



COMPREHENSIVE PLAN UPDATE



ORDINANCE NO. 1249-0310

WHEREAS, the City of Sturgeon Bay is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes; and

WHEREAS, the City of Sturgeon Bay Plan Commission has prepared a Comprehensive Plan for the City in accordance with adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes; and

WHEREAS, the Plan Commission of the City of Sturgeon Bay, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the adoption of the document entitled "City of Sturgeon Bay Comprehensive Plan" containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the City of Sturgeon Bay has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

NOW, THEREFORE, BE IT HEREBY RESOLVED the Common Council of the City of Sturgeon Bay, Wisconsin, ordains as follows:

SECTION 1: By the enactment of this ordinance, the document entitled "The City of Sturgeon Bay Comprehensive Plan" is formally adopted, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes. Said document consists of the City of Sturgeon Bay Draft Comprehensive Plan dated November, 2009; the memorandum of updates to the City of Sturgeon Bay Comprehensive Plan dated February 2, 2010; and updated maps as of February 5, 2010.

SECTION 2: This ordinance shall take effect on the day after its publication.

Approved: Thomas D. Voegele, Mayor

Attest: Stephanie Reinhardt, City Clerk

Date of 1st Reading: 02/16/10

Date of 2nd Reading: 03/02/10

Adoption: 03/02/10

Publication: 03/06/10

Effective Date: 03/07/10

ACKNOWLEDGEMENTS

MAYOR

Thomas D. Voegele

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Alderman Thomas R. Benzshawel Alderman Ronald A. Vandertie
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Alderman John C. Lodi

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Special thanks to many other City staff members, governmental jurisdictions, various organizations, and interested citizens who spent time assisting with various facets of this project.

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Chapter 1

INTRODUCTION

The original City of Sturgeon Bay Comprehensive Plan dates back to 1969 and was prepared by the Wisconsin Department of Community Affairs. Updated versions of this original plan were adopted in 1979 and 1990.

More recently, the City of Sturgeon Bay has taken a fresh look at comprehensive planning in the community. The City of Sturgeon Bay Comprehensive Plan, written by Trkla, Pettigrew, Allen, & Payne, Inc. (TPAP), was adopted in February 2001. This Plan was well underway when the State of Wisconsin passed legislation altering the requirements of comprehensive planning in the state. Therefore, the 2001 Comprehensive Plan needs to be updated in order to meet all of the requirements of Wisconsin's comprehensive planning law (State Statute 66.1001).

This comprehensive plan - *City of Sturgeon Bay Comprehensive Plan Update* - serves as an update to the 2001 Plan. It builds upon many of the recommendations developed by the community, including goals and objectives, while ensuring that the City's adopted Comprehensive Plan will be in compliance with State Statutes. The Comprehensive Plan Update also identifies new issues and opportunities within the community and provides detailed recommendations for key locations within Sturgeon Bay.

From this point forward, all references to the “Plan” will refer to this document, *City of Sturgeon Bay Comprehensive Plan Update*, unless noted otherwise.

COMPREHENSIVE PLAN UPDATE: PLANNING PROCESS

The *City of Sturgeon Bay Comprehensive Plan Update* was developed through the combined effort of consultants, City staff, elected officials, residents, and property owners. Formulated over 2 years, the Plan establishes a logical set of guidelines and development policies to guide public and private development within the community over the next 20 years. Unlike many other laws and regulations of the City, the Plan is intended to be flexible and adaptive over time. This is necessary for the simple reason that the future cannot always be foreseen. However, without the benefit of a detailed statement of community aspirations for the future, consensus would be difficult to achieve. The Plan aims to serve this purpose.

During the development of the Plan, the City was considered as a whole with emphasis on target areas to allow for greater control and preservation of community character. The Plan recommendations are intended to be compatible with the uses and goals of the community and support the long-term success of the City. The process included numerous venues to gather public input including:

- 24 Plan Commission Meetings
- 5 Common Council Meetings
- Public Open House (October 2009)
- Visioning Workshop (March 2008)
- Public Hearing (December 2009)
- Key Person Interviews (April 2008)
- Community-wide survey (April 2008)

All factors of community vitality are explored in the Comprehensive Plan Update, including social, economic, and physical aspects. Implementation cannot be successful when a community is defined by its physical attributes alone. Healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for residents.

- Social issues include those which give the City its character – gathering areas, civic identity, and the “small town” feeling.
- Economic influences include the creation of jobs, balance of City expenses and revenue, and land value influenced by natural amenities and water quality.

- Physical factors include the actual development of the land — how it looks and feels, what types of development are allowed, and where the development is located.

These factors are integral to the sustainable health of the community, otherwise known as the “Triple Bottom Line” of sustainability - People (factors relating to equity and social health of the community), Planet (factors relating to the environment and physical form of the community), and Profit (factors relating to the economic vitality of the community).

With the guidance of the *City of Sturgeon Bay Comprehensive Plan Update*, the City will be better prepared to make sound decisions into the future. The Plan is a legally adopted tool for guiding future land use, zoning, subdivision, and other regulatory decisions in the City of Sturgeon Bay, as well as a guide for establishing community-wide policies and programs and enhancing the City’s sustainable practices.

COMPREHENSIVE PLANNING IN WISCONSIN

In October 1999, the Wisconsin Legislature enacted a new comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes. The new requirements supplement earlier provisions in the Statutes for the preparation of county development plans (Section 59.69(3) of the Statutes) and local master plans (Section 62.23 of the Statutes). The new requirements, which are often referred to as the “Smart Growth” law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The comprehensive planning law effectively requires that comprehensive plans be completed and adopted by the governing bodies of counties, cities, villages, and towns prior to January 1, 2010, in order for a County or local government to engage in zoning, subdivision control, and other land use related regulations and activities.

According to State Statute, a comprehensive plan is required to address nine elements: Issues and Opportunities; Agricultural, Natural and Cultural Facilities; Housing; Economic Development; Transportation; Utilities and Community Facilities; Land Use; Intergovernmental Cooperation; and Implementation.

Public participation is also required at every stage of the comprehensive planning process including adoption of written procedures, broad notice provisions, the opportunity to review and comment on draft plans, and a required public hearing prior to plan adoption.

In addition to addressing the nine planning elements, State of Wisconsin set forth fourteen goals that need to be met in order to receive grant funding for the planning process. The fourteen planning goals are as follows:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and

rehabilitation of existing residential, commercial and industrial structures.

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

While the City of Sturgeon Bay did not receive a state-sponsored planning grant, the Comprehensive Plan Update strives to address each of the planning goals identified above. At the onset of the planning process, the City also placed a priority on identifying recommendations that truly support the concept of “smart growth.” In other words, the Comprehensive Plan Update places an emphasis on planning for the future in a physically, socially, and economically sustainable way - in addition to complying with Section 66.1001 of the State Statutes and addressing the fourteen goals of comprehensive planning.

Chapter 2

BACKGROUND

LOCATION & OVERVIEW

The City of Sturgeon Bay is the county seat of Door County, as well as the county's commercial and business center. Located at the midpoint of the Door County peninsula, the city shares boundaries with the Towns of Sturgeon Bay, Nasewaupée, and Sevastopol. Potawatomi State Park lies approximately one mile northwest of the City.

The City of Sturgeon Bay spans the northeast and southwest shores of the water body of the same name. The bay opens in the west to Green Bay and, since 1882, it has also connected to Lake Michigan via the Sturgeon Bay Ship Canal.

State Highways 42 and 57 are the two primary transportation arterials in the City of Sturgeon Bay. Highway 42 connects to Algoma, Kewaunee, and Manitowoc to the south; and to Egg Harbor, Ephraim, Peninsula State Park, Sister Bay, and the Washington Island ferry terminal to the north. Highway 57 connects to Green Bay to the south, and to Bailey's Harbor and Sister Bay to the north. Secondary arterials include County Roads B, C, S, T, TT, and U, connecting to various points within the county.

HISTORY

The lands currently comprising the City of Sturgeon Bay provided a relatively short portage route between Green Bay and Lake Michigan, thus the location was frequented by numerous Native American tribes including the Menominee, Ho-Chunk, Outagamie, Iroquois, Sauk, Ottawa, Ojibwe, and Potawatomi. Early Jesuit missionaries referred to this portage route as 'La Portage des Esturgeons,' which is attributed to the proliferation of sturgeons in the area. It is believed the construction of the ship canal in 1882 changed the aquatic habitat and, consequently, reduced the number of sturgeons in later years.

Door County's first permanent European settler was New York state native, Increase Claflin (born in 1795). Claflin settled at Little Sturgeon Bay (approximately five miles west of the current city) in 1835. Oliver Perry Graham settled in the Sturgeon Bay area in 1848, and the first house built in what is now the City of Sturgeon Bay was constructed on the waterfront in 1850, on what is now Pennsylvania Avenue. The first sawmill was built in 1853 and Robert Graham platted the settlement in 1855. By 1862 the settlement's population had grown to over two hundred, served by a public school. Originally known as Graham, and later as Otumba, the county board renamed the settlement Sturgeon Bay in 1860. Sturgeon Bay was organized as a village in 1874 and incorporated as a city in 1883, with Charles Scofield as the first mayor. The City of Sturgeon Bay absorbed the Village of Sawyer on the west side of the bay in 1891.

In 1857, roads were cut through the forests connecting the settlement to Egg Harbor and the City of Green Bay. Ferry service across the bay began in 1860, followed by a primitive steamboat known as the "the Ark" in 1870. Another steamship, called the Robert Noble, began ferry service in 1885. The first wooden bridge over the bay was constructed in 1895, and the current steel truss Michigan Street Bridge was built in 1930, providing a link between upper and lower Door County. The streets of the main business blocks were paved by 1928, and the city completed a water and sewer system in 1940.

The turning point in the history of Sturgeon Bay was the completion of the Sturgeon Bay Ship Canal in 1882. The canal utilized the Native American portage route to connect Green Bay to Lake Michigan. The canal cut 150 miles off trips from the City of Green Bay to Milwaukee and Chicago, while also sparing vessels a trip through the treacherous 'Death's Door' at the mouth of Green Bay. The canal greatly eased lumber shipment to other Great Lakes ports. First advocated by Joseph Harris in 1860 with construction commencing in 1872, the canal is over a mile long and is 160 feet wide. The federal government widened and deepened the entry into the canal in the 1940's, allowing the passage of larger ships that had previously been forced to circumvent the peninsula due to lowered water levels in Lake Michigan.

The construction of the canal enhanced Sturgeon Bay's maritime economy. Limestone extraction became an important local industry,

with five quarries providing stone throughout the Great Lakes. While shipbuilding was an occupation of some of Sturgeon Bay’s earliest occupants, the canal greatly increased shipping traffic through Sturgeon Bay, and the city’s shipbuilding industry exploded as a result. To this day, Sturgeon Bay remains a leader in commercial and luxury shipbuilding. Through the years, commercial fishing has been another important Sturgeon Bay industry.

Roots for another local industry were planted in 1895, when cherry orchards were first introduced to the Sturgeon Bay area following experiments by A.L. Hatch and E.S. Goff. Food processing and canning followed as another major industry. By the 1940’s, Sturgeon Bay was already well established as the commercial gateway to Door County’s burgeoning tourism industry.

GENERAL DEMOGRAPHIC PROFILE

Population

According to the 2000 U.S. Census, the City of Sturgeon Bay’s population was 9,473 (Figure 2-1). The estimated population in 2008 according to the Wisconsin Department of Administration (DOA) is 9,778, a 3.6% increase from 2000. Since 1990, the City of Sturgeon Bay has been growing more slowly than Door County as a whole. The population of Door County in 2000 was 27,961. The Wisconsin DOA estimate for Door County’s population in 2008 was 30,303, an increase of 8.4%. The population increase between 1990 and 2000 was 2.8% in the City of Sturgeon Bay compared to 8.8% in Door County.

Figure 2-1: Population

	POPULATION											
	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
1970	4,417,821	-	20,106	-	6,776	-	641	-	1,470	-	2,035	-
1980	4,705,642	6.5%	25,029	24.5%	8,847	30.6%	863	34.6%	1,899	29.2%	2,520	23.8%
1990	4,891,769	4.0%	25,690	2.6%	9,176	3.7%	895	3.7%	1,798	-5.3%	2,552	1.3%
2000	5,363,675	9.6%	27,961	8.8%	9,437	2.8%	865	-3.4%	1,873	4.2%	2,667	4.5%
2008 (estimate)	5,675,156	5.8%	30,303	8.4%	9,778	3.6%	890	2.9%	1,992	6.4%	2,871	7.6%

Source: WI DOA

The surrounding townships are also growing more slowly than Door County as a whole. Between 1990 and 2000, the Town of Sturgeon Bay’s population decreased 3.4%, the Town of Nasewaupée increased by 4.2%, and the Town of Sevastopol increased by 4.5%. The Town of Sturgeon Bay increased 2.9% in population between 2000 and 2008, while the Town of Nasewaupée increased 6.4%, and the Town of Sevastopol increased 7.6%.

These figures do not include the seasonal residents of Door County. More information regarding Door County's seasonal population is provided on pages 2-6 and 2-7.

Population Projections

The Wisconsin Department of Administration (DOA) provides population projections for Wisconsin counties and municipalities at five year increments through 2030. These projections show the City of Sturgeon Bay growing ever more slowly and then modestly decreasing in population beginning in 2025 (Figure 2-2). The City is projected to have a net increase in population of 0.046% from 2000 to 2030.

Figure 2-2: Population Projections

POPULATION PROJECTIONS													
	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol		
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	
2000	5,363,675	-	27,961	-	9,437	-	865	-	1,873	-	2,667	-	
2005	5,589,920	4.2%	29,402	5.2%	9,725	3.1%	890	2.9%	1,964	4.9%	2,811	5.4%	
2010	5,772,370	3.3%	30,204	2.7%	9,826	1.0%	893	0.3%	1,986	1.1%	2,867	2.0%	
2015	5,988,420	3.7%	31,110	3.0%	9,970	1.5%	899	0.7%	2,011	1.3%	2,934	2.3%	
2020	6,202,810	3.6%	31,832	2.3%	10,056	0.9%	900	0.1%	2,026	0.7%	2,983	1.7%	
2025	6,390,900	3.0%	32,193	1.1%	10,032	-0.2%	892	-0.9%	2,018	-0.4%	3,000	0.6%	
2030	6,541,180	2.4%	32,090	-0.3%	9,873	-1.6%	873	-2.1%	1,984	-1.7%	2,974	-0.9%	
Net		0.220		0.148		0.046		0.009		0.059		0.115	

Source: WI DOA

This pattern of decreasing growth followed by slight population loss was mirrored by two of the surrounding townships. The Town of Sturgeon Bay is projected to begin decreasing in population by 2025, with a net gain of 0.009% by 2030. The Town of Nasewaupée is also projected to begin decreasing in size by 2025, with a net gain of 0.059% in 2030. The Town of Sevastopol bucks the trend only slightly, modestly increasing in population through 2025 but decreasing to 2974 by 2030.

Alternative Population Projections

Bay-Lake Regional Planning Commission (BLRPC) has developed an alternative set of population projections for the northeastern Wisconsin region. Below are tables as they relate to the City of Sturgeon Bay, Door County, and the State of Wisconsin. Differences between these figures and those provided by the WI DOA can be attributed to methodological differences, as well as BLRPC's consideration of a broader range of regional factors.

Utilizing BLRPC's alternative figures (Figures 2-3, 2-4, and 2-5), the 2030 population projections for Sturgeon Bay range from a low of 9,527 residents to a more aggressive 10,411 residents.



Figure 2-3: Alternative Population Projections, Bay-Lake Regional Planning Commission

	State of Wisconsin		Door County		City of Sturgeon Bay	
	Total	% Change	Total	% Change	Total	% Change
1980	4,705,642	-	25,019	-	8,847	-
1990	4,891,769	4.0%	25,690	-	9,176	-
2000	5,363,715	9.6%	27,961	-	9,437	-
2005	5,647,000	5.3%	30,043	7.4%	10,036	6.3%
2010	5,596,279	-0.9%	29,841	-0.7%	9,866	-1.7%
2015	5,965,908	6.6%	31,509	5.6%	10,310	4.5%
2020	6,146,445	3.0%	31,668	0.5%	10,253	-0.6%
2025	6,311,388	2.7%	31,070	-1.9%	9,952	-2.9%
2030	6,453,265	2.2%	30,065	-3.2%	9,527	-4.3%
2035	6,685,830	3.6%	31,945	6.3%	10,013	5.1%
Net		0.246		0.142		0.061

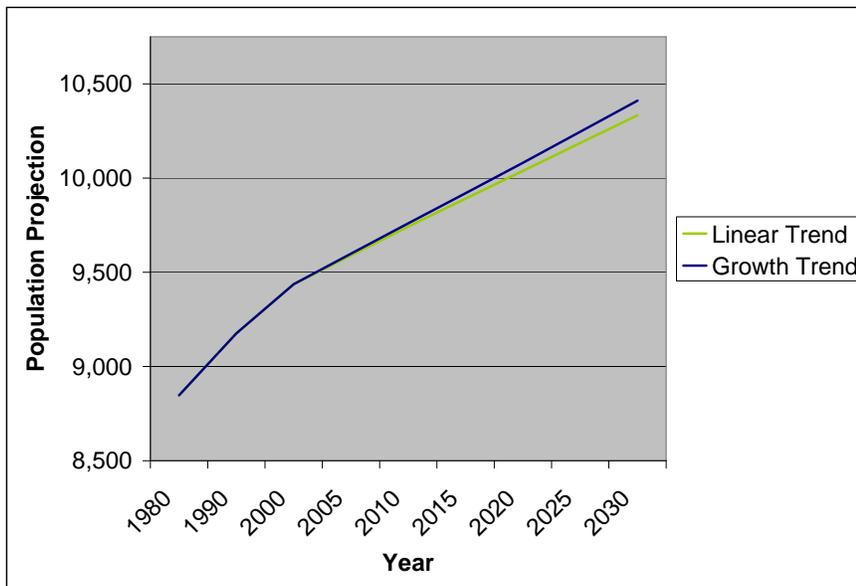
Source: Bay-Lake Regional Plan Commission

Figure 2-4: Alternative Population Projections for Sturgeon Bay, Bay-Lake Regional Planning Commission

	Linear Trend	Growth Trend
1980	8,847	8,847
1990	9,176	9,176
2000	9,437	9,437
2005	9,590	9,599
2010	9,743	9,760
2015	9,891	9,920
2020	10,038	10,081
2025	10,186	10,246
2030	10,333	10,411

Source: Bay-Lake Regional Plan Commission

Figure 2-5: Alternative Population Projections for Sturgeon Bay, Bay-Lake Regional Planning Commission



Seasonal Population

When considering the statistics provided in this section, it should be remembered that Door County experiences a substantial seasonal population fluctuation due to its status as a major tourist destination. This population has not been precisely quantified and it is not included in the population data for the county provided by the U.S. Census. The University of Wisconsin Extension at Door County conducted a study which estimated the extent of this seasonal population. The study was based on many assumptions and the author stated that the results should be used with caution. This study followed a three step process to analyze Door County's seasonal population.

First, an analysis of Door County's taxable retail and service sales in 1999, compared with the average taxable and retail sales per Wisconsin resident in 1999, suggested a seasonal population equivalent to an extra 19,949 year-round residents.

The study's second step was to determine the geographic distribution of the seasonal population. This was done by examining the location of hotel and motel rooms, campgrounds, and seasonal homes. For the purposes of the study, housing units listed as vacant in the U.S. Census were assumed to be seasonal homes. This may explain the high vacancy rates in Door County and in the townships surrounding the City of Sturgeon Bay. This system produced a table providing the percentage of the seasonal population estimated to be accommodated by each Door County municipality.

The third step of the study was to determine when the population visited Door County. Traffic counts were studied to analyze seasonal fluctuations in Door County traffic. Higher traffic counts for a given month were assumed to represent a greater amount of seasonal population.

According to the estimates of this study, the City of Sturgeon Bay experienced a surge in seasonal population that ranged from 0 people in January to 3,055 people in July in 1999 (Figure 2-6). The July figure represents a 32% increase over the permanent city population of 9,763 from the 2000 Census.

Figure 2-6: Season Population Estimates

	Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		Town of Sevastopol	
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
Population per 2000 Census	27,961		9,437		865		1,873		2,667	
January	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
February	5,634	20.1%	383	4.1%	102	11.8%	488	26.1%	285	10.7%
March	6,805	24.3%	463	4.9%	123	14.2%	589	31.4%	344	12.9%
April	11,890	42.5%	809	8.6%	215	24.9%	1,030	55.0%	601	22.5%
May	22,943	82.1%	1,561	16.5%	414	47.9%	1,987	106.1%	1,160	43.5%
June	30,944	110.7%	2,106	22.3%	559	64.6%	2,679	143.0%	1,565	58.7%
July	44,886	160.5%	3,055	32.4%	811	93.8%	3,886	207.5%	2,270	85.1%
August	40,999	146.6%	2,790	29.6%	740	85.5%	3,550	189.5%	2,074	77.8%
September	32,296	115.5%	2,198	23.3%	583	67.4%	2,796	149.3%	1,633	61.2%
October	26,582	95.1%	1,809	19.2%	480	55.5%	2,302	122.9%	1,344	50.4%
November	10,243	36.6%	697	7.4%	185	21.4%	887	47.4%	518	19.4%
December	6,930	24.8%	471	5.0%	125	14.5%	600	32.0%	350	13.1%

Source: Door County University Extension

Age

The City of Sturgeon Bay, Door County, and the surrounding townships had a similar age profile (Figure 2-7). The City was slightly younger with 26% of its population under the age of 20, compared to 23.6% in the Town of Sturgeon Bay, 23.3% in the Town of Nasewaupsee, and 24.5% in the Town of Sevastopol.

The City of Sturgeon Bay also has the highest percentage of its population over the age of 84, with a percentage of 3.3%, compared to 1.4% in the Town of Sturgeon Bay, and 1.2% in both the Town of Nasewaupsee and the Town of Sevastopol.

Figure 2-7: Age Distribution

AGE DISTRIBUTION

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
0-9	721,824	13.5%	2,997	10.7%	1,142	12.1%	61	7.1%	160	8.5%	251	9.4%
10-19	810,269	15.1%	3,768	13.5%	1,313	13.9%	143	16.5%	276	14.7%	403	15.1%
20-34	1,063,460	19.8%	3,796	13.6%	1,537	16.3%	89	10.3%	249	13.3%	307	11.5%
35-54	1,607,828	30.0%	8,788	31.4%	2,819	29.9%	329	38.0%	657	35.1%	886	33.2%
55-64	457,741	8.5%	3,377	12.1%	865	9.2%	96	11.1%	223	11.9%	364	13.6%
65-84	606,928	11.3%	4,545	16.3%	1,450	15.4%	135	15.6%	285	15.2%	423	15.9%
85+	95,625	1.8%	690	2.5%	311	3.3%	12	1.4%	23	1.2%	33	1.2%
Median Age	36.0	-	42.9	-	40.3	-	43.8	-	43.3	-	43.3	-

Source: U.S. Census Bureau, 2000 Census

Race

The racial characteristics of the City of Sturgeon Bay's population, as well as Door County, are homogenous (Figure 2-8). The City and County were predominantly white, with 97.2% of City of Sturgeon Bay residents occupying that category compared to 97.8% in Door County.

Figure 2-8: Racial Composition

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
White	4,769,857	88.9%	27,356	97.8%	9,175	97.2%	835	96.5%	1,826	97.5%	2,616	98.1%
African American	304,460	5.7%	53	0.2%	31	0.3%	0	0.0%	0	0.0%	1	0.0%
American Indian/Alaska Native	47,228	0.9%	183	0.7%	74	0.8%	20	2.3%	24	1.3%	8	0.3%
Asian	88,763	1.7%	81	0.3%	35	0.4%	1	0.1%	4	0.2%	5	0.2%
Native Hawaiian/Other Pacific Islander	1,630	0.0%	3	0.0%	2	0.0%	0	0.0%	1	0.1%	0	0.0%
Some Other Race Alone	84,842	1.6%	91	0.3%	43	0.5%	0	0.0%	3	0.2%	20	0.7%
Two or More Races	66,895	1.2%	194	0.7%	77	0.8%	9	1.0%	15	0.8%	17	0.6%

Source: U.S. Census Bureau, 2000.

Educational Attainment

Levels of educational attainment were similar in the City of Sturgeon Bay, Door County, and the surrounding townships with a few exceptions (Figure 2-9). The City of Sturgeon Bay contained a slightly higher percentage of persons without a high school diploma (14.0%) than Door County as a whole (12.2%). Percentages in this category varied in the surrounding townships from 9.0% in the Town of Sevastopol to 13.9% in the Town of Nasewaupée.

Figure 2-9: Educational Attainment

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Population 25 Years and Over	3,475,878	100%	20,062	100%	6,467	100%	653	100%	1,332	100%	1,964	100%
Less Than 9th Grade	186,125	5.4%	923	4.6%	393	6.1%	17	2.6%	67	5.0%	43	2.2%
9th to 12th (No Diploma)	332,292	9.6%	1,530	7.6%	512	7.9%	53	8.1%	118	8.9%	133	6.8%
High School Graduate	1,201,813	34.6%	7,741	38.6%	2,503	38.7%	253	38.7%	569	42.7%	722	36.8%
Some College or Associate's Degree	976,375	28.1%	5,574	27.8%	1,952	30.2%	210	32.2%	353	26.5%	620	31.6%
Bachelor or Graduate Degree	779,273	22.4%	4,294	21.4%	1,107	17.1%	120	18.4%	225	16.9%	446	22.7%

Source: U.S. Census Bureau, 2000.

The percentages of persons who attended college or completed a college degree were similar in the City of Sturgeon Bay (47.3%) and in Door County (49.2%). Percentages in the surrounding townships ranged from 43.4% in the Town of Nasewaupée to 54.3% in the Town of Sevastopol. Meanwhile, the percentage of college graduates was slightly lower in the City of Sturgeon Bay (17.1%) than in Door County (21.4%). The number of college graduates in the surrounding townships ranged from 16.9% in the Town of Nasewaupée to 22.7% in the Town of Sevastopol.



Household Income

The median household income in the City of Sturgeon Bay was \$31,935 in 1999 (Figure 2-10). This number is significantly lower than the adjacent communities, including the Towns of Sturgeon Bay (\$42,424), Nasewaupée (\$43,292), and Sevastopol (\$47,227). The City's median household income was also lower than Door County as a whole.

Nearly half of the households (45.1%) in the City earn between \$10,000 and \$34,999 per year.

Figure 2-10: Household Income

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Households	2,086,304	100%	11,811	100%	4,064	100%	357	100%	759	100%	1,095	100%
Less Than \$10,000	148,964	7.1%	824	7.0%	360	8.9%	29	8.1%	32	4.2%	55	5.0%
\$10,000 to \$34,999	662,296	31.7%	4,421	37.4%	1,833	45.1%	108	30.3%	271	35.7%	356	32.5%
\$35,000 to \$49,999	377,749	18.1%	2,208	18.7%	755	18.6%	70	19.6%	126	16.6%	185	16.9%
\$50,000 to \$74,999	474,299	22.7%	2,482	21.0%	651	16.0%	86	24.1%	203	26.7%	260	23.7%
\$75,000 to \$99,999	226,374	10.9%	855	7.2%	200	4.9%	23	6.4%	69	9.1%	107	9.8%
\$100,000 to \$149,999	133,719	6.4%	741	6.3%	208	5.1%	29	8.1%	48	6.3%	87	7.9%
\$150,000 to \$199,999	30,598	1.5%	122	1.0%	27	0.7%	4	1.1%	0	0.0%	12	1.1%
\$200,000+	32,305	1.5%	158	1.3%	30	0.7%	8	2.2%	10	1.3%	33	3.0%
Median Household Income	\$43,791	-	\$38,813	-	\$31,935	-	\$42,434	-	\$43,292	-	\$47,227	-

Source: U.S. Census Bureau, 2000.

