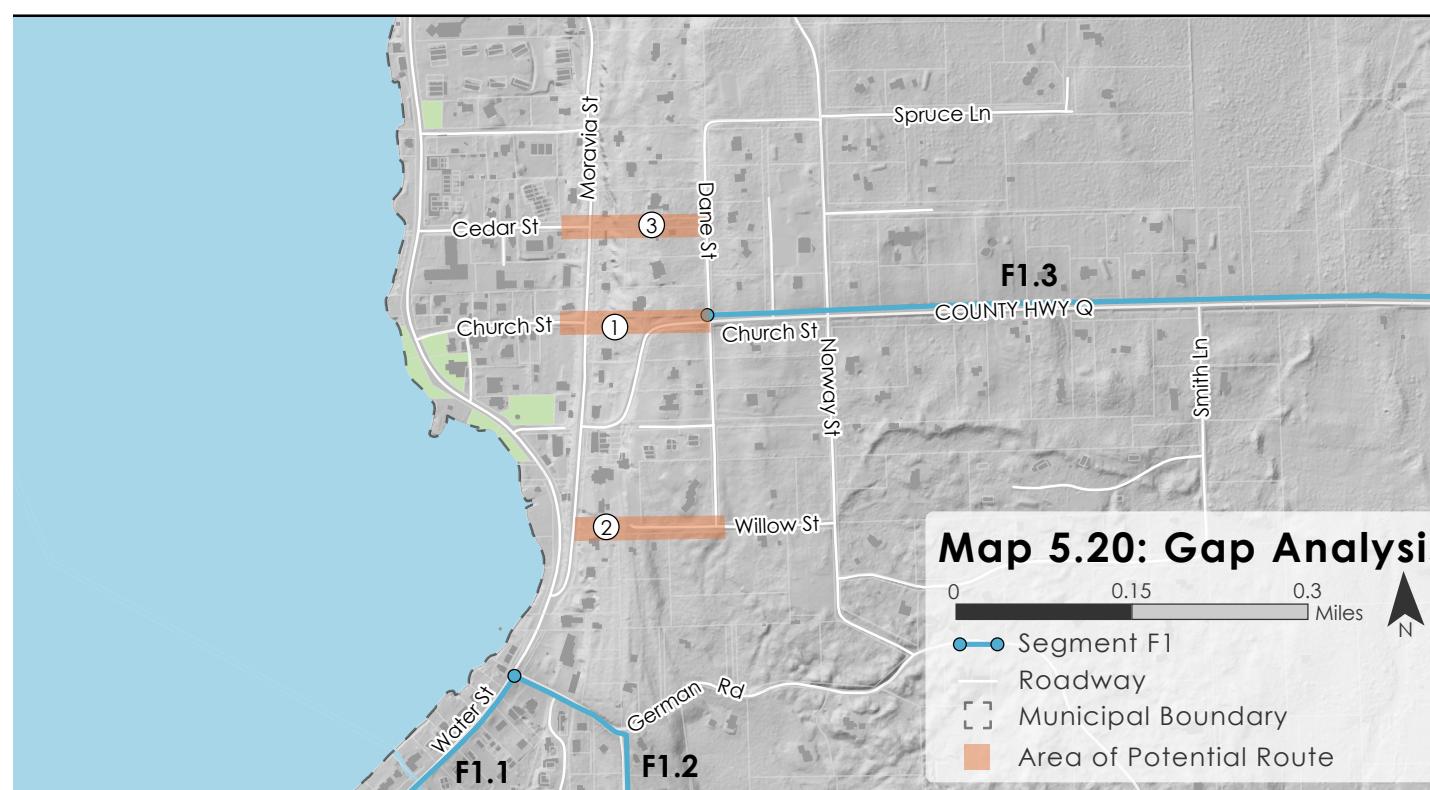
Segments F1, F1.1, F1.2, and F1.3 Gap Analysis

There is a considerable gap between Segment F1.3 and F1.1/F1.2 due to geographical challenges. Ephraim should explore community preference in developing routes along Moravia Street, connecting to CTH Q/Church Street and Dane Street. Right-of-way exists between CTH Q/Church Street and Church Street in lower Ephraim (Point 1 in Map 5.20). There may be space near the Moravian Church to connect to Willow Street (Point 2). Additionally, there is right-of-way between the intersection of Cedar Street and Moravia Street to Dane Street (Point 3). Each option would likely mean parking changes near the Moravian Church, as well as extensive engineering to ascend the bluff. Although there are several staircases in Ephraim, constructing a staircase in this area would come at the expense of accessibility in a key destination.

Segments F1, F1.1, F1.2, and F1.3 Additional Considerations

Segment F1.2 is near the Ephraim Swamp (Map 5.21). A significant portion of the Ephraim Swamp is owned and maintained by the DCLT. According to the DCLT, the Ephraim Swamp was protected for its ecological value, extremely sensitive nature, and endemic species habitat. The Ephraim Swamp is classified as a globally significant RAMSAR Wetland, playing a critical role in the ecological health of its surroundings. The DCLT has voiced concerns that even the most thoughtfully constructed boardwalk would fragment habitat, alter hydrology, create a highway for invasive species, and invite usage incompatible with the fragile ecosystem.

Additionally, DCLT property within the Ephraim Swamp was obtained through the Knowles-Nelson Stewardship Fund (KNSF). By state statute, the KNSF sites are pedestrian only and are limited to hunting, fishing, hiking, wildlife watching, and cross-country skiing in perpetuity. State statute allows gun hunting on KNSF lands, which would significantly affect year-round trail access.



Segments F2 and F2.1 Description

Segment F2 is proposed to begin at Peninsula State Park Lot 5, and follow Highland Road south to STH 42. Then, the trail would cross STH 42 and Highland Road before following the south side of STH 42 to Maple Grove Road, and cross it. The trail would follow the east side of Maple Grove Road to Maple Grove Road East. Then, the trail would follow the north side of Maple Grove Road East to West Meadow Road. Then, the trail would follow the west side of West Meadow Road to Summack Road, and follow the west side of Summack Road until Grove Road. Near Grove Road, and where Summack Road becomes Town Line Drive, the trail would cross Summack Road/Town Line Drive and follow it along its east side until the intersection of Town Line Drive and CTH Q. Segment F2.1 is an option of Segment F2 splits from F2 at south side of Sugar Bush Road, and follows Sugar Bush Road east to its termini, then following an existing easement which connects to West Meadow Road, where it rejoins Segment F2.

Segments F2 and F2.1 Environmental Corridors Analysis

Segment F2: There is one significant conflict with wetlands along West Meadow Road, shown in Map 5.22. F2 intersects wetland buffers along West Meadow Road between 2714 West Meadow Road and the intersection of West Meadow Road and Summack Road.

Segment F2.1: The proposed alignment of Segment F2.1 does not conflict with any environmental corridors.

Segments F2 and F2.1 Right-of-Way Analysis

Segment F2 conflicts with the right-of-way and clear zone along STH 42 between CTH A/Highland Road and Maple Grove Road. The right-of-way width in this area is variable, and can only accommodate part of a multiuse trail without an easement. Seven parcels would be affected.

Segments F2 and F2.1 Road Crossing Analysis

Segment F2: The proposed alignment of Segment F2 crosses 10 roads. Segment F2 crosses Highland Road/CTH A, STH 42, Maple Grove Road, Gibraltar Road, Sugar Bush Road, Town Line Drive, Old Lime Kiln Road, German Road, and CTH Q.

Segment F2.1: The proposed alignment of Segment F2.1 crosses 1 road. Segment F2.1 crosses Sugar Bush Court.

Segments F2 and F2.1 Driveway Crossing Analysis

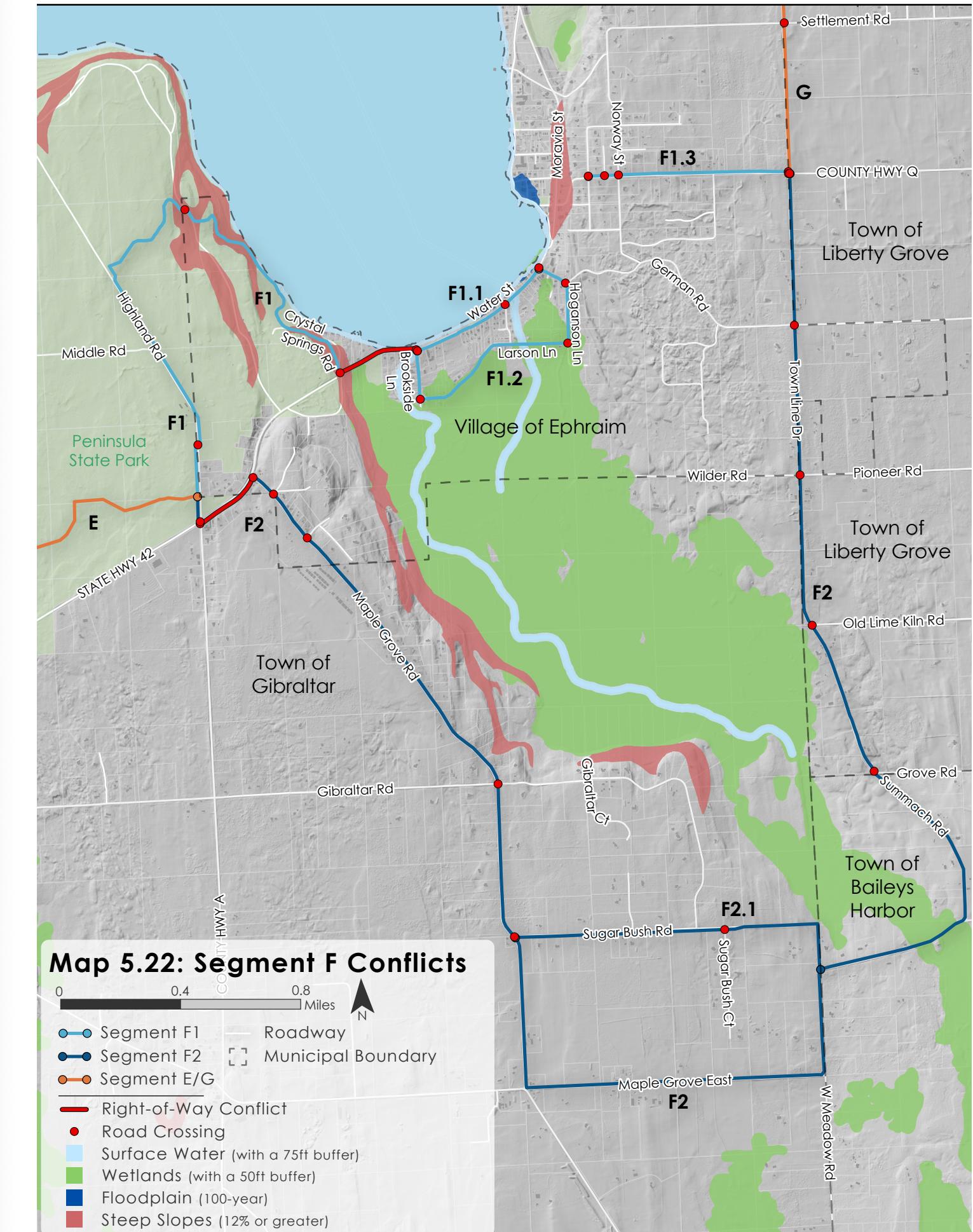
Segment F2: The proposed alignment of Segment F2 crosses 58 driveways.

Segment F2.1: The proposed alignment of Segment F2.1 crosses 8 driveways.

Segments F2 and F2.1 Additional Considerations

Segment F2 was created to traverse around the Ephraim Swamp, eliminating potential conflicts with the DCLT. However, there is an existing high-voltage transmission line owned by ATC that crosses the Ephraim Swamp near Gibraltar Road and Sugar Bush Road. There may be an opportunity to work with ATC to route Segment F2 through this corridor. However, routing Segment F2 through the Ephraim Swamp would bring up similar challenges as with Segment F1.2.

Establishing Segment F2 may prove to be a valuable connection to future trail efforts throughout northern Door County. Segment F2 could potentially be connected to Baileys Harbor. This potential connection is not within the Study Area and has not been analyzed.



Segment G

Segment G connects the intersection of Town Line Drive and CTH Q with the existing STH 42 trail in Sister Bay near Country Lane (Map 5.23).

Segment G Description

Segment G is proposed to begin at the intersection of Town Line Drive and CTH Q, connecting to Segments F1.3 and/or F2. Then Segment G would follow the east side of Town Line Drive north to STH 42. Then, it will follow the south side of STH 42 to Country Lane, where it will connect to Sister Bay's existing trail network.

Segment G Environmental Corridors Analysis

Segment G conflicts with steep slopes as it descends the Niagara Escarpment at Little Sister Hill (Map 5.24). Sister Bay has already completed engineering plans to create a trail extension with a boardwalk and rock cut to ease the slope between their existing trail and the intersection of STH 42 and Town Line Drive.

Segment G Right-of-Way Analysis

The proposed alignment of Segment G does not conflict with the right-of-way. Sister Bay's previously noted engineering plans for a trail extension is designed within the right-of-way, and with the clear zone in mind.

Segment G Road Crossing Analysis

The proposed alignment of Segment G crosses 5 roads. Segment G crosses Settlement Road, Beechtree Lane, Arbor Drive, Nordic Drive, and Country Lane.

Segment G Driveway Crossing Analysis

The proposed alignment of Segment G crosses 11 driveways.

Segment G Additional Considerations

Sister Bay has completed engineering plans to build a portion of Segment G, from the intersection of STH 42 and Town Line Drive, to Country Lane and the Village's existing trail. Figure 5.3 (left) and Figure 5.4 (right) show example drawings of the Village of Sister Bay's plans to connect the existing STH 42 trail to the intersection of STH 42 and Town Line Drive. The plans include rock cuts where necessary and an elevated boardwalk.

Figure 5.3: Multi-Modal Path, Village of Sister Bay

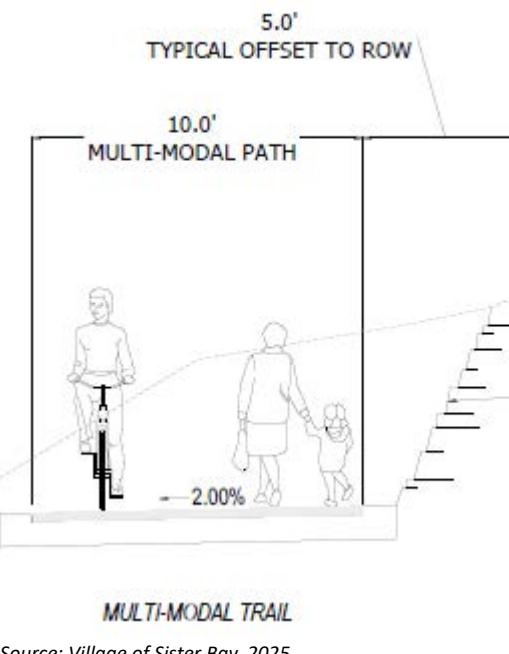
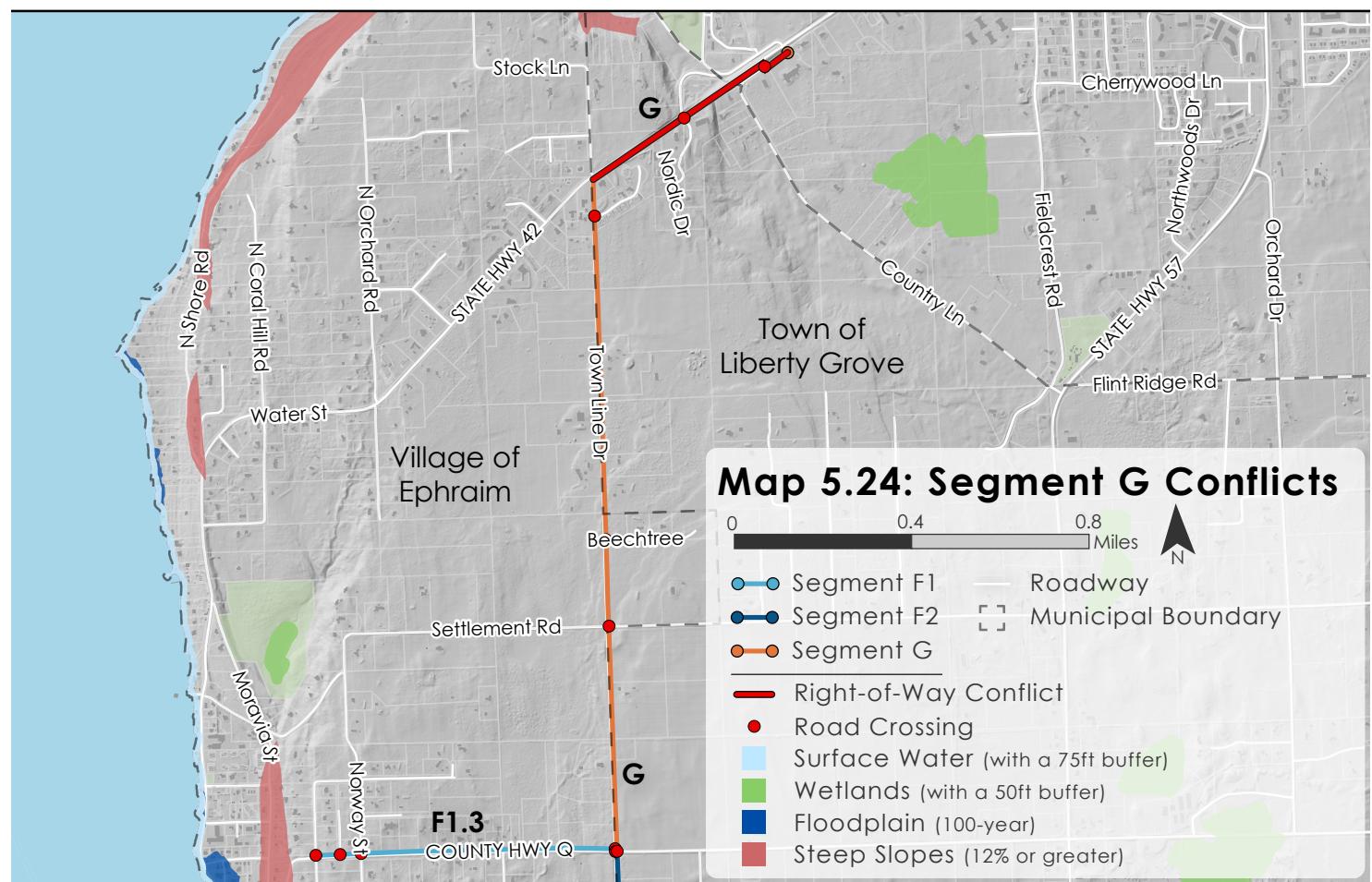
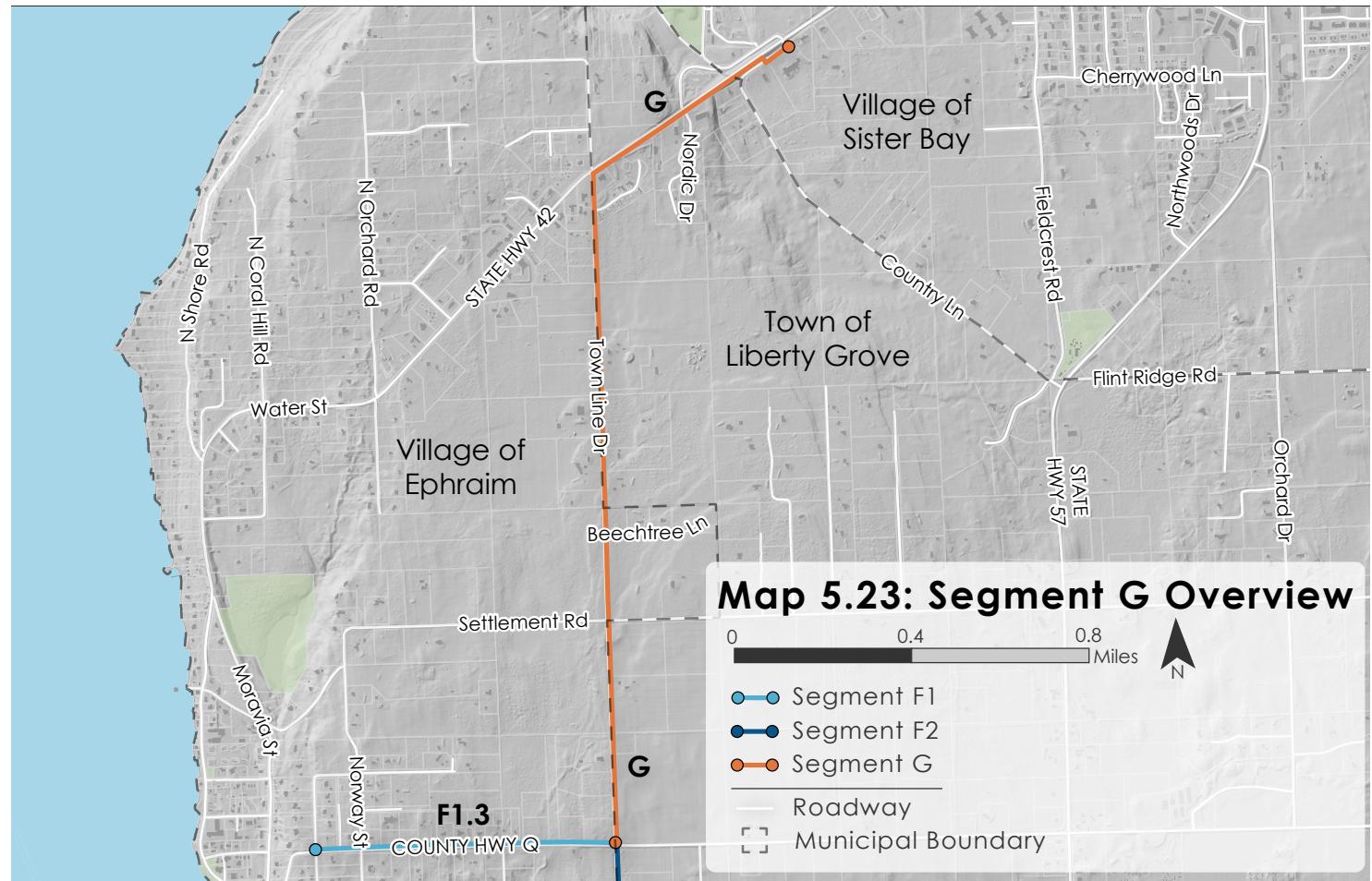
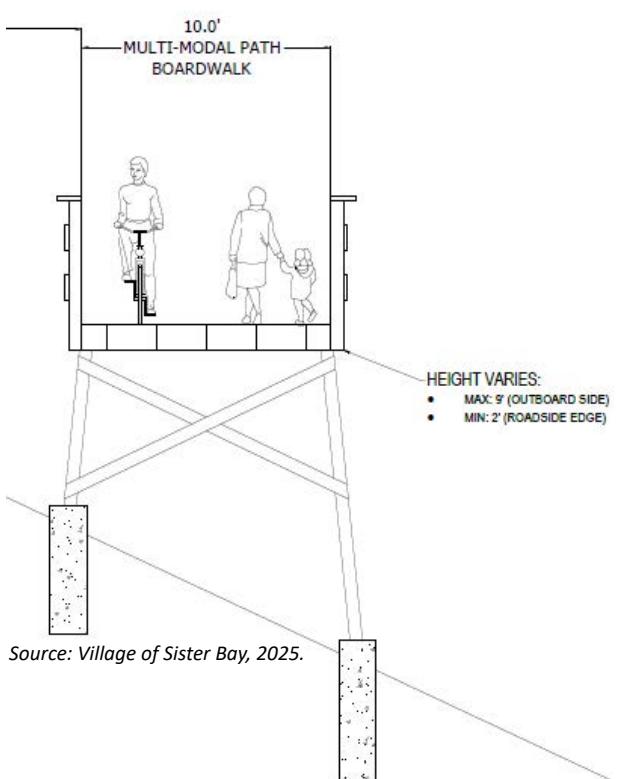


Figure 5.4: Multi-Modal Path with Boardwalk, Village of Sister Bay



Segments in Summary

Table 5.2: Segment Attributes

Segment	Environmental Corridors	Right-of-Way Conflicts	Road Crossings	Driveway Crossings	Additional Considerations
A1.1	Intersects wetland buffer.	None	0	4	None
A1.2	Intersects wetland buffer.	None	1	0	None
A1	Intersects wetland buffer, and steep slopes.	None	3-5	5-10	None
A2	No intersects.	None	4-5	17	Adjacent Property
B	No intersects.	Clear Zone Near STH 42	0	8	Adjacent Property
C1	Intersects steep slopes, wetland buffers, floodplain, and surface water buffers.	Clear Zone near STH 42	5	13	None
C2	Intersects wetland buffer, and surface water buffer.	None	4	11	None
C2.1	Intersects wetland buffer.	None	0	0	None
D1	None	Clear Zone Near STH 42	1	5	None
D1.1	None	None	1	0	None
D1.2	None	None	1	0	None
E	Intersects wetland buffers.	None	None	None	Public outreach indicated more direct route desired.
F1	Intersects steep slopes, and surface water buffer.	Clear Zone near STH 42	3-4	3	None
F1.1	Intersects surface water buffer.	Potential Clear Zone Conflict near STH 42	3	19	Gap to F1.3
F1.2	Intersects wetland buffers, and surface water buffer.	None	4	16	Ephraim Swamp and Door County Land Trust properties; Gap to F1.3.
F1.3	None	None	3	13	Gap from F1.1/1.2

Table 5.2: Segment Attributes (Continued)

Segment	Environmental Corridors	Right-of-Way Conflicts	Road Crossings	Driveway Crossings	Additional Considerations
F2	Intersects wetland buffer.	Clear Zone near STH 42	10	58	ATC corridor nearby, Door County Land Trust Property; Potential Connection to Baileys Harbor.
F2.1	None	None	1	8	None
G	Intersects steep slopes.	Clear Zone near STH 42	5	11	Engineering plans complete.

Source: Door County, 2021; WDNR, 2021; WisDOT, 2023; BLRPC, 2024.

6 Recommended Design and Maintenance

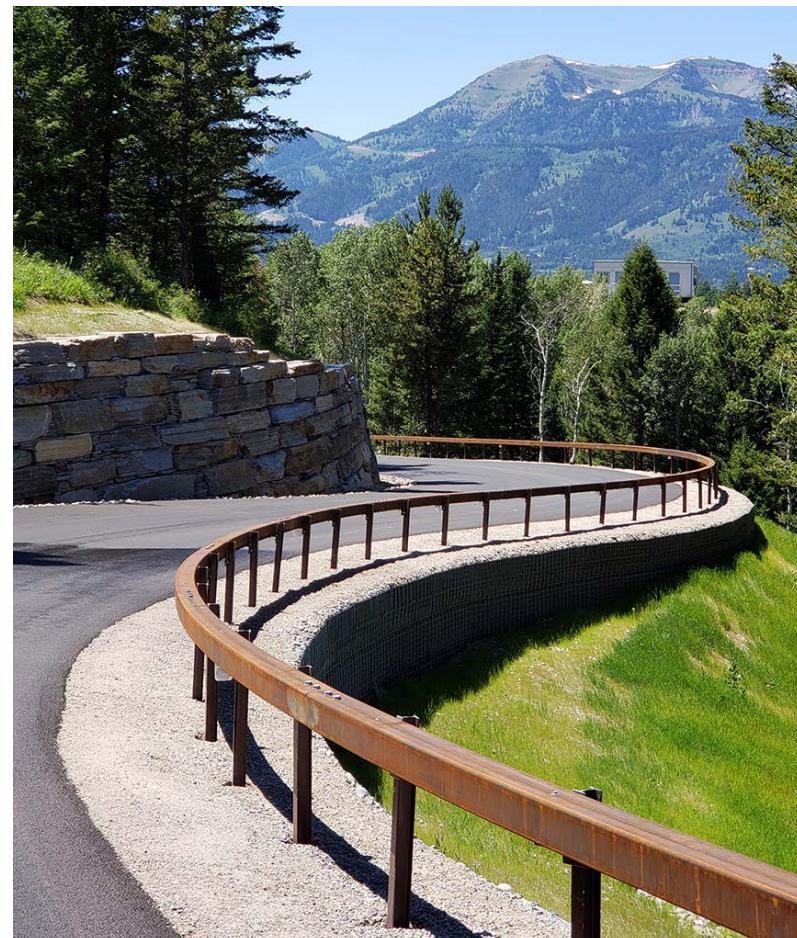
Trail Design Suggestions

The design and maintenance of a potential multipurpose trail will be a determining factor in whether the trail could be feasible and sustainable within the community. Door County communities are known for their commitment to preserving the natural environment and supporting sustainable practices. A multipurpose trail should reflect those values through environmentally conscious designs and long-term stewardship. Overall, the trail design should:

- Incorporate safety and accessibility
- Protect the environment
- Meet user needs, expectations, and rider ability
- Require little maintenance
- Reduce safety and traffic concerns
- Address gaps and barriers

Future Planning

The long-term success of the trail depends on strong, collaborative partnerships between all jurisdictions and stakeholders within the trail corridor. It is recommended that a Bayshore Trail Planning Committee be established, with at least one participant from each municipal entity in which the trail intersects, in addition to representation from WisDOT, WDNR, GSD, Door County, and BLRPC. This committee could meet biannually or annually to review progress, design elements, maintenance concerns, funding opportunities, and more.



Box Beam Guardrails. Source: Geostabilization.com

In addition to the local government representation, a Friends of the Bayshore Trail group could be created to serve as an informal advisory or volunteer body. This group could assist in exploring opportunities to create an endowment fund to support maintenance, host volunteer events, and more.

Avoiding the disturbance of wetlands, steep slopes, critical habitats, and other sensitive areas should be prioritized throughout the planning and design process. In the event that crossing such areas may be necessary, best management practices and oversight should be sought and determined by the appropriate agencies (e.g., WDNR, DCLT) in an effort to minimize environmental impact.

Finding a balance between safety and aesthetics will enhance trail appeal in areas where additional infrastructure may be necessary. For example, the box beam guardrails shown to the right could be a more favorable alternative to traditional guardrails.

Materials and Design Aspects

Connectivity will be the main focus during the preliminary phases of trail planning, followed by suitability of the specific trail components. As planning progresses, a specified design guideline document should be developed by the Bayshore Trail Planning Committee. A successful trail will derive from thorough preparation and engineering. In addition to this feasibility study, further detailed engineering analyses will be required to refine design specifications, assess site conditions, and ensure constructability.

The following recommendations were made considering the sensitivity of the northern Door County environment:

Trail Surface Materials

- Permeable materials such as compact gravel, porous asphalt, crushed limestone, or stabilized soil will better manage stormwater runoff.
- Trail surfaces should align with ADA standards where feasible, with the possibility of creating designated ADA accessible loops.
- Selection of materials should be based on cost, maintenance capacity, construction access, and long-term sustainability.

Trail Width and Placement

- May vary between 6-feet to 12-feet, depending on terrain, user volume, property ownership, right of way, and environmental constraints.
- Clear zones, as defined by WisDOT, should be considered for user safety.

Drainage and Topography

- Trails should follow the natural contours of the landscape where possible.
- Drainage features such as swales and culverts may be necessary within floodplains.

Wayfinding

Signage

Cohesive signage will be a critical component for assisting in trail navigation and placemaking, enhancing user experience through education, and communicating safety information. Signage types could include:

- Directional signage
- Mileage markers
- Interpretive panels
- Trail rules
- Emergency contact
- Location markers/maps

Signage should reflect a consistent visual identity with the same fonts, colors, and symbols used universally within the trail system. Since the current scope of this study does not include the design of these materials, the Bayshore Trail Planning Committee will need to determine if signage will be developed in-house or contracted to a professional designer.

Creating a Network

The Bayshore Trail Planning Committee should consider naming or color-coding distinguishable trail loops or segments as ways to help with orientation. These could be based on geography, community features, or other user themes.

Making the Trail Unique

A successful trail is more than just a transportation route, it is an experience in itself. The following recommendations can add value to the Bayshore Trail:

- Partner with local historical societies to include educational signage and storytelling opportunities along the route.
- Engage with DCLT and WDNR to integrate elements of the natural environment including invasive species management, unique habitats and native species, trail etiquette and wildlife preservation.
- Encourage interactive or digital features (e.g., QR codes) to help visitors learn as they explore.

Trail Connectivity and Access

A well connected trail enhances mobility, recreation, and community access. The following recommendations aim to improve trail connectivity and ensure users can easily reach and enjoy the Bayshore Trail:

- Providing adequate trailheads with parking, signage, and rest areas with restrooms and drinking fountains to enhance accessibility.
- Ensuring trail connections to existing parks, schools, neighborhoods, and existing trail systems.
- Providing lighting where necessary for safety, particularly near trailheads.