Employment Status

Among the population age 16 and older in the City of Sturgeon Bay, 64.2% are in the labor force (Figure 2-11). Of those individuals, 4.2% are unemployed, which is higher than the adjacent townships and the County as a whole (3.5%).

Figure 2-11: Employment Status

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Population 16 Years and Over	4,157,030	100%	22,710	100%	7,588	100%	720	100%	1,505	100%	2,190	100%
In Labor Force	2,872,104	69.1%	14,711	64.8%	4,875	64.2%	480	66.7%	1,057	70.2%	1,470	67.1%
Civilian Labor Force (Employed)	2,734,925	65.8%	13,901	61.2%	4,547	59.9%	467	64.9%	1,016	67.5%	1,404	64.1%
Civilian Labor Force (Unemployed)	134,311	3.2%	794	3.5%	318	4.2%	9	1.3%	41	2.7%	66	3.0%
Armed Forces	2,868	0.1%	16	0.1%	10	0.1%	4	0.6%	0	0.0%	0	0.0%
Not in Labor Force	1,284,926	30.9%	7,999	35.2%	2,713	35.8%	240	33.3%	448	29.8%	720	32.9%

Source: U.S. Census Bureau, 2000.

Occupation

Occupational status considers individuals who are employed in the civilian labor force and are 16 years of age or older. Of these individuals in the City of Sturgeon Bay, 26.3% are employed in management and professional fields (Figure 2-12). Sales and office positions represent 25.3% of the City's labor force. The City of Sturgeon Bay's labor force also has strong representation in: production, transportation, and material moving occupations (19.7%); service occupations (15.8%); and construction, extraction, and maintenance occupations (11.1%). These numbers are comparable to both Door County and the surrounding townships.

Figure 2-12: Occupation

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Employed Civilian Population Age 16+	2,734,925	100%	13,901	100%	4,547	100%	467	100%	1,016	100%	1,404	100%
Management, Professional, & Related Occupations	857,205	31.3%	3,828	27.5%	1,196	26.3%	136	29.1%	263	25.9%	426	30.3%
Service Occupations	383,619	14.0%	2,172	15.6%	720	15.8%	56	12.0%	178	17.5%	168	12.0%
Sales and Office Occupation	690,360	25.2%	3,285	23.6%	1,152	25.3%	128	27.4%	197	19.4%	343	24.4%
Farming, Fishing, & Forestry Occupations	25,725	0.9%	267	1.9%	78	1.7%	5	1.1%	9	0.9%	37	2.6%
Construction, Extraction, & Maintenance Occupations	237,086	8.7%	1,847	13.3%	506	11.1%	62	13.3%	128	12.6%	174	12.4%
Production, Transportation, & Material Moving Occupations	540,930	19.8%	2,502	18.0%	895	19.7%	80	17.1%	241	23.7%	256	18.2%

Source: U.S. Census Bureau, 2000

PAST PLANNING INITIATIVES IN THE CITY

The original City of Sturgeon Bay Comprehensive Plan dates back to 1969 and was prepared by the Wisconsin Department of Community Affairs. Successor plans were adopted in 1979 and 1990. A 2001 update to the comprehensive plan was well underway when the State of Wisconsin passed legislation altering the requirements of comprehensive planning in the state. Therefore, the 2001 Comprehensive Plan needs to be updated in order to meet all of the requirements of Wisconsin Statute 66.1001.

Other planning efforts recently adopted by the City of Sturgeon Bay are identified below, including a brief description.

Door County Economic Adjustment Plan (2005)

Prepared by NorthStar Economics, Inc. and Grant Thornton, LLP, the Door County Economic Adjustment Plan identified economic goals for Door County to achieve over the next 5-10 years. The general economic goals established in the plan included:

- Create high paying year-round jobs by retaining and attracting a skilled workforce that will be a long-term competitive advantage to businesses in Door County.
- Grow and expand existing businesses and business cluster that have market and growth opportunities

- Tap into the visitor, seasonal resident and retiree populations as sources of entrepreneurship and new business formation.
- Establish economic development strategies that will reduce the seasonality of the County economy. Implement economic development strategies that create better balance in the Door County economy and are consistent with maintaining the quality of life and the natural environment.
- Create economic development and opportunity around future demographic trends in the County.
- Improve the county's basic physical and business infrastructure including bridges, telecommunications, capital formation, the power grid, business networks, and business support systems.
- Attract younger families as permanent residents of Door County to increase the talent pool, to create better balance in the future age distribution, and to maintain a high level of energy in the life of the County.

In addition to analyzing the economic condition of the County and identifying appropriate goals, the plan also identified a broad range of strategies and implementation priorities.

Sturgeon Bay Outdoor Recreation Plan (2006)

Written by the City of Sturgeon Bay Parks and Recreation Department and Community Development Director, the 2006 Sturgeon Bay Outdoor Recreation Plan aims to achieve the following objectives:

- Provide a basic document identifying and detailing a coordinated outdoor recreation program to meet the needs and demands of residents and visitors.
- Establish a rational basis for the provision of public recreation facilities based on appropriate standards, equivalent distribution in the City, established demand, and the protection of unique natural features.
- Coordinate the City's recreation program with those of providers of recreation, such as the schools to maximize public benefits.
- Provide the City with a period of eligibility for state and federal cost sharing assistance.

In addition to inventorying the existing park and recreation areas within the City, the plan includes an outdoor recreation needs analysis and recommendations over a 5-year time period.

Sturgeon Bay Stormwater Management Plan (2005)

The plan was drafted by Strategic Municipal Services, Inc. and looked at stormwater runoff problems and programs throughout the City. The Stormwater Management Plan included the development of an ordinance that required all new development to comply with the DNR guidelines for both volume and sediment reduction. The City adopted this ordinance in 2006 (see Chapter 33 of the Municipal Code), which requires new development to reduce its suspended soils by 80% (In-fill development by 40%) and reduce volume of runoff from the post-development 10-year storm rate down to the pre-development 2-year storm rate. The plan also developed the guidelines for the implementation of a Stormwater Utility and included an assessment of the City's current needs for stormwater management. It identified 19 different projects that the City could undertake to improve its stormwater management at an estimated cost of \$39 million.

Downtown Waterfront Subarea Development Plan (2003)

Prepared by the City's Community Development Director, the Downtown Waterfront Subarea Development Plan addresses future land use, development, transportation, and design issues within Downtown Sturgeon Bay. The plan is a companion to the overall Comprehensive Plan (2001) and identifies opportunities for the east and west sides of Downtown. A vision statement was also developed during this process, which identified those features that should be preserved, changed, or newly established.

Sturgeon Bay Utilities Municipal Wellhead Protection Plan (2003)

Prepared by Sturgeon Bay Utilities and Soil & Water Conservation Department, the Municipal Wellhead Protection Plan provides an inventory of the City and surrounding community's existing potable water resources. The plan delineates the protection areas necessary to preserve the existing wellheads, as well as a series of management strategies for their prolonged use. Strategies range from educational efforts and incentive programs to more detailed monitoring programs and regulations.

Sturgeon Bay Comprehensive Transportation Plan (2000)

Written by HNTB, the Sturgeon Bay Comprehensive Transportation Plan was developed to address four major transportation issues:

- Year 2025 functional roadway classification system;
- Southwest side sub-area transportation system needs, which included STH 42/57 west of Duluth Avenue;
- A Downtown bridge traffic circulation study review; and
- A safety analysis for selected intersections.

Many of these issues have since been addressed, including the establishment of a collector within the southwest side sub-area and the resolution of bridge circulation within the Downtown. Additional information about this planning document and its recommendations are incorporated into the Transportation chapter of this document (Chapter 7).

Planning studies and grants conducted in the City of Sturgeon Bay with the Bay Lakes Regional Planning Commission include the following:

- 1988 EDA Industrial Park Grant
- EDA Defense Adjustment 1994 and 1998
- 2001 Milfoil Advisory Committee
- 2001 Affordable Housing Sub-Committee
- 2004 CDBG-PF Grant Technical Assistance – Fire Station

Shipbuilder Cluster Master Plan

In 2004, Door County Economic Development Corporation worked with the City of Sturgeon Bay, Bay Shipbuilding Company, and Palmer Johnson Yachts to complete the Sturgeon Bay Shipbuilding Cluster Master Plan. The plan provides a blueprint for the future growth and expansion of the shipbuilding industry in Sturgeon Bay.

The plan calls for substantial investment in equipment, infrastructure and building facilities, including upgrading the ship lift system both companies currently use. The projected capital cost for the plan totals more than \$50 million, which includes improvements such as dock walls, lift system, utilities, production facilities and parking. Phase I projects total almost \$30 Million.

Together, the two shipbuilder's project that implementation of the Shipbuilding Cluster Master Plan will contribute to the retention of almost 1000 jobs and the creation of 600 new jobs. Indirect employment by local suppliers would add another 390 jobs. The annual local economic impact of the shipbuilding cluster is projected to increase from \$56.4 million to more than \$91 million.

In February 2005, Wisconsin Governor Doyle pledged state support totaling \$9.2 Million to the cost of implementing phase one of the Shipyard Cluster Master Plan.

Bay Shipbuilding Company is currently completing work on the design and finance plans for the new ship lift system and recently completed new facilities to house the pipe shop, machine shop and training center. Implementation of this coordinated public/private shipbuilding cluster plan will help insure the continued growth of this vital industry in the community.

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Chapter 3

COMMUNITY ISSUES, PREFERENCES, & GOALS

COMMUNITY CHARACTER

Community character is a descriptive term that refers to distinctive features of a particular place. Typical attributes of an area that delineate “community character” include: historic architecture, neighborhood scale, natural resources, or human-scaled public amenities and/or spaces. Since the definition of “character” is influenced by human values and perceptions, the term is difficult to define. However, “preservation of community character” is a common urban planning goal for municipalities. As the largest community within Door County and the primary service destination for the surrounding area, Sturgeon Bay experiences challenges related to preservation of its small-town character while accommodating new development.

Sturgeon Bay’s character is diverse, with urban densities and intensities varying throughout the City’s 11.3 square-mile area. Portions of Sturgeon Bay are more rural in nature - particularly in the southeastern quadrant, while other areas are more intensely-developed. “Character” is frequently defined by pointing to an example, such as: a primary environmental corridor, agricultural tracts, specific neighborhoods, the waterfront, the Downtown, or Egg Harbor Road. There may be numerous

*“ residents identify
the small-town
character of
Sturgeon Bay as
a highly valued
community asset ”*

perspectives on community character that range from urban to suburban to pastoral.

To a large degree, residents identify the small-town character as a highly valued community asset that encompasses landscapes, economies and ways of life. More than 90% of the Community Survey participants identified “community character and atmosphere” as having the greatest influence on the quality of life in Sturgeon Bay. Further many of the highest ranked images in the Design Preference Survey also supported a small-town character and development vision. While “small-town” is also a complex term to explain, it suggests a community with strong neighborhoods, smaller-scale retail districts, and an active town center. At the same time, open spaces and more rural qualities also play a significant role.

The fundamental quality of small-town character is a balance between development and open space. The community is more intensely-developed within the core, yet remains walkable, is built to a smaller, pedestrian scale, and includes significant public spaces. Conversely, open space is more dominant along the outskirts of the community. There is limited development, environmental features are preserved, and the land is generally more rural in nature.

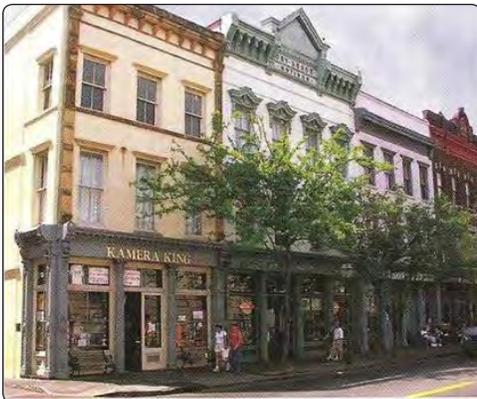
For most residents, the small-town character of Sturgeon Bay is prized for its history, community values, and visual quality. Preservation of the small-town character generates competition between the need to preserve historic and natural resources and accommodating residential, business and industrial development. Therefore, preserving the essential components of Sturgeon Bay’s character will be considered in formulation of actions and strategies of this comprehensive plan.

DESIGN PREFERENCE SURVEY: DEFINING COMMUNITY CHARACTER

Part of the public participation process included a Design Preference Survey, which gathered input on a variety of physical and environmental issues. These issues included building types, landscaping, open spaces, road design, signage, and parking. Members of the community scored the images based on whether the elements presented were desirable or undesirable for Sturgeon Bay. After they finished ranking the images, a listening session was held to help clarify what was preferable or not preferable about each of the images. The following provides a summary of the issues and concerns surrounding each discussion topic:

COMMERCIAL RETAIL CHARACTER: MAIN STREET

Highest Rated Images



Lowest Rated Images



Residents selected images on the left as their three highest rated images for Main Street Commercial character. Preferred images typically exhibited specific features desired by participants in the survey, including significant landscaping features integrated into site plans, traditional architecture, heights of two stories or less, and pedestrian features. The images on the right were ranked as the three lowest rated images. Buildings with blank, unarticulated faces and limited landscaping were generally disliked due to their lack of detail.

COMMERCIAL RETAIL CHARACTER: ROADSIDE

Highest Rated Images



Lowest Rated Images



The highest rated images for Roadside Commercial character were similar to Main Street Commercial. Desired characteristics included significant landscaping features integrated into site plans, detailed architecture, heights of two stories or less, and adjacent parking with features to minimize its visual impact. Buildings with blank, unarticulated faces and limited landscaping were generally disliked due to their lack of detail. Expansive parking lots without landscaping islands or pedestrian pathways were also among the lowest rated images.

COMMERCIAL OFFICE CHARACTER

Highest Rated Images



Lowest Rated Images



The results for Commercial Office showed a lot of variation in what residents liked and disliked. As with the Commercial Retail categories, preferred images typically had significant landscaping features and more traditional architecture. A range of building heights were present in the highest rated images, including: a multi-story, mixed-use building; a mid-scale office building with significant articulation; and a large two-story office building with significant glazing (windows). Participants disliked buildings perceived as “modern” and indicated the style would not fit within the community. Parking lots without landscaping and office buildings without a clear street presence also received lower ratings.

INSTITUTIONAL CHARACTER

Highest Rated Images



Lowest Rated Images



Highly rated institutional images featured well-kept landscaped areas. Mature trees were preferred but younger trees were accepted as well. Traditional architecture was preferred, but a small contemporary building was also desirable for an institutional. Natural materials, such as brick and stone also appeared to be preferred. The contemporary building set in a natural area was rated poorly, as well as images with minimal landscaping.

RESIDENTIAL CHARACTER: SINGLE-FAMILY

Highest Rated Images



Lowest Rated Images



Preferred single-family residential images tended to exhibit well maintained landscaping on larger lots. Larger homes generally ranked higher, but architectural features, such as porches, seemed to not impact ratings significantly. Images with street trees tended to be more well-liked. Houses on smaller lots that were close to the street and sidewalk were not preferred. Sidewalks, however, did appear in both preferred and disliked images.

RESIDENTIAL CHARACTER: MULTI-FAMILY

Highest Rated Images



Lowest Rated Images



Multi-family buildings were preferred if located on well landscaped grounds with significant open space surrounding the building. Smaller scale buildings, measured in both height and total units, were generally preferred. Additionally, multi-family buildings that resembled single family homes in architectural style and/or buildings that provided private, ground level entries for each unit were rated highly. Buildings with a reliance on large surface parking areas, as opposed to garage parking, were generally disliked. Large-scale buildings and buildings dominated by garage doors were also rated less favorably.

ROAD DESIGN CHARACTER

Highest Rated Images



Lowest Rated Images



Landscaped, curving roads were rated highest within the Road Design section of the survey. Preferred images generally exhibited buildings set back from the street. Sidewalks were found in both liked and disliked images and appeared to have no impact on the ratings. Curb and gutter style streets also seemed to have little impact on the rating.

PEDESTRIAN CHARACTER: CROSSINGS

Highest Rated Images



Lowest Rated Images



Preferred pedestrian crossings incorporated landscaping elements, as well as different materials and/or colors. Highly rated crossings were clearly defined spaces, apart from vehicular traffic patterns. Crosswalks or bike lanes that were marked by paint alone were generally disliked.

PARKING CHARACTER

Highest Rated Images



Lowest Rated Images



Parking with significant landscaping features within or adjacent to the lot was clearly preferred by participants. Open parking lots without any features were ranked lower. Favorable parking lots generally incorporated sidewalks into the site design, either through the lot or along the perimeter. Large parking structures with blank, unarticulated faces were also disliked.

OPEN SPACE CHARACTER

Highest Rated Images



Lowest Rated Images



Preferred open spaces tended to incorporate paths into landscaped areas with mature trees or direct access to natural amenities (waterfront). Spaces generally provided opportunities for both passive and active recreation. With the exception of the pathway and hardscaped plaza along the waterfront, urban-style plazas were generally less well-liked. Plazas ranked lower tended to have limited landscaping and were primarily composed of hardscape features.

SIGNAGE CHARACTER: GATEWAY

Highest Rated Images



Lowest Rated Images



Highly rated images of gateway signage were composed of high-quality materials and were architecturally detailed. Common materials included stone and metals. Preferred images also included well-kept landscaping around the base of the sign. Gateway signage that was lower to the ground and included less detailing were generally disliked.

SIGNAGE CHARACTER: ROADSIDE

Highest Rated Images



Lowest Rated Images



Participants selected monument style signage, which is lower to the ground, as the preferred type of signage along primary corridors. Highly rated images included high-quality materials, architectural detailing, and landscaping features. Pylon signs, or tall, vertical signage, was generally disliked.

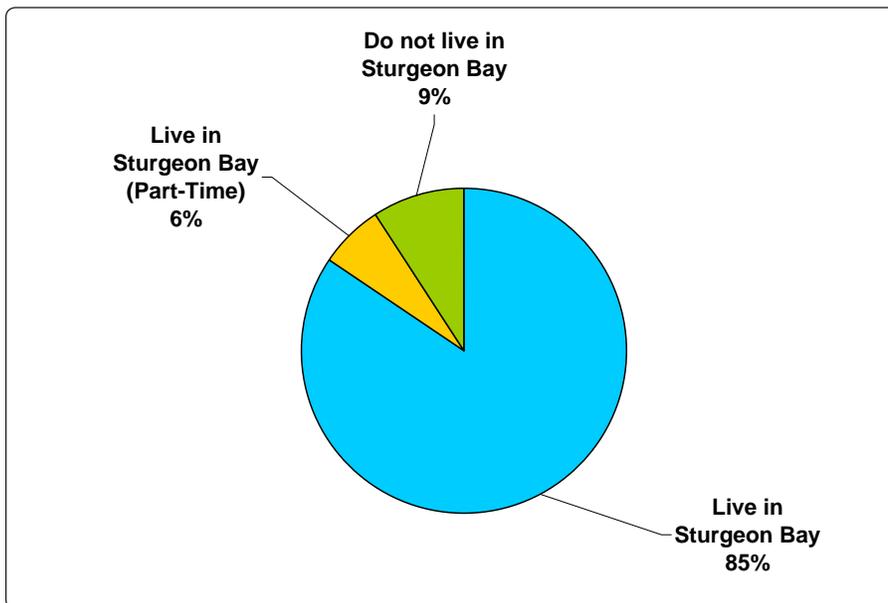
COMPREHENSIVE PLAN UPDATE COMMUNITY SURVEY: SUMMARY OF RESULTS

In March 2008, a community-wide household survey was distributed to people who live, work, and/or play in the City of Sturgeon Bay. Participants were asked to share their opinions about the community and their vision for the future. The survey results were used to identify relevant goals and objectives for the City of Sturgeon Bay, as well as to inform catalytic project recommendations. The following is a summary of the major findings - a complete set of survey results can be found in Appendix 1.

Background Information

- 654 people participated in the Community Survey, including 123 youth participants.
- 85% of respondents reported living in Sturgeon Bay year-round, while 6% live in Sturgeon Bay part-time and 9% did not live in the City (see Figure 3-1).

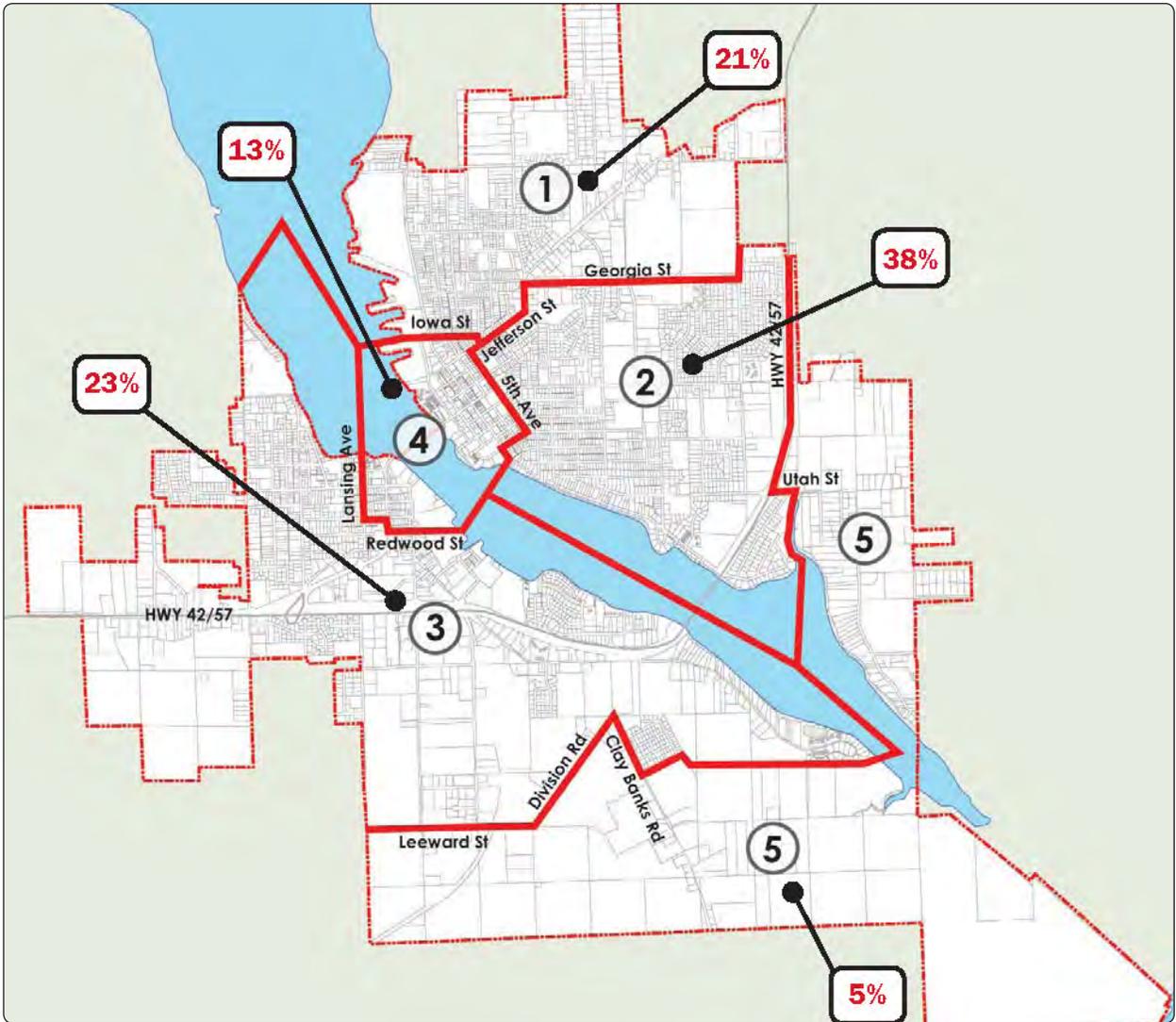
Figure 3-1. Survey Responses by Residency



- Of the respondents that did not live in Sturgeon Bay, 57% reported working within the City. Of those who did live in Sturgeon Bay (full-time), 69% also worked within the City.

- For those respondents living in Sturgeon Bay (90.7%), the distribution of responses, by district, is illustrated in Figure 3-2.

Figure 3-2. Survey Responses by District



Priorities & Opinions

Commercial Corridors: Downtown, Egg Harbor Road, & Green Bay Road

- Respondents indicated they use the following services most often:

Grocery Store (88% use 1-3 times per week)

Convenience Store (65% use 1-3 times per week)

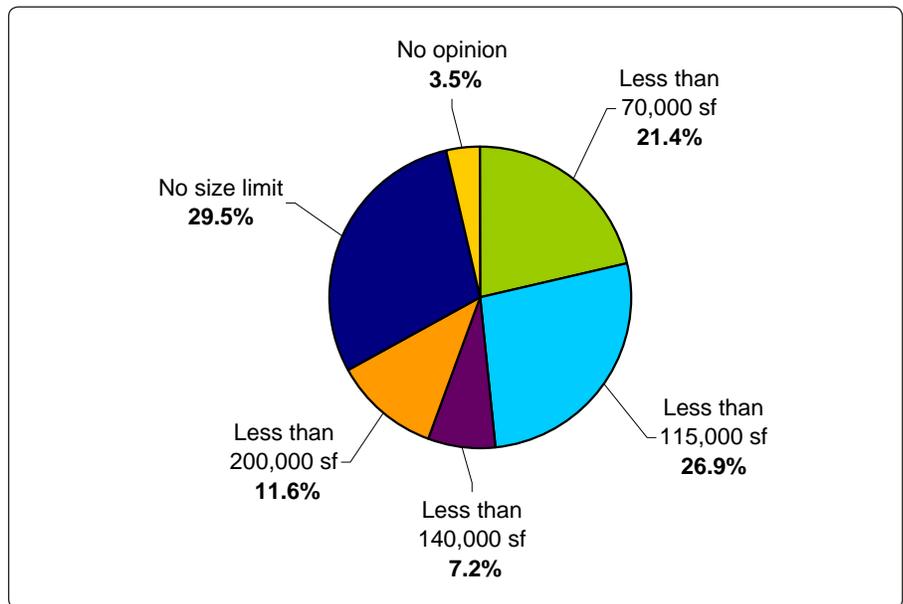
- The top three uses respondents would like to see Downtown include:
 - Specialty stores (82%)
 - Residential above retail (mixed use) (77%)
 - Offices (77%)
- There were several types of uses respondents would NOT like to see Downtown including:
 - Fast-food restaurant (89%)
 - Vehicle dealership (89%)
 - Multi-family residential (83%)
 - Two-family residential (82%)
 - Health care facility (78%)
 - Convenience store (78%)
 - Single-family residential (78%)
- The top three uses respondents would like to see on Egg Harbor Road include:
 - Fast-food restaurants (71%)
 - Convenience stores (69%)
 - Pharmacy/Drug stores (63%)
- In terms of uses that should NOT be on Egg Harbor Road, none of the surveyed uses received a majority of the votes, but residential above retail (mixed-use) was identified the most at 50%.
- The top three uses respondents would like to see on Green Bay Road include:
 - Grocery store (71%)
 - Two-family residential (70%)
 - Multi-family residential (67%)
- The most frequent uses respondents would NOT like to see on Green Bay Road include:
 - Clothing/Accessory store (70%)
 - Specialty store (65%)
 - Financial institution (64%)
- Participants identified streetscaping and cleaner streets and sidewalks as key to improving the visual appearance of all three areas.
- Individuals identified clearly defined pedestrian crosswalks as key to improving the traffic and circulation in all areas. Bike lanes were also selected as key elements for Egg Harbor and Green Bay Roads.