Maintenance

In addition to the design guidelines, a long-term maintenance strategy will ensure the safety, accessibility, and appeal of the Bayshore Trail. Key components include:

Guiding Principles

- Cost efficiency
- Maintenance schedule (e.g., daily, weekly, monthly, seasonally)
- Coordination with emergency services
- Determining responsible parties for trail maintenance

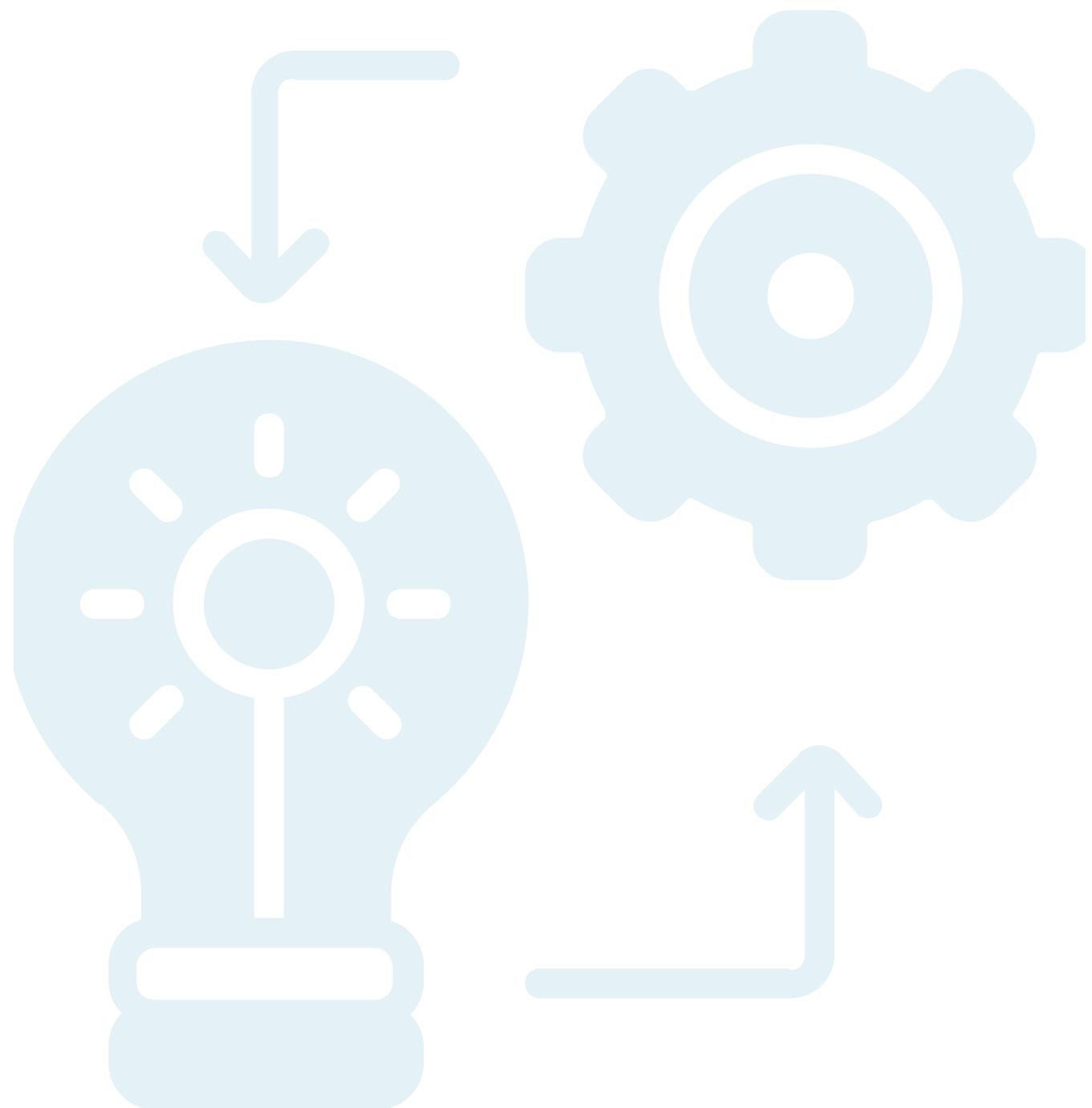
Expected Routine Maintenance

- Surface repairs
- Vegetation/invasive species management
- Snow and debris removal
- Drainage system upkeep, if applicable
- Litter/receptacle collection
- Animal waste/bag stations, if applicable
- Signage repairs or updates
- User station/facility maintenance

A maintenance calendar should be developed based on seasonal needs. The Bayshore Trail committee will determine who manages each section of the trail, whether designated by municipality or the County. These responsibilities will need to be clearly defined among the participating municipalities, likely through a shared intergovernmental design and maintenance agreement. Funding sources could include municipal budgets, Friends of the Bayshore Trail fundraising, grants, or a long-term endowment fund for capital repairs and replacement.

A well-rounded trail will serve as a recreational, cultural, and environmental asset to Door County residents and visitors. By coordinating efforts across jurisdictions, emphasizing sustainable practices, and engaging with the public and partner organizations, the Bayshore Trail can become a model for regional collaboration and quality multipurpose active transportation systems.

7 Implementation and Funding



A Collaborative Approach

While the success of the Bayshore Trail will mainly be driven by thoughtful design and strong community support, a realistic and coordinated implementation strategy is necessary. Stakeholder collaboration ensures that community priorities, property owner input, and regional connectivity goals are addressed at every stage. This chapter will outline the key considerations for bringing the trail to fruition, including the technical, financial, and administrative steps required to move forward.

Future implementation will require a detailed engineering analysis to determine the safety condition of existing infrastructure, appropriate trail alignments, design standards, and construction methods to address topography, drainage, environmental conditions, and right-of-way limitations. Coordination with local municipalities, Door County, and WisDOT will be essential in evaluating potential roadway crossings and opportunities for shared infrastructure.

Additionally, the municipalities involved will need to identify funding sources for design, engineering, construction, and long-term maintenance. This may include grant opportunities, public-private partnerships, and phased capital improvement budgeting. Implementation of the trail will also require formal environmental review and permitting, particularly for segments located near wetlands or sensitive habitats.

Preferred and Alternative Routes

As addressed in Chapter 5, an engineering assessment of a preferred route (most feasible) and alternative trail routes (less feasible) will be essential in accommodating the variety of trail users, avoiding environmentally sensitive areas, navigating legal obstacles, and ensuring long-term success. Routes deemed less feasible have been found to be more complex than others when considering steep slopes, floodplains, wetlands, property ownership, and safety. Should these routes be used as future alternative options, the Bayshore Trail Planning Committee may need to be flexible with unexpected challenges (e.g., high labor cost or property acquisition).

Trail Integration

Connectivity is key. The Bayshore Trail should integrate seamlessly into pre-existing trails, bike lanes, and parking areas to inspire new trail networks and connections to other areas of Door County. In conjunction with the local municipalities, Bay-Lake RPC can assist in identifying existing plans and infrastructure, potential trail alignments, and strategies for marketing and branding. Future trail integration can also be simplified during the planning phases of roadway projects by incorporating recreational infrastructure such as sidewalks and bike lanes, if possible.

Given the scale of the trail and the resources required, a phased implementation approach is recommended. Phasing can be based on municipal boundaries, areas of high community demand, or sections with the fewest legal and environmental barriers. Each phase should include route refinement, public engagement, permitting, environmental review, and identification of available funding.

A combination of on-road and off-road trail segments may be necessary depending on geography, existing infrastructure, and right-of-way availability. Off-road trails are typically safer and more desirable for recreational users, offering a more immersive experience. However, in developed areas or where land acquisition proves difficult, on-road accommodations such as paved shoulders or bike lanes may be used temporarily or permanently. All designs should adhere to WisDOT standards for user safety and comfort.

Considerations and Challenges

During public outreach, some survey respondents expressed interest in other trail activities such as equestrian or snowmobile use. The seasonality and types of use on these trails will be up to the discretion of the municipalities involved, and the Bayshore Trail Planning Team. In some cases, separate trail loops for alternate uses may be a valid compromise to ensure the safety of all users and maintain eligibility for funding.

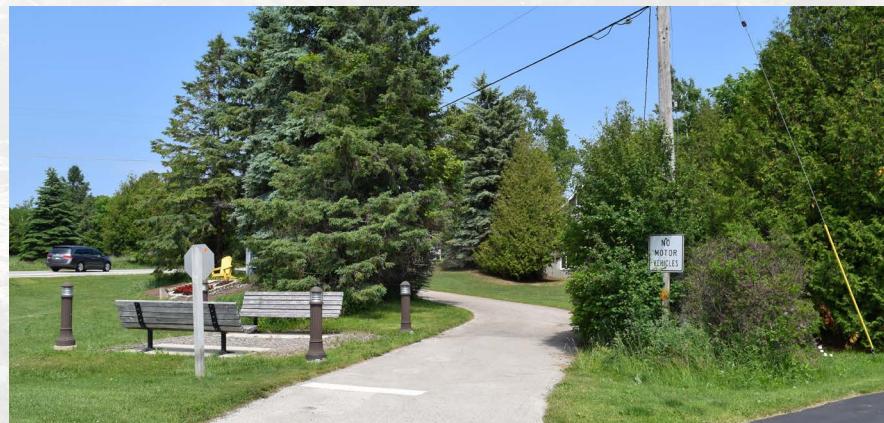
As the trail crosses into multiple municipalities, it will be essential to coordinate all decisions regarding the Bayshore Trail. Without consistent communication, the trail could quickly become disjointed in quality, appearance, or accessibility. Developing formal intergovernmental agreements is recommended to outline roles and responsibilities, standardize design elements, and facilitate shared maintenance and grant applications. In other regional projects, rotating maintenance duties or proportional cost-sharing based on mileage or usage has proven effective.

Funding Strategy

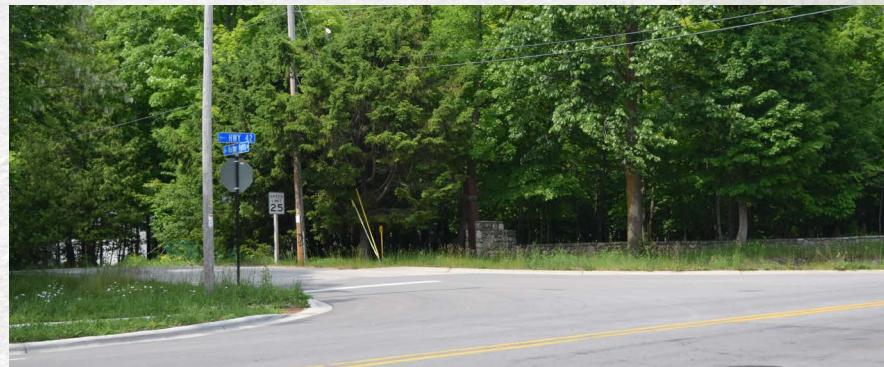
A combination of local funding from towns and villages, support from Door County, and technical assistance from regional organizations such as Bay-Lake RPC will be essential. In addition to public funds, private donations, sponsorships, and fundraising efforts from a “Friends of the Bayshore Trail” group could supplement resources. Additional funding opportunities have been laid out at the end of this chapter.

Conclusion

Implementing the Bayshore Trail will require a careful balance of ambition, collaboration, and adaptability. With thoughtful route planning, a clear funding strategy, and an inclusive approach to community needs and preferences, this project can become a defining feature of the region’s outdoor recreation network. Continued coordination between municipal partners, stakeholders, and regional planners will ensure the trail remains a sustainable, accessible, and valued asset for generations to come.



Village of Sister Bay Trail Head



Village of Egg Harbor Trail Head

Funding Opportunities

BLRPC maintains communication with local, regional, state, and federal entities regarding grants and funding opportunities for communities in the Bay-Lake region. The BLRPC Grant Portal is regularly updated on their website (baylakerpc.org).

Below is a list of possible funding sources that communities, including the Town of Gibraltar, or Door County might explore to support the recommendations outlined in the study. This list is not meant to be comprehensive, as new funding programs are introduced annually.

Transportation Alternatives Program (WisDOT)

The Transportation Alternatives Program (TAP) is the State of Wisconsin’s program for what is now the federal Transportation Alternatives (TA) set-aside program. With certain exceptions, eligible projects include safe routes to school planning, transportation enhancements, and/or projects that construct or plan for bicycle or pedestrian facilities.

Match: 20% local match

Award Amount:

- Infrastructure projects: minimum project cost of \$300,000, including any design work. \$100,000 minimum for any federally funded real estate costs.
- Non-Infrastructure projects: minimum project cost of \$50,000.
- TAP STARS Non-Infrastructure: minimum project cost of \$20,000.

For more information, visit <https://wisconsindot.gov/Pages/doing-business-with-dot/transportation-enhancements/transportation-alternatives-program/tap.aspx>.

Recreational Trails Program (WDNR)

The Recreational Trails Program reimburses projects that develop, rehabilitate, and maintain recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Eligible projects are prioritized in the following order:

- 1) Maintenance and restoration of existing trails;
- 2) Development and rehabilitation of trailside and trailhead facilities and trail linkages;
- 3) Construction of new trails (with certain restrictions on federal lands); and
- 4) Acquisition of easements and fee simple title to property for recreational trails or recreational trail corridors (must comply with the provisions of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended).

Match: 20% local match

Award Amount: The grant cap is ordinarily \$100,000 per grant per fiscal year but every third year the grant cap will be increased to \$250,000.

For more information, visit https://www.nsc.org/road/resources/road-to-zero/road-to-zero-grants?srsltid=AfmBOo0LaU2I2Nr3Vxkzn--eEbGtm9-azg4a_LUDS1iyGt_AZkZnrpDo.

Background Image: Town of Gibraltar Trail Head

Congestion Mitigation and Air Quality Grant Program (WisDOT) The Congestion Mitigation and Air Quality (CMAQ) Improvement program encourages transportation projects that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.

CMAQ funds are only available in these southeastern and northeastern Wisconsin non-attainment and maintenance counties: Milwaukee, Racine, Kenosha, Waukesha, Washington, Ozaukee, Walworth, Sheboygan, Kewaunee, Manitowoc and Door. The department solicits applications every other year.

Generally, CMAQ funding emphasizes cost-effective projects, and legislation prioritizes certain projects such as those that reduce particulate matter emissions in areas of nonattainment for this pollutant criteria.

Match: 20% local match

Award Amount:

- Construction projects must have a total projected expense of \$200,000 or more, including design, real estate acquisition, and construction engineering work.
- Non-construction projects must have a total projected expense of \$50,000 or more.

For more information, visit <https://wisconsindot.gov/pages/doing-bus/local-gov/astnace-pgms/aid/cmaq.aspx>

Highway Safety Improvement Program (WisDOT)

The Highway Safety Improvement Program (HSIP) is intended to develop and implement stand-alone safety projects with an emphasis on low-cost options that can be implemented quickly. This grant program supports projects designed to reduce the number and severity of crashes on all streets and highways (both state and local).

Examples of HSIP projects include intersection safety improvements (installing/modifying traffic signals, roundabouts and channelization/turning radii improvements); straightening isolated curves or hills; improving sight distance; access modifications; constructing turning, bypass or other auxiliary lanes; eliminating a roadside obstacle; installing guardrails, barriers and crash attenuators; installing signs, pavement markings, and delineators; Corridor Projects – corridor signal upgrades; stand-alone beam guard installations and end treatments; larger or additional signing; chevrons; pavement marking; rumble strips; eliminating clear zone encroachments; pedestrian countdown timers.

Match: 10% local match

Award Amount:

- For state-sponsored projects, amounts over \$2.3M trigger a co-pay requirement.
- For local-sponsored projects, amounts over \$4.6M trigger a co-pay requirement.

For more information, visit <https://www.transportation.gov/grants/rural-surface-transportation-grant-program>

PeopleForBikes (PFB) Community Grant

The PFB Program supports bicycle infrastructure projects and targeted advocacy initiatives that make it easier and safer for people of all ages and abilities to ride. This program will fund up to \$10,000 for bicycle projects, which can be used as match for federal/state funding.

Reconnecting Communities Pilot (RCP) Grant Program (USDOT)

The Reconnecting Communities Pilot Grant Program is awarded to projects that reconnect communities by removing, retrofitting, or mitigating highways or other transportation facilities that create barriers to community connectivity, including to mobility, access, or economic development.

Eligible capital construction projects include removing, retrofitting, mitigating, or replacing an existing eligible facility with a new facility that reconnects communities.

Match: For capital construction projects, 50% RCP funds and 50% local match. Other Federal funds may be used to bring the total Federal share up to a maximum of 80% of the total cost of the project.

For more information, visit <https://www.transportation.gov/reconnecting>

Trail Grants Program

The Rails to Trails Conservancy (RTC) awards trail grants to communities to support local and regional economic, health, social, environmental and active transportation goals. The RTC also administers the Doppelt Family Trail Development Fund, which grants awards to nonprofits and government agencies to support critical trail development work in communities. These programs generally fund around \$10,000 for bicycle projects, which can be used as match for federal /state funding.

Other Potential Funding Sources

Capital Improvements

Local municipalities are encouraged to fund bicycle and pedestrian projects through their capital improvement programs. When feasible, these improvements should be incorporated into roadway construction or reconstruction projects. Departments such as Public Works and Parks and Recreation can allocate maintenance resources and staff time to support the ongoing upkeep of these facilities.

Fundraising Campaigns

Fundraising efforts through neighborhood associations, advocacy organizations, or crowdfunding platforms can provide additional financial support for bicycle and pedestrian initiatives. These campaigns also serve to educate and engage the public, fostering greater community awareness and support for active transportation infrastructure.

Public Private Partnerships

Developing partnerships with private developers and businesses can play a significant role in advancing bicycle and pedestrian infrastructure. Such collaborations can help fund the construction of sidewalks, shared-use paths, and other related facilities, as well as support educational programs such as bicycle safety and awareness classes. In some cases, private partners may also contribute local matching funds required for state or federal grants, thereby improving the competitiveness of local applications and expanding available funding opportunities.

Appendix A

Committee Meetings

PAC Committee meeting agendas and attendance.