- The majority of individuals did NOT feel more traffic signals or stop signs would improve the traffic and circulation of the Downtown (60%), Egg Harbor Road (55%), or Green Bay Road (62%). They also felt reduced speed limits would NOT improve Egg Harbor Road (55%) or Green Bay Road (60%).

Land Development

- Generally speaking, respondents were in favor of more development in Sturgeon Bay, including:
 - Commercial development (74%)
 - Industrial development (89%)
 - Parks, open spaces, and natural areas (79%)
 - Residential development (59%)
- With regards to large retail development, the preferred size was relatively inconclusive. The survey results are illustrated in Figure 3-3.

Figure 3-3. How big should new retail stores in Sturgeon Bay be?



- Although the majority of respondents were generally in favor of more residential development, 46% of respondents felt the development of new condominiums was NOT OK.
- 82% of respondents strongly agreed or agreed that the City should encourage new housing to be built on vacant lots within existing subdivisions.

City Taxes & Policies

- The majority of respondents supported spending City tax dollars on the following:
 - Sidewalk and crosswalk improvements (82.0%)
 - Streetscaping (benches, landscaping, lighting) within commercial districts (69.9%)
 - Trails and paths that link commercial and residential developments (63.2%)
- Participants agreed the City should develop policies to address the following:
 - Environmental protection (78%)
 - Community-wide sustainability (62%)
 - Sustainable/"Green" building practices (57%)
 - Increased open space connections (55%)

Survey Variation by District

Overall, the majority of the Community Survey results were consistent across the five districts (see map at right). However, variation between districts was identified in two questions:

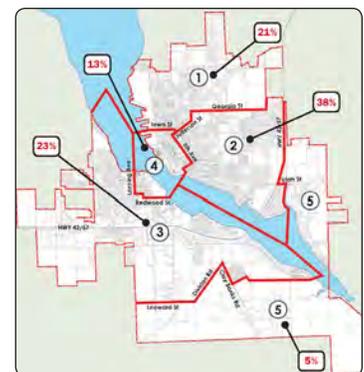
- Question 43. How often do you use the following park, open spaces, and natural resources?

The Community Survey indicated the majority respondents utilized the waterfront and water-based recreation 1-3 times per week (39%).

When reviewed by district, Districts 4 and 5 did NOT support the broader community-wide vote. The majority of respondents in District 4 reported using the waterfront/water-based activities 2-3 times per month (23%); the majority of District 5 respondents reported utilizing the waterfront/water-based recreation less than once per month (42%).
- Question 48. How do you feel about the following types of new housing? (single-family, detached; duplexes; townhouses; apartments; condominiums; mixed-use housing)

Overall, the majority of respondents supported all types of new housing with the exception of condominiums (45.9% said they were "Not OK" and 42.0% said they were "OK").

In terms of new condominiums, the following differences were noted by district:



New condos are:	(Respondents by District)					All Responses
	District 1	District 2	District 3	District 4	District 5	
OK	45.7%	43.9%	33.3%	30.8%	42.9%	42.0
Not OK	35.7%	43.9%	53.6%	64.1%	52.4%	45.9%
No opinion	18.6%	12.2%	13.1%	5.1%	4.8%	12.1%

District 5 was also the only district to be split on the issue of new apartment development with 45.8% of respondents reporting they were “Not OK” and 45.8% indicating there were “OK.” At the broader scale, the majority of community-wide responses showed support for new apartment development.

Survey Variation by Residency

Overall, the majority of the Community Survey results were consistent regardless of residency (lived in Sturgeon Bay full-time; lived in Sturgeon Bay part-time; or did not live in Sturgeon Bay). However, there were some differences when it came to development issues.

- Question 40. How big should new retail stores in Sturgeon Bay be?

Non-residents and part-time residents were much more apt to desire retail stores to be smaller than 70,000 square feet or 115,000 square feet than full-time residents as shown in the following chart.

Answers	Live in Sturgeon Bay (Full-Time)	Live in Sturgeon Bay (Part-Time)	Do Not Live in Sturgeon Bay	All Responses
Less than 70,000 sf	19.6%	43.3%	22.9%	21.4%
Less than 115,000 sf	26.7%	23.3%	31.4%	26.9%
Less than 140,000 sf	7.4%	3.3%	8.6%	7.2%
Less than 200,000 sf	12.7%	3.3%	5.7%	11.6%
No size limit	30.0%	26.7%	25.7%	29.5%
No opinion	3.6%	0.0%	5.7%	3.5%

- Question 49. What is your attitude toward the amount of land used for new housing?

- *Statement 1: New housing should be more spread out on larger lots*

For **all Community Survey participants**, the highest percentage of responses did not have an opinion on this statement (28.8%). When analyzed by residency, the results varied as follows:

Many of the **full-time Sturgeon Bay residents** did not have an opinion (30.2%).

The highest percentage of responses from **part-time Sturgeon Bay residents** strongly agreed with this statement (36.7%).

The highest percentage of responses from **participants not living in Sturgeon Bay** strongly disagreed with this statement (33.3%).

- *Statement 2: New housing should be more compact on smaller lots*

For **all Community Survey participants**, the highest number of responses did not have an opinion on this statement (29.6%). When analyzed by residency, the results varied as follows:

The highest percentage of responses from **full-time Sturgeon Bay residents** did not have an opinion (29.9%).

Almost half of the **part-time Sturgeon Bay** residents responses disagreed with this statement (44.8%).

The highest number of responses from **participants not living in Sturgeon Bay** strongly agreed with this statement (28.1%).

- Question 50. What is your attitude toward the location of new housing in Sturgeon Bay?

When it came to the location of new residential development, participants responded to the following statement differently: *The City should encourage new housing to be built in NEW subdivisions that are ANNEXED into the City.*

For **all Community Survey participants**, the highest percentage of responses did not have an opinion on this statement (25.3%). When analyzed by residency, the results varied as follows:

Full-time and part-time Sturgeon Bay residents were similar to the City-wide opinions.

35.3% of **participants not living in Sturgeon Bay** disagreed with this statement.

Open-Ended Survey Response Summary

A portion of the City's Community Survey asked participants to respond to several open-ended questions. The following summary documents the most frequent responses to each of these questions.

1. Why do people enjoy living, working, and playing in Sturgeon Bay? (353 responses)

- Small town character
- Friendly people
- Safe place to live
- Landscape and environmental attributes
- Water/waterfront activities and views
- Limited traffic

2. If you could preserve ONE thing about Sturgeon Bay, what would it be? (341 responses)

- Waterfront
- Small town feeling / character
- Natural environment and green spaces
- Historic character

3. If you could change one thing about Sturgeon Bay, what would it be? (364 responses)

No one overriding response

- Improved retail development
- Better political environment and decision making
- Don't need 3 bridges
- Provide opportunities for youth activities
- West side sprawl

4. In your opinion what is the most critical issue for Sturgeon Bay? (369 responses)

- Keep taxes low
- Employment opportunities
- Maintain small town character
- Reduce sprawl
- Improve Egg Harbor Road
- Waterfront activities for the public

5. Additional comments (187 responses)

- Egg Harbor Road
- Sidewalks needed

- Provide an active waterfront
- Provide youth activities
- Wal-Mart (both for and against)

STAKEHOLDER INTERVIEW SUMMARY

The following summary describes comments made during the stakeholder interviews for the City of Sturgeon Bay's Comprehensive Plan Update. The interviews were held on April 3, 2008 and included cross-section of public and private stakeholders in the community.

Housing

During interviews, participants identified three major issues connected to housing in Sturgeon Bay: affordability, new housing development, and senior housing.

The lack of affordable housing within Sturgeon Bay, which is connected with the need for more primary-income job opportunities, was a major discussion. While affordable opportunities do exist – particularly in the form of older housing units, respondents indicated there is not enough variety and it is difficult to make the transition from renter to first-time homeowner. Conversely, some participants indicated that affordable residential projects have lost money and the market is supporting higher-end units. Rental properties are also losing money, as expenses increase but rents remain steady. Some stakeholders felt the affordable housing efforts should focus on rehab instead of new construction.

For those buyers looking at market rate housing, many prefer single-family housing in new subdivision developments. However, these projects are more difficult to build with the increasing cost of infrastructure. Suggestions included partnerships between developers and the City to lower the unit cost, as well as the inclusion of small parks or tot-lots into development projects.

Sturgeon Bay has been and continues to be a retirement community, with long-time vacationers moving there permanently and seniors from northern Door County moving closer to services. As such, there is a desire for senior housing choices, including maintenance-free options. There was some question as to how Sturgeon Bay would adapt to provide an increased level of health, transportation, and other services as the Baby-Boom population ages.

Commercial

Due to tourism, Sturgeon Bay has more variety than similarly sized communities. However, it is difficult with commercial districts to compete with regional shopping choices (Green Bay). Also, while Sturgeon Bay supports many small businesses, codes/ordinances can make it difficult for new businesses to find a location.

Interviewees indicated that large commercial buildings should not be allowed to sit vacant for extended periods of time. Further, the City should not annex additional land until available sites/buildings within municipal limits have been explored.

General business growth should be proactive, as it is important to the community. Also, some stakeholders pointed out the importance of neighborhood-scale development as opposed to regional development.

Other concerns included:

- The impact of limited high-speed internet on business/commercial buyers
- The proposed commercial uses along 42/57 identified in the Town of Sevastopol Comprehensive Plan, which was not considered a “Smart Growth” policy for the region

Industrial

The Sturgeon Bay Industrial Park is nearly full with approximately 10 acres available after ongoing transactions are completed, which will provide for 5-10 more users on average. Interviewees felt industrial growth was important and the City should seek to acquire surrounding land for future expansion.

Stakeholders pointed to the lack of available employees as the biggest industrial concern, as companies try to replace baby-boom retirees and expand. At the same time there is also a desire for increase primary-wage opportunities. There have been some attempts to address this mismatch through business/education partnerships, but the situation is also impacted by the wage discrepancies between Sturgeon Bay and Green Bay.

Egg Harbor Road

All stakeholders agreed that Egg Harbor Road is in need of improvement, although there was some disagreement as to the degree and timing of the project. Many agreed that the current plan for resurfacing and center turn lanes is needed as a short-term measure - basic improvements are needed now and people don't want to wait to obtain additional funding. Others felt the project should be done correctly the first time including a critical sidewalk addition on one side with pedestrian curb cuts, as well as stormwater management and streetscaping. The Hardee's intersection was also identified as in need of improvement.

In general, stakeholders saw Egg Harbor Road as the primary commercial corridor in the community and felt it should stay that way. Vacant buildings should be filled and a variety of services maintained. Wal-Mart was a major point of discussion for the majority of interviewees, who felt that the retail store was crucial to the health of the corridor. The consensus was the City should negotiate with Wal-Mart in order to allow

an expansion on the current site, therefore maintaining the traffic counts and other retail services in Sturgeon Bay. Further, interviewees felt Egg Harbor Road's improvement and streetscaping project would benefit from negotiations for a new Wal-Mart.

Highway 42/57

Stakeholders indicated that Highway 42/57 is difficult to cross as a pedestrian, as well as a vehicle in some instances. This is especially true during the tourist season (June-August). Participants suggested additional traffic control devices, as well as minor (crosswalks or off-street paths) and major (pedestrian bridges/tunnels) pedestrian improvements to improve walkability.

Interviewees felt that additional general commercial and food stores should be developed near the Sturgeon Bay Target on the West Side of the community and development should expand across the highway. There was also some discussion about the need for frontage road, in order to service future highway commercial development.

Downtown

In general, stakeholders indicated the Downtown's strengths include its historic character and variety. With regards to traffic circulation, the majority of interviewees felt two-way traffic would be beneficial for tourism and vitality Downtown. Those who did not support two-way traffic cited the possibility for increased pedestrian/vehicular conflicts. Stakeholders discussed the utilization of parking and the need for better directional signage to public parking lots.

Other opportunities to consider Downtown included:

- The potential for the west end of the new Downtown bridge.
- The potential reuse or redevelopment of the former Door County Co-Op building/site.

Waterfront

Overall, stakeholders saw the waterfront as an important issue relating to their quality of life. The City should be proactive with a long-term plan for protecting the waterfront as well as other water resources (ex: recharge areas for City wells). Interviewees felt that Sturgeon Bay was behind other water/port communities in several ways. They saw opportunities to: highlight the presence of the Coast Guard with a permanent facility; improve the Downtown Park in connection with the new bridge crossing; develop a City Dock for tourist boats, cruises, ferries, etc. including a visitor's center and wayfinding signage; and, in general, promote and support increased waterfront activities.

In terms of access, stakeholders thought that the boardwalk and waterfront improvements are nice but they did not feel public. New and recent developments are blocking vistas to the water. Sturgeon Bay needs to be proactive in marketing its waterfront and selecting future development opportunities, including a more extensive boardwalk system and public activities. In terms of boat slips, stakeholders felt there was plenty of availability in existing marinas.

Finally, there was support for the working waterfront and its integration with the recreational and commercial aspects of the water. However, some stakeholders felt Sturgeon Bay did not place enough importance on the working waterfront. The industrial waterfront is becoming fragmented with conflicting uses – the City should protect the buffers and boundaries required for industrial uses.

Pedestrian Environment

During interviews, stakeholders saw two primary weaknesses in relationship to the pedestrian environment. First, there was a concern that Sturgeon Bay does not have enough sidewalks to accommodate its aging population. Secondly, the limited number of bike paths was discussed – although some stakeholders did not feel existing paths were used enough, therefore did not support additional paths. For those supporting bike paths, they felt on-road bike paths are okay if done well, but off-road paths were safer. Interviewees indicated some groups are working on establishing a bike loop to connect the east and west sides of the City.

Tourism

In general, stakeholders recognized that tourism was a major source of revenue for Sturgeon Bay and the City needed to improve its marketing. While the perception that Door County starts north of Sturgeon Bay has improved, it hasn't gone away and the City needs better signage and promotion. Downtown wayfinding was cited as confusing and Egg Harbor Road was not seen as a welcoming gateway.

Parks/Open Space

The majority of participants felt Sturgeon Bay had enough parks and several weren't being used or maintained. Suggestions included: improving the parks through an annual planting/ maintenance program; increasing the community's awareness of local parks.

Schools

Enrollment in Sturgeon Bay, as well as Door County, is declining. Stakeholders noted that the school district boundaries are not congruent with the municipal boundaries, which limits the number of new housing developments it can draw from. Further, the lack of primary-wage jobs was seen as a reason for declining enrollments, as families with children can't afford to live in the City.

Utilities

Stakeholders felt the community-wide fiber optic network upgrade was important to the community and would be a draw for potential businesses.

Miscellaneous

In addition to the topics above, the following strengths and concerns were identified by stakeholders:

Strengths/Opportunities

- The regional airport is vital for businesses and tourism.
- There is an opportunity to beautify/enhance the gateways into Sturgeon Bay (western gateway on Highway 42/57 and northern Gateway at Egg Harbor Road).
- Sustain Door is an active environmental sustainability organization doing innovative work in Sturgeon Bay.

Concerns

- There are limited activities/opportunities for youth.
- Community lacks a true community center, including a place to rent rooms for family events etc (aside from resorts).
- City is vested in its natural beauty and needs to stop sprawling in order to protect it.
- Uses in the City have become very segregated, requiring everyone to drive. Example: most industrial development is on the west side and all grocery stores are on the east side.
- There are recent examples of developments not benefitting the community through providing public access, maintaining public views to the waterfront, or supporting community architecture. The City should have an impartial design review process, conducted by a professional from outside the community (free from bias or conflict of interest), for buildings of a certain size or location. The process would ensure the integrity of the City and the needs of the community are upheld during major development processes. The problem could also be resolved through additional design standards addressing specific site, building, and landscaping requirements.

CITYWIDE VISION & GOALS

Balanced Development

The opinions of the residents and property owners indicate a strong desire for the City of Sturgeon Bay to permit growth while protecting the natural features and high-quality, small-town character that defines the community. Survey results and public comment support high-quality commercial development, increased industrial development, and preservation of Sturgeon Bay's extensive natural features. Many residents also supported increased residential development within the municipal boundaries, including the development of new subdivisions and infill housing within existing subdivisions.

The challenge for the Comprehensive Plan Update is to achieve a balance between development and preservation of natural resources, while protecting the small-town qualities of the community. Recommendations must support this balance from a physical, economic, and social perspective. Opportunities to promote the long-term success of Sturgeon Bay include:

- The redevelopment of primary commercial corridors, incorporating pedestrian amenities, streetscaping, and improved traffic circulation. The redevelopment of commercial properties along the corridors also presents the opportunity to enhance vehicular and pedestrian traffic circulation and incorporate sustainable development principles, thereby improving the corridor as a whole.
- The enhancement of Sturgeon Bay's Downtown Core, including pedestrian and vehicular traffic flow and connectivity. The integration of the waterfront with the Downtown and improvement of pedestrian amenities are also opportunities to strengthen Sturgeon Bay's identity.
- The incorporation of gateway features, highlighting the primary entrances into the community and communicating the unique identity of Sturgeon Bay to residents and visitors alike.
- The inclusion of sustainable principles, policies, and best management techniques offers an opportunity to preserve the natural resources of the community and realize efficiencies from an economic standpoint.

High Quality Development

The Comprehensive Plan Update will emphasize not just development, but High Quality Development, regardless of use. The priority will be to allow for various types of development, as long as the development supports economic growth and strengthens the identity of the community.

Balanced, high quality development is not as simple as it sounds. It is not a regulation that can be applied across the City. Development proposals need to be evaluated on a case-by-case basis in order to determine their impact on the community. For example, there are numerous redevelopment opportunities along Sturgeon Bay’s primary commercial corridors. As a specific redevelopment proposal is made for a site, decision makers should consider the economic value of the development as well as the placement of the building and parking, the quality of building materials, the landscaping, etc. Proposals should achieve a balance between their impact on the community versus their contribution to the community.

Citywide Goals and Objectives

To be effective, the City’s Comprehensive Plan must respond to the expressed values and desires of the Sturgeon Bay community. Goals and objectives help to provide this focused guidance. These statements transform collective community values into operational statements. Goals and objectives each have a distinct meaning and purpose in the planning program:

- **Goals** articulate long-range aspirations of the community. They are stated in terms that can promote agreement on major issues or needs that are necessary to support actions and strategies required to realize aspirations. They represent an end to be sought, although some may never be realized.
- **Objectives** identify the types of initiatives that must be taken to realize goals. Objectives are stated to provide a means of measurement toward goal attainment. They are the basis for specific **policies**.

The following goals and objectives are general in nature and have been developed as a “guiding framework” for any future change in the community.

Goal 1: Sturgeon Bay should continue to serve its role in the region as a full service, high quality City.

Objective 1.1: Function as a year-round, full-service living, working, and recreational community.

Objective 1.2: Emphasize the importance of economic diversity and community/regional facilities and services.

Goal 2: Continue to grow and develop in a compact and well planned manner.

Objective 2.1: Preserve the “small town” character desired by the community.

Goal 3: Realize continued and sustained growth in employment opportunities and an overall increase in household wealth.

Objective 3.1: Emphasize a trained/qualified workforce and increased primary wage earner incomes.

Goal 4: Continue to enhance and improve the quality of life for citizens through the provision of quality community facilities and services.

Objective 4.1: Support activities for all ages of the community, including youth and seniors.

Goal 5: Seek to preserve and maintain the abundant natural and historic resources within and surrounding the City.

Objective 5.1: Encourage sustainable practices to preserve the waterfront and natural features of the area.

Chapter 4

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Stable economic development and a strong community identity are affected by the wise use of resources. The conservation of agricultural land, the protection of natural features, and the preservation of cultural resources are all fundamental to a healthy environment and thriving community. Examples of resources affected by the Comprehensive Plan include adjacent agricultural areas, undeveloped areas, stream corridors and large bodies of water, environmentally sensitive areas, wetlands, open spaces, and historical structures and sites.

The City of Sturgeon Bay recognizes that resources in the City, as well as Door County as a whole, are a significant part of the community's quality of life. Further, these resources are limited and need to be properly managed. Key to this effort is the identification of the specific characteristics and locations of agricultural, natural, and cultural resources in Sturgeon Bay. This is necessary to properly locate future development, avoid serious environmental problems, and ensure the protection of natural resources.



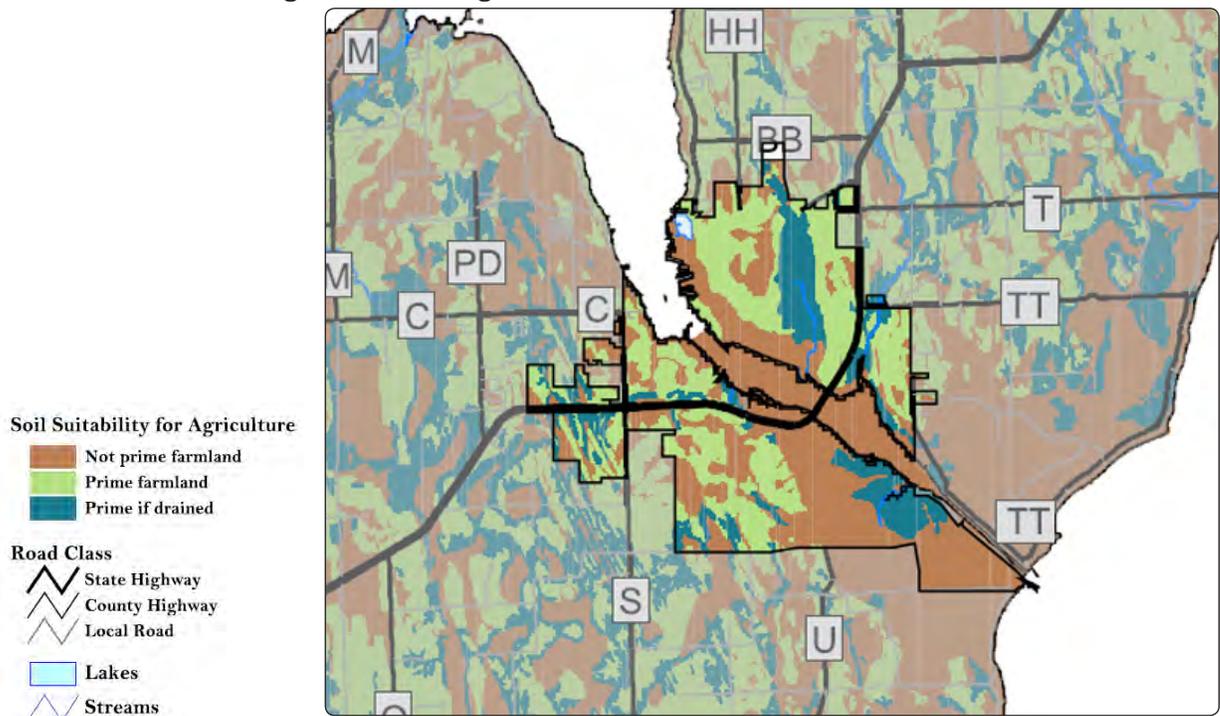
INVENTORY: AGRICULTURAL RESOURCES

Soil Suitability for Agricultural Production



The City of Sturgeon Bay is the most urban community within the Door County Peninsula and does not have much active farming within its municipal boundaries. However, there are several areas of prime agricultural soils within and near to the City. The U.S. Department of Agriculture's (USDA) Natural Resources Conservation Service (NRCS) is responsible for collecting, storing, maintaining, and distributing soil survey information. Figure 4-1 shows the soil suitability for agriculture in the Sturgeon Bay area as determined from the Soil Survey of Door County, Wisconsin. The NRCS defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. A number of characteristics go into this determination such as growing season, moisture supply, acidity, erosion ability, and frequency of flooding. A complete discussion of the factors for prime farmland can be found within the National Soil Survey Handbook on the USDA website at <http://soils.usda.gov/technical/handbook/contents/part622.html>.

Figure 4-1: Prime Agricultural Soils



Source: Door County 2030 Comprehensive Plan

Most of the prime farmland located within the City of Sturgeon Bay has already been converted to developed uses. But there are also areas of prime farmland surrounding the City, particularly to the northeast and southwest.

Existing Agricultural Land

According to the USDA Census of Agriculture, Door County had 134,472 acres of farmland and 854 farms in 2007. Within the City limits, there are 374.4 acres of farmland with 15 acres categorized as “open space” and 213.5 acres categorized as “fallow field (vacant agricultural land).” Combined, these agricultural categories represent less than 10% of the City’s current land use. While it is not expected that agriculture will play a significant role in Sturgeon Bay’s land use, there are several indirect economic development opportunities such as food processing. Small-scale farming, such as organic farming or greenhouses, also presents an opportunity for agriculturally related economic development in an urban environment.

In the region surrounding Sturgeon Bay, agriculture is a much more prevalent activity. The percent of agricultural land use in the surrounding towns is 53% for Nasewaupsee, 55% for Sevastopol and 39% for the Town of Sturgeon Bay. There are significant belts of active agriculture along the east side of the Highway 42/57 corridor to the northeast and along the County Highway S corridor to the southwest of the City. One method of ensuring compact growth of the City and maintaining a distinct edge to the City is by promoting and protecting the continued agricultural use of these active farming areas.

INVENTORY: NATURAL RESOURCES

The landforms and natural features of the City of Sturgeon Bay and Door County are important determinants of regional growth and development. The physical geography of an area must be considered in land use, transportation, and utility and community facility planning and development. Additionally, physical features contribute to the natural beauty and overall quality of life in an area. The City of Sturgeon Bay lies at the midpoint of the Door Peninsula, on the bay of Sturgeon Bay, midway between the bay of Green Bay and Lake Michigan. A composite map, identifying many of the primary natural resources and features in the City, is located at the end of this section (Figure 4-9).

Geology

Door County’s geology is greatly influenced by its bedrock layer of dolostone, laid down 400 million years ago in the Silurian era. Dolostone is a sedimentary carbonate rock consisting of a large percentage of the mineral dolomite. In the past several million years, glaciers have modified the terrain by leveling hills and filling valleys. Therefore, depth to bedrock varies greatly throughout Door County. In some areas the bedrock is deeply buried in glacial till, while in other areas the bedrock is exposed to the surface, particularly in cliffs along the Green Bay shoreline.

The bedrock in Door County is part of the Niagara Escarpment, a thick crescent shaped formation of Silurian rock that is highly resistant to erosion resulting in frequent cliffs. The Niagara Escarpment extends from High Cliff State Park near Appleton, through the length of Door



County, around the southern edge of Michigan's Upper Peninsula, across southern Ontario, and ending at Niagara Falls.

There are two types of glacial deposit common in Door County. The first is glacial till, which consists of a mixture of clay, sand, gravel, and boulders deposited directly by the glacier. The second type are glaciofluvial deposits. These consist of sand, gravel, and larger cobbles deposited by meltwater streams. Glaciofluvial deposits may form distinct landscape elements such as outwash plains, kames, or eskers. The thickness of unconsolidated glacial deposits in Door County range from 0 to 50 feet for most of the county, to 50 to 100 feet in southeast portion of the Sturgeon Bay area.

Door County's bedrock is subject to significant groundwater activity. Slightly acidic surface water slowly dissolves the bedrock layer, increasing the size of existing fractures, and forming sinkholes and cave systems. As a result, surface water rapidly infiltrates the groundwater supply in and around Sturgeon Bay, which increases the likelihood of groundwater contamination.

Topography

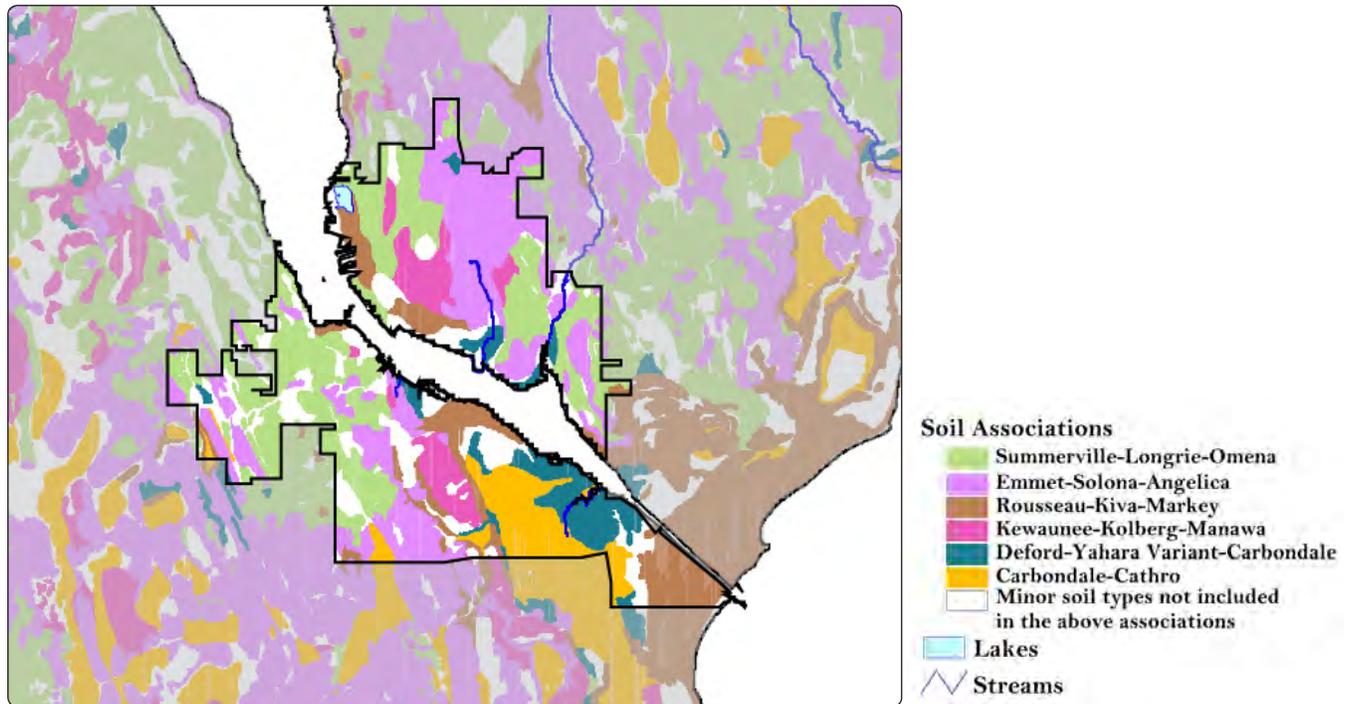
The topography of the Sturgeon Bay area is largely dictated by the underlying bedrock. Bedrock elevations range from 500 to 600 feet above sea level in the Sturgeon Bay Canal basin, to 700 to 800 feet above sea level at Potawatomi State Park and other locations in the west side of the city.

The surface elevations within the boundaries of Sturgeon Bay range from 580 feet above sea level at the waterfront to approximately 746 feet at the highest point, which is situated on a glacial ridge in the extreme southwest part near the south end of Douglas Avenue. There are several portions of Sturgeon Bay with rugged terrain. Perhaps the most notable topographic feature is Stevens Hill (Big Hill), which dominates the east side of the City and includes a municipal park.

Soils

The Natural Resources Conservation Service (NRCS) maintains the National Cooperative Soil Survey, which is intended to "produce and deliver scientifically-based soil information to help society to understand, value, and wisely manage global resources." The data from this survey can be applied to the following endeavors: managing farms and woodlands; selecting sites for roads, buildings, and other structures; identifying mineral resources; and judging the suitability of land for agricultural, industrial, or recreational uses.

Figure 4-2: General Soil Associations



Source: Door County 2030 Comprehensive Plan

The majority of the soils in the City of Sturgeon Bay fall into one of three soil associations (see Figure 4-2). These include:

- Sommerville-Longrie-Omena Association – deep, well drained soils
- Emmet-Solona-Angelica Association – deep, well to poorly drained soils
- Carbondale-Cathro Association – wetland soils

Climate

Sturgeon Bay experiences a cool, humid continental climate which is modified by its location adjacent to Green Bay and Lake Michigan. Temperatures vary greatly from winter to summer. Spring is typically delayed by the surrounding cool waters. Summers tend to be mild. The first freeze in autumn is typically delayed by the relatively warm waters surrounding the City.

Water Resources

Water resources such as lakes, streams, and groundwater form an important element of the natural resource base of the City of Sturgeon Bay. The contribution of these resources is immensely important to economic development, recreational activity, and aesthetic quality of the City of Sturgeon Bay. Consequently, water resources recommendations will be included throughout the Comprehensive Plan.



Watersheds

All parts of the City of Sturgeon Bay drain to the waters of Sturgeon Bay except for the extreme southeast corner, which drains directly into Lake Michigan. For planning and programmatic purposes, the City is divided into two distinct watersheds (Figure 4-3), one on each side of the bay. The portion of the City of Sturgeon Bay located east of the Bay lies within the Upper Door County Watershed. The portion of the City located west of the Bay lies within the Red River and Sturgeon Bay Watershed. Both of the watersheds are part of the Great Lakes-St. Lawrence River drainage system.

Furthermore, since the City of Sturgeon Bay is located entirely east of the sub continental divide that separates the Mississippi River from the Great Lakes-St. Lawrence River drainage basin, the City is not subject to limitations on the use of Lake Michigan water that affect areas west of the divide.

Surface Water Resources

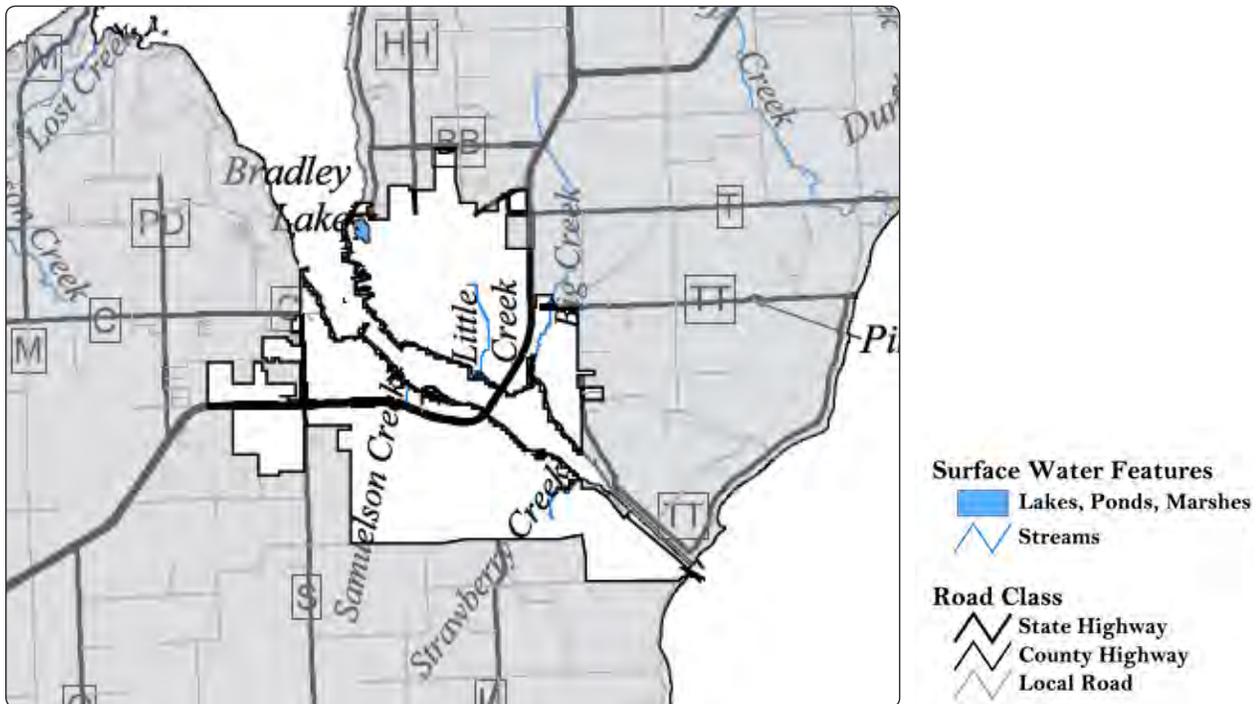


Surface water resources consist of streams, rivers, lakes, and associated floodplains and shorelands. Lakes, rivers, and streams constitute a focal point for water-related recreation activities and greatly enhance the aesthetic quality of the environment. However, lakes, rivers, and streams are readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads from manufacturing and improperly located on-site waste treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of surface waters may also be adversely affected by the excessive development of riparian areas and the inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping nutrients and sediments.

Surface waters located within or immediately adjacent to the City of Sturgeon Bay include: Sturgeon Bay, which opens into Green Bay; Bradley Lake (also known as Little Lake); and the Sturgeon Bay Ship Canal, which connects Sturgeon Bay to Lake Michigan. Named streams include Big Creek, Little Creek, Strawberry Creek, and Samuelson Creek (see Figure 4-4). All of these creeks empty into Sturgeon Bay. There also is an unnamed creek that roughly parallels the highway on the west side before entering the bay by the sewage treatment plant. Many parts of this stream are enclosed in storm sewer.

The City adopted a stormwater management plan to assist handling water runoff issues, both from a water quantity and water quality standpoint. The plan contains many projects designed to improve drainage and prevent pollution. The continued implementation of this plan will be vital for the protection of the City's surface water resources.

Figure 4-4: Surface Water Features



Source: Door County 2030 Comprehensive Plan

In October 2007, the City of Sturgeon Bay received a grant to study the rehabilitation of Bradley Lake (Little Lake), which was completed in March, 2009. The City of Sturgeon Bay will continue to seek additional funding for the implementation of the plans. The City of Sturgeon Bay is also part of a county wide study of Door County’s surface water resources.

Aquatic Invasive Species

The Wisconsin Department of Natural Resources (WDNR) identifies the presence of two aquatic invasive species in Sturgeon Bay and the Sturgeon Bay Ship Canal:

Eurasian Water-Milfoil

Eurasian Water-Milfoil is a submersed aquatic plant native to Europe, Asia, and northern Africa. The plant first arrived in Wisconsin in the 1960’s and had spread to 39 counties by 1993. Eurasian Water Milfoil spreads rapidly and stands of the plant provide a single habitat, threatening the integrity of natural aquatic communities. Milfoil also inhibits recreational uses such as swimming, boating, and fishing. Consult the WDNR for more information on controlling the spread of this species.

Zebra Mussel

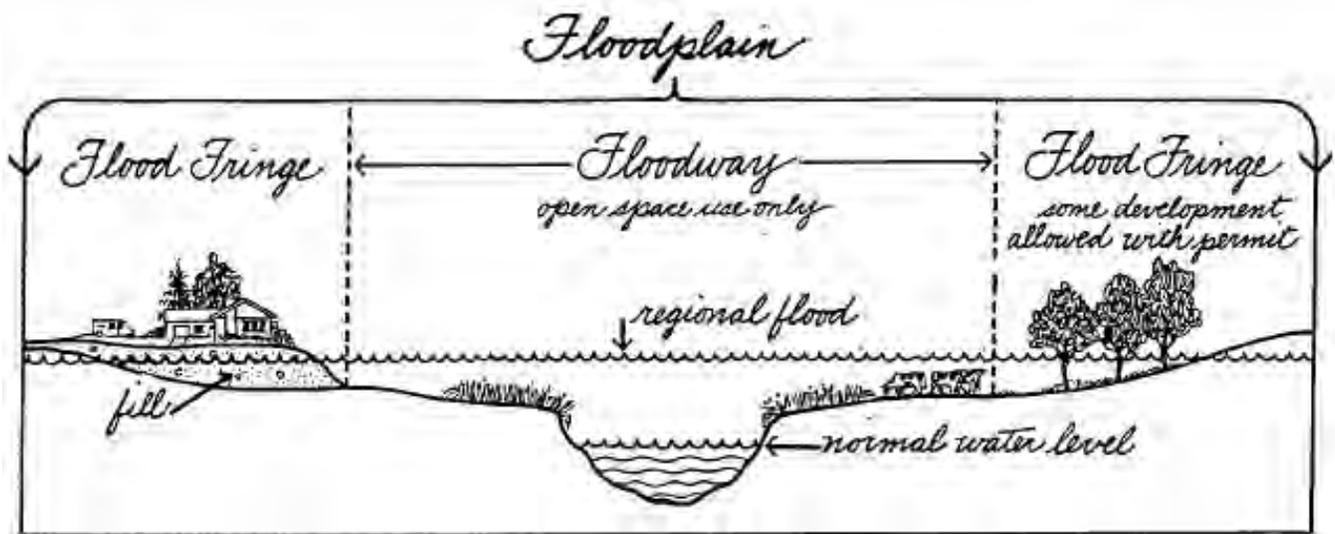
Zebra Mussels are tiny, bottom dwelling clams native to Europe and Asia. Zebra mussels were first introduced to the Great Lakes in the mid 1980's and have spread rapidly since that time. Zebra mussels deplete food sources for native species and increase water clarity leading to exacerbated plant growth. The excess plant growth hinders larger fish from finding prey, and inhibits swimming and boating. Clusters of zebra mussels also clog water intake and distribution pipes, causing large expenditures for their removal. Estimated costs for controlling zebra mussels in the Great Lakes are \$100 to \$400 million per year. Special care should be taken to prevent the spread of zebra mussels from infested waters. Consult the WDNR for information of preventing the spread of zebra mussels.

There are also a number of other invasive species present in Sturgeon Bay's waterways, all of which pose a threat to the health of the surface waters.

Floodplains

The DNR defines floodplains as land which has been or may be covered by floodwater during the regional flood (see Figure 4-5).

Figure 4-5: Floodplain Diagram



Source: Wisconsin Department of Natural Resources

- The **floodplain** includes the floodway and floodfringe areas.
- The **floodway** is the channel of a river or stream, and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. It is the most dangerous part of the floodplain and associated with moving water.

- The **floodfringe** is the portion of the floodplain outside of the floodway, which is covered by flood water during the regional flood. The term, “floodfringe” is generally associated with standing water rather than flowing water. It is also that part of the floodplain in which development is allowed subject to the the floodproofing requirements of the floodplain zoning code.
- The **regional flood** is the same as the 100-year flood, the 1% chance flood, or the base flood (FEMA). floodplain development standards. For the waters of Sturgeon Bay, the regional flood elevation is established at 585.0 feet above mean sea level.

Sturgeon Bay has enforced floodplain development regulations through its Floodplain Zoning Code since 1991. Areas covered include the floodplain of the waters of Sturgeon Bay, as well as portions of Little Creek and Big Creek. The ordinance is intended to protect life and property and minimizes property damage and other adverse economic impacts of floods. Development in the floodway is severely restricted. In floodfringe areas construction is usually permitted, but it must meet various requirements to prevent flood damage such as filling the site to two feet above the regional flood elevation.

Shorelands

Shorelands are defined by the Wisconsin Statutes as lands within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river, stream, or to the landward side of the floodplain, whichever distance is greater.

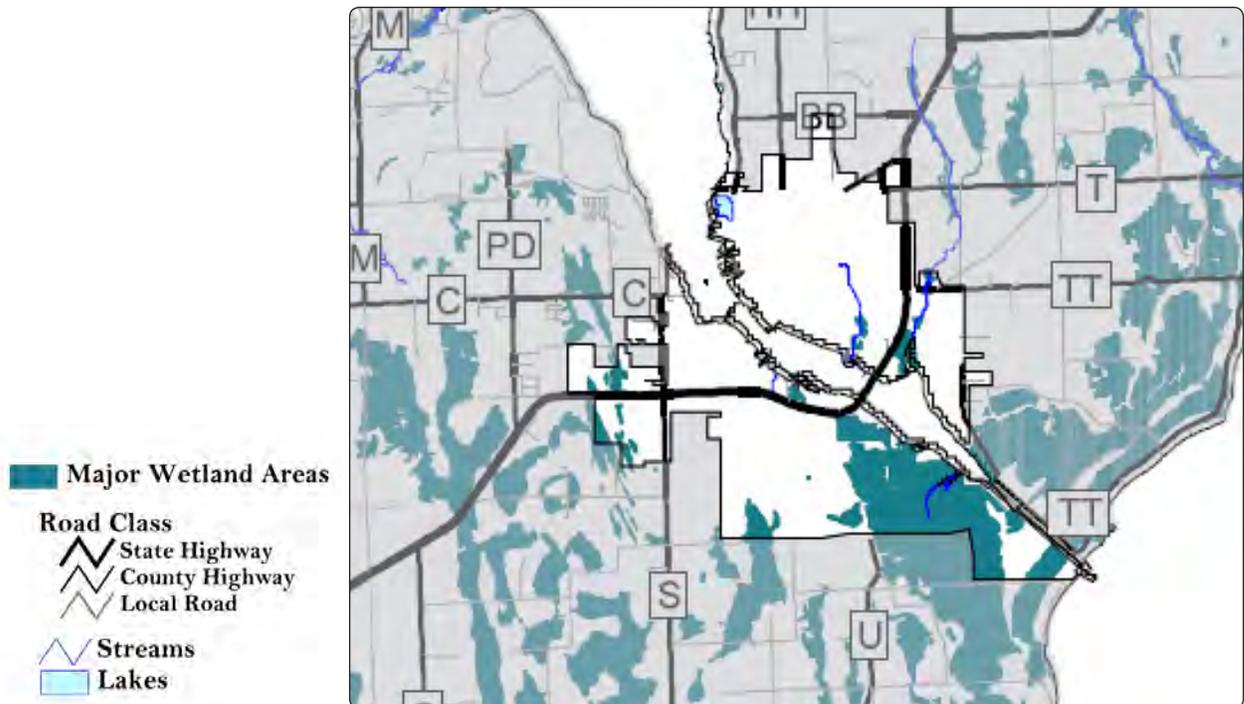
Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained. Wetlands are generally unsuited for most agricultural or urban development purposes.

Wetlands provide numerous benefits, including:

- Scenic open space, and associated recreational opportunities
- Filtration of runoff pollution prior to entering lakes or streams
- Groundwater discharge areas
- Retain floodwaters
- Provision of crucial habitat for numerous plant and animal species

Figure 4-6: Major Wetland Areas



Source: Door County 2030 Comprehensive Plan

According to the Wisconsin Wetlands Inventory, maps of which are available through the Wisconsin Department of Natural Resources website, there are four primary areas within the Sturgeon Bay city limits containing wetlands including (see Figure 4-6):

- Various locations along the Sturgeon Bay shoreline on both the east and west sides of the City
- Along the creeks along either side of Highway 42 on the east side of the City (Little and Big Creeks)
- East of County Trunk U on the west side of the City
- East of Neenah Road and south of Leeward Road on the west side of the City

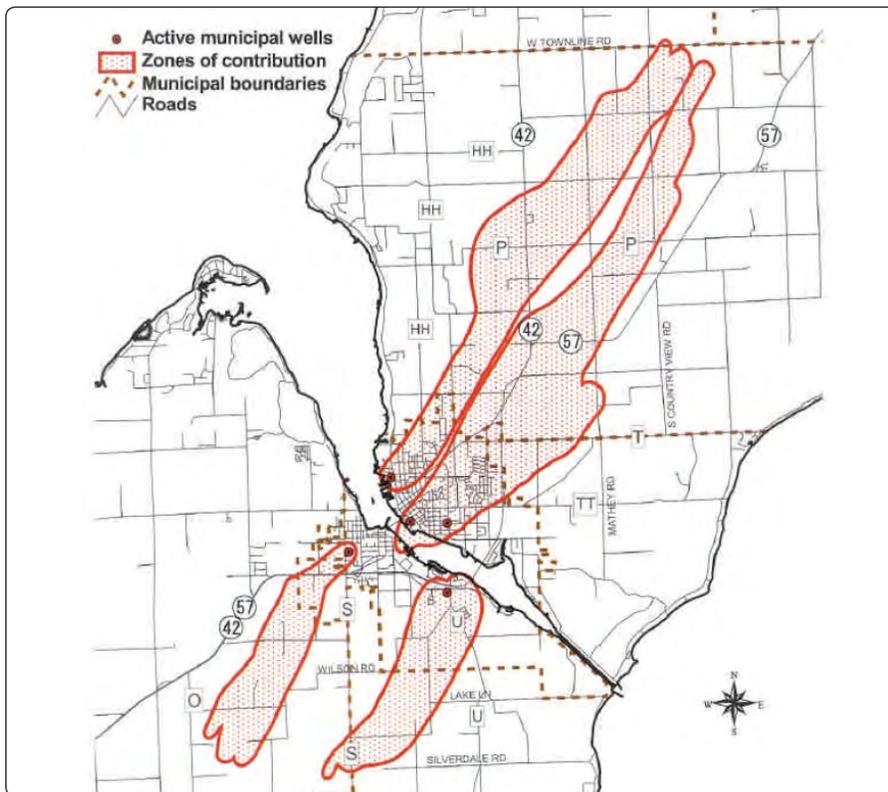
The City adopted a shoreland-wetland zoning code which restricts development of wetlands that are 5 acres or greater in size located within 1000 feet of a lake or within 300 feet of a stream. In addition, there are state and federal regulations that are intended to protect the vital functions of wetlands.

Groundwater Resources and Wellhead Protection Plan

The water supply in the City of Sturgeon Bay comes from five municipal wells which draw water from a series of horizontal fracture planes in Door County's dolomite aquifer (see Figure 4-7). Since 1900, twelve wells have been installed by the City of Sturgeon Bay. Since their installation, nine have shown bacteriological contamination and seven have been closed. Five wells remain in current operation with three wells receiving on-site disinfection and two wells remaining free of contaminants. All of the City of Sturgeon Bay's wells are currently covered by the *Wellhead Protection Plan: Sturgeon Bay Utilities Municipal Wells* (2003), prepared by Sturgeon Bay Utilities and Soil & Water Conservation Department.

The City of Sturgeon Bay's municipal wells have been the subject of numerous studies analyzing the rate of flow through a fractured carbonate aquifer. These studies discovered that water moves much more quickly through the aquifer than previously expected, the wells draw water from further away than anticipated, and the aquifer responds to precipitation more rapidly than expected. All of these factors can increase the likelihood of groundwater contamination.

Figure 4-7: Municipal Wellheads and Zones of Contribution



Source: *Wellhead Protection Plan*

The *Wellhead Protection Plan: Sturgeon Bay Utilities Municipal Wells* identifies a series of management strategies for ensuring the integrity of the remaining wells and wellhead protection areas. The strategies are as follows:

- Education programs
 - Public Education Program
 - Governmental Education Program
- Incentive Programs
- Sanitary Survey and Remediation in Wellhead Protection Areas
- Water Monitoring Program
 - Municipal Wells
 - Private Wells
- Agricultural State Standards and Prohibitions
- Wellhead Protection Area Construction Plan Review
- Contingency Plan
- Administrative Review

Woodlands

With good planning practices, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat.

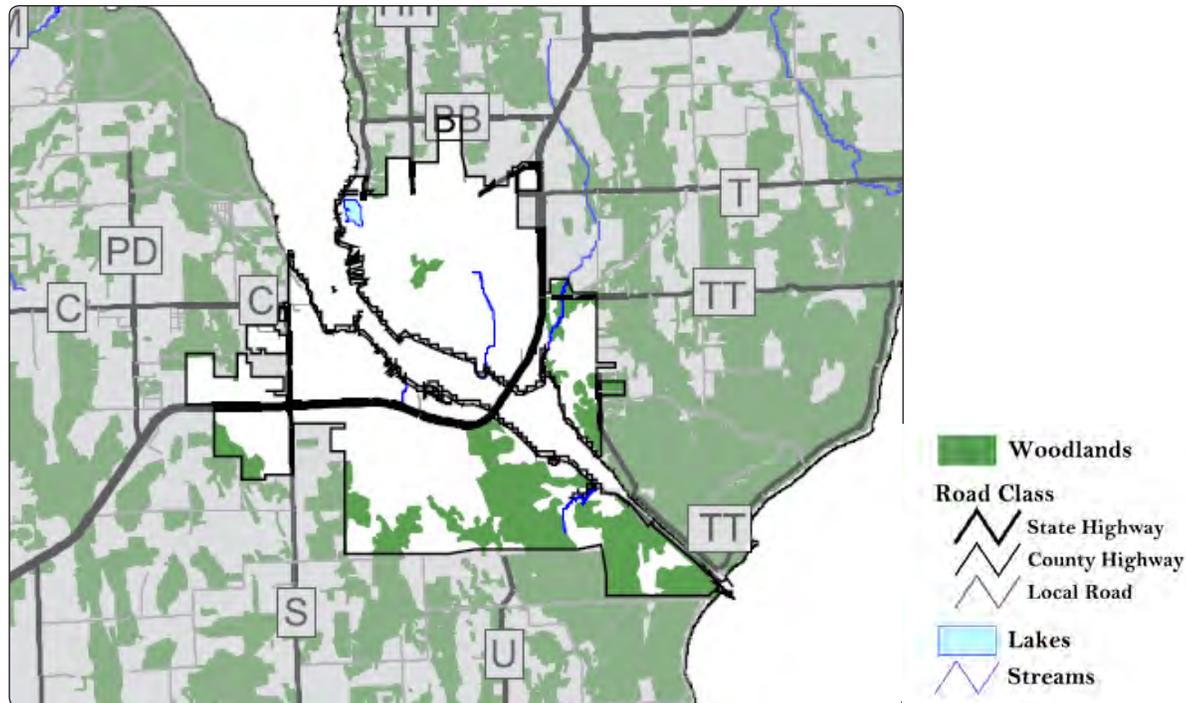
Some woodlands remain in the less developed areas in the City of Sturgeon Bay (Figure 4-8). The primary location includes the southeastern portion of the City along the Sturgeon Bay Ship Canal, which contains mostly forested wetlands. Other wooded areas include: the undeveloped southern portion of the city, which contains a mix of grasslands and broadleaf deciduous forest.

The original pre-European settlement vegetation in what is now the City of Sturgeon Bay included swampland conifers in the lowlands with a mixed forest of beech, hemlock, sugar maple, yellow birch, white pine, and red pine in the uplands.

The City Forester manages the City's tree programs. Currently street trees are required to be planted whenever residential property is developed. Existing street trees are managed through the City's tree replacement program. Through a grant in 2000 the City completed a tree management plan for its street trees which included a comprehensive street tree inventory and established priorities for replacing dead, dying, or damaged trees. Each year the City Forester determines which street

trees to replace based on the plan. The tree management plan will need to be updated within the next several years.