BAY LAKE
Regional Planning Commission | Since 1972

Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #1
Monday, February 12, 2024, 10:00 AM to 11:00 AM
Town of Gibraltar - 4097 Highway 42, Fish Creek, WI

Agenda

1. Introductions
2. Roles and Responsibilities
 - Advisory Committee
 - Bay-Lake RPC
3. Project Overview
 - Project Phases
 - Timeline
4. Previous Trail Planning Efforts
 - Existing Plans & Studies
 - Surveys/Questionnaires
5. Public Engagement/Outreach
6. Next Steps



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

Bayshore Connectivity Trail Feasibility Study
Advisory Committee Sign-In

Monday, February 12, 2024, 10:00 AM
Town of Gibraltar - 4097 Highway 42, Fish Creek

	Name	Affiliation
1	Susan Stauber	Village of Egg Harbor
2	Eric Hyde	WDNR Peninsula SP
3	Travis Thyssen	Town of Gibraltar
4	Greg DeTennis	Village of Egg Harbor
5	John C. Johnson	11
6	Meagan Sawyer	Village of Egg Harbor
7	Dusha Pearson	Village of Phoenix Lagoon
8	Nick Weber	WisDOT NE Region
9	Brett Stausland	Gibraltar Schools
10		
11		
12		
13		
14		
15		
16		
17		
18		
19		
20		
21		
22		
23		
24		



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

BAY LAKE
Regional Planning Commission | Since 1972

Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #2
Monday, April 22, 2024, 10:00 AM to 11:00 AM
Town of Gibraltar - 4097 Highway 42, Fish Creek, WI

Agenda

1. Welcome/Introductions
2. Review of *Draft* Chapter 1 (Introduction) and Chapter 2 (Existing Conditions-partial)
3. Discuss *Draft* Goals & Objectives and Vision Statement
4. Outreach Efforts
 - *Draft* Flyer
 - Survey
 - Public Engagement Activities
5. Trail Corridor Discussion
6. Next Steps



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

BAY LAKE
Regional Planning Commission | Since 1972

Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #3
Monday, February 17, 2025 | 10:00 AM to 11:00 AM
Town of Gibraltar - 4097 Highway 42, Fish Creek, WI

Agenda

1. Welcome/Introductions
2. Review Updated Goals & Objectives
3. Outreach and Public Involvement Summary
4. Review of *Draft* Chapter 3 (Safe Routes to School)
5. Route Analysis Discussion
6. Next Steps
 - a. Chapter 6: Design Recommendations and Maintenance
 - b. Chapter 7: Implementation

Bay-Lake Regional Planning Commission Staff Contact:
Lydia Bernhoff, Environmental Planner
lbernhoff@baylakerpc.org | (920) 448-2820 ext.106



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

Attendance:

Brandon Robinson, BLRPC
Heena Bhatt, BLRPC
Susan Stauber, Door County Trails
Travis Thyssen, Town of Gibraltar
Nick Weber, WisDOT
Eric Hyde, WDNR



Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #4
Monday, June 16, 2025 | 10:00 AM to 11:00 AM
Town of Gibraltar - 4097 Highway 42, Fish Creek, WI

[Agenda](#)

1. Map changes
2. Draft chapters discussion (please review beforehand)
3. Discussion: design, maintenance, and implementation outline
4. Next steps
5. Set dates for upcoming meetings:
 - a. Next PAC meeting
 - b. Open houses (2)

Bay-Lake Regional Planning Commission Staff Contact:

Lydia Bernhoft, Environmental Planner
lbernhof@baylakerpc.org | (920) 448-2820 ext.106



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

Bayshore Trail meeting #4 - 6/16/2025

SIGN-IN

Name:

Lydia Bernhoft
Natalie Blackert
Travis Thyssen
Greg de Tennis
Susan Stauber
Eric Hyde
Brett Stousland
Brent Bristol

Organization:

BLRPC
BLRPC
TOWN OF GIBRALTAR
DCT
DOOR CITY TRAILS
WI DNR
Gibraltar Schools
VILLAGE OF EPHRAIM



Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #6
Monday, December 15, 2025 | 10:00 AM
Virtual Meeting Link - [Click Here](#)

[Agenda](#)

1. Final synopsis of study and recommended segments
2. Future steps
3. Close out

Attendance:

Lydia Bernhoft, BLRPC
Natalie Blackert, BLRPC
Brett Stousland, GSD
Travis Thyssen, Town of Gibraltar
Susan Stauber, Door County Trails
Gregory de Tennis, Door County Trails
Myles Dannhausen, Town of Egg Harbor
Eric Hyde, WDNR
John Heller, Village of Egg Harbor
Bobbi Retzlaff, WisDOT



Bayshore Connectivity Trail Feasibility Study
Advisory Committee Meeting #5
Monday, November 17, 2025 | 10:00 AM
Virtual Meeting Link - [Click Here](#)

[Agenda](#)

1. Draft plan discussion (please review beforehand)
 - a. Anything specific to add to design, maintenance, or implementation?
2. Next steps
 - a. Final internal review, printing, distribution
3. Set date for final virtual meeting
 - a. Suggested: Monday, December 8th, 2025

Bay-Lake Regional Planning Commission Staff Contact:

Lydia Bernhoft, Environmental Planner
lbernhof@baylakerpc.org | (920) 448-2820 ext.106



1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: Letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

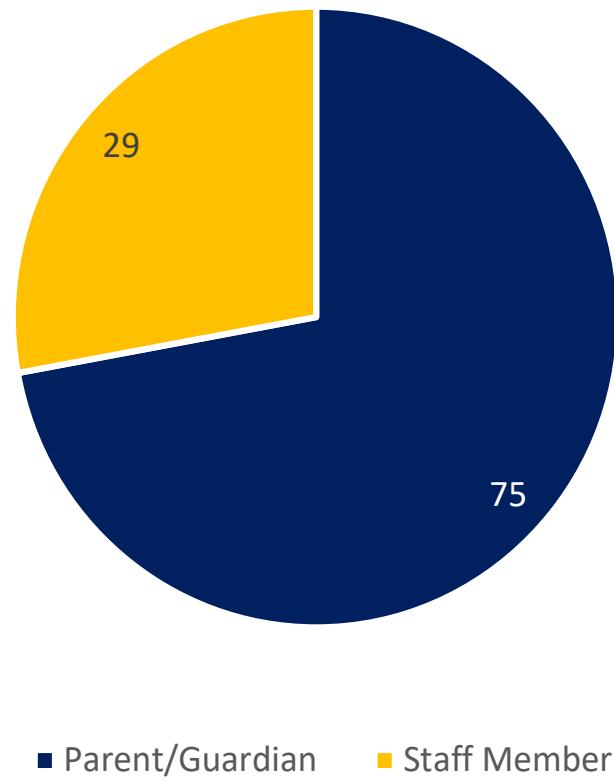
Appendix B

SRTS Survey Results

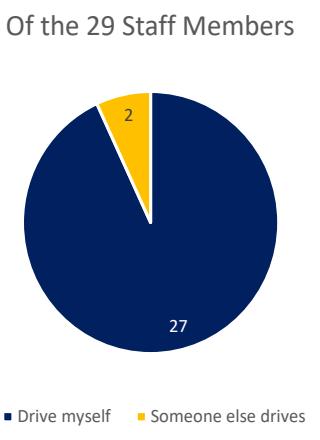
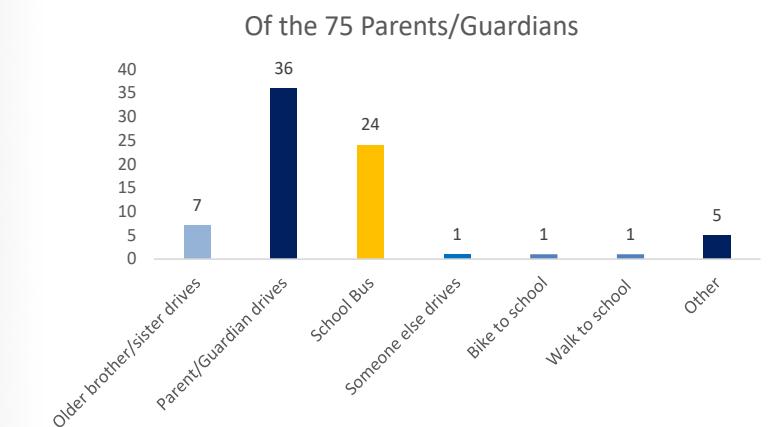
As a component of the Bayshore Trail Connectivity Feasibility Study, Gibraltar School District received assistance for safe routes to school planning. This included a survey that was available from November 7th, 2024 to January 21st, 2025. The results from the survey can be found on the following pages.

Respondents

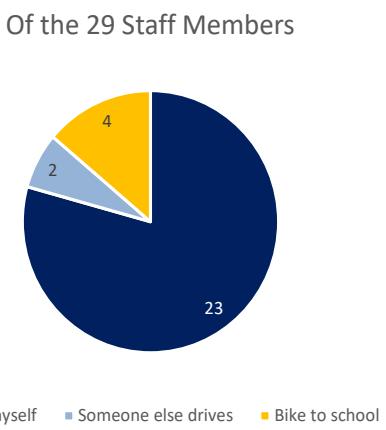
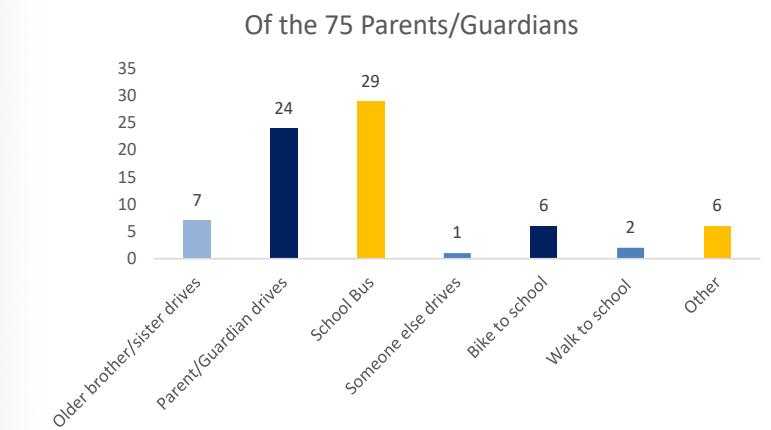
In total, there were 104 respondents to the survey. A majority of respondents (72.1%) were parents/guardians of GSD students. The remaining respondents (27.9%) were staff members of GSD.



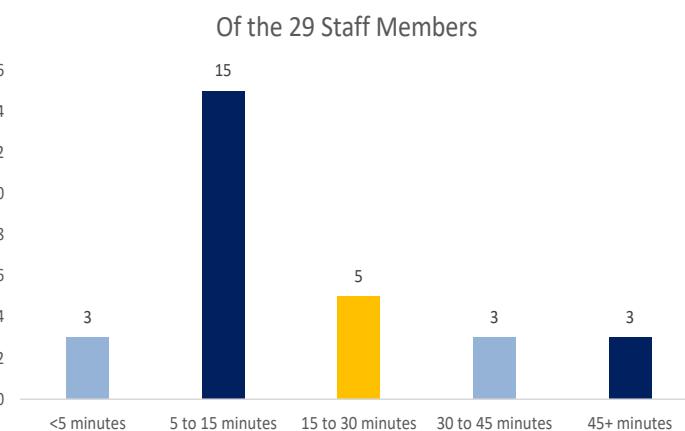
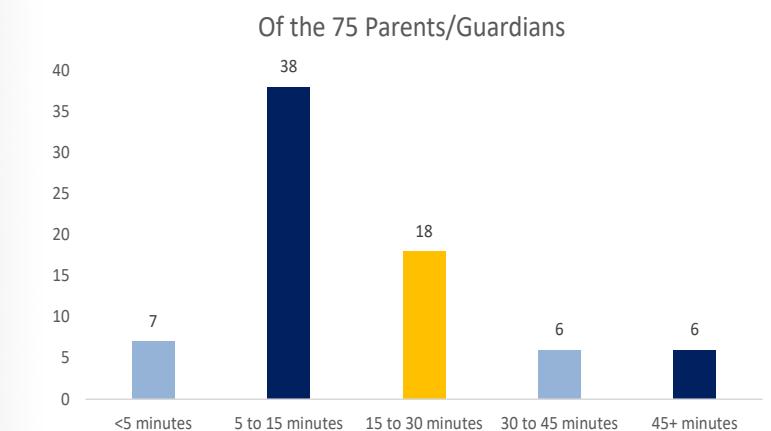
Current Commute to School



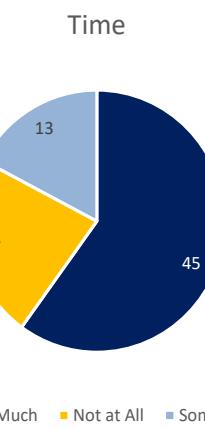
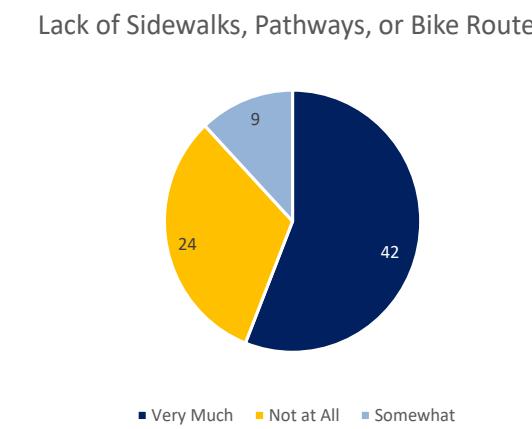
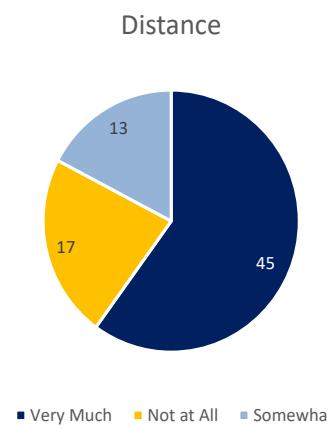
Preferred Commute to School