Figure 4-8: Woodlands



Source: Door County 2030 Comprehensive Plan

Through the zoning code, there also are a few tree planting requirements pertaining to private property, most notably parking lot landscaping requirements.

The City of Sturgeon Bay has received the “Tree City, U.S.A.” designation from the National Arbor Day Foundation for the past 15 years and will continue to work toward that designation every year. Sturgeon Bay must meet various standards to qualify as a “Tree City” including maintaining an ordinance, having staff to manage the program, and spending a minimum of \$2 per capita annually on a community tree program.

Critical Species Habitat and Aquatic Sites

The Natural Heritage Inventory (NHI) is a program established by the Nature Conservancy to catalog the occurrence and location of rare species and biological communities. Most of the City of Sturgeon Bay lies within the town range O27N026E. According to the Natural Heritage Inventory, this town range contains 32 rare species or biological communities, including:

- 1 frog (Blanchard’s Cricket Frog)
- 1 fish (Banded Killfish)
- 1 dragonfly (Hine’s Emerald Dragonfly)

- 2 snails
- 20 plants
- 7 biological communities (including: Boreal Rich Fen, Emergent Marsh, Great Lakes Beach, Great Lakes Dune, Great Lakes Ridge and Swale, Northern Mesic Forest, and Northern Wet-Mesic Forest)

According to the Wisconsin DNR, there are no designated critical habitats in the City of Sturgeon Bay.

Parks and Open Space Sites

Parks and open space sites and related topics will be addressed as part of the “Utilities and Community Facilities” element of the City of Sturgeon Bay Comprehensive Plan.

Nonmetallic Mining (new section to be added to the Natural Resources)

Historically, there have been many nonmetallic mining sites in and around Sturgeon Bay. In particular, limestone was a major export from the Sturgeon Bay area. Nearly all such mining sites have since been abandoned or converted to other uses. Currently, there are two active nonmetallic mining operations within the City. Sturgeon Bay Sand and Gravel operates a site that is about 40 acres in size off of Shiloh Road. This site is under Wisconsin DNR jurisdiction due to its proximity to Samuelson Creek, a navigable stream.

The other mining operation is operated by Soil Specialists located on Clay Banks Road (County Highway U). This pit is permitted through the Door County Reclamation program, which is administered by the Door County Soil and Water Conservation Department. There is a reclamation plan for this site and there are currently 17 un-reclaimed acres out of the 30 acre mine site.

Nonmetallic mining is only permitted within Sturgeon Bay’s Heavy Industrial (I-2) and Agricultural (A) zoning districts. If any new mine is proposed, it also would require a reclamation and operation plan. This ensures that groundwater and surface waters are protected during the operation of the site and that after the nonmetallic deposits are extracted, the site is returned to usable condition for either other types of development or wildlife habitat.

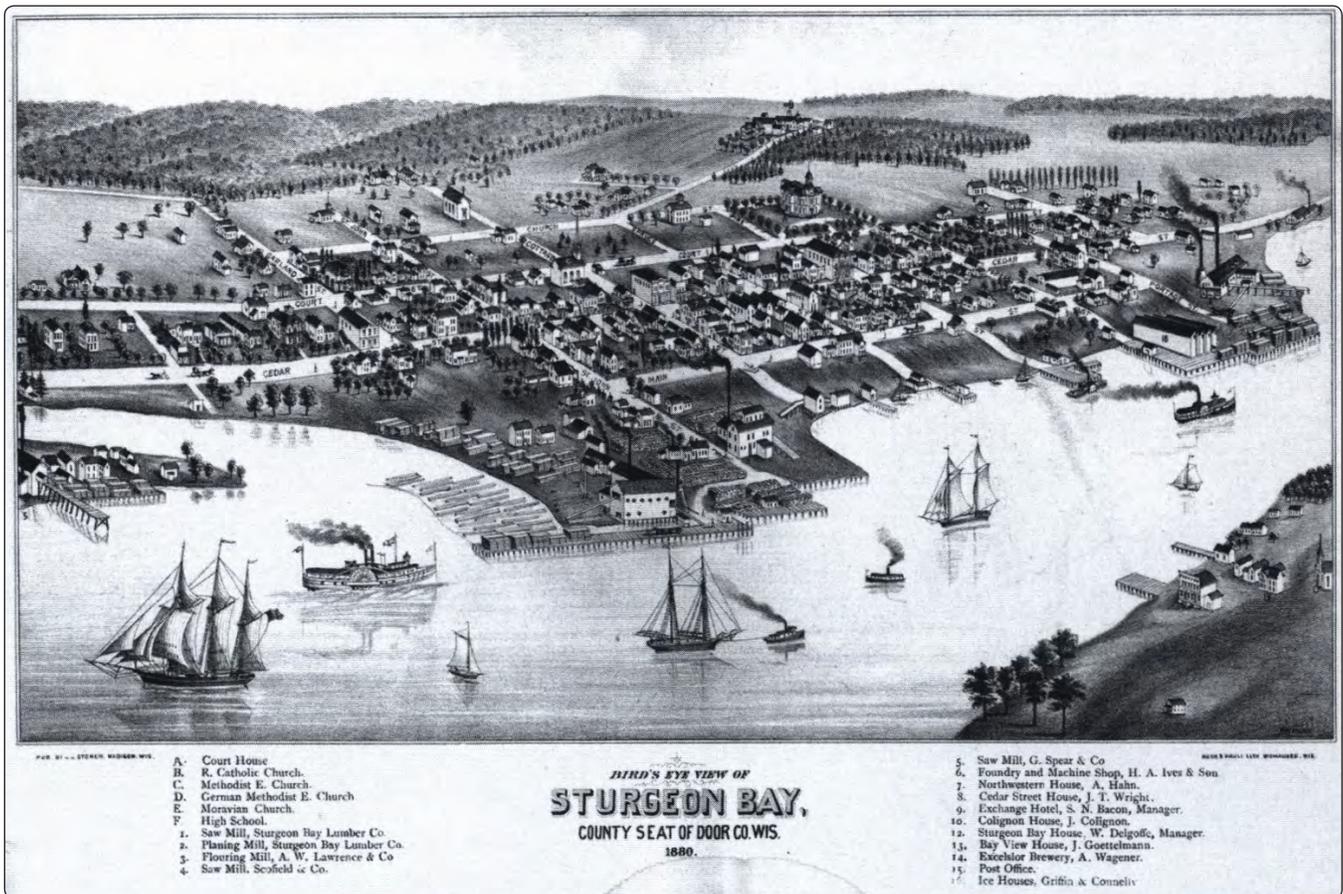
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Figure 4-9: Natural Features Composite Map

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INVENTORY: CULTURAL RESOURCES

Cultural resources encompass historic buildings or structures and archeological sites, as well as institutions and organizations which contribute to the cultural or artistic life of the community. Cultural resources help to provide the City of Sturgeon Bay with a sense of heritage, identity, and civic pride. Resources such as historical sites or districts and cultural attractions such as museums can also provide economic development opportunities for the City and its residents. For these reasons, it is important to identify historical and cultural sites in the City of Sturgeon Bay.



Historical Sites

National and Wisconsin Register of Historic Places

The City of Sturgeon Bay contains eight sites listed on both the National Register of Historic Places and the Wisconsin Register for Historic Places. The National Park Service within the United States Department of the Interior maintains the national registry, while the Wisconsin Historical Society's Division of Historic Preservation maintains the state registry. The registries may include sites, buildings, districts, or objects that are



historically, archeologically, architecturally, or culturally significant. The following list describes the eight registered historic sites:

Bullhead Point Historical & Archeological District



This site contains the sunken hulls of three limestone barges burned and sunk at the site in 1931: the *Ida Corning*, a schooner-barge launched in 1881; the *Oak Leaf*, a schooner launched in 1866; and the *Empire State*, a steamer launched in 1862. The ships are a reminder of the once thriving limestone industry in which stone was blasted from the shoreline and collected on barges for shipment. The sunken vessels are visible from the shore during low water conditions, and are accessible for snorkel divers and kayakers.

Located in Bullhead Point City Park on N. Duluth Avenue, this historic site was listed on the National Historic Register in 2003.

Carnegie Free Library

Completed in 1913, the Carnegie Free Library was one of 63 Wisconsin libraries built through grants from Andrew Carnegie. Carnegie donated over \$40 million for the construction of more than 1,600 libraries throughout the United States. This neoclassical building was constructed from local gray limestone and was designed by Fred Crandall.

Located at 354 Michigan Street, the Carnegie Free Library was listed in 1988. The building served as the City's library until 1974, when the current library at 107 S. 4th Avenue was constructed.

Joys Shipwreck

The *Joys* was a 130 foot long steam ship built in 1884 at the Milwaukee Ship Yard. Known as the 'greyhound of lumber carriers,' the ship burned and sank while crossing the Sturgeon Bay Ship Canal in 1898.

Joys Shipwreck is located 150 yards offshore with historical marker in Sunset Park. The site was listed in 2007.

Adolph Larson Company Store

The Larson Company Store is an Italianate building that was constructed in 1875. The home addition was added in 1878. Adolph Larson is known for being the first cabinet maker in Door County and was a manufacturer of ornamental woodwork, furniture and coffins. In the late 1800's the upstairs was used by a pre-temperance movement men's club called the Temple of Honor.

The building is located at 306 S. Third Street and was listed in 1985.

Louisiana Street/Seventh Avenue Historic District

This historic district contains 28 Queen Anne and Classical Revival style buildings built between 1875 and 1949.

Roughly bounded by Louisiana Street, Kentucky Street, N. 5th Avenue, N. 7th Avenue, and N. 8th Avenue, the historic district was listed in 1983.

Sturgeon Bay (Michigan Street) Bridge

At the time of its completion in 1931, the Michigan Street Bridge's 140-foot center span was the longest in Wisconsin. In its entirety, the bridge contains thirteen separate spans totaling 1,420 feet. Its Scherzer-type, rolling-lift bascule construction is unique in Wisconsin. The bridge was originally constructed by D.H. Keller and H.P. Harrington, movable bridge specialists.

After the Wisconsin Trust for Historic Preservation listed the bridge as one of its Ten Most Endangered Historic Properties in 1998 and again in 2004, the bridge is now the subject of a major rehabilitation project by the Wisconsin Department of Transportation. The project will replace the operating machinery while preserving the historical integrity of the operation.



The Sturgeon Bay Bridge was listed in January 2008. More information regarding the history of the bridge and its designation as an historic structure can be obtained through the Advisory Council on Historic Preservation or through the National Trust for Historic Preservation via the following web links:

- www.achp.gov/docs/case_spring06.pdf
- www.preservationnation.org/resources/case-studies/transportation/sturgeonbay-michigan-street-bridge-4f-case-study.pdf

Other resources are the local non-profit group, Citizens for Our Bridge, 306 S. 3rd Avenue and Door County Maritime Museum, www.dcm.org.

Sturgeon Bay Post Office

The Sturgeon Bay Post Office was built in 1937 in a Moderne style, utilizing limestone, brick, and concrete. It was designed by the Office of the Supervising Architect, a division of the United States Treasury Department, under the direction of Louis A. Simon. A mural in the lobby depicts the Sturgeon Bay commercial fishing industry.

Located at 359 Louisiana Avenue, the Sturgeon Bay Post Office was listed in 2000.



Third Avenue Historic District

This downtown historic district features 38 commercial structures from the late 1800's and early 1900's, many of which are the Queen Anne style.

Bounded by Kentucky Street, N. 2nd Avenue, N. 3rd Avenue, and S. 3rd Avenue, the historic district was listed in 1983.

Wisconsin Architecture and History Inventory

The Wisconsin Architecture and History Inventory (AHI) systematically documents historic or architecturally significant buildings, sites, or districts throughout the state. The inventory consists of text and photographs and is stored at the State Historical Society in Madison.

The City of Sturgeon Bay contains 411 entries in the AHI. Entries include private homes, commercial buildings, commercial blocks, churches, schools, canneries, farm buildings, stables, and the Ahnapee & Western Railroad Station among others. For more information on listed properties in Sturgeon Bay, visit <http://www.wisconsinhistory.org> to conduct a search.

Local Historical Societies and Archives

The Door County Historical Society is located in the City of Sturgeon Bay. The City of Sturgeon Bay is also home to two archival resources:

Door County Archives

Located at the Door County Maritime Museum, these archives preserve and maintain the official records of county organizations and agencies, as well as other documents and photographs pertaining to Door County history.

Laurie History Room at the Door County Library

Located in the Sturgeon Bay branch of the Door County Library, this collection includes books on Door County and Wisconsin history, historical plat books, archived newspapers, and a roster of all persons buried in Door County cemeteries.

Historic Preservation Commission

In 1987, the Wisconsin State Legislature passed Wisconsin Act 395, endorsing the following view on historic preservation:

“The historical and cultural foundations of this state should be preserved as a living part of its community life and development . . . to give a sense of orientation to Wisconsin residents. . . . Increased knowledge of historic resources, the establishment of better means of identifying and administering them and the encouragement of their preservation will improve the planning of governmentally assisted projects and will assist economic growth and development.”

The City of Sturgeon Bay’s Historic Preservation Commission plays an active role in preserving the community’s history on a local level.

Museums

Door County Historical Museum

Housed in a Scandinavian styled building, the Door County Historical Museum features exhibits on natural history, rural Wisconsin life, and a replica pioneer fire station. This cultural resource is located at 18 N. 4th Avenue.

Door County Maritime Museum

The Door County Maritime Museum features permanent and temporary exhibits detailing the significant shipbuilding and maritime history of Sturgeon Bay and Door County, including model ships and a refurbished pilot house. Other branches of the museum are located at Cana Island

and Gills Rock. The museum also works to preserve Door County lighthouses.

The Door County Maritime Museum is located at 120 N. Madison Avenue. Additional information can also be found at www.dcmmm.org.

Miller Art Museum

The Miller Art Museum was founded by Ruth and Gerhard Miller in 1975. Housed in the Door County Main Library, the museum owns a permanent collection of over 500 paintings, drawings, and graphics with an emphasis on 20th Century Wisconsin artists. Seven temporary exhibits are scheduled in the main gallery each year. The museum also hosts programs in music, drama, and literature; as well as sponsoring “Artreach,” a program to provide classroom art experiences and lectures.

Located at 107 S. 4th Avenue; www.millerartmuseum.org

Performing Arts

Third Avenue Playhouse

Located at 239 N. 3rd Avenue in a former downtown movie theatre, the Third Avenue Playhouse hosts musical and theatrical performances as well as classes and workshops.

Festivals

Annual festivals celebrated in the City of Sturgeon Bay include:

- Door County Fair
- Harvest Festival and Harvest Moon Celebration
- Jefferson Street Festival
- Sons of Norway Norsk Fest
- Steel Bridge Songfest

SUSTAINABLE APPROACHES

The term sustainability covers a broad range of topics, including - but not limited to: energy efficiency and conservation, stormwater management (quantity and quality), low impact site development, transportation and transit, local food systems, and natural resource protection. In short, sustainability is about supporting and providing for a community, while minimizing impacts on the surrounding ecosystems and limiting the use of natural resources. This particular Plan emphasizes two specific aspects of sustainability, which are of special importance to Sturgeon Bay and its geographic location: stormwater management and local food systems.

Stormwater Management

The natural beauty of Sturgeon Bay offers an opportunity to implement sustainable strategies to protect the region's water quality, environmental features, air quality, and reduce energy consumption. It is important to preserve the City's natural areas for aesthetic, environmental, and economic reasons. The natural environment adds value to the community, attracts visitors who want to enjoy the natural amenities, and provides opportunities for alternative stormwater techniques to be implemented. Throughout the Plan objectives and policies, specific techniques are suggested that can help reduce the amount of water runoff while improving water quality for the area.

Whether on a watershed scale or a specific site, alternative stormwater management systems can be designed using natural systems (such as prairies and wetlands) to clean the water in the waterways, mitigate flooding impacts, and provide healthy fish and wildlife habitat. Alternative stormwater management uses healthy natural landscapes to provide a higher quality of life in the community. Alternative stormwater management systems often utilize native vegetated swales, prairies, wetlands, and ponds to:

- Reduce the rate and volume of runoff from the site
- Improve on-site and downstream water quality
- Enhance infiltration and groundwater recharge
- Decrease infrastructure development costs by minimizing the need for curb, gutter, and storm sewer systems by minimizing impervious surfaces and narrowing road widths.

On a watershed scale, alternative stormwater management principles provide opportunities to restore degraded wetlands, can stabilize stream systems, and increase and improve habitat for fish, birds, and wildlife.

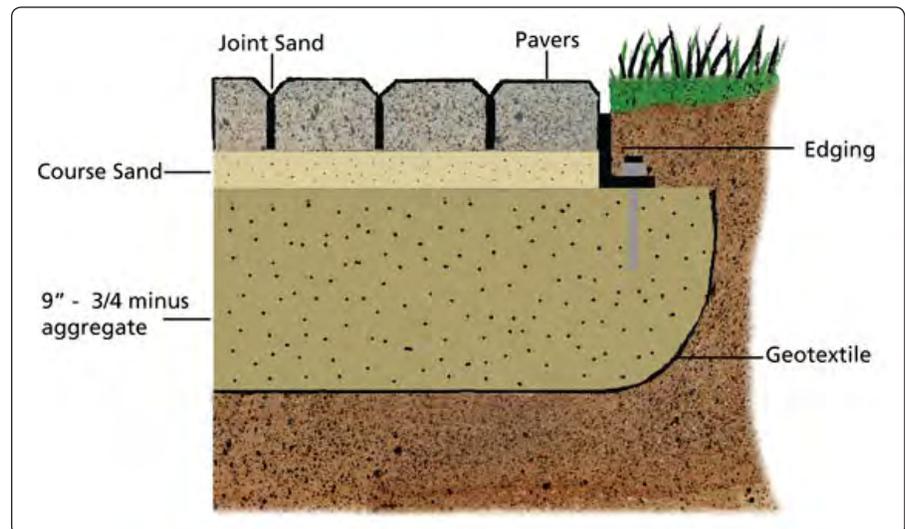


Alternative Stormwater Applications and Techniques

Alternative stormwater applications vary depending on the amount of land available, cost to implement, maintenance procedures, and desires of the community. Techniques can be applied in urban, suburban, natural, and rural settings.

Large-Scale Techniques

1. Bioretention/biofilter wetlands or ponds
2. Wetland restoration/creation
3. Stream daylighting and restoration



Small-Scale Techniques

1. Native landscaping
2. Rain gardens
3. Rain barrels
4. Downspout disconnections (where permitted)
5. Vegetated swales
6. Dry wells/trenches
7. Recessed parking lot islands
8. Permeable pavement systems and materials
9. Green (vegetated) roofs

Techniques should be reviewed on a case-by-case basis to determine what is appropriate given the soil conditions, available land, and long-term benefit to the area.

Local Food Systems

On average, produce travels 1500 miles before it reaches your grocery cart. Not only does this require a significant amount of fuel energy, it detracts from the quality and nutritional value of fruit/vegetables - which must stay “ripe” significant longer than if it were locally grown and requires additional packaging. An increased awareness of these facts have led to increasing support for local food systems, including local farmers markets, community gardens, and other forms of small-scale urban agriculture.

Within Sturgeon Bay there are several opportunities for a community gardening program that could serve interested residents, as well as provide new educational opportunities for the City’s school system. For example, there may be opportunities along pathways or trail systems, where there is a significant buffer of unprogrammed, mowed turf grass. Alternatively, a portion of an underutilized park, open space, or school yard may provide another option for a community garden. There are many successful examples of these types of gardens across the region, state, and country. Some models are run as demonstration projects or integrated into school curriculums, while others offer low-to-no cost plots to the broader community. Typically, the biggest challenge relates to irrigation - whether it is accomplished through a micro-drip system, integrated into each individual raised garden plot, or nearby access to a water spigot or rain catchment system.



GOALS, OBJECTIVES, & POLICIES: AGRICULTURAL AND NATURAL RESOURCES

The goals, objectives, and policies are recommendations for directing future growth and development decisions. Goals are broad ideas, objectives are detailed elements that reinforce the goals, and policies are actions to implement the goal and objectives.

Goal 1: Allow agriculture as a continuing use in the City and support continued agricultural use in the areas adjacent to the City.

- Objective 1.1: Allow existing agricultural uses to continue within the City with an emphasis on local food production, hobby farming, or artisan farming.
- Objective 1.2: Determine an appropriate long-term use for existing agricultural land that balances property rights with preservation of the natural environment.
- Objective 1.3: Preserve long-term agricultural uses in adjacent towns.

- Policy 1.1: Support the establishment of one or more community gardens within the City.*
- Policy 1.2: Require buffers and transitional uses adjacent to agricultural uses and farming.*
- Policy 1.3: Promote agricultural zoning classifications under either county or town zoning for prime farmland and oppose zoning changes to active farmland that are inconsistent with the county's, town's, or Sturgeon Bay's Comprehensive Plan.*
- Policy 1.4: Avoid annexations of prime farmland and extensions of municipal utilities past prime farmland.*

Goal 2: Protect natural resources which enhance the quality of life and provide a balance between human-made and natural areas.

- Objective 2.1: Continue to implement the Wellhead Protection Plan to ensure a long term supply of safe drinking water.*
- Objective 2.2: Expand the amount of open space (both public and private) along the coastal flood zone to minimize the impacts of natural flooding.*
- Objective 2.3: Effectively control and continually monitor aquatic weed control within the Bay area, particularly through improved stormwater management and erosion control techniques, education and regulatory programs that reduce sediment and nutrients entering the Bay.*

- Policy 2.1: Continue to protect important hydrologic features such as streams, ponds, flood plains, and drainage ways – all of which affect other natural processes, through continued enforcement of floodplain zoning, property acquisition where necessary, and other means.*
- Policy 2.2: Consider adopting a setback from navigable waterways.*
- Policy 2.3: Mitigate the spread of invasive species through education and increased awareness, monitoring of public and private lands, and eradication programs, where necessary.*

Policy 2.4: Where possible, connect the parks and significant natural resources to provide corridors for wildlife and opportunities to establish routes for pedestrians and bicyclists.

Policy 2.5: Protect and conserve the vast amount of wetlands within the City and its planning area through current and future City, County, and State regulations. Consider adopting building setbacks from wetlands.

Goal 3: Encourage programs that protect the natural environment and quality of life.

Objective 3.1: Continue to recycle domestic waste.

Objective 3.2: Explore ways to implement sustainable practices for both public and private developments.

Objective 3.3: Continue to encourage and expand efforts in urban forestry, including street trees, parking lot landscaping, and wooded parks.

Objective 3.4: Maintain a high quality natural environment with proper stormwater techniques and green infrastructure.

Policy 3.1: Create incentives for utilizing sustainable stormwater techniques.

Policy 3.2: Identify areas within the urbanized section of Sturgeon Bay where vegetated swales, infiltration ponds, recessed parking lot islands, rain barrels, rain gardens, and cisterns can be implemented.

Policy 3.3: Identify areas within the non-urbanized section of Sturgeon Bay where infiltration ponds, prairies, and vegetated swales can be implemented.

Policy 3.4: Continue implementation of the Sturgeon Bay Stormwater Management Plan and improve education and enforcement of the City's existing regulations relating to stormwater runoff. Consider creating a stormwater utility to help cover the costs of various recommended projects within the Plan.

GOALS & OBJECTIVES: CULTURAL RESOURCES

Goal 1: Protect and enhance the historic character of the City.

Objective 1.1: Continue to reinforce and promote the historic identity of the City through signage, plaques, and recognition, as well as through appropriate historic preservation regulations.

Objective 1.2: Encourage the continued maintenance and improvement of existing historical structures.

Objective 1.3: Protect the natural features as part of the cultural heritage of Sturgeon Bay.

Policy 1.1: Identify funding sources for historic building improvements and rehabilitation.

Policy 1.2: Update and/or expand the architectural/historical survey for Sturgeon Bay and investigate opportunities for additional historic districts or nominations for individual historic structures and sites.

Policy 1.3: Consider adopting procedures and requirements for demolishing buildings in historic districts or buildings with historical significance.

Goal 2: Expand the arts and educational facilities in the Sturgeon Bay area.

Objective 2.1: Use the arts and education to attract additional tourists and extend the tourist season.

Objective 2.2: Capitalize on Door County's extensive arts community and growing reputation as an arts destination.

Objective 2.3: Through the University of Wisconsin or other education entities, seek the establishment of a satellite facility for educational endeavors such as hotel management or environmental science.

Policy 2.1: Gather more information on arts and education programs linked to tourism and consider site visits to comparable areas.

Policy 2.2: Seek the development of an "Arts District" within or near Downtown Sturgeon Bay.

Chapter 5

HOUSING

Section 66.1001 (2)(b) of the Wisconsin Statutes requires the Housing Element to discuss the age, structural condition, value, and occupancy characteristics of the existing housing stock. In addition, specific policies and programs must be identified that:

- Provide a range of housing choices that meet the needs of persons in all income levels and age groups and persons with special needs.
- Maintain or rehabilitate the existing housing stock.



Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Housing Element that must be addressed as part of the planning process. They are:

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.



- Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

HOUSING OCCUPANCY & TENURE

In 2000, according to the housing occupancy and tenure data provided by the US Census*, the City of Sturgeon Bay had 4,447 housing units. Of those units, 91.0% of which were occupied while the remaining 9.0% were vacant or seasonal (Figure 5-1). The percentage of occupied housing in the City of Sturgeon Bay was much higher than the percentage for Door County as a whole. Door County had 19,587 housing units in 2000. Of those units, 60.4% were occupied while the remaining 39.6% were vacant or seasonal. By comparison, in the Town of Sturgeon Bay 65.6% of units were occupied with 34.4% vacant or seasonal. Housing units in the Town of Nasewaupsee were 58.9% occupied and 41.1% vacant or seasonal, and housing units in the Town of Sevastopol were 69.2% occupied and 30.8% vacant or seasonal.

Figure 5-1: Housing Occupancy & Tenure

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (2000)	2,321,144	100%	19,587	100%	4,447	100%	543	100%	1,320	100%	1,554	100%
Occupied Units (Total)	2,084,544	89.8%	11,828	60.4%	4,048	91.0%	356	65.6%	778	58.9%	1,076	69.2%
Vacant Units (Total)	236,600	10.2%	7,759	39.6%	399	9.0%	187	34.4%	542	41.1%	478	30.8%
Owner-Occupied (Occupied Units)	1,426,660	68.4%	9,394	79.4%	2,724	67.3%	327	91.9%	686	88.2%	951	88.4%
Renter-Occupied (Occupied Units)	657,884	31.6%	2,434	31.4%	1,324	32.7%	35	9.8%	86	11.1%	134	12.5%
Average Household Size	2.50	-	2.33	-	2.26	-	2.40	-	2.40	-	2.50	-

Source: U.S. Census Bureau, 2000

*Note: There is a discrepancy between the number of housing units provided by the US Census Bureau. When related to housing occupancy and tenure, the Census identifies 4,447 total units; for all other housing data in this chapter the Census identifies 4428 total housing units in Sturgeon Bay. This discrepancy is likely due to differing definitions of "housing unit."



In the City of Sturgeon Bay in 2000, 2,724 housing units were owner-occupied (67.3% of all occupied units), while 1,324 units were renter-occupied (32.7%). The percentage of renter-occupied units was higher in the City than in surrounding rural areas. In Door County as a whole, 79.4% of the housing units are owner-occupied and 31.4% are rentals. The Town of Sturgeon Bay had 91.9% owner-occupied. Housing units in the Town of Nasewaupsee were 88.2% owner-occupied while 88.4% were owner-occupied in the Town of Sevastopol.

Average household sizes were slightly smaller in the City of Sturgeon Bay than in the surrounding rural areas. In the City of Sturgeon Bay the average household size was 2.26 persons, compared to 2.33 in Door County as a whole. In the Town of Sturgeon Bay and in the Town of Nasewaupsee the average household size was 2.40, while in the Town of Sevastopol the average was 2.5 persons.

HOUSING COMPOSITION

In the City of Sturgeon Bay 65.1% of the identified 4,428 total housing units* (reference note on page 5-2) were single-family, 8.2% were two-family, 18.4% were multi-family, with the remaining 8.3% in mobile homes or other configurations (Figure 5-2). The City featured a lower percentage of single-family units than surrounding areas. Door County as a whole contained 77.5% single-family homes. The Town of Sturgeon Bay had 94.3% single-family units, the Town of Nasewaupsee had 83.3%, and the Town of Sevastopol had 93.7%.

Figure 5-2: Housing Composition

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		Town of Sevastopol	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (2000)	2,321,144	100%	19,587	100%	4,428	100%	557	100%	1,315	100%	1,567	100%
Single-Family	1,609,407	69.3%	15,188	77.5%	2,883	65.1%	525	94.3%	1,096	83.3%	1,469	93.7%
Two-Family	190,889	8.2%	1,266	6.5%	362	8.2%	2	0.4%	13	1.0%	8	0.5%
Multi-Family	416,680	18.0%	1,796	9.2%	815	18.4%	0	0.0%	12	0.9%	46	2.9%
Mobile Home / Other	104,168	4.5%	1,337	6.8%	368	8.3%	30	5.4%	194	14.8%	44	2.8%

Source: U.S. Census Bureau, 2000

HOUSING AGE

In the City of Sturgeon Bay, approximately 47.1% of the housing stock was built after 1970 (Figure 5-3). Generally, there was less housing built later than 1970 in the City than in Door County as a whole, in which 52.3% was built after 1970. In the Town of Sturgeon Bay 47.1% of the housing was built after 1970, compared to 44.4% in the Town of Nasewaupsee, and 50.0% in the Town of Sevastopol.

Figure 5-3: Housing Age

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total
Total Housing Units (2000)	2,321,144	100%	19,587	100%	4,428	100%	557	100%	1,315	100%	1,567
1990 to March 2000	389,792	16.8%	3,953	20.2%	674	15.2%	83	14.9%	200	15.2%	238
1980 to 1989	249,789	10.8%	3,033	15.5%	579	13.1%	71	12.7%	149	11.3%	252
1970 to 1979	391,349	16.9%	3,246	16.6%	832	18.8%	149	26.8%	236	17.9%	293
1960 to 1969	276,188	11.9%	1,510	7.7%	326	7.4%	33	5.9%	182	13.8%	135
1950 to 1959	291,948	12.6%	1,824	9.3%	443	10.0%	49	8.8%	126	9.6%	143
1940 to 1949	178,914	7.7%	1,492	7.6%	494	11.2%	32	5.7%	92	7.0%	148
Before 1940	543,164	23.4%	4,529	23.1%	1,090	24.6%	140	25.1%	330	25.1%	358

Source: U.S. Census Bureau, 2000

The percentage of housing built before 1940 was consistent throughout the study area. In the City of Sturgeon Bay 24.6% was built prior to 1940, compared to 23.1% in Door County, 25.1% in the Town of Sturgeon Bay, 25.1% in the Town of Nasewaupée, and 22.8% in the Town of Sevastopol.

HOUSING VALUE

The median value for an owner-occupied home in the 2000 census was much lower in the City of Sturgeon Bay than in the surrounding townships as well as in Door County as a whole (Figure 5-4). The median value in the City of Sturgeon Bay was \$85,400. Door County's median value was \$122,900. The median value in the Town of Sturgeon Bay was \$127,200, compared to \$123,000 in the Town of Nasewaupée, and \$157,300 in the Town of Sevastopol.

Figure 5-4: Housing Value

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupée		Town of Sevastopol
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total
Owner Occupied Units (2000)	1,122,467	100%	9,381	100%	2,725	100%	201	100%	406	100%	406
Less Than \$50,000	73,450	6.5%	824	8.8%	343	12.6%	11	5.5%	14	3.4%	14
\$50,000 to \$99,999	396,893	35.4%	2,762	29.4%	1,292	47.4%	49	24.4%	106	26.1%	106
\$100,000 to \$149,999	343,993	30.6%	2,185	23.3%	592	21.7%	56	27.9%	141	34.7%	141
\$150,000 to \$199,999	173,519	15.5%	1,253	13.4%	205	7.5%	32	15.9%	60	14.8%	60
\$200,000 to \$299,999	95,163	8.5%	1,197	12.8%	82	3.0%	25	12.4%	43	10.6%	43
\$300,000 to \$399,999	22,602	2.0%	459	4.9%	26	1.0%	12	6.0%	25	6.2%	25
\$400,000 to \$499,999	7,905	0.7%	260	2.8%	21	0.8%	5	2.5%	11	2.7%	11
\$500,000 +	8,942	0.8%	441	4.7%	79	2.9%	11	5.5%	6	1.5%	6
Median Value (2000)	\$109,900	-	\$122,900	-	\$85,400	-	\$127,200	-	\$123,000	-	\$157,300

Source: U.S. Census Bureau, 2000



The majority (60.0%) of the owner-occupied housing units in the City of Sturgeon Bay were valued below \$100,000, with nearly half (47.4%) valued between \$50,000 and \$99,999. By comparison, 38.2% of owner-occupied units in all of Door County were valued below \$100,000, 29.9% in the Town of Sturgeon Bay, 29.5% in the Town of Nasewaupsee, and 21.8% in the Town of Sevastopol.

HOUSING CHANGE IN VALUE, RENT, AND INCOME

Values for owner-occupied housing units in the City of Sturgeon Bay grew much more slowly than in the surrounding townships and in Door County as a whole (Figure 5-5). The adjusted median value for owner-occupied housing in the City of Sturgeon Bay in 2000 was \$85,400 compared to \$78,129 (in 2000 dollars) in 1990 which reflected an increase of 9.3%. Between 1990 and 2000, the adjusted value of owner-occupied housing in Door County increased from \$88,274 (in 2000 dollars) to \$122,900, an increase of 39.2%. In the same ten year period the adjusted value of owner-occupied housing increased 48.3% in the Town of Sturgeon Bay, 38.7% in the Town of Nasewaupsee, and 46.1% in the Town of Sevastopol.

Figure 5-5: Housing - Change in Value, Rent, & Income

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		S
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	
Total Housing Units (1990)	2,055,774	-	18,037	-	4,049	-	546	-	1,263	-	1,4
Median Value (1990)	\$62,500	-	\$67,000	-	\$59,300	-	\$65,100	-	\$67,300	-	\$81,
Gross Rent (1990)	\$399	-	\$348	-	\$338	-	\$475	-	\$381	-	\$3
Household Income (1989)	\$29,442	-	\$26,259	-	\$24,612	-	\$27,188	-	\$26,434	-	\$32,
Total Housing Units (2000)	2,321,144	12.9%	19,587	8.6%	4,428	9.4%	557	2.0%	1,315	4.1%	1,5
Median Value (2000)	\$109,900	75.8%	\$122,900	83.4%	\$85,400	44.0%	\$127,200	95.4%	\$123,000	82.8%	\$157
Gross Rent (2000)	\$540	35.3%	\$481	38.2%	\$452	33.7%	\$511	7.6%	\$454	19.2%	\$5
Household Income (1999)	\$43,791	48.7%	\$38,813	47.8%	\$31,935	29.8%	\$42,434	56.1%	\$43,292	63.8%	\$47,

Source: U.S. Census Bureau

Increases in adjusted gross rent between 1990 and 2000 varied widely throughout the study area, ranging from an 18.3% decrease in the Town of Sturgeon Bay to an 11.0% in the Town of Sevastopol (Figure 5-6). More than half of the renter-occupied units in Door County were located in the City of Sturgeon Bay (1,324 of 2,434). The median gross rent increased 1.5% in the City of Sturgeon Bay compared to a 4.9% increase in Door County.

Figure 5-6: Housing - Change in Value, Rent, & Income (Adjusted to 2000 values)

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		State of Wisconsin
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	
Total Housing Units (1990)	2,055,774	-	18,037	-	4,049	-	546	-	1,263	-	1,450
Median Value (1990)	\$82,345	-	\$88,274	-	\$78,129	-	\$85,771	-	\$88,669	-	\$107,000
Gross Rent (1990)	\$526	-	\$458	-	\$445	-	\$626	-	\$502	-	\$500
Household Income (1989)	\$38,790	-	\$34,597	-	\$32,427	-	\$35,821	-	\$34,827	-	\$42,000
Total Housing Units (2000)	2,321,144	12.9%	19,587	8.6%	4,428	9.4%	557	2.0%	1,315	4.1%	1,500
Median Value (2000)	\$109,900	33.5%	\$122,900	39.2%	\$85,400	9.3%	\$127,200	48.3%	\$123,000	38.7%	\$157,000
Gross Rent (2000)	\$540	2.7%	\$481	4.9%	\$452	1.5%	\$511	-18.3%	\$454	-9.6%	\$500
Household Income (1999)	\$43,791	12.9%	\$38,813	12.2%	\$31,935	-1.5%	\$42,434	18.5%	\$43,292	24.3%	\$47,000

Sources: U.S. Census Bureau & US Department of Labor, Bureau of Labor Statistics

Adjusted median household income also grew more slowly in the City of Sturgeon Bay than in surrounding townships and in Door County between 1990 and 2000. In the City of Sturgeon Bay, the median household income decreased from \$32,427 (in 2000 dollars) in 1990 to \$31,935 in 2000 (a decrease of 1.5%). In Door County as a whole, adjusted median household income increased by 12.2% from \$34,597 (in 2000 dollars) in 1990 to \$38,813 in 2000. In that same ten year period, adjusted median household income increased by 18.5% in the Town of Sturgeon Bay, 24.3% in the Town of Nasewaupsee, and 11.4% in the Town of Sevastopol.

HOUSING AFFORDABILITY

The U.S. Department of Housing and Urban Development defines housing affordability as households “paying no more than 30 percent of their income for housing.” Households that pay more than 30 percent of their income for housing are considered to have a high cost burden (<http://www.hud.gov/offices/cpd/affordablehousing/index.cfm>).

In 1990 1,101 owner-occupied households in the City of Sturgeon Bay held a mortgage (Figure 5-7). Of those, 219 spent more than 30% of their household income on housing, a percentage of 19.9%. By 2000, there were 1,280 owner-occupied households with a mortgage in the City of Sturgeon Bay and the number of households spending more than 30% of their income on housing increased to 317, a percentage of 24.8%. Therefore, the number of owner occupied households with mortgages increased at a 16.3% rate from 1990 to 2000, while the percentage of households experiencing a high cost burden increased by 44.7% in the same period. In that same time span, in Door County the number of owner-occupied households with a mortgage increased by 45.6%, while the number of households experiencing a high cost burden increased by 57.3%. The amount of increase for households spending more than 30% of their income on housing varied considerably in the surrounding townships from an 8% increase in the Town of Sturgeon Bay to a 78.8% increase in the Town of Nasewaupsee.



Figure 5-7: Housing Affordability (Mortgage Status as a Percentage of Household Income)

	State of Wisconsin		Door County		City of Sturgeon Bay		Town of Sturgeon Bay		Town of Nasewaupsee		S Tot
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	
Total Housing Units (1990)	2,055,774	-	18,037	-	4,049	-	546	-	1,263	-	1,4
Total Housing Units (2000)	2,321,144	12.9%	19,587	8.6%	4,428	9.4%	557	2.0%	1,315	4.1%	1,5
Housing Units w/ Mortgage (1990)	566,650		2,574		1,101		94		148		30
<30% of Income on Mortgage (1990)	469,474		1,934		882		67		115		19
>30% of Income on Mortgage (1990)	95,982		632		219		25		33		10
Housing Units w/ Mortgage (2000)	770,996	36.1%	3,747	45.6%	1,280	16.3%	135	43.6%	244	64.9%	40
<30% of Income on Mortgage (2000)	603,419	28.5%	2,748	42.1%	963	9.2%	108	61.2%	185	60.9%	28
>30% of Income on Mortgage (2000)	165,732	72.7%	994	57.3%	317	44.7%	27	8.0%	59	78.8%	11
Housing Units w/o Mortgage (1990)	361,844		2,295		868		52		164		21
<30% of Income on Mortgage (1990)	315,733		1,946		782		40		132		18
>30% of Income on Mortgage (1990)	44,044		334		86		12		32		2
Housing Units w/o Mortgage (2000)	351,471	-2.9%	2,627	14.5%	995	14.6%	66	26.9%	162	-1.2%	25
<30% of Income on Mortgage (2000)	314,311	-0.5%	2,279	17.1%	856	9.5%	60	50.0%	145	9.8%	21
>30% of Income on Mortgage (2000)	34,235	-22.3%	328	-1.8%	139	61.6%	6	-50.0%	17	-46.9%	3

Source: U.S. Census Bureau

HOUSING DEMAND

Population projections form the basis for determining the amount of land to be dedicated for residential use. By combining population projections with household size, it is possible to project the number of household units that would be demanded in five year increments.

Based upon the Wisconsin DOA figures, the City of Sturgeon Bay's population is projected to increase through about 2020, then decrease in through 2030. In the period between 2005 and 2030, the City is projected to gain a net of 210 persons. By dividing this figure by the median household size of 2.26, it can be projected that the City will need 93 more housing units in 2030 than it needed in 2005 (Figure 5-8).

Figure 5-8: Housing Demand

	Door County			City of Sturgeon Bay		
	Projection	Change	Units**	Projection	Change	Units*
2005	29,402	-	-	9,725	-	-
2010	30,204	802	344	9,826	101	45
2015	31,110	906	389	9,970	144	64
2020	31,832	722	310	10,056	86	38
2025	32,193	1,083	465	10,032	62	27
2030	32,090	258	111	9,873	-183	-81
Total		3,771	1618		210	93

*NOTE: 2.26 Persons/Household

**NOTE: 2.33 Persons/Household

Source: U.S. Census Bureau, 2000

Of the DOA's five-year projections, the peak is 2020, with a population projection of 10,056. For this population, the city would need 147 more housing units than in the year 2005.

Door County is also projected increase in population through about 2025, and then begin to decrease after 2025. Door County is projected to have a net gain in population between 2005 and 2030. The county's net gain of 3,771 people would require an additional 1,618 units county-wide, based upon a median county household size of 2.33. For the peak year of 2025, a total of 1,211 more housing units than in the year 2005 would be needed. Based upon these projections, the demand for additional housing units in Door County is projected to be greater in the portion of the County outside the City of Sturgeon Bay.

A complicating factor for estimating the future housing demand is seasonal housing units. Because of the amount of seasonal housing units in Sturgeon Bay and Door County, the method described above might not capture all of the housing units expected to be built during the planning period. An alternative method to predict the total number of housing units, both year-round and seasonally occupied, through the end of the planning period is to look at the ratio of past year-round population figures to total housing units.

In 1970 Sturgeon Bay had a population of 6,776 and 2,507 housing units, a ration of 2.70 persons per housing unit. This ratio has steadily declined each decade and in the most recent census of 2000 the City had a population of 9,437 and 4,428 housing units. The ratio of population to housing units dropped to 2.13 persons per housing unit. Although the ratio has historically and consistently declined each decade, the most recent figure of 2.13 persons per housing unit can be used to determine the number of housing units that are expected to be needed to accommodate the projected population. For Sturgeon Bay, the projected year 2030 population of 9,873 equates to 4,635 housing units, a net increase of 69 housing units from the year 2005. For the peak population projection in the year 2020, a total of 4,721 housing units would be required under this methodology, an increase of 155 units over the year 2005.

The estimates of housing demand presented above are based upon the Wisconsin DOA population projections and the 2000 Census figures for household size and percentage of seasonal units. If the actual population increases or decreases at a faster rate or if the household size or seasonal housing units changes significantly, the anticipated number of future housing units will be impacted. To obtain a better handle on housing demand, the City should reevaluate the figures after the 2010 Census is published.

For more information, see the "Sturgeon Bay Housing Needs Analysis," commissioned by the Door County Economic Development Corporation in 2001, available at:

www.doorcountybusiness.com/pdfs/HousingNeedsAnalysis.pdf



The analysis presented above predicts roughly 300 housing units are needed to accommodate the peak population growth compared to the year 2000. From 2000 through 2008 the City of Sturgeon Bay issued building permits for over 400 housing units. Although some existing housing units may have been lost through demolition or conversion, it appears that Sturgeon Bay is outpacing the predicted number of housing units. There are several possible conclusions from this data, including the population projections are too low, the number of seasonal units has increased at a disproportionate rate, household size has decreased, or vacancy rates have increased. It is imperative for the City to review the 2010 Census figures as soon as they are published to get a better understanding of the demand for housing within the City.

HOUSING PROGRAMS AVAILABLE IN DOOR COUNTY

A variety of public and private organizations provide housing assistance in Door County, including: the Door County Housing Authority; the Attainable Housing Committee of the Door County Economic Development Corporation (DCEDC); the Wisconsin Housing and Economic Development Authority (WHEDA); Lakeshore Cap; Door County Habitat for Humanity; and the Financial Information and Service Center.

The array of government sponsored programs and funding availability is always changing, therefore this section focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in the City of Sturgeon Bay. Many programs available in the County are administered through local and statewide non-profit organizations that receive funding from the Federal Government. What follows is an overview of several available programs:



Door County Housing Authority

The Door County Housing Authority is completely funded by the U.S. Department of Housing and Urban Development (HUD). Programs run by the Housing Authority include:

- Section 8 rental voucher program - provides rental assistance to income-eligible renters.

In 2007, the Housing Authority provided assistance to 238 renters with another 65 on a waiting list due to insufficient funding. Half of those receiving funding were elderly or disabled.

Door County Economic Development Corporation, Attainable Housing Committee

The Attainable Housing Committee of the DCEDC administers two programs which utilize federal Community Development Block Grants:



- Housing Assistance Program – provides 0% interest loans of up to \$20,000 to low and moderate income, first time home buyers anywhere in Door County.
- Employer Assisted Housing Program – a pilot program involving local employers. Provides assistance for home purchase in which employees can receive up to \$10,000 for a down payment.

Door County Habitat for Humanity

Habitat for Humanity is a non-profit organization which partners with families who could not otherwise afford home ownership. They provide a no interest mortgage and reward ‘sweat equity’ provided by participants and volunteers.

Lakeshore Cap

Lakeshore Cap is a non-profit organization serving Door, Kewaunee, Manitowoc, and Sheboygan Counties. They offer the following programs:

- Home Buyer Program – requires applicants to complete an education and training program. Upon completion of training, direct loans with low or no interest financing may be available to provide assistance for home acquisition, down payments, closing costs, rehabilitation projects, or new construction.
- Individual Development Accounts (IDA) – a 2 year savings program in which eligible households receive \$2 in matching funds for every \$1 saved, for a maximum of \$3,000 (\$1000 participant contribution, \$2000 matched).

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA administers the following programs:

- HOME Loan – provides long term, below market, fixed rate loans for low to moderate income, first time home buyers.
- WHEDA Zero Down Loan – provides affordable, fixed interest rate mortgage for eligible first time home buyers.
- HOME Plus Loan – provides up to \$10,000 for down payment and closing costs, as well as a line of credit for home repairs to eligible home owners.
- No Equity Express – provides low cost, fixed rate financing for a home improvement loan of up to \$10,000, with no equity requirement.
- No Equity Home Improvement – provides low cost, fixed rate financing for home improvement projects that exceed \$10,000 with a maximum loan amount of \$20,000, with no equity requirement.



- Major Rehabilitation Loan – provides 30-year, fixed rate loans to purchase and rehabilitate, or refinance and rehabilitate home.

Financial Information and Service Center (FISC) Consumer Credit Counseling

FISC is a non-profit organization which provides training and counseling to families and individuals regarding home ownership, budgets, credit, and sound financial principles.

SUSTAINABLE APPROACHES

Reducing the amount of energy consumed, providing walkable neighborhoods, and integrating sustainable building techniques are strategies that should be encouraged in existing and future neighborhoods. Sustainable building practices at the neighborhood scale may include:

- On-site renewable energy production (solar panels, small-scale wind turbines, geothermal heating)
- Energy efficient construction, including using recycled building materials and insulation, installing energy efficient windows, or diverting construction waste from landfills
- Small-scale homeowner improvements within the home, including the use of energy efficient light bulbs and appliances

A variety of alternative stormwater management techniques can be applied within existing neighborhoods and new housing developments. Techniques include, but are not limited to:

- Rain barrels – rain barrels collect downspout drainage and used to irrigate landscape areas
- Rain gardens – rain gardens use native landscaping materials to create localized infiltration basins that provide a means for stormwater runoff to cool, infiltrate, and recharge the groundwater
- Infiltration swales or prairies – undeveloped areas, or preserved open spaces, can include native plants to filter surface runoff and recharge the groundwater

Techniques should be reviewed on a case-by-case basis to determine what is appropriate given the soil conditions, available land, and long-term benefit to the area.



GOALS, OBJECTIVES, AND POLICIES

The goals, objectives, and policies are recommendations for directing future growth and development decisions. Goals are broad ideas, objectives are detailed elements that reinforce the goals, and policies are actions to implement the goal and objectives.

Goal 1: Maintain a diverse, high quality housing inventory, meeting the needs of the community.

Objective 1.1: Continue to find ways to diversify the range of housing available.

Objective 1.2: Seek to provide adequate and “attainable” rental and ownership housing opportunities for the City’s growing service sector and others entering the workforce. Opportunities should include rehabilitation programs.

Objective 1.3: Create opportunities for the development of “move-up” or “buy-up” housing to further accommodate residents’ changing lifestyles.

Objective 1.4: Protect the residential feeling of existing neighborhoods.

Objective 1.5: Encourage energy efficient programs and sustainable building practices for residential structures.

Policy 1.1: Develop mixed-use projects along major corridors and Downtown to provide housing choices.

Policy 1.2: Maintain seasonal housing opportunities.

Policy 1.3: Limit extended non-residential parking in residential areas.

Policy 1.4: Continue code enforcement and encourage property maintenance in neighborhood areas.

Policy 1.5: Identify grants and funding sources for energy savings programs and sustainable practices.

Goal 2: Provide adequate opportunities for housing development and redevelopment.

Objective 2.1: Protect residential areas from encroachment by land-uses which are incompatible or may create adverse impacts on residential land-uses.



Objective 2.2: Encourage new and infill development that is complementary to the scale and character of surrounding residential uses, including conversion of single-family units to two-family units in select areas of the commercial corridors.

Objective 2.3: Provide an adequate, but not overly abundant, inventory of land to serve the housing development needs of the City.

Policy 2.1: Designate vacant incorporated lands and land to be annexed to meet the future housing needs of the City, with a priority on infill development over annexation.

Policy 2.2: When necessary, use annexation and the planned unit developments to carefully control and guide new development and redevelopment.

Policy 2.3: Ensure that zoning regulations and zoning district classifications used for new developments allow for sufficient density and housing types to promote efficient development patterns and wise use of municipal infrastructure.

Goal 3: Provide adequate infrastructure to support residential uses and development.

Objective 3.1: Require residential development to provide adequate, accessible and safe facilities and services, including schools, recreation, and open space areas.

Objective 3.2: Continue to provide adequate municipal services and facilities to meet the needs of residential areas.

Objective 3.3: Encourage sustainable practices for stormwater management.

Policy 3.1: Require all new residential subdivisions within the City limits to connect to municipal sewer and water facilities.

Policy 3.2: Identify land where stormwater management best practices can be implemented, including rain barrels, rain gardens, infiltration swales, and infiltration ponds.

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Chapter 6

ECONOMIC DEVELOPMENT

Section 66.1001 (2)(f) of the Wisconsin Statutes requires the Economic Development Element to include a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the local governmental unit.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth a goal related to the Economic Development Element that must be addressed as part of the planning process:

- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

ECONOMIC DEVELOPMENT IN STURGEON BAY

The City of Sturgeon Bay offers great opportunities for new businesses to locate within Door County. The City offers a highly skilled and well-educated workforce - 86% of persons age 25 and older in Sturgeon Bay have received a high school degree or higher (Source: U.S. Census 2000). The City also has: convenient visibility; direct access to the major transportation arterial in Door County - Highway 42/57 and major

bodies of water - Green Bay and Lake Michigan; and is located within 45 miles of Green Bay. For these reasons and more, Sturgeon Bay serves Door County as the economic “hub” of the peninsula and is home to the County’s top industries and employers.

In addition to year-round industries and employers, Sturgeon Bay has a strong seasonal economy based on tourism. This impacts the analysis of economic data, as it varies significantly between the summer and winter months, as well as recommendations related to economic development, which must address both seasonal and year-round opportunities.

LABOR FORCE: EMPLOYMENT STATUS

Data from the 2000 U.S. Census showed a higher unemployment rate in the City of Sturgeon Bay (4.2%) than in Door County as a whole (3.5%) (Figure 6-1). Unemployment rates in the surrounding townships were lower than the Door County rate, ranging from 3.0% in the Town of Sevastopol to 1.3% in the Town of Sturgeon Bay. Rates for those not in the labor force and for those in the Armed Forces were very similar between the City of Sturgeon Bay and Door County.

More recent data provided by the Wisconsin Department of Workforce Development showed that the unemployment rate in Door County rose to 7.1% by January of 2006 and to 7.5% in January of 2007. The January 2008 estimate for the County’s unemployment rate was 8.1%. However, due to the seasonal nature of Door County’s tourism economy, these numbers cannot be looked at independently. The unemployment rates for both June and January are listed below:

Figure 6-1: Unemployment Rates in Door County (2006-2008)

	January	June
2006	7.1%	4.4%
2007	7.5%	4.5%
2008	8.1%	4.3%

LABOR FORCE: OCCUPATION AND LEADING EMPLOYERS

An examination of occupation categories from the 2000 U.S. Census reveals that the City of Sturgeon Bay and Door County showed a very similar occupation profile with percentages in every category falling within two percentage points for each locale. The occupation categories with the highest percentage of workers were ‘Management, Professional, and Related Occupations’ (26.3% in the City of Sturgeon Bay, and 27.5% in Door County), ‘Sales and Office Occupations’ (25.3% in the City of Sturgeon Bay, and 23.6% in Door County), and ‘Production, Transportation, and Material Moving Occupations’ (19.7% in the City of Sturgeon Bay, and 18.0% in Door County).



Leading Occupations and Average Annual Wage in Door County by Industry

Figure 6-2 (Employment Distribution by Industry) and Figure 6-3 (Average Annual Wage by Industry) identify the leading occupations and average annual wages by industry in Door County. Consistent with the strong tourism industry in the County, the leisure and hospitality sector dominates Door County’s employment with 22.15% of the total job base. As expected, this industry also provides the lowest average annual wage in the County with many jobs that are entry-level, part-time, and/or seasonally based.