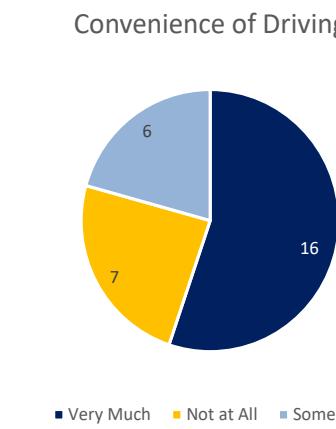
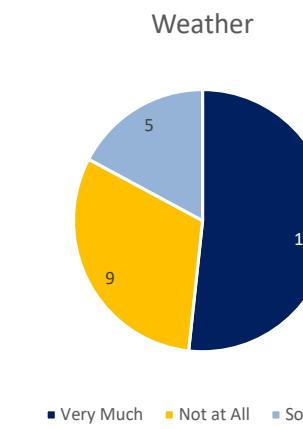
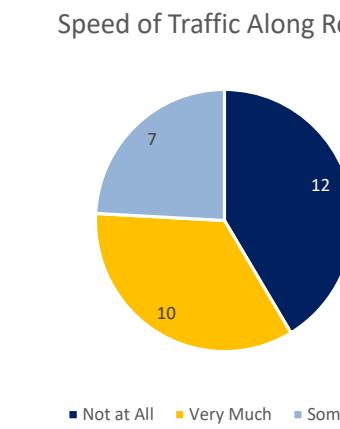
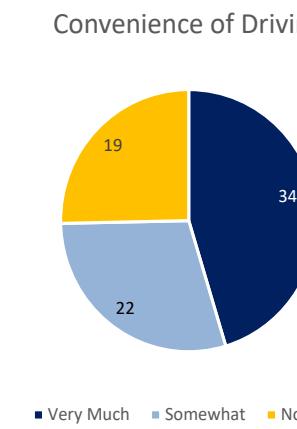
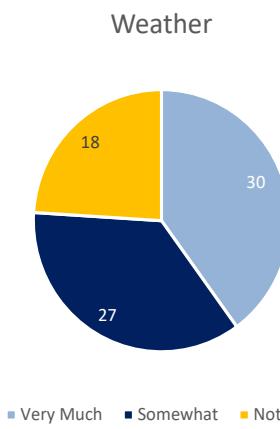
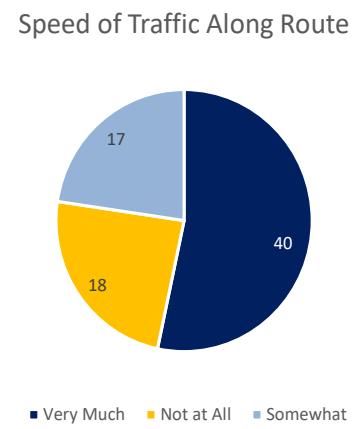
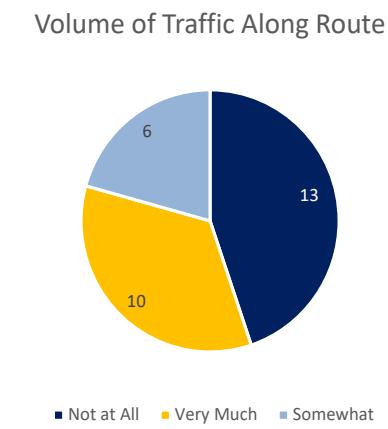
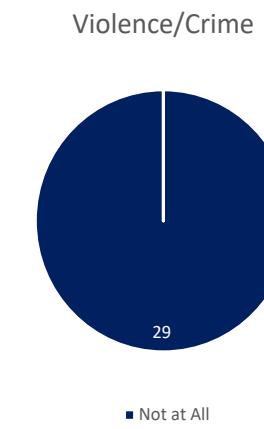
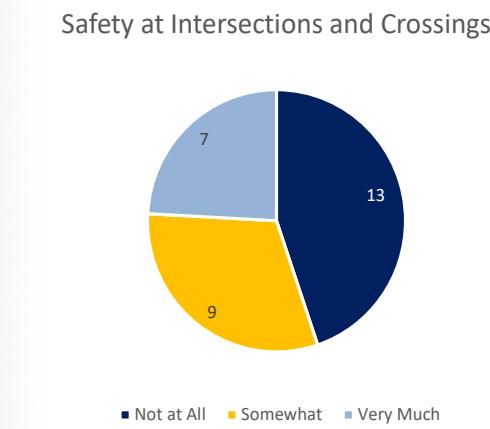
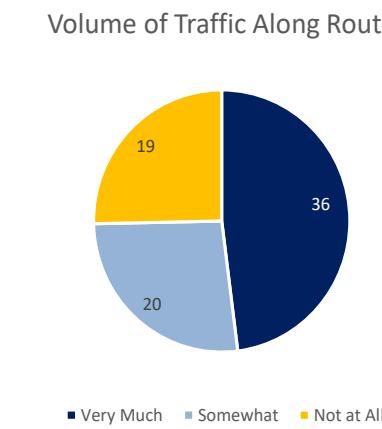
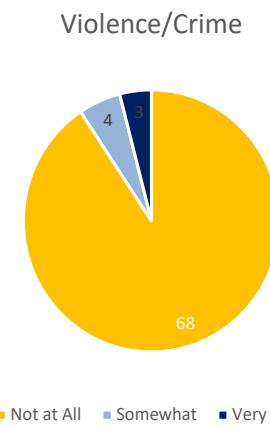
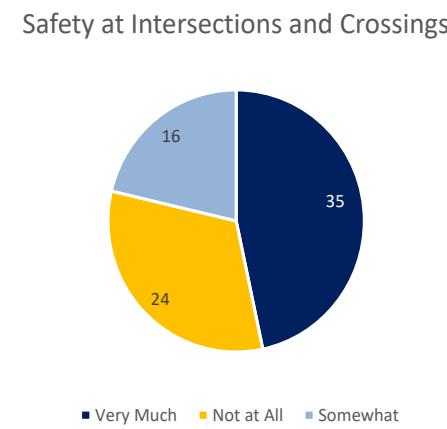
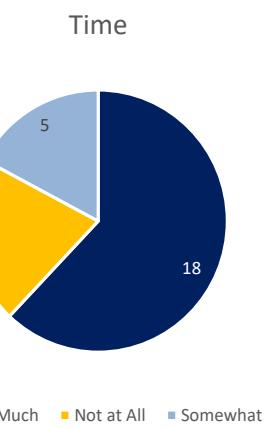
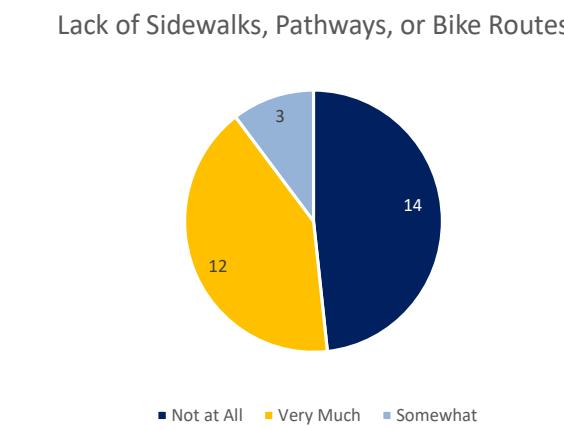
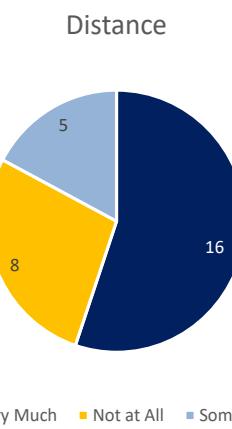
Commute Time to School



Parent/Guardian Responses: How do the following issues affect your decision to let your child (or children) walk or bike to school, or use another form of transportation?

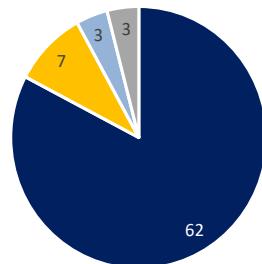


Staff Member Responses: How do the following issues affect your decision to walk or bike to school, or use another form of transportation?

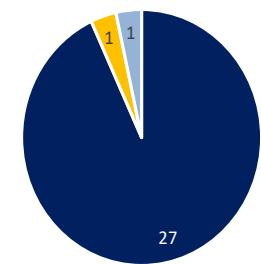


Approximately how far do you live from school?

Of the 75 Parents/Guardians



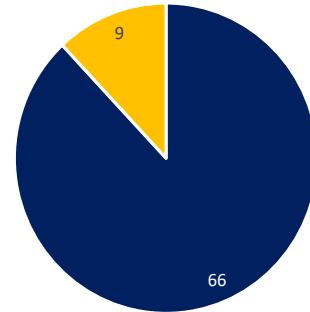
Of the 29 Staff Members



Staff Member Responses: Do you have any concerns on how you currently get to school?



Parent/Guardian Responses: Do you have any concerns on how your child (or children) currently get to school?



Of the "Yes" Responses:

- 1) Would like to use the school bus, but ride time is to long both AM and PM. Need to shorten ride time for students living far from school.
- 2) We would prefer bus but with the current number of drivers, the route take 1.5 hours which is way too long.
- 3) The route takes a long time, compared to when we lived further in sister bay.
- 4) The front parking lot is small and cramped for parking and trying to leave safely.
- 5) The amount of time the bus route takes.
- 6) No sidewalk/bike or walking path along 42.
- 7) It would be nice if they could get picked up and dropped off from home by the bus. Right now we have to drive them part of the way or they have to ride the bus 90 mins each way!
- 8) Highway traffic along the school can be intense. It desperately needs dedicated turn lanes. The lighted bus always help.
- 9) Bus rides to school should not be over an hour / when the ride takes 20- I cannot justify sending my child on the bus 2x per day= 10 more hours per week of school time ... on the bus.

Of the "Yes" Responses:

- 1) I'm a bus driver and an avid bicyclist. There are no safe routes to school currently and the distance will be too grating for most children to ride a bicycle to school.

Appendix C

SRTS Audit

Supplemental Maps

Some maps created as part of this project are relevant to the planning process, but do not fit well into the plan document. These are deemed supplementary and are included in this appendix.

This appendix contains the following maps:

Map 3.4: Walking Audit, Gibraltar Schools (Fall, AM)

Map 3.5: Walking Audit, Gibraltar Schools (Fall, PM)

Map 3.4: Walking Audit, Gibraltar Schools (Fall, AM)

Gibraltar Schools (Fall, AM)



Infrastructure Observations	Behavior Observations	
<ul style="list-style-type: none"> Path Crosswalk Gate Fence Speed Limit Sign Stop Sign Crosswalk Sign School Zone Sign Other Sign Bike Rack 	<ul style="list-style-type: none"> Walker Biker Pedestrian crossing street (not in crosswalk) Pedestrian dropped off not in designated area Pedestrian - other comment School Bus Present Police Present School Official Present Vehicle improper passing 	<ul style="list-style-type: none"> Vehicle not obeying traffic signs Vehicle stuck in intersection Vehicle not yielding to pedestrians Vehicle - other comment Police Present School Official Present Crossing Guard Present

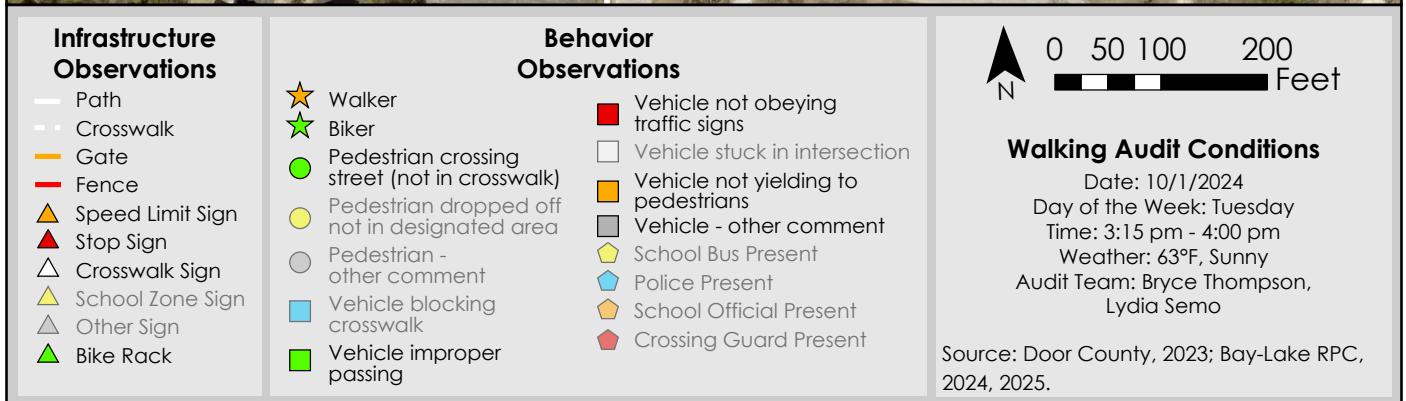
Walking Audit Conditions

Date: 10/1/2024
 Day of the Week: Tuesday
 Time: 7:30 am - 8:00 am
 Weather: 54°F, Sunny
 Audit Team: Bryce Thompson, Lydia Semo

Source: Door County, 2023; Bay-Lake RPC, 2024, 2025.

Map 3.5: Walking Audit, Gibraltar Schools (Fall, PM)

Gibraltar Schools (Fall, PM)



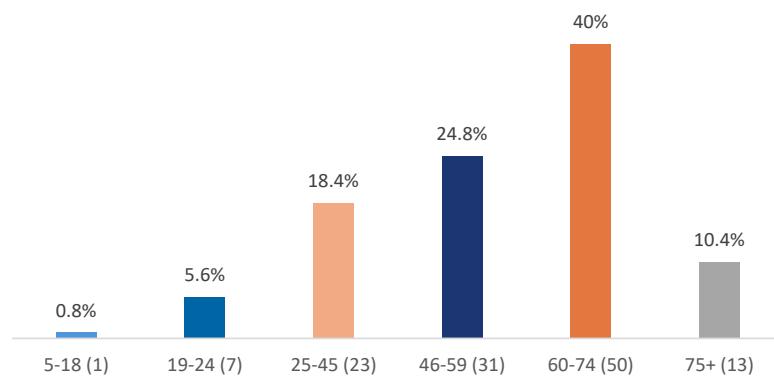
Page left intentionally blank.

Appendix D

Survey and Outreach Results

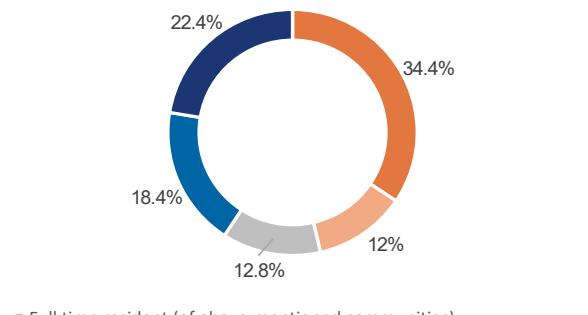
Respondent Age Group

Which age group do you belong to?



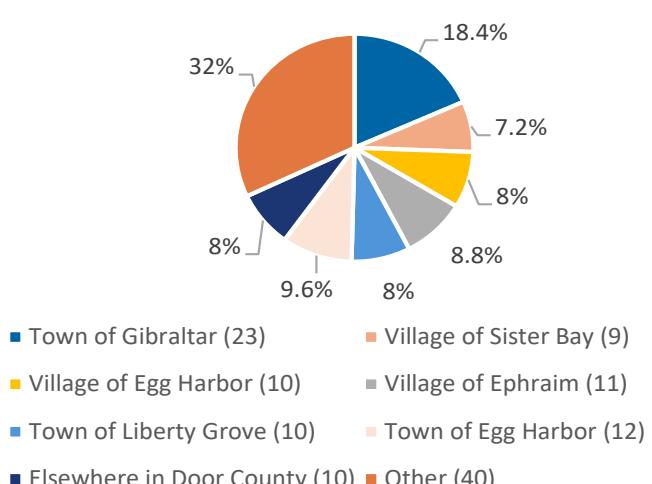
Residency Status of Respondents

Residency Status



- Full time resident (of above-mentioned communities)
- Partial-year resident (4+ months) (of above-mentioned communities)
- Spend 1-4 months (in above-mentioned communities)
- Tourist
- Property Owner
- Employee

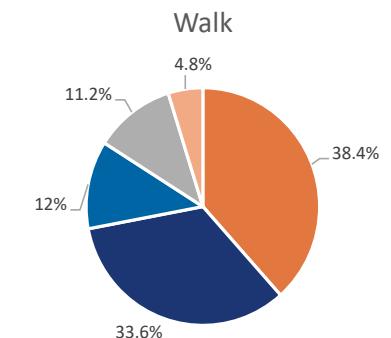
Where do you live?



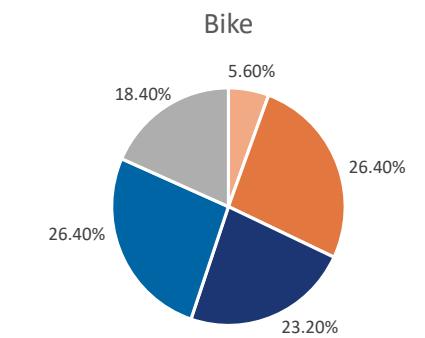
"Other" Residency Responses

- 1) Green Bay, WI (4)
- 2) Madison, WI (4)
- 3) Chicago, IL (3)
- 4) New London, WI (2)
- 5) Pewaukee, WI (2)
- 6) Hortonville, WI (2)
- 7) Sun Prairie, WI
- 8) Stevens Point, WI
- 9) Port Washington, WI
- 10) Oshkosh, WI
- 11) Oconto Falls, WI
- 12) New London, WI
- 13) Milwaukee, WI
- 14) Menomonee Falls, WI
- 15) Marion, WI
- 16) Beaver Dam, WI
- 17) Macomb, IL
- 18) Lombard, IL
- 19) Lino Lakes, MN
- 20) Glen Ellyn, IL
- 21) Fremont, WI
- 22) Fond du Lac, WI
- 23) Elmhurst, IL
- 24) Eau Claire, WI
- 25) Burlington, WI
- 26) Buffalo Grove, IL
- 27) Brookfield, WI
- 28) Baraboo, WI
- 29) Appleton, WI

Walking and Biking



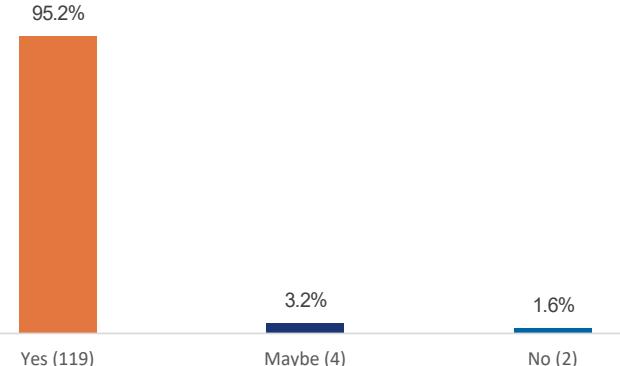
- Daily (48)
- 2-3 Times Per Week (42)
- 2-3 Times Per Month (15)
- A Few Times Per Year (14)
- Never (6)



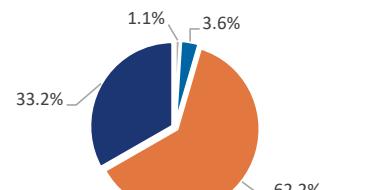
- Daily (7)
- 2-3 Times Per Week (33)
- 2-3 Times Per Month (29)
- A Few Times Per Year (33)
- Never (23)

Would respondents use the trail?

If provided a safe and accessible multi-purpose trail, would you use it?



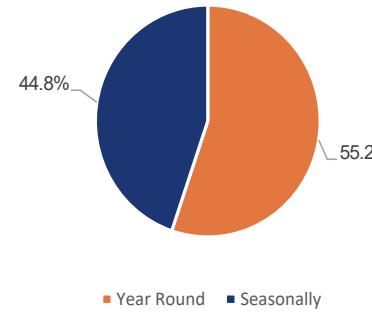
If yes or maybe, for what purposes?