Figure 6-2: Employment Distribution by Industry

Industry	Number Employed	Percentage Employed
All Industries	13,393	100%
Natural Resources	183	1.37%
Construction	935	6.98%
Manufacturing	2,190	16.35%
Trade, Transportation, Utilities	2,260	16.87%
Information	supressed	
Financial Activities	573	4.28%
Professional & Business Services	629	4.70%
Education & Health	1,987	14.84%
Leisure & Hospitality	2,966	22.15%
Other Servcies	667	4.98%
Public Administration	828	6.18%

Source: WI DWD, Bureau of Workforce Training, Quarterly Census Employment & Wages, June 2007

Figure 6-3: Average Annual Wage by Industry

Industry	Average Annual Wage		Door County as Percentage of Wisconsin
	Door County	Wisconsin	
All Industries	\$ 25,857	\$ 36,830	70.2%
Natural Resources	\$ 19,467	\$ 28,301	68.79%
Construction	\$ 36,080	\$ 44,682	80.75%
Manufacturing	\$ 36,349	\$ 45,952	79.10%
Trade, Transportation, Utilities	\$ 22,427	\$ 31,935	70.23%
Information	supressed	\$ 45,704	na
Financial Activities	\$ 30,151	\$ 48,859	61.71%
Professional & Business Services	\$ 30,166	\$ 42,612	70.79%
Education & Health	\$ 33,073	\$ 38,492	85.92%
Leisure & Hospitality	\$ 13,500	\$ 13,058	103.38%
Other Servcies	\$ 15,560	\$ 21,228	73.30%
Public Administration	\$ 26,748	\$ 38,294	69.85%

Source: WI DWD, Bureau of Workforce Training, Quarterly Census Employment & Wages, June 2007

Employers in the trade, transportation, and utilities division provide the second largest share of total employment at 16.9% of the total job base. However the annual average wage in this industry is lower in Door County (\$22,427) than it is in Wisconsin (\$31,935). The Wisconsin Department of Workforce Development partially attributes this to the fact that jobs in this division are more seasonally affected than jobs statewide and thus pull down the average annual wage in Door County.

The highest average annual wage in Door County is in the manufacturing industry (\$36,349). However, this wage is still only 79.1% of the State's average wage in manufacturing.

The greatest disparity between statewide and county wages exists in the financial activities division at only 61.7% of Wisconsin's average annual wage. It is also one of the smaller industry groups in the County and only consists of 4.3% of the total job base.

Leading Employers in Door County & Sturgeon Bay

Figure 6-4 identifies the leading employers in Door County, which are all - with the exception of the Southern Door Public School District - located within the City of Sturgeon Bay.

Figure 6-4: Leading Employers in Door County

Largest Employers	Type of Business	# of Employees	Location
Bay Shipbuilding	Ship Repair & Construction	710	Sturgeon Bay
Door County Memorial Hospital	Health Care	619	Sturgeon Bay
Palmer Johnson	Luxury Yacht Builder	454	Sturgeon Bay
Baylake Bank	Commercial Banking	340	Sturgeon Bay
County of Door	County Government	329	Sturgeon Bay
Hatco Corporation	Commercial Kitchen Equipment	314	Sturgeon Bay
Marine Travelift/ExacTech	Boat & Industrial Hoists	237	Sturgeon Bay
School District of Sturgeon Bay	Elementary & Secondary Schools	213	Sturgeon Bay
Southern Door Public School	Elementary & Secondary Schools	174	Brussels
NEW Industries	Custom Machining	130	Sturgeon Bay
Therma-Tron-X	Industrial Finishing Systems	123	Sturgeon Bay
Door County YMCA	Civic & Social Organization	115	Sturgeon Bay
Wal-Mart Associates	Discount Department Store	100	Sturgeon Bay
WireTech Fabricators	Wire Products	100	Sturgeon Bay
Portside Builders	Construction	86	Sturgeon Bay

Source: Door County Economic Development Corporation & WI DWD, Bureau of Workforce Training

ECONOMIC PROJECTIONS

As noted in Door County's *Economic Development Adjustment Plan*, future growth in the County's employment is difficult to predict. Employment projections are usually based upon an analysis of the



availability of the future workforce based on the resident population. The projection of workforce based upon the population projections for Door County reveals a trend that could have a great impact on the current economic base in the County and future economic growth. Due to Sturgeon Bay's role as the County's economic engine, it is safe to assume this trend will influence the City at a level equal to or greater than the County.

Figure 6-5 projects the workforce age cohorts will begin to fall, as an increasing number of retirees begins to shrink the workforce. In other words, it is projected by 2015 that individuals who retire will begin to outnumber the number of younger people anticipated to enter the workforce. The net and cumulative change in workforce over the period 2000- 2030 is shown in Figure 6-6.

Figure 6-5: Workforce, Retiree, and School Age Cohort Projections to the Year 2030

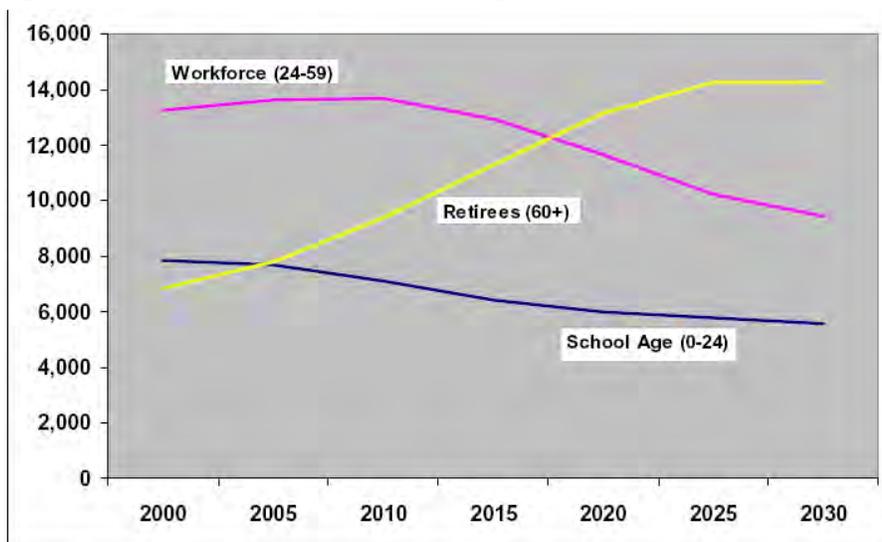
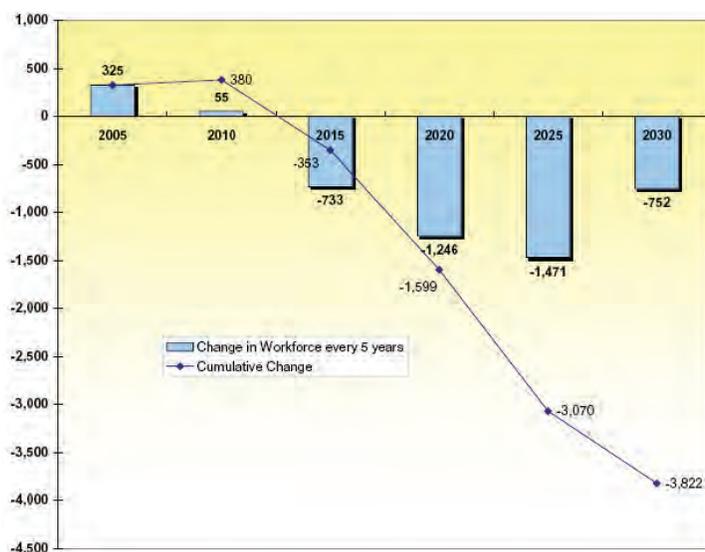


Figure 6-6: Change in Door County Workforce (2000-2030)



“The shipbuilding industry has a long, well established history in the City of Sturgeon Bay.”



“Thirty-five percent of the housing units in Door County are classified as seasonal or recreational homes”

DESIRED BUSINESSES

The *Economic Development Adjustment Plan for Door County* identified thirteen market opportunities in Door County which could drive economic development in the county over the next decade. Most of these market opportunities provide direct potential benefit for the City of Sturgeon Bay. The following descriptions summarize the opportunities identified by the *Economic Development Adjustment Plan*.

Manufacturing / Shipbuilding

The shipbuilding industry has a long, well established history in the City of Sturgeon Bay. The industry’s strengths in the City include an existing skilled workforce, community support, and an increasing demand for luxury yachts and double-hulled vessels.

The ‘Grow Wisconsin’ program (see below) has implemented a shipbuilding cluster project in Door County. This project is focused on the modernization of the local industry, the attraction and retention of skilled workers, and the stabilization of the industry. Opportunities exist to link shipbuilding to tourism, and to develop and expand shipbuilding industry suppliers.

Seasonal Residents / Second Home Owners

Thirty-five percent of the housing units in Door County are classified as seasonal or recreational homes. This figure is six times the average for Wisconsin as a whole. A growing number of Door County residents utilize their seasonal homes for business purposes such as private consulting. Income levels for seasonal residents are much higher than the county average. The majority of seasonal residents have their primary residences in the Chicago area, the Milwaukee area, Dane County, or the Fox Valley.

The increasing number of seasonal homes suggests a rising demand for services such as landscaping, home maintenance, and remodeling contractors. The high levels of disposable income suggest a market for high end retail. The use of seasonal homes for business purposes suggests an opportunity to attract professional and consulting businesses serving other seasonal homeowners (architecture and design, accountants, legal services, etc.)

In Chapter 2 of this document, it is noted that the City of Sturgeon Bay experiences an estimated seasonal population surge in excess of 3,000 people in peak summer months, representing an increase of 32% over the permanent city population. While the seasonal population surge affects all of Door County, Sturgeon Bay’s status as the business center of Door County suggests the City would be a logical focal point for the seasonal home services, high end retail, and professional consulting suggested by the seasonal demographic.

Health Care

Health care is a major industry in the United States, accounting for over 16% of the gross domestic product. Door County Memorial Hospital in the City of Sturgeon Bay is a major employer with over 500 employees. The hospital is continually expanding its services and facilities.

The aging population trend in Door County will result in increased demand for a variety of health care services including out-patient and in-home services. Another growth trend in health care nationally is 'destination health care' for elective life style/wellness procedures.

As the business hub of Door County, and with Door County Memorial Hospital already the county's largest health care provider, the City of Sturgeon Bay is well positioned to benefit from the above trends. The support of local health care service expansion should be encouraged, and the development of a 'destination health care' facility which capitalizes on Door County's status as a major tourism site should be explored.

Tourism

Door County is a major tourist destination in Wisconsin, attracting well over two million visitors annually according to the Door County Visitor Center. The area benefits from a unique and beautiful natural environment, a thriving arts community, and regional and national recognition. Tourism in Door County is highly seasonal, though recent efforts to expand the season into the fall months have been successful. Tourism in Wisconsin is growing increasingly competitive and in response the Door County Visitor Center is conducting a thorough study of Door County tourism.

Due to its location at the midpoint of the Door peninsula, the fact that the two major transportation routes in the County run through it, and its status as the commercial center of the County, the City of Sturgeon Bay is well positioned to capitalize on Door County's tourism industry.

There is also a market for festivals and attractions related to Door County's unique maritime heritage. The City of Sturgeon Bay has many advantages in capitalizing on this market including its shipbuilding industry, the presence of the Door County Maritime Museum, the waterfront parks and walks, the Sturgeon Bay Ship Canal and other water bodies, the City's location along the County's primary transportation routes, and its ability to accommodate larger numbers of people in hotels and convention facilities than other Door County locations. One potential water-based attraction could include a boating event similar to the EAA air show in Oshkosh, WI, celebrating Sturgeon Bay's many ties to the industry and waterfront amenities.

Finally, opportunities exist to create tourism alliances with other regional attractions, such as Lambeau Field in Green Bay, the EAA air show and museum in Oshkosh, and the nationally acclaimed golf courses in Kohler.

“The aging population trend in Door County will result in increased demand for a variety of health care services.”

“Door County is a major tourist destination in Wisconsin, attracting well over two million visitors annually.”

Hotels and convention facilities in the City of Sturgeon Bay would be logical beneficiaries of these tourism alliances due to their location on major transportation routes connected to other regional sites and their central proximity to other natural and cultural sites in Door County.

The *Economic Development Adjustment Plan* also called out opportunities for the City of Sturgeon Bay to expand on its tourism industry. The Plan pointed to a national trend toward high end tourism destinations and identified spas and golf courses as destination facilities that may be appropriate for the City of Sturgeon Bay. However, it is important that emphasized growth in the tourism industry also support the desired, small-town character supported by the community. Features to highlight within the tourism industry should also include:

- Historic Downtown Sturgeon Bay as a unique, pedestrian friendly, “Main Street” shopping experience.
- The Sturgeon Bay waterfront experience with a unique blend of recreation and working waterfront features, both active and passive.
- Numerous outdoor recreation opportunities and unlimited access to a variety of natural resources.

Aging Population

The average age of Door County residents is higher than the State of Wisconsin average and Door County ranks among the top ten counties in Wisconsin for highest average age. The average age for the City of Sturgeon Bay is higher yet than the average age for Door County.

As a result, there will be a market in the City of Sturgeon Bay for services serving this aging demographic, including health care and assisted living; travel, hobby, and leisure services; financial, legal, tax, and other professional services; and transportation and home maintenance services. The City of Sturgeon Bay, as the commercial hub for Door County and as the home of numerous existing health care and assisted living facilities, will be the logical beneficiary of the market opportunities presented by the aging of Door County’s population.

Marine Services

Door County is currently home to a large number of marine service facilities, catering to both commercial and recreational vessels. The cluster of services available in the vicinity of the harbor at the City of Sturgeon Bay is unique on the Great Lakes for a city of its size. Wisconsin is one of the five leading states in the country in recreational boat registrations. The presence of United States Coast Guard facilities in Door County adds significantly to the local level of maritime expertise.

These factors present a number of opportunities for the City of Sturgeon Bay. Complimentary marine services such as vessel restoration,



maritime training, or maritime publishing can be recruited to join those already in existence. There is a potential market for maritime consulting and technical services such as vessel design, operation, maintenance, and safety. Finally, a potential market exists for homeland security issues related to maritime industry.

Professional and Financial Services

Professional and financial services have been a growth industry nationwide for several decades. While a number of these services exist in Door County, the area is below average compared to the rest of Wisconsin in terms of numbers of these jobs.

As the business center of Door County, the City of Sturgeon Bay already houses many of the County's professional and financial services. Possible markets for expanding these services include financial and money management services for a growing local market (including aging population and seasonal residents, see above) and industry focused services serving regional markets, such as the Fox Valley paper industry.

Arts

There is a growing emphasis on arts related economic development throughout the country. The arts community attracts tourists, and can act to extend a tourist season otherwise limited by climate. Door County features an extensive and growing arts community including art organizations, galleries, schools, performance groups, and festivals.

The City of Sturgeon Bay could expand its opportunities in the arts by encouraging destination art schools, developing and supporting arts related businesses, and using the internet to market local artists. Sturgeon Bay's extensive downtown historic districts are a logical clustering point for arts related businesses and experiences.

Environmental Education and Services

Door County's unique peninsular location provides it with a distinct and beautiful natural environment. Currently the County is home to a half dozen non-profit environmental groups. Possible markets for expansion of environmental services include environmental education, eco-tourism, environmental testing and consulting, and environmental products and services.

As the business center of Door County, the City of Sturgeon Bay has several advantages in this market including its central location, its location along major water and land transportation routes, and the presence of an existing business infrastructure.

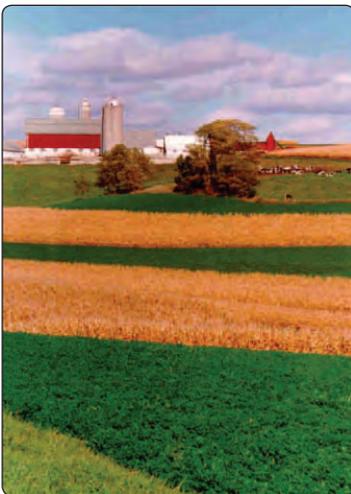
Agriculture



Door County has a rich agricultural heritage including dairy production, orchards, and specialty crops. Two current growth markets in Door County include cherries and specialty apple crops, such as honeycrisps that command premium prices. A recent addition to Door County agriculture is wine production. Four wineries exist in Door County, including one in the City of Sturgeon Bay.

There is a national trend toward the growth of the organic foods market. Organics present a possible growth market for Door County producers and processors. In addition, the Door County tourism industry presents an obvious market for Door County products. The wine industry has room for expansion, and it is a complimentary fit with the county's tourism industry.

Construction



Historically, Door County has had a strong demand for new construction of second homes and condos, particularly high end units. However, new construction demand has experienced a significant downturn in 2008 , as it has across much of the state. It is anticipated that over the next several years, the new construction industry will stabilize. The existing housing stock requires remodeling and renovation services related to typical maintenance and real estate turnover.

As the business center for Door County, the City of Sturgeon Bay is a logical base of operations for construction services.

Retail



Door County features a mix of national retailers, and locally owned businesses. National retailers provide tax base, year round employment, and retail amenities not often found in a low population density area such as Door County.

Locally owned retailers are a growing market in Door County. These businesses often capitalize on the Door County name for branding and marketing purposes.

Future retail market expansion in the City of Sturgeon Bay could be accommodated by additional selected national retailers interested in tapping into the disposable income of Door County seasonal residents.

Market Intersections

Overlaps of previously distinct market sectors often produce new products and services. An example of this type of intersection already

exists in Door County, as tourism and agriculture overlap in the winery business.

Other opportunities for complimentary overlaps in Door County include the overlap of the tourism, education, and arts industries. Another opportunity of particular relevance to the City of Sturgeon Bay is the potential overlap of tourism and shipbuilding. The presence of the Door County Maritime Museum, its substantial shipbuilding industry, and its waterfront location, make Sturgeon Bay particularly conducive to this combination.

ECONOMIC DEVELOPMENT ORGANIZATIONS

The following economic development organizations promote the City of Sturgeon Bay's economy either directly at the city level, or indirectly through a county or regional focus:

Sturgeon Bay Visitors Center

The Sturgeon Bay Visitors Center's mission is to market Sturgeon Bay as a year round destination and to promote the City as a premier place to live, work, and shop. They operate a visitor center at 36 S. 3rd Avenue.

www.sturgeonbay.net



Door County Economic Development Corporation

Founded in 1989, the Door County Economic Development Corporation (DCEDC) is a public-private partnership interested in improving the economy of Door County. The organization has helped local businesses retain and create jobs and it works to support local entrepreneurs.

The DCEDC provides programs and information regarding the following:

- Business financing and counseling
- Location assistance
- Area demographics
- Community development programs
- Workforce development
- Export assistance
- Retention and expansion

The DCEDC is headquartered at 185 E. Walnut Street in Sturgeon Bay.

More information about DCEDC, including details about various business assistance opportunities, can be found at:

www.doorcountybusiness.com



Door County Visitors Center

The Door County Visitors Center disseminates information regarding businesses and tourist amenities in Door County. They are headquartered at 1015 Green Bay Road in Sturgeon Bay.

www.doorcounty.com

Bay Area Workforce Development Board

The Bay Area Workforce Development Board serves ten counties in northeast Wisconsin, including: Door, Brown, Florence, Kewaunee, Manitowoc, Marinette, Menomonee, Oconto, Shawano, and Sheboygan. The organization's mission is to develop a skilled workforce by enhancing job skills and education of workers, while also providing for the needs of employers.

The organization runs the Door County Job Center, located at the Cherry Point Mall at 1300 Egg Harbor Road in Sturgeon Bay. The Job Center offers assistance with job searches, work readiness, job skill building, and employment retention.

www.bayareawdb.org

New North

The New North is the 18 county region in Northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind 18 counties. The counties include Outagamie, Winnebago, Calumet, Waupaca, Brown, Shawano, Oconto, Marinette, Door, Kewaunee, Sheboygan, Manitowoc, Fond du Lac, Green Lake, Marquette, Florence, Menominee, and Waushara.

In addition to working together to promote and help expand existing economic development efforts, New North focuses on:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

www.thenewnorth.com



ECONOMIC DEVELOPMENT PROGRAMS AND STUDIES

In the previous half-decade, several economic development studies have examined the economy of Door County from a county, regional, and statewide perspective. The following section provides a brief overview of these studies, and concludes by examining other local economic development programs active in the city or region.

Economic Development Adjustment Plan for Door County

As economic engine of Door County, Sturgeon Bay is significantly impacted by the recommendations of economic development plans in the County. Therefore, the analysis and recommendations contained with the County's *Economic Development Adjustment Plan* play an integral role in the City's own strategic planning processes. The following summary provides detailed information about the goals, SWOT analysis, and strategies developed for Door County during the economic planning process.

In the summer of 2004, NorthStar Economics, Inc. and Grant Thornton LLP were hired to conduct a study of the changing economic conditions in Door County. The project was led by the Door County Economic Development Corporation, and was funded by a number of public and private sources. The final study was published in April 2005. The study utilized surveys, interviews, and data analysis to determine seven general economic goals for Door County:

“The Northeast Wisconsin region is the second largest regional economy in Wisconsin.”

Seven Economic Goals for Door County

1. Create high paying year-round jobs by attracting and retaining a skilled workforce that will be a long-term competitive advantage to businesses in Door County.
2. Grow and expand existing businesses and business clusters that have market and growth opportunities.
3. Tap into the visitor, seasonal resident, and retiree populations as sources of entrepreneurship and new business formation.
4. Establish economic development strategies that will reduce the seasonality of the county economy. Implement economic development strategies that create better balance in the Door County economy and are consistent with maintaining the quality of life and the natural environment.
5. Create economic development and opportunity around future demographic trends in the County.
6. Improve the County's basic physical and business infrastructure including bridges, telecommunications, capital formation, the power grid, business networks, and business support systems.
7. Attract younger families as permanent residents of Door County to increase the talent pool, to create better balance in future age distribution, and to maintain a high level of energy in the life of the community.

The plan’s authors analyzed the Door County economy’s strengths, weaknesses, opportunities, and threats. Their conclusions are as follows:

<i>Strengths</i>	<i>Weaknesses</i>	<i>Opportunities</i>	<i>Threats</i>
<ul style="list-style-type: none"> ◦ Strong Economic Development Infrastructure: There are a number of economic development organizations at work in Door County. ◦ Retirees: The study concluded that retirees in Door County have vast networking capabilities, and a wide knowledge base. ◦ Marine Cluster: The extensive marine industry and maritime heritage are unique. ◦ Proximity to Water: Provides recreational, tourism, and industrial benefits. 	<ul style="list-style-type: none"> ◦ Age and Skill Level of Workforce: Currently, there is a very skilled and capable workforce. However, a large percentage of this workforce is nearing retirement age, with few prospects for equally skilled replacements. ◦ Availability of Risk Capital: The lack of access to startup funds is a significant barrier to the establishment of new businesses in Door County. ◦ Information Technology Infrastructure: Given the relative geographic isolation of Door County, the County would benefit from enhanced information technology infrastructure. 	<ul style="list-style-type: none"> ◦ Maritime Cluster / Shipbuilding Expansion ◦ Services Catering to Seasonal Population ◦ Extension of Tourism Season ◦ Expansion of Health Care Services ◦ Creation of a Favorable Business Climate for Aging Professionals ◦ Networking Opportunities Provided by Seasonal Residents 	<ul style="list-style-type: none"> ◦ Aging Population: Increased medical costs and added social service burden. ◦ Loss of Workforce: Few replacements on the horizon for current highly skilled workforce. ◦ Geographic Location: While Door County is blessed with a beautiful natural setting, its relative isolation on the peninsula renders it not suitable for transportation and distribution industries, and hinders transportation to raw materials and major markets.

Next, the plan’s authors developed seven strategies to carry out the economic goals identified earlier in the process, listed on page 6-15.

Specific market opportunities for Door County presented in this study are presented above (see Desired Businesses).

Seven Strategies for Achieving Door County's Economic Goals

1. Develop programs and initiative to raise the education and skill level of the future workforce; design programs that attract new workers to Door County; and encourage programs that explore the full utilization of older workers.
2. Expand economic development around key existing clusters and business concentrations that have demonstrated market opportunities.
3. Tap into the early retiree, visitor, and seasonal resident communities as sources of new businesses in Door County. Concentrate on businesses with high technology and knowledge inputs and low raw material and environmental impact. Create a good business climate and business infrastructure to attract people 50 and over who will continue to work at their current occupation or establish new business careers and will work well into their 60s and 70s. A prime opportunity in this area is professional and consulting service businesses including engineering and technical consulting, investment and financial consulting, sales and marketing services, design services, and management consulting.
4. Develop strategies that expand off-season business activity to reduce the seasonality of Door County's business cycle.
5. Form economic development strategies around emerging demographic and economic trends that create market opportunities for existing and new businesses. The in-migration of retirees and the aging of the County's population are examples of trends that create economic development markets and opportunities.
6. Address common economic development base needs that will support the economic strategies listed above and the general Door County business community. Move to a New Economy model that includes and supports seed capital formation, higher educational attainment, new business start-ups, networking, and technology infrastructure and technology/innovative product flow.
7. Attract younger families to live in Door County using the high quality of education and life, and the completion of the four lane Highway 57 project as prime advantages of raising a family in Door County.

Northeast Wisconsin (NEW) Economic Opportunity Study

Completed in 2004, this study was the first comprehensive regional economic study for the 18 counties of Northeast Wisconsin, which includes Door County. Co-sponsored by the Fox Valley Workforce Development Board and the Bay Area Workforce Development Board, the study focuses on a new economy which prioritizes collaboration, creativity, and innovation.

The Northeast Wisconsin region is the second largest regional economy in Wisconsin, and it is home to numerous national and international corporations and organizations. The NEW Study recommendations are

currently in the implementation stage. Door County is an important part of the Northeast Wisconsin economy; therefore the County should involve itself in the plan's implementation strategy.

More information on the 'NEW Economic Opportunity Study' can be found online at:

www.neweconomyproject.org

Grow Wisconsin

Grow Wisconsin is a statewide initiative developed by Gov. Doyle beginning in 2003. The plan focuses on creating high paying jobs for a 'high end' economy in Wisconsin through emerging technology, job creation and retention, utilizing Wisconsin's urban potential, regional strategy implementation, and infrastructure improvements, among other initiatives.

The Grow Wisconsin program has manifested itself in Door County through a worker training program and the development of a shipbuilding cluster.

In January 2008, the Governor's office announced a continuation of the program called 'Grow Wisconsin – The Next Steps.' A summary of this program continuation can be found online at:

www.wisgov.state.wi.us/docview.asp?docid=12933

Business Development Center

The Door County Business Development Center is a 32,000 square foot business incubator space within the Sturgeon Bay Industrial Park. The Business Development Center is managed by the DCEDC and offers several advantages to tenants, including competitive rents and shared services and equipment. Finance and incentive programs are also available to tenants, including a revolving loan fund, business finance training and consulting, development zone tax incentives, and financing eligibility and application assistance. The average stay for tenant businesses is three to five years with many former tenants now occupying their own facilities.

The Business Development Center offers tenants an extended support network, which includes:

- Professional and technical advisors
- Business consulting and business plan assistance
- Business training classes and workshops
- Business mentoring programs
- Entrepreneurial network of tenant businesses

The Business Development Center accommodates tenant businesses in the following fields:

- Office
- Service
- Assembly
- Distribution
- Light Manufacturing

Sturgeon Bay Industrial Park

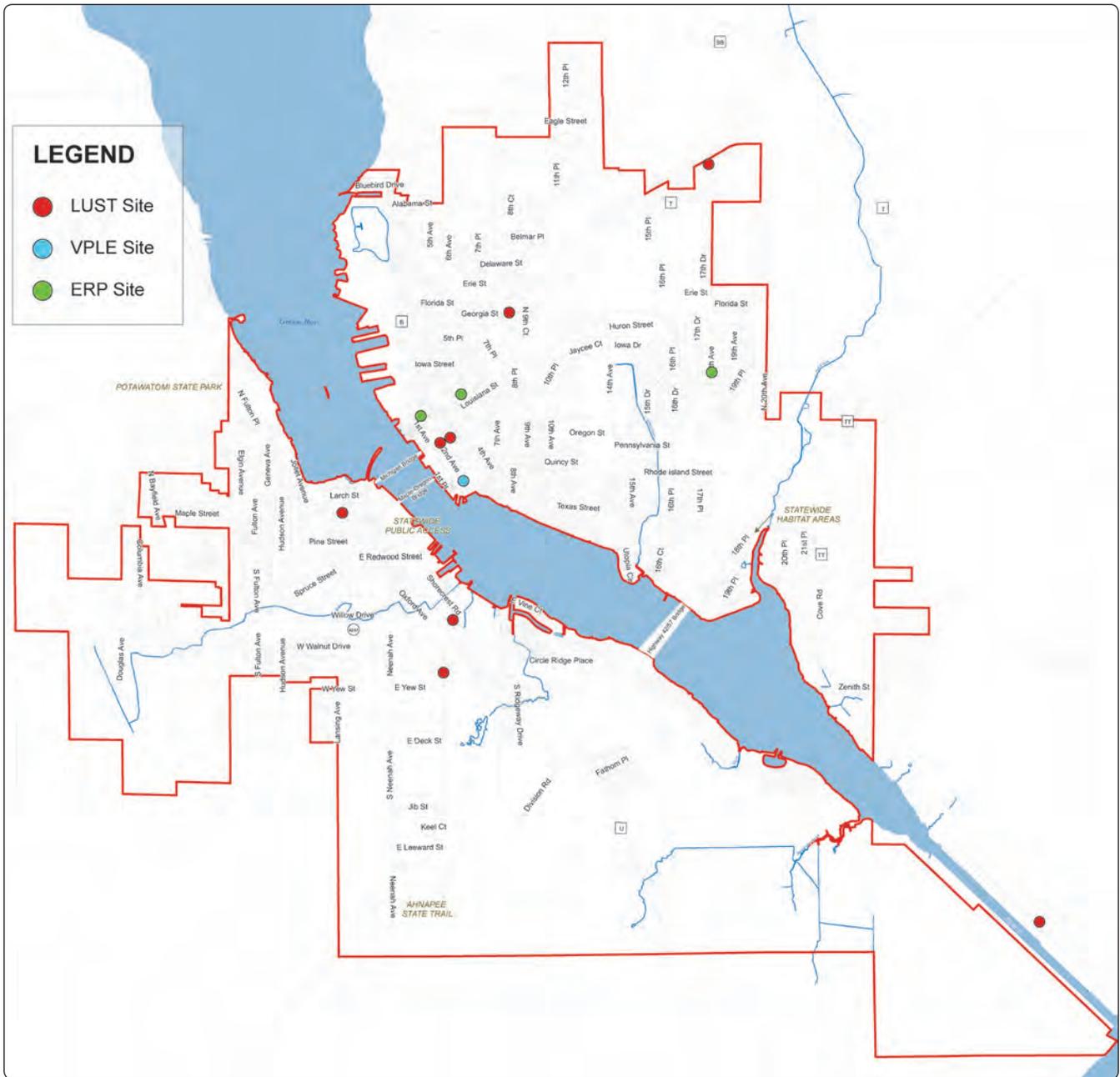
The Sturgeon Bay Industrial Park is located on the west side of the City, immediately south of Highway 42/57. This industrial and business area contains over 280 acres, much of which has been developed by the City in several phases. There are approximately 30 acres available for new development. The park is governed by special development standards within the municipal zoning code to ensure high quality, well-maintained properties. Protective covenants are also used to protect the City's investment in the Industrial Park.

Under current policy, City-owned industrial property is priced at \$30,000 per acre. The City offers incentive financing on the purchase of industrial park land. Sales are subject to the following terms: \$10,000 per acre downpayment, 3-year term, 0% interest. The incentives are based on the number of jobs created and the real estate improvements that are completed on the subject property. Incentive credits listed below can be earned by the owner during the 3-year finance term and are subtracted from the purchase price balance due the City.

- Jobs creation credits of \$4,000/job for each new full time equivalent (FTE) position that pays at least \$15.00/hr, exclusive of benefits.
- Real Estate Investment Credit of \$4,000 for each \$100,000 in real estate improvements.

Other incentives include Community Development Zone tax credits and available low-interest Revolving Loan Funds.

Figure 6-7: Brownfield Sites as Defined by Wisconsin Department of Natural Resources (2008)



BROWNFIELD REMEDIATION OPPORTUNITIES

The comprehensive planning law places an emphasis on the remediation and reuse of environmentally contaminated or brownfield sites. Brownfields are defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination. The following grant programs are available to assist in the identification and remediation (cleanup) of brownfield sites:

Wisconsin Department of Natural Resources

- Brownfields Site Assessment Grant (SAG) Program
- Brownfields Green Space and Public Facilities Grant program
- Ready for Reuse Loan and Grant Program
- Dry Cleaner Environmental Response Fund (DERF)
- Stewardship Program

Wisconsin Department of Commerce

- Blight Elimination and Brownfields Redevelopment (BEBR) Program
- Community Development Block Grant (CDBG) Program
- Petroleum Environmental Cleanup Fund (PECFA)

Wisconsin Department of Agriculture, Trade, and Consumer Protection

- Agricultural Chemical Cleanup Program (ACCP)

United States Environmental Protection Agency

- EPA Brownfield Grants (Assessment Grants, Revolving Loan Fund Grants, and Cleanup Grants)

United States Department of Housing and Urban Development

- Brownfields Economic Development Initiative (BEDI)

The Wisconsin Department of Natural Resources (WDNR) operates a 'Redevelopment and Remediation Program' which consolidates state and federal cleanups into one program for projects including hazardous waste cleanup, underground storage tank investigation and cleanup, spill response, and other brownfield issues.

In October 2008, a search of the WDNR's Bureau for Remediation and Redevelopment Tracking System (BRRTS) identified fifteen contaminated properties that were considered open or "in need of cleanup or where cleanup is still underway." These properties were contaminated by one of the following types activities:

- Leaking Underground Storage Tank (LUST): A LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors.
- Liability Exemption (VPLE): VPLEs are an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved.
- Environmental Repair (ERP): ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks.

In addition to the fifteen “open” properties in the database, there were a number of contaminated properties impacted by historic spills of hazardous substances. Additional information can be found at:

dnr.wi.gov/org/aw/rr/brrts/index.htm

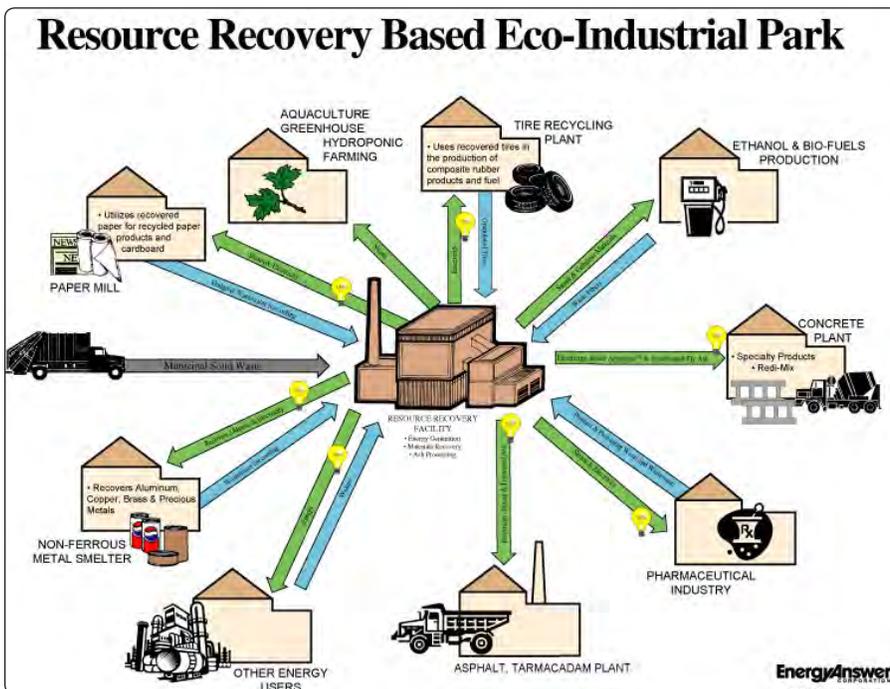
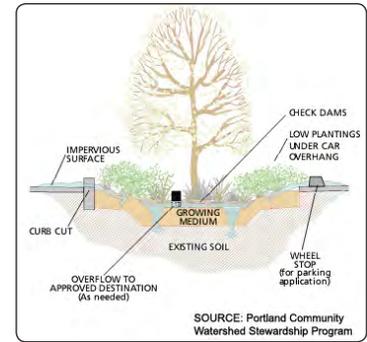
SUSTAINABLE APPROACHES

Reducing the amount of energy consumed, reducing the amount of impervious pavement in large commercial areas, incorporating sustainable building practices (such as energy efficient mechanical systems, green roofs, or using recycled building materials), and integrating sustainable techniques into business operations are strategies that should be encouraged in existing and future commercial areas.

There are a multitude of models and practices that business can incorporate into their operations. These practices can make an environmental difference, but also have a positive impact on a corporations’ bottom line. Many of these techniques are incorporated into the standards for LEED (Leadership in Energy and Environmental Design) certified buildings, which provide a foundation for green buildings. Opportunities for sustainability include, but are not limited to:

- Vegetated swales - vegetated swales filter pollutants, reducing stormwater runoff, and reduce the amount of storm sewer. They can be implemented in narrow locations typically between buildings and parking lots

- Cisterns – cisterns collect rainwater that can be used for irrigation, as well as grey-water systems for building lavatories. Underground cisterns can be incorporated into commercial and industrial developments. When used in combination with native plant species, this system can eliminate the need for potable water for irrigation purposes.
- Recycling and “Green” Building Operations - There are many small ways to have a large impact a business’ “green” factor, as well as their bottom fiscal line. LEED identifies a number of these techniques, including: establishing a designated recycling collection area and implementing a program to collect all recyclables (paper, glass, plastic, aluminum, etc); or implementing a green cleaning program that utilizes environmentally safe cleaning products and limits the amount of cleaning-derived waste.
- Eco - Industrial/Business Park - An eco-industrial/business park supports collaborative partnerships, or networks, between businesses, local governments, and the wider community resulting in more efficient and ecological resource use. It encourages: targeted economic development strategy; by-product synergy between companies, where one business’ waste output is another business’ raw material input; ecological site and building design; integrated green infrastructure serving the entire park, including stormwater management, energy utilities, and bicycle/pedestrian facilities; and sharing of business networking resources (marketing, research).



These techniques, as well as the multitude of other sustainable opportunities to grow and support business development in Sturgeon Bay, should be reviewed on a case-by-case basis to determine what is appropriate given the site conditions, available land, and long-term benefit to the area.

GOALS, OBJECTIVES, AND POLICIES

The goals, objectives, and policies are recommendations for directing future growth and development decisions. Goals are broad ideas, objectives are detailed elements that reinforce the goals, and policies are actions to implement the goal and objectives.

City-Wide Economic Development

Goal 1: Achieve economic prosperity by maintaining and enhancing the diversity of commercial, office research, distribution, manufacturing, and tourism related issues.

- Objective 1.1: Continue to implement and monitor the Door County Economic Adjustment Plan.
- Objective 1.2: Continue to coordinate planning and economic development activities in a manner which provides regular opportunities for contact between business and development interests within the City.
- Objective 1.3: Continue the use of various incentive programs toward the development of a concentrated “critical mass” industrial sector which is self-sustaining.
- Objective 1.4: Assist and facilitate the expansion and development plans of local businesses.
- Objective 1.5: Seek to maintain and build the City’s skilled labor force. Attract required labor or provide for appropriate training as part of the City’s targeted industries strategies.
- Objective 1.6: Emphasize Sturgeon Bay’s “working waterfront” as an important element of local economy, history, and identity.
- Objective 1.7: To acknowledge the importance of two bridges in the downtown area as they contribute to the economic viability and future of Sturgeon Bay.
- Objective 1.8: Continue to work with the Door County Economic Development Corporation in developing, managing, and executing

business and employment recruitment strategies to diversify the local employment base.

Objective 1.9: Continue to seek grants, loans, and other sources of intergovernmental funding transfers for community development programs.

Objective 1.10: Ensure that new development pays its fair share of public facilities and service costs which are uniquely attributable to the demand for additional facilities or services as a result of the development.

Objective 1.11: Encourage the use of sustainable building and stormwater techniques as a part of redevelopment projects.

Objective 1.12: Focus on enhancing the number and value of primary wage earner positions as a means of expanding overall community financial resources.

Objective 1.13: Improve the telecommunications capabilities for Sturgeon Bay and Door County in order to attract and retain companies that rely heavily on such infrastructure.

Policy 1.1: Aggressively recruit businesses within identified target markets to relocate or establish new businesses in the City.

Policy 1.2: Capitalize upon technology as a means of creating physical proximity to major markets and seek the development of technology related industry.

Policy 1.3: Make additional land available for continued expansion of the City's employment base.

Policy 1.4: Develop and utilize performance measures to gauge the effectiveness of economic development programs in meeting City objectives.

Policy 1.5: Work with Door County and private companies to upgrade telecommunications infrastructure and capabilities.

Commercial Districts

Goal 2: Establish and maintain commercial areas in a manner which provides and sustains services for Sturgeon Bay residents and attracts visitors.

- Objective 2.1: Continue to improve and develop Downtown Sturgeon Bay as the City's mixed-use and multipurpose Center.
- Objective 2.2: Seek the development of quality art and entertainment venues within the Downtown.
- Objective 2.3: Ensure an appropriate number of off-street parking spaces commensurate with new development/redevelopment within Downtown.
- Objective 2.4: Seek to minimize the impacts of traffic in Downtown by enhancing circulation, traffic control, bicycle and pedestrian facilities, and improved parking.
- Objective 2.5: Define the extent and locations of tourism near downtown and commercial corridors, as well as tourism-related housing, to ensure proper locations relative to services and community activity areas.
- Objective 2.6: Include senior housing when considering mixed-use developments within downtown and the commercial corridors.
- Objective 2.7: Strengthen and support the commercial function of Egg Harbor Road and enhance its physical image and appearance.
- Objective 2.8: Encourage high quality, mixed-use development along major commercial corridors as designated on the Future Land Use map.
- Objective 2.9: Continue to improve the image and appearance of Highway 42/57 in the western portion of the City.
- Objective 2.10: Encourage quality building and site development improvements, open space features, and pedestrian amenities in commercial areas, including well designed internal and perimeter landscaped areas.

Policy 2.1: Identify redevelopment opportunities within existing commercial districts and corridors

- to minimize vacancies and maintain taxable properties.*
- Policy 2.2: Develop a wayfinding system to direct visitors to Downtown and within the Downtown.*
- Policy 2.3: Prioritize infill development and re-use of currently commercially zoned or developed properties.*
- Policy 2.4: Discourage strip commercial development along Highway 42/57 north and west of Sturgeon Bay.*
- Policy 2.5: Provide sidewalks along major commercial corridors to provide a safe and accessible path for pedestrians.*
- Policy 2.6: Ensure that commercial and retail development is designed in a manner compatible with neighboring land-use areas.*
- Policy 2.7: Require quality open space features for new development along major commercial corridors, including public plazas, outdoor seating areas, landscaped gardens, and pedestrian areas.*
- Policy 2.8: Identify areas where housing can be integrated into commercial districts and corridors.*
- Policy 2.9: Correct platting, access and other deficiencies within commercial districts and corridors to provide standard sized development parcels and adequate off-street parking and loading facilities.*
- Policy 2.10: Continue to implement regular and active code enforcement in commercial areas of the City.*
- Policy 2.11: Develop design guidelines to ensure high quality site design and building character within commercial districts and corridors.*

Industrial & Employment Areas

Goal 3: Realize the successful expansion of the industrial and business park areas along with a commensurate increase in community wealth through the attraction of stronger primary wage earner employment opportunities.

- Objective 3.1: Continue to emphasize retention and growth of existing business and industry.
- Objective 3.2: Encourage the continuation of shipbuilding jobs and the attraction of high tech employment options.
- Objective 3.3: Continue a multi-prong industrial retention and attraction program which seeks to draw from both traditional and technology employment based companies. Further, continue to emphasize business retention as a key economic development strategy in job and community wealth growth.
- Objective 3.4: Consider including mixed-uses that offer services for employees within industrial and business parks.
- Objective 3.5: Continue the operation of the City's small business incubation center.
- Objective 3.6: Continue to make available appropriate economic incentives to attract new employment development.
- Objective 3.7: Continue working with the County and region to attract new employers to the area that will offer high quality jobs, including jobs for young professionals and family wage earners.
- Objective 3.8: Balance the physical design of industrial and business centers with fiscal and economic development objectives.
- Policy 3.1: Identify appropriate properties for new and expanded industrial development.*
- Policy 3.2: Require proper screening and landscaping of storage yards, particularly those visible from major street corridors.*
- Policy 3.3: Require pedestrian and bicycle amenities in new and redeveloped project that link to existing facilities when possible.*
- Policy 3.4: Correct platting, access and other deficiencies within employment areas to provide standard sized development parcels and adequate off-street parking and loading facilities.*
- Policy 3.5: Develop standards that require high quality visual appeal of buildings at the perimeter of all new parks.*

Chapter 7

TRANSPORTATION

Section 66.1001 (2)(c) of the Wisconsin Statutes requires the Transportation Element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various transportation modes.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Transportation Element that must be addressed as part of the planning process. They are:

- Encourage neighborhood designs that support a range of transportation choices.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

TRANSPORTATION FACILITIES

Roads and Highways

One state highway, State Highway (STH) 42/57, serves the City of Sturgeon Bay. This arterial represents the primary gateway into Door County and splits into separate highways (STH 42 and STH 57) north and south of the municipal boundary. There are also six County Trunk Highways (CTH) within Sturgeon Bay, including: B, C, S, U, HH, TT, and T.

The nearest interstate highway is Interstate 43 (I-43), located 45 miles southwest in Green Bay. Sturgeon Bay is 150 miles from Milwaukee, 175 miles from Madison, 230 miles from Chicago, and 310 miles from Minneapolis-St. Paul.

The local street network consists of 78.9 miles of city streets. By and large the streets are laid out in an interconnected grid fashion, but some of the newer portions of the city have curvilinear streets, cul-de-sacs and fewer intersecting streets. Some subdivisions or neighborhoods do not have local street connections to adjoining areas, which forces traffic to use longer routes and puts more traffic on arterials and collectors.

All of the city's streets are two-way, except for in the downtown area. Third and fourth Avenues operate as a one-way pair, as do Kentucky and Louisiana Streets. The downtown traffic circulation is a major transportation planning issue and is discussed in Chapter 11.

Traffic flow through Sturgeon Bay is good with very few congestion problems. The exception is when there are bridge openings, which lead to traffic back-ups that take several minutes and sometimes longer to clear. There also are a few localized congestion issues during peak traffic periods. The intersection of Egg Harbor Road and 8th Avenue has been a concern for many years due to its awkward configuration with several streets and driveways all meeting in close proximity. This issue is discussed in greater detail in Chapter 11.

The construction of the Maple Street to Oregon Street Bridge is a major street improvement that has altered the traffic flow through downtown. This bridge is designed to work in tandem with the Michigan Street Bridge, which is undergoing an extension refurbishing. Once both bridges are open to traffic, it is expected that the traffic will be split between the bridges and lessen congestion on the routes leading to the bridges. Ideally, the scheduled bridge openings for recreational boats would be staggered so that both bridges are not opened simultaneously. This would ensure that one bridge would always be available for traffic and drastically reduce the traffic tie-ups that often are associated with bridge openings.

Figure 7-1 shows the City's functional street classifications and future street map.

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Figure 7-1: Functional Street Classification & Future Street Map

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Port of Sturgeon Bay

The Port of Sturgeon Bay, on Lake Michigan, is home to a major ship repair facility. In 2005, the Port of Sturgeon Bay provided the community with more than 1,100 jobs, and generated an estimated economic impact of \$47 million in personal income and nearly \$150 million in gross regional product.

The Port of Sturgeon Bay has a 25 foot deep channel, and is served by cranes having a maximum capacity of 200 tons. The Port serves as a major lay-up and repair facility for Great Lakes vessels during the winter layover, with Bay Shipbuilding Company handling up to 18 vessels per season. Selvick Marine Towing Company is headquartered in the Port of Sturgeon Bay and provides tugboat services for the entire region. The port is also home to the U.S. Coast Guard Cutter Mobile Bay, which provides buoy tending and ice breaking services for the region's shipping lanes. Finally, there is a Marine Safety Detachment of the U.S. Coast Guard stationed in Sturgeon Bay, which handles inspection services for the commercial vessels.

The nearest water transportation includes the Washington Island Ferry, connecting Washington Island to the Door County mainland, and the S.S Badger carferry, running between Manitowoc, WI and Ludington, MI. In 2007, a passenger ferry line connected Sturgeon Bay with Menominee, MI but the operation closed after one season.

Airports

The nearest airport is Door County Cherryland Airport, located in the Town of Sturgeon Bay. It is a publicly owned facility, owned by the County, and primarily serves corporate and general aviation. The airport has a two paved runways. For non-pilots, Orion Flight Service provides a "Wings Over Door County" scenic air tour from Cherryland Airport.

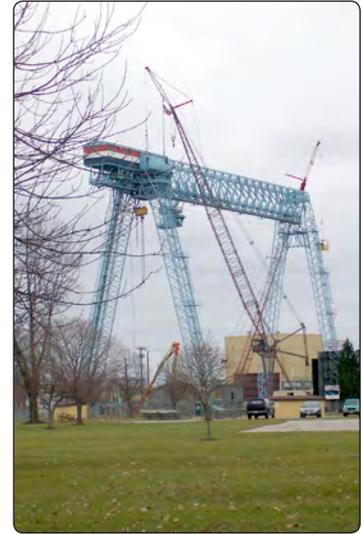
The nearest commercial airport is Austin-Straubel International Airport in Green Bay, located 45 miles away. It is owned by Brown County and is the third largest airport in the State of Wisconsin.

Trucking

Highway 42/57 is the only designated long truck route with in Sturgeon Bay. Long truck routes allow access for tractor-semitrailer combinations, double bottoms or an automobile haulways of any length.

Rail Corridors

The City of Sturgeon Bay has not had any rail transportation since the demise of the Anhapee & Western line. The former rail corridor is utilized as the Anhapee State Trail, a 27.7 mile trail connecting Sturgeon Bay (northern end) to the north with Casco Junction.



Transit

Connections 2030, WisDOT’s long-range transportation plan, identifies a long-term recommendation for an intercity bus route in Door County. The route would connect Green Bay with Gills Rock, including major stops in Sturgeon Bay and Egg Harbor.

The Door County Transportation Consortium (www.door-tran.com) offers a variety of programs and specialized options to meet transit needs in Sturgeon Bay. Additionally, the county is applying for state and federal grants to establish a shared ride taxi transit system in Sturgeon Bay. If the grant funding is approved, the system could become operational by summer of 2010.

Bike & Pedestrian Transportation Network

The City of Sturgeon Bay offers a variety of recreational opportunities for bicyclists and pedestrians, ranging from statewide off-road networks to local on-road bike lanes.

According to www.iceagetrail.org, “the Ice Age National Scenic Trail is a thousand-mile-long footpath located entirely within Wisconsin. It is one of only eleven National Scenic Trails in the country. Approximately 60% of Wisconsin residents live within 20 miles of the Ice Age Trail.” In Sturgeon Bay, the Ice Age Trail extends from Potawatomi Park south to Casco. It also incorporates the Ahnapee State Trail, a 28.6 mile “rails to trails” project completed in 1997. With DNR plans to expand this trail network in the future (refer to “Other Transportation Initiatives” later in this chapter), this network is a significant asset for interstate bicycle travel as well as winter recreation opportunities.

In addition to regional networks, the City’s Park and Recreation Board Committee adopted the “City Bike Route Plan” in 2008, which includes a bike route map (see Figure 7-2). The narrative plan provides a general outline of the criteria to be followed when implementing bike/pedestrian route projects. General topics include criteria on:

- Street markings;
- Sidewalks;
- Capitol improvements;
- Education; and
- Funding.

The accompanying map identifies an interconnected bike route network that traverses several neighborhoods and links into the larger regional trails, as well as connecting community resources (parks, shopping districts, schools, etc).

Along with efforts by the City of Sturgeon Bay, there are other agencies and organizations pursuing a safe and efficient bike and pedestrian transportation system including Door County and the Door County Silent



Sports Alliance. As the City continues to explore opportunities to expand the non-vehicular transportation network, they should coordinate efforts with these supporting organizations.

The pedestrian transportation network in Sturgeon Bay consists mainly of sidewalks. Streets with sidewalks are primarily located within the older portion of the city (see Figure 7-3). There are several neighborhoods without sidewalks and some of the city’s collector and arterial streets, such as Egg Harbor Road, do not have sidewalks.

The other pedestrian facilities in the city are the waterfront walkways. These are located along both sides of the bay in the downtown area. There are plans to extend these walkways, which are further discussed in Chapter 11.

Recently, Sturgeon Bay developed a Safe Routes to School plan. This plan has objectives of encouraging more students to bike and walk to school and identifies projects and programs to accomplish this goal. The plan looked at the city’s public and parochial schools and makes recommendations for future sidewalk and bike lane locations. A Safe Route to School grant was awarded to the city and several sidewalks are being implemented as part of the grant projects. It is recommended that the city continue to implement the provisions of the Safe Routes to School plan to not only to enhance walking and biking to school, but also to improve transportation options for the general public.

STREET MAINTENANCE AND LOCAL PLANNING

Activities related to street maintenance and planning are performed in the City of Sturgeon Bay by the City Engineer and the Streets Department. A brief description of each departments’ responsibilities can be found in the sidebar.

Comprehensive Transportation Plan for Sturgeon Bay

In April 2000, the City adopted *The Final Comprehensive Transportation Plan for Sturgeon Bay* (prepared by HNTB). The study reviewed and provided recommendations for four major transportation issues, including:

Issue 1: Year 2025 Functional Roadway Transportation System

A review of the roadways according to the character of service they are intended to provide. Proposed changes to the functional classification system address growth related to:

- Expected City growth in the urban fringe area over the course of the planning period (2025).
- Changes necessary to provide transportation service within existing city limits as development occurs and density increases.

City Engineer Activities

- Transportation Planning
- Traffic Management
- Traffic Engineering
- Drainage Systems Design
- Management of Capital Improvements Programs
- Design and Management of Street System
- Update and Maintenance of Official City Maps
- Subdivision Regulation Enforcement

Streets Department Activities

- Maintenance of Community Grounds
- Street Maintenance
- Sidewalk Maintenance
- Storm Sewer System Maintenance

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Figure 7-2: Bicycle Routes

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Figure 7-3: Pedestrian Facilities

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A map of recommended changes to functional roadway classification is shown in Figure 7-1.

Southwest Side Sub-Area transportation system needs (STH 42/57 west of Duluth Avenue)

Recommendations for the Southwest Side Sub-Area were as follows:

- Columbia Road was the preferred new north-south collector street between CTH C and Emerald Drive with Ashland Avenue identified as a feasible alternative. Ultimately, Ashland Avenue was selected as the collector, as proposed in the Target Development Plan.
- Restrict driveway access along STH 42/57 west of Duluth Avenue.
- Construct a frontage road system to replace driveway access eliminated