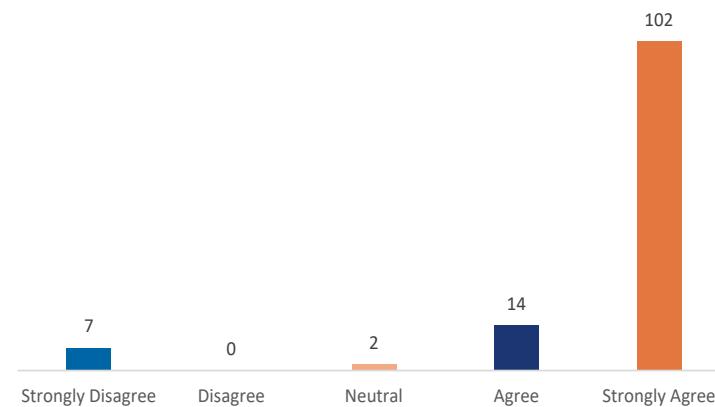
- To go to school (2)
- To go to work (7)
- Recreational purpose/to stay active (122)
- For shopping/going to restaurants and bars (65)

When would respondents use the trail?

When would you use the potential multi-purpose trail?

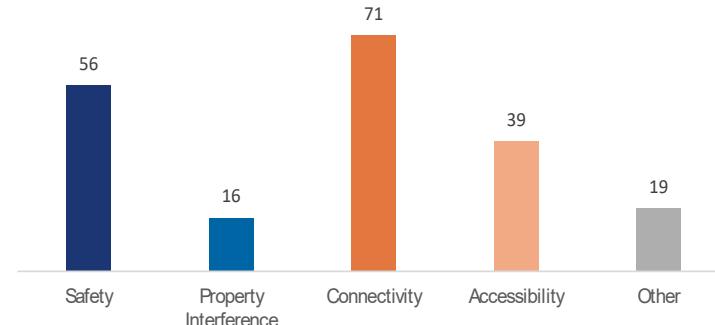


"I am excited about the possible multi-purpose multi-purpose trail which would enhance the quality of the community"



Concerns For a Potential Trail

What are your biggest concerns for this potential trail?



Responses from "Other" Concerns:

- 1) We are in dire need of horse trails in Door County for the safety of the riders. It would be nice if this trail would be available to the horse community as well.
- 2) There are ZERO horseback riding trails up here. We road ride out of necessity and drivers generally hate sharing the road with us. They do not follow the road rules and it's a matter of time before someone is hurt/killed. It's a safety issue.
- 3) That it be open to equestrians. We love to ride to our favorite restaurants. We ride 2-3 times a week and road riding is very dangerous
- 4) Protecting/preserving the land and native flora and fawns
- 5) Pleasant to ride, quiet and scenic. I have concerns about putting the trail right adjacent to highway 42 /57 like the map shows may make the biking experience less enjoyable?
- 6) Open to equine riders too?
- 7) None
- 8) Massive removal of trees, loss of natural landscaping, and changes in topography; sidewalks are for cities....
- In re other, bike trails must strike a balance between elitism and naive riders, between regulation and a free-for-all.
- 9) Motorized vehicles are motor vehicles even if the motor is electric.
- 10) Im thrilled...only concern is how fast can this happen!!
- 11) I'm concerned about the obstacles this project faces.
- 12) Fiscal &.upkeep
- 13) Equestrian use included
- 14) Cost
- 15) Access for horses

Where should the trail go?

- 1) partial shade, low traffic
- 2) would love to see this trail connect many of the communities down the bay side, but also go across and connect to the lake side as well. It would be great if the trails connected through the state parks
- 3) Where ever it would work best!
- 4) We should be connecting all of our communities.
- 5) Try to follow the water but stay off the major roads especially between Egg Harbor and Fish Creek.
- 6) Through the park and beyond
- 7) The trail should go from Frank E. Murphy Park (Egg Harbor) to Sister Bay
- 8) The Landmark Resort in Egg Harbor, Fish Creek, and Sister Bay
- 9) sister bay to egg harbor
- 10) rural but visit larger villages along the way
- 11) prefer trail to be off the main road due to safety issues. also would be a nice hike
- 12) Off road
- 13) Need a safe connection between Ephraim and Sister Bay
- 14) Near the water.
- 15) Near but not on hwy 42 as much as possible
- 16) near 42
- 17) Must connect Ephraim to Sister Bay
- 18) Murphy park to egg harbor, egg to fish, and then other towns but the first two are most important
- 19) Murphy Park to Egg Harbor
- 20) Murphy Park all the way to Sister Bay. Would highly recommend horses to be allowed also
- 21) loops are good
- 22) just paint white lines on the road shoulders, add markings and signs, flashing lights perhaps
- 23) Juddville Rd by Write On north to Peninsula Player road.
- 24) It would be really great to develop a routes that would allow a loop ride.
- 25) if you could go along 42 but have a paved path separate from the HW that would be best.
- 26) I'm not very good at the trail drawing map but I would like to see a trail loop through the county. A multi-use trail is needed to help alleviate traffic hazards of bicycles and pedestrians. A great example is the bear skin trail in northern wisconsin.
- 27) I would love to see the trail off-road through woods and fields or at the least separated from the roadway as much as possible. I was on a trail committee 30 years ago so don't have much hope to see it happen now. Hope you prove me wrong.
- 28) I would love to be able to drive my mini horse anywhere possible that is a safe trail
- 29) I think it would be wonderful to have the trail start at Murphy County Park and extend all the way to Sister Bay
- 30) I like what's being proposed
- 31) Horseshoe Bay to Peninsula State Prk
- 32) Going to leave that to an expert!
- 33) From the southern limits of the highlighted area to the northern. Town-to-town, but not necessarily on the major thoroughfares.
- 34) From Murphy park to Little Sister Bay
- 35) From Landmark to Village of Egg Harbor
- 36) Frank Murphy Park to as far north as we can get it. Ultimately all the way to Gills Rock or Northport.rth-port.
- 37) Everywhere
- 38) Ellison Bay -> Egg Harbor -> Baileys Harbor
- 39) egg harbor/fish creek
- 40) Egg harbor to sister bay, shoreline, through/near towns
- 41) Egg harbor to sister bay

- 42) Egg Harbor to Fish Creek to Back roads of Ephraim to Sister Bay Path to Baileys Harbor
- 43) Couldn't the trail go further - like up to Ellison Bay?
- 44) Connectivity between the villages to attend events, stores, etc each has to offer
- 45) Connecting to each town via road or trail
- 46) Connecting the villages between Murphy Park and Sister Bay.
- 47) Connecting Egg Harbor, Fish Creek, Ephraim, Sister Bay, Ellison Bay, and Gills Rock.
- 48) connecting all of Door County even down to sturgeon bay. potentially all the way to Green Bay
- 49) Connect Sister Bay to Ephraim
- 50) Connect Heritage lake resort to downtown egg harbor
- 51) Coastal and open fields
- 52) Close to shoreline when possible
- 53) close to existing roads
- 54) By using existing roadway combined with private and public land use.
- 55) Biking more down the center of the county with off shoots might be the most feasible.
- 56) Away from hwy 42
- 57) As long as it connects to Peninsula park, Fish creek, and egg harbor
- 58) Any trail is worth a walk
- 59) I think the most popular + used route would go along the shoreline. I also think highway should be avoided for safety reasons.

Destinations You Would Want to Visit Using the Trail (Continued on next two pages)

- 1) Peninsula Park (2)
- 2) Fish Creek, Sister Bay, Egg Harbor (2)
- 3) ephraim, sister bay, fish creek (2)
- 4) Ephraim, Fish Creek, Egg Harbor (2)
- 5) YMCA, Sister Bay
- 6) Wouldn't use trail
- 7) Wilsons, Egg Harbor Youth Club, Sister Bay, Al Johnsons
- 8) water views
- 9) walk to and around all villages in the area
- 10) The ability to access each village along the trail.
- 11) State park, local restaurants, local shops
- 12) state park and anderson dock
- 13) state park
- 14) Sister Bay, rural country, Egg harbor
- 15) sister bay, fish creek, ephraim
- 16) sister bay, ephraim, fish creek
- 17) Sister Bay, Egg Harbor, Sturgeon Bay
- 18) Sister Bay, Baileys Harbor
- 19) Sister Bay Beach, Peninsula State Park, Egg Harbor
- 20) Sister Bay , Fish Creek, Sturgeon Bay.
- 21) Sip, Cultured, the Beach Bowl
- 22) Shops, restaurants, and grocery stores
- 23) Road biking, mountain biking, walking
- 24) Restroom and parking and good lookout views
- 25) Restaurants, shopping, library
- 26) Restaurants like White Gull
- 27) Rest area, public washrooms

Destinations You Would Want to Visit Using the Trail (Continued)

- 28) Quarry Park, Murphy Park, Peninsula Park
- 29) peninsula, ephraim town center, sister bay town center
- 30) Peninsula state park, wilsons, door county creamery
- 31) Peninsula State Park, Frank Murphy Park, Sister Bay Beach/Park
- 32) Peninsula State Park, Fish Creek, Egg Harbor
- 33) Peninsula State Park, Fish Creek businesses, Sister Bay Businesses
- 34) Peninsula state park, ephraim, downtown sister bay
- 35) Peninsula State Park, Ephraim beach, Sister Bay Johnsons Park/Piggly Wiggly Area. I'd like my kids to be able to get to work + recreation by bike since we have no public transit here.
- 36) Peninsula State Park, downtown Ephraim, downtown Egg Harbor
- 37) Peninsula State Park
- 38) peninsula park, egg harbor, fish creek
- 39) Peg Egan/ library, downtown in general and Main Street shops
- 40) Parks and restaurants
- 41) Park, restaurants, Beach
- 42) Park
- 43) pain t bike lane lines on the new pavement on Main Street in Egg Harbor please
- 44) Northport Ferry, Village of Egg Harbor
- 45) North Ephraim to sister bay
- 46) North Ephraim businesses like SIP, Sister Bay marina area, Egg Harbor
- 47) No destination, just to use it
- 48) Murphy park, Peninsula Park and Pebble Beach
- 49) Murphy Park, Egg Harbor, sister Bay
- 50) Murphy County Park to Sister Bay
- 51) Mud Lake
- 52) Main Street Market, Peninsula State Park, Marina Park (Sister Bay)
- 53) Main Street Market, Cupala House, Peninsula State Park
- 54) I like the concept of surveys, but this is a pointless survey and you will get no usable data, besides "people like bike paths."
- 55) Horseshoe Bay, Peninsula State Park, Heritage Lake
- 56) fish creek, ephraim, sister bay
- 57) Fish Creek, Ephraim and Baileys Harbor
- 58) Fish Creek, Edgewood Orchards gallery, Settlement Shops farmer's market
- 59) Fish Creek State Park, Newport State Park, Gills Rock, Anywhere with a friend!
- 60) Especially Egg Harbor, hard to find back roads to Egg Harbor
- 61) Equine trails- picnic areas, restaurant access from horseback - with a hitching post
- 62) equestrian
- 63) Ephraim, Fish Creek
- 64) Ephraim, Egg Harbor
- 65) Ephraim to Baileys Harbor
- 66) Ephraim public shore line area, State park outlook
- 67) Ephraim & North Ephraim businesses
- 68) Ellison Bay/Gills Rock. Fish Creek. Sister Bay.
- 69) Egg harbor, sister bay
- 70) Egg Harbor, Peninsula State Park, Fish Creek
- 71) Egg harbor, nicolette bay beach, fish creek
- 72) egg harbor, fish creek, sister bay
- 73) egg harbor, fish creek, ephraim, sister bay
- 74) Egg Harbor, Fish Creek, Ephraim

Destinations You Would Want to Visit Using the Trail (Continued)

- 75) Egg harbor, fish creek
- 76) egg harbor, bailey's harbor, sister bay
- 77) Egg Harbor Yatch Club, Wilsons, Sister bay yatch club
- 78) Egg Harbor to Peninsula Park (Bayside Tavern & Not Licked Yet), Ephraim to Gills Rock (Wilson's & Island Orchard Cider)
- 79) Egg harbor to Ellison bay
- 80) Egg Harbor Marina, downtown Sister Bay
- 81) egg harbor fish creek sister bay
- 82) Egg Harbor Beach, YMCA, Wilson's
- 83) Egg Harbor Beach, marina, village of egg harbor
- 84) Egg harbor - sister bay business and restaurants, peninsula park.
- 85) East side of door county, sturgeon Bay towards Algoma, along the bay shore
- 86) Downtown Ephraim, Downtown Egg Harbor
- 87) Downtown Egg Harbor, Fish Creek
- 88) Dove Tail Bar and Grill , Al Johnson's , Sip and Klaud's Kitchen
- 89) Connect to state parks, beaches
- 90) Connect the communities off road as much as possible.
- 91) Caseys AC Tap, Bayside Blue
- 92) Burton's on the Green / Egg Harbor Beach
- 93) Beer loop? Coffee shop, mostly recreational with place to eat or drink easily accessible
- 94) Beaches and parks
- 95) Beaches
- 96) beach, shops
- 97) Bars, restaurants, coffee shops, water front
- 98) Bailles Harbor. Kangaroo Lake,
- 99) Anywhere
- 100) Any place that is easily reached where I can stop and rest both my mini horse and myself
- 101) Any beach along the way
- 102) all the way to the ferry dock!

Open House Property Owner Invite, Press Release, and Attendance



Dear Property Owner,

We are the project staff at Bay-Lake Regional Planning Commission, a northeast Wisconsin governmental organization serving counties and municipalities in the region since 1972. We are extending an invitation for you to learn more about our most recent project in Door County: the *Bayshore Connectivity Trail Feasibility Study*. We have chosen to personally invite you because your property is situated within the vicinity of the proposed potential trail. Your feedback and support is valuable in determining the future of multiuse trails in Door County.

The *Bayshore Connectivity Trail Feasibility Study*, more simply known as the *Bayshore Trail*, results from years of community discussion regarding a multipurpose trail in northern Door County. It aims to blend local input into a comprehensive transportation plan and envisions the development of a 16-mile active transportation trail system. The study will conclude at the end of this year with a proposed path connecting the northern end of the Village of Egg Harbor to the southern end of the Village of Sister Bay. Communities within the study area are working in collaboration with entities such as Bay-Lake Regional Planning Commission, Peninsula State Park, Gibraltar School District, and the Wisconsin Department of Transportation to help unite neighboring communities via this shared pathway. The funding for this study was secured through a WisDOT TAP grant.

Outreach for the Bayshore Trail Feasibility Study began in the Spring of 2024 and will conclude with four open houses. The same information will be shared at each session, details below:

Open House Sessions 1 and 2

DATE: Wednesday, August 27th, 2025

TIME: 11am-1pm hosted by Bay-Lake RPC, and 5pm-7pm hosted by the Town of Gibraltar

LOCATION: Town of Gibraltar Old Town Hall, 4176 Maple St, Fish Creek, WI 54212

Open House Sessions 3 and 4

DATE: Friday, September 26th, 2025

TIME: 11am-1pm hosted by Bay-Lake RPC, and 5pm-7pm hosted by the Town of Gibraltar

LOCATION: Town of Gibraltar Old Town Hall, 4176 Maple St, Fish Creek, WI 54212

If you wish to learn more about the project, or have any questions prior to the meetings, please visit our project website: bayshoretrail-doorcounty-baylakerpc.hub.arcgis.com

We look forward to you joining us.

Sincerely,

Lydia Bernhoff
Environmental Planner
Bay-Lake Regional Planning Commission

1861 Nimitz Dr, De Pere, WI 54115 | Phone: 920-448-2820 | Email: letsplan@baylakerpc.org | www.baylakerpc.org
Serving Northeast Wisconsin Since 1972

Peninsula Pulse Event:

Event Title: Bayshore Connectivity Trail Feasibility Study Open House (Bayshore Trail Study Open House)

The Town of Gibraltar and the Bay-Lake Regional Planning Commission are hosting four interactive open houses for the Bayshore Connectivity Trail Feasibility Study to garner feedback and engage with community members.

Open houses will be held at the Gibraltar Old Town Hall (4176 Maple St, Fish Creek WI, 54212) between 11am-1pm and 5-7pm on Wednesday, August 27th, 2025, and Friday, September 26th. Both times will be held on both dates. The same information will be shared at each open house.

For more information about the Bayshore Connectivity Trail Feasibility Study visit <https://bayshoretrail-doorcounty-baylakerpc.hub.arcgis.com/>

Peninsula Pulse Press Release:

Release Title: Town of Gibraltar to Host Open House for Trail Study

The Town of Gibraltar and the Bay-Lake Regional Planning Commission invite the public to join them at four open houses for the Bayshore Connectivity Trail Feasibility Study. Open houses will be held at the Gibraltar Old Town Hall (4176 Maple St, Fish Creek WI, 54212) on Wednesday, August 27th from 11am-1pm and 5pm-7pm, then again on Friday, September 26th from 11am-1pm and 5pm-7pm. The same information will be shared at each open house. The study assesses a variety of factors affecting the feasibility of constructing a multi-purpose trail which connects Egg Harbor, Fish Creek, Ephraim, and Sister Bay.

The study stems from years of community discussion regarding a multi-purpose trail in northern Door County. It aims to blend local input into a comprehensive transportation plan and envisions the creation of a 16-mile active transportation system. The study will conclude with a proposed path connecting the northern end of the Village of Egg Harbor to the southern end of the Village of Sister Bay. Communities within the study area have worked with stakeholders such as the Bay-Lake Regional Planning Commission, Peninsula State Park, Gibraltar Area School District, and the Wisconsin Department of Transportation to help unite neighboring communities via this shared pathway. The study is funded through a WisDOT Transportation Alternatives Grant with a local match provided by the Town of Gibraltar.

Open House Partial Attendance (8/27/2025)

Bayshore Connectivity Trail Feasibility Study Open House

Wednesday, August 27th, 2025 | 11am-1pm; 5pm-7pm

Old Gibraltar Town Hall | 4176 Maple Street

Name	Community
Lydia Bernhoff	Bay-Lake RPC
Natalie Blackert	" "
Bryce Thompson	" "
Travis Thyssen	Town of Gibraltar
Susan Stauber	Door County Trails
Ann Johnson	Egg Harbor
David Lea	Fish Creek
Richard Ulrich	Door County Trails
Amanda Stuck	Destination Door County/DC Trails
Craig Charters	Door County Trails

Open House Sign-In (9/26/2025)

Bayshore Connectivity Trail Feasibility Study Open House

Friday, September 26th, 2025 | 11am-1pm; 5pm-7pm

Old Gibraltar Town Hall | 4176 Maple Street

Name	Community
Natalie Blackert-Hyde	Gibraltar
Mary Smythe	Sister Bay
Janice Buske	Fish Creek
Bruce Christensen	Fish Creek
Mary Quilly	Egg Harbor
Paul Blyth	"
Lydia Bernhoff	Bay-Lake RPC
Natalie Blackert	Bay-Lake RPC

Bayshore Connectivity Trail Feasibility Study Open House

Friday, September 26th, 2025 | 11am-1pm; 5pm-7pm

Old Gibraltar Town Hall | 4176 Maple Street

Name	Community
Claudia Christensen	Fish Creek / Gibraltar
Karen & Patricia Erickson	Fish Creek / Gibraltar
Ronalds Nelson	Fish Creek
Andrea Kinney-Jaquet	Fish Creek
Kathy & Stephen Rathe	Egg Harbor
Greg & Denise Stillman	Fish Creek
Dave & Penny Lea	Fish Creek
Jody & Jim Selsken	Fish Creek

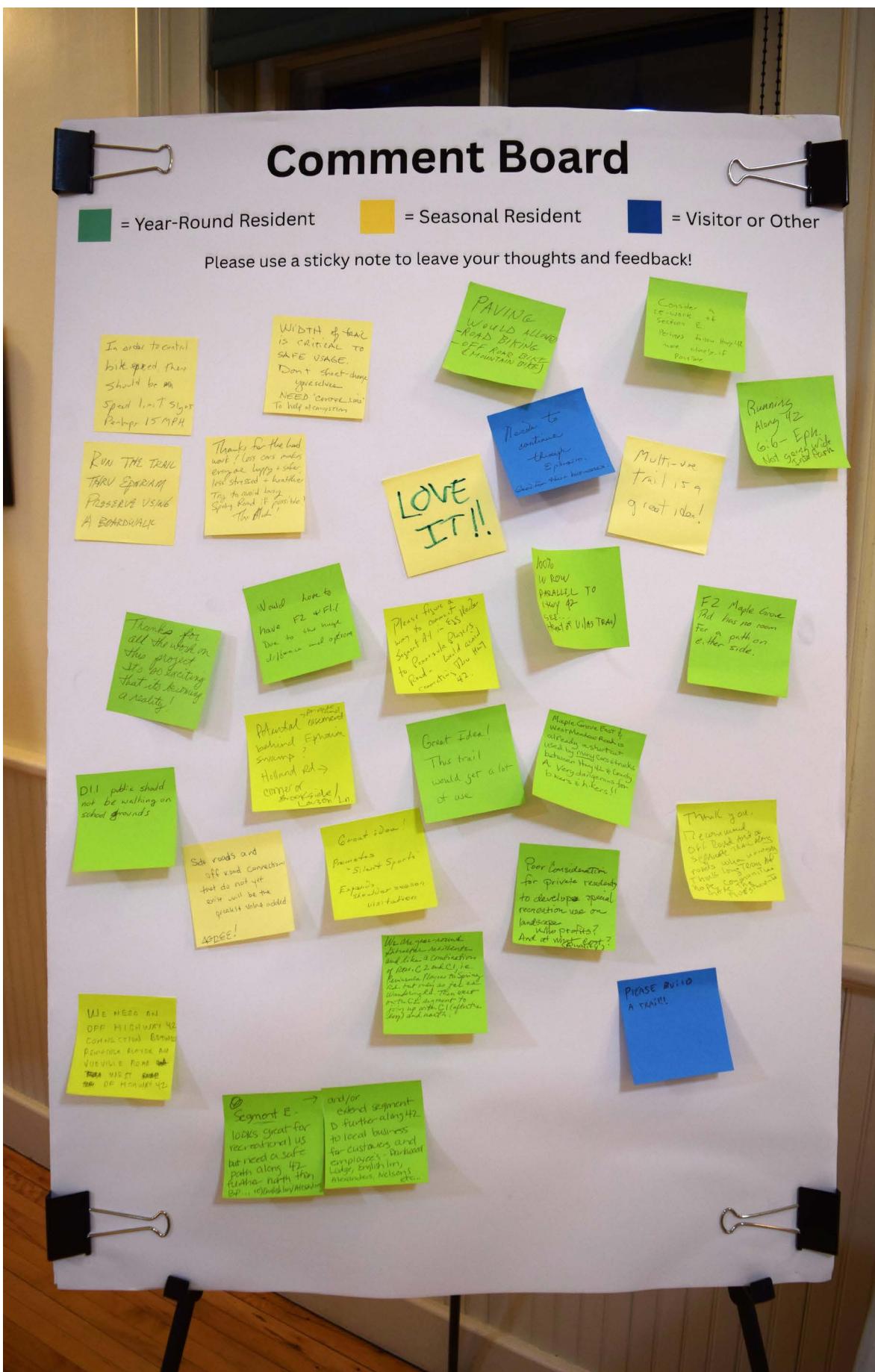
Bayshore Connectivity Trail Feasibility Study Open House

Friday, September 26th, 2025 | 11am-1pm; 5pm-7pm

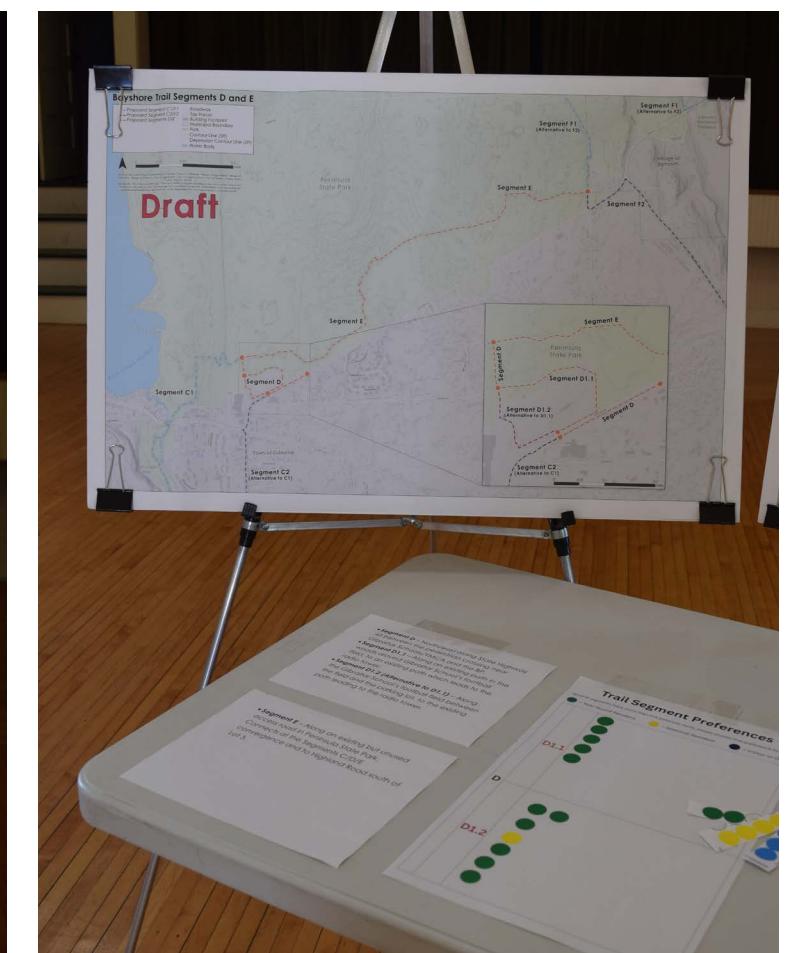
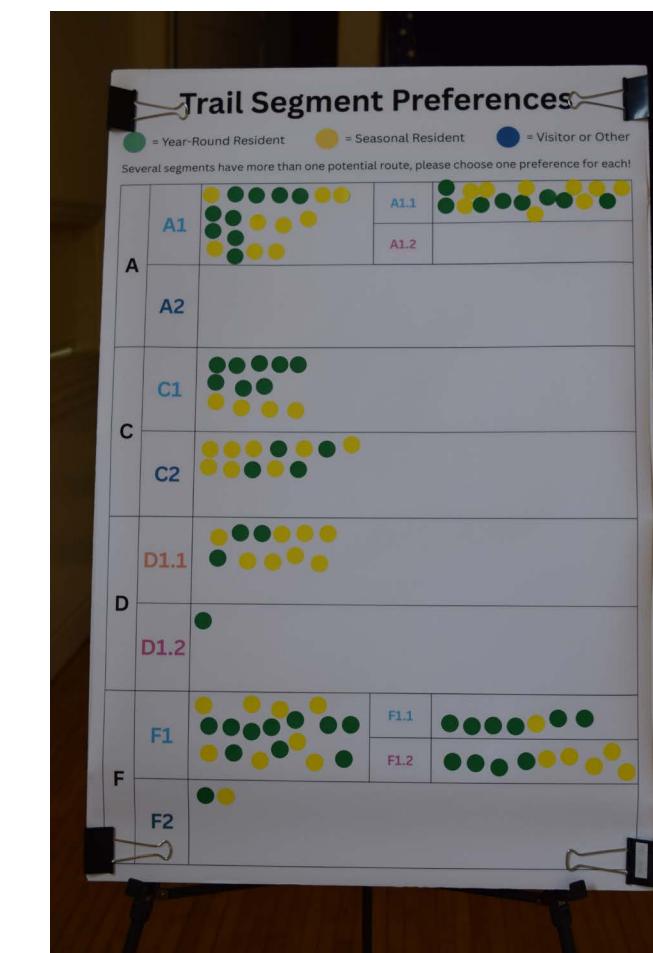
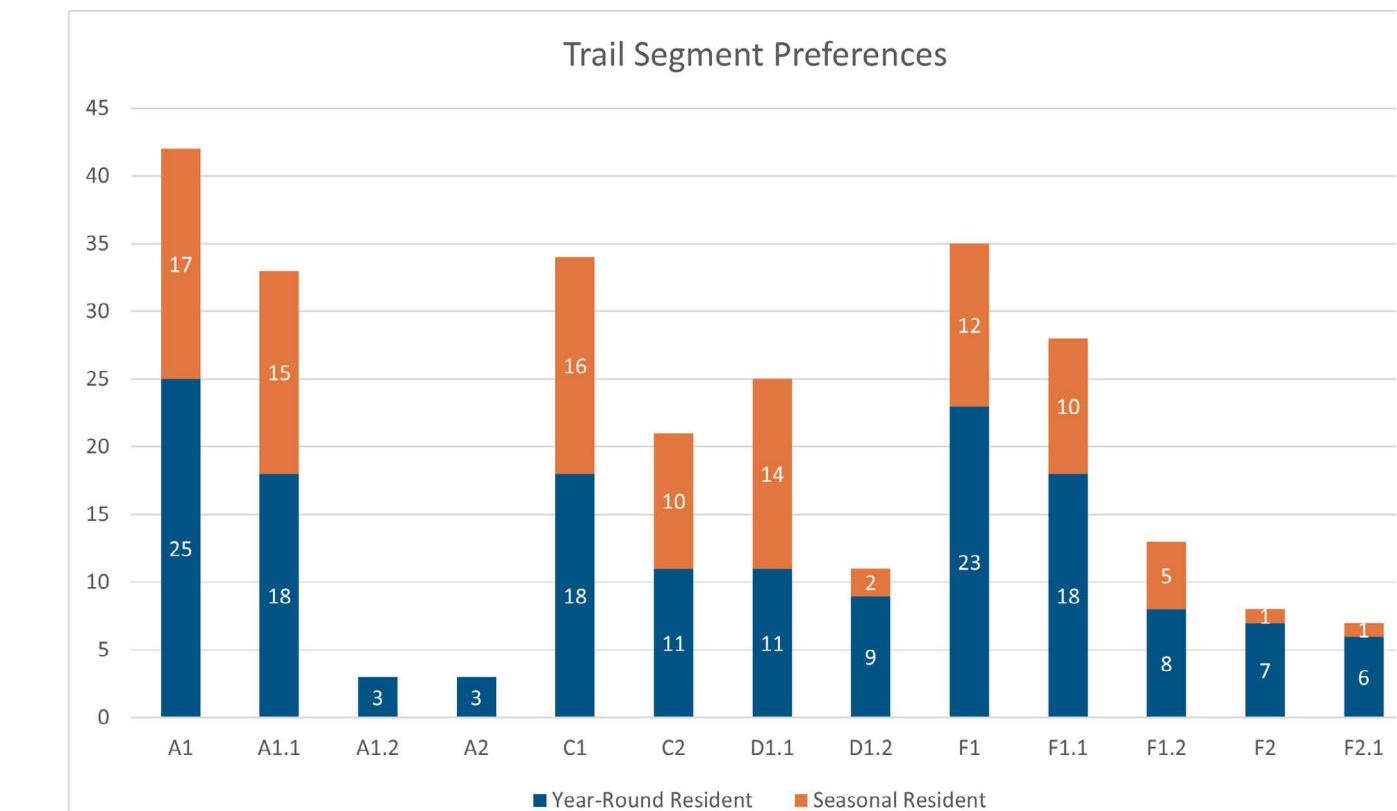
Old Gibraltar Town Hall | 4176 Maple Street

Name	Community
Thomas E. Gibson	Egg Harbor
RICK NELSON	NUDDVILLE
Becky Poehlman	Sturgeon Bay
Tom Beilmann	STURGEON BAY
Carole Anderson	Fish Creek
Jay Viste	Union
Gary & Karen Gruesen	Egg Harbor
John Jarosh	Jacksonport
Stafford Tyo	Fish Creek
Matt Ernst	Fish Creek
Mary Tull	Egg Harbor
Tim O'Connor	Fish Creek
Wanda Medline	Fish Creek
Rolf Hanson	Fish Creek
Diane Walter	Sister Bay
Dennis Potts	Fish Creek
Janet Perrymann	Fish Creek
Kathleen & Ray Euchs	Fish Creek - HMB
Joan Gennie Crow	Sister Bay

Open House Comment Board



Open House Trail Segment Preferences



Appendix E Supplemental Maps

Some maps created as part of this project are relevant to the planning process, but do not fit well into the plan document. These are deemed supplementary and are included in this appendix.

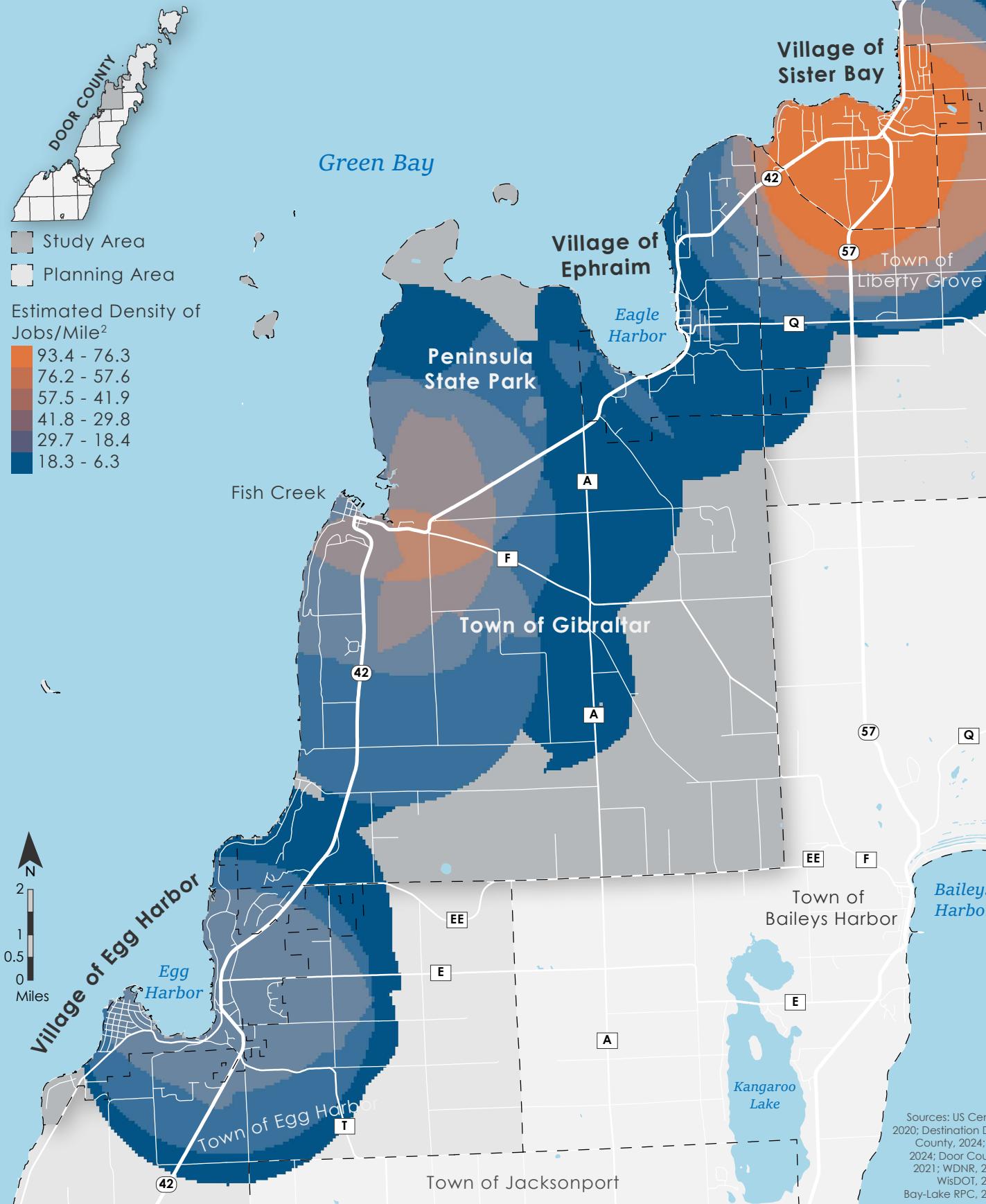
This appendix contains the following maps:

- 5.25 Slope
- 5.26 Employment Density
- 5.27 Lodging Density
- 5.28 Parks and Recreation Density
- 5.29 Population Density
- 5.30 Restaurant and Shopping Density



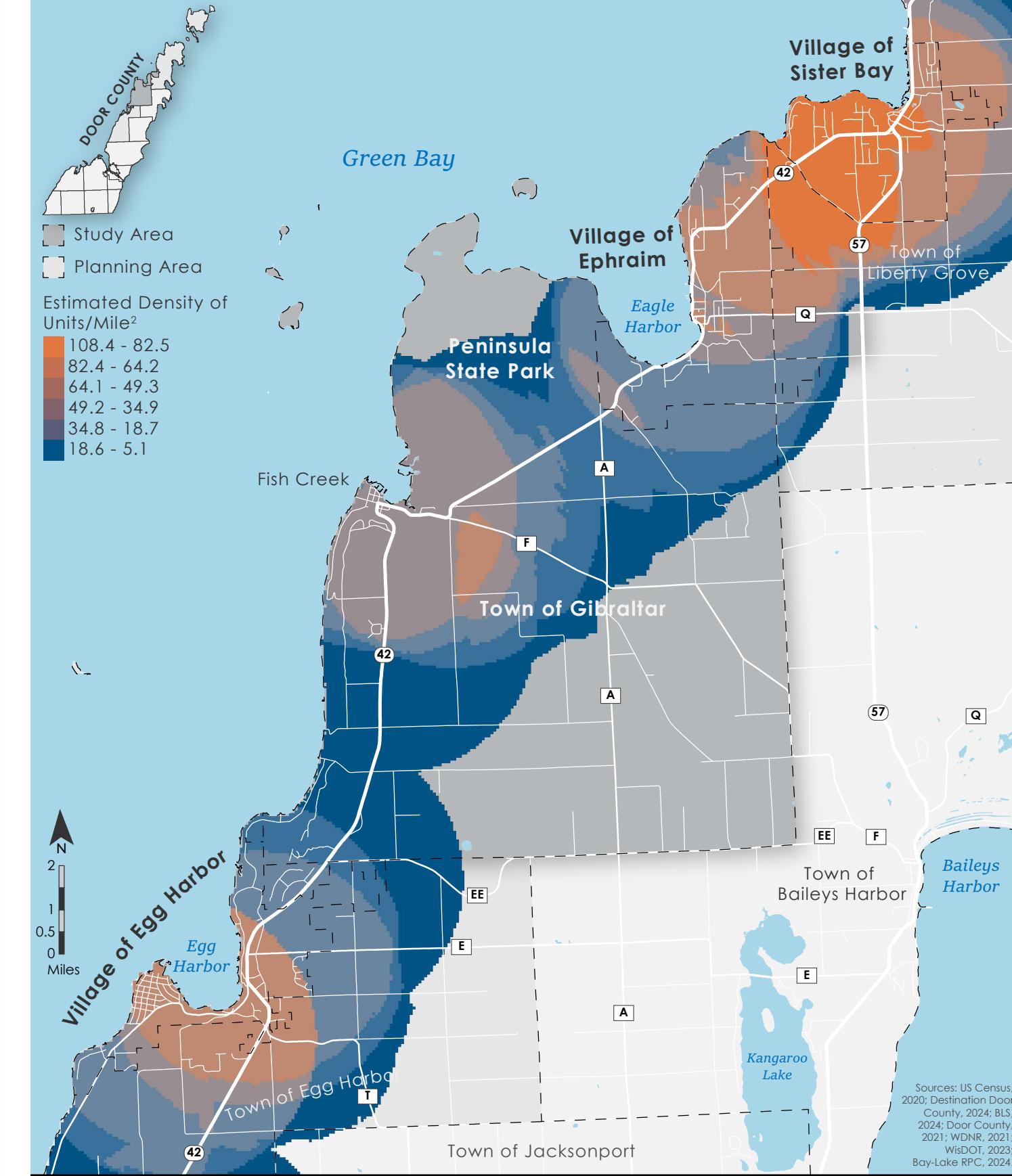
Employment Density

Map 5.26



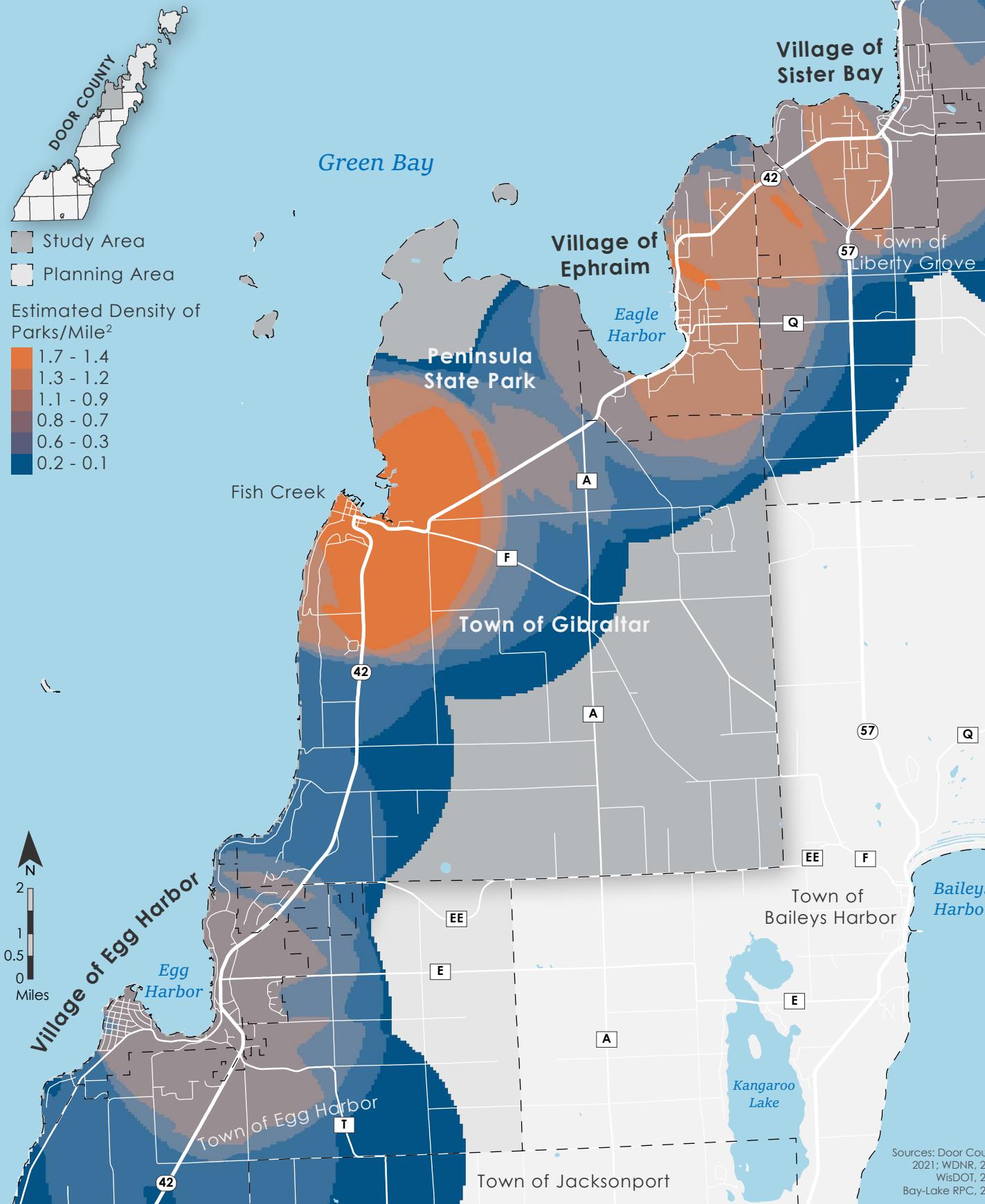
Lodging Density

Map 5.27



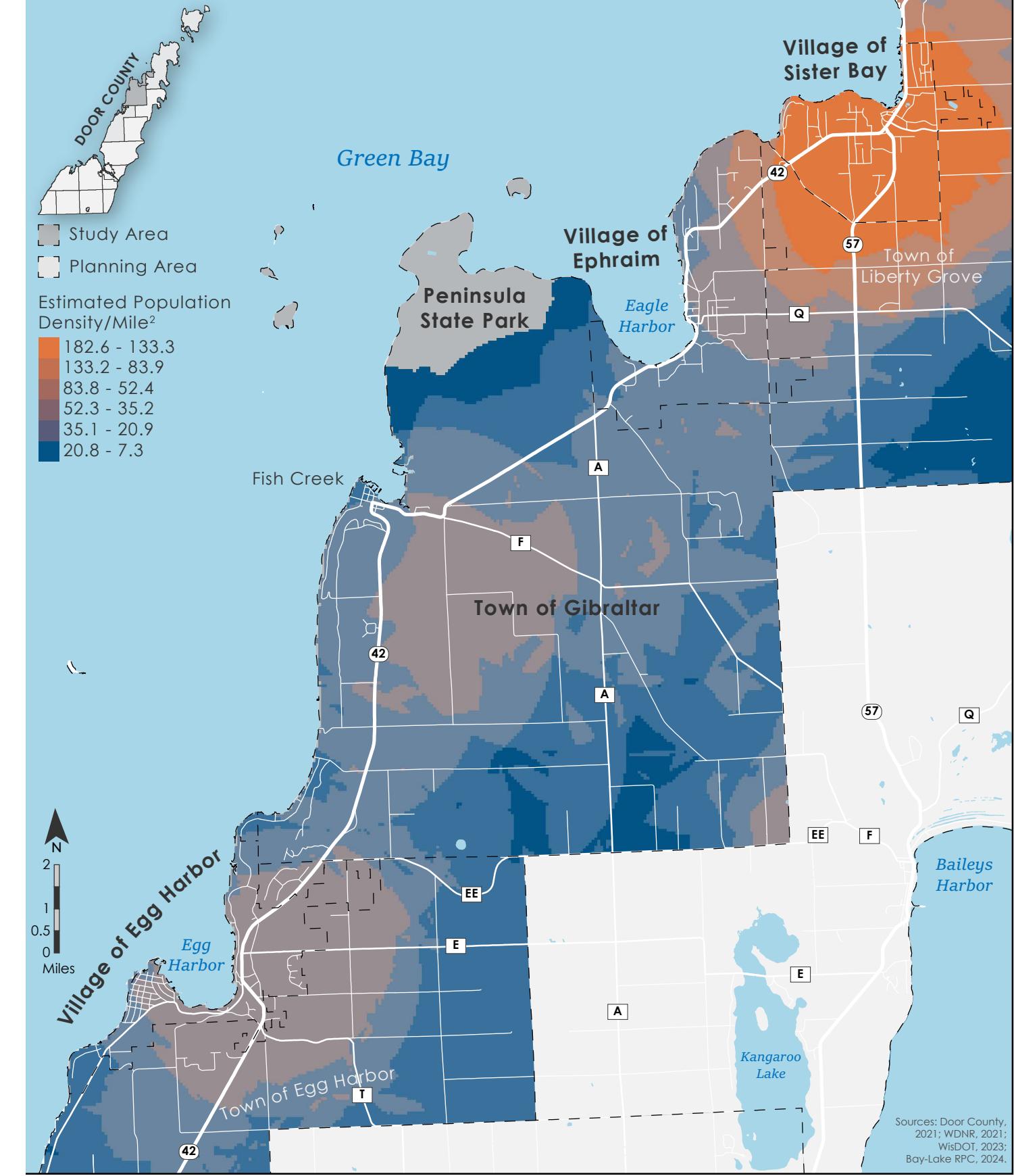
Parks and Recreation Density

Map 5.28



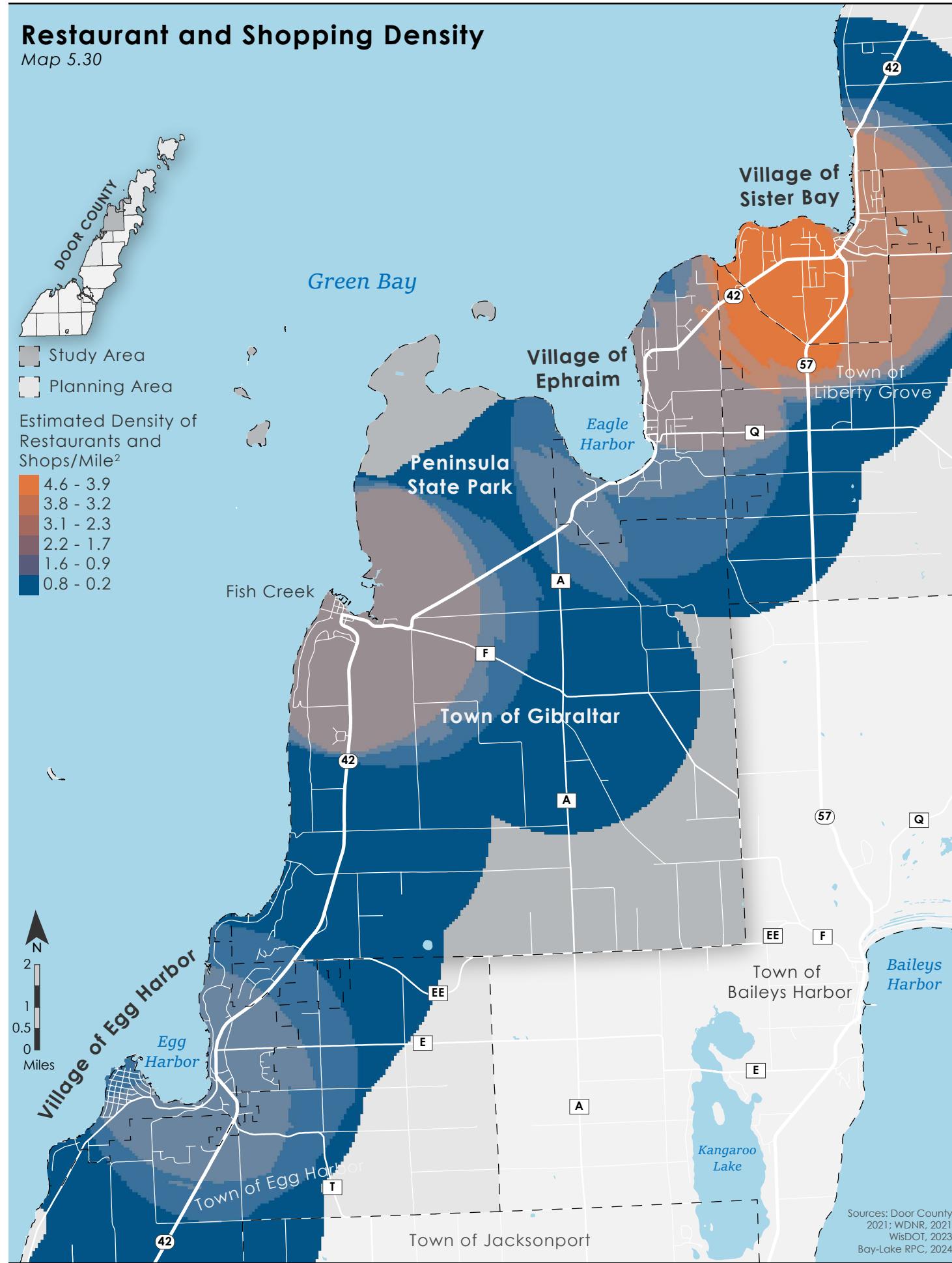
Population Density

Map 5.29



Restaurant and Shopping Density

Map 5.30



Page left intentionally blank.

**Prepared for the Town of Gibraltar, Door County, WI
by Bay-Lake Regional Planning Commission**

2023-2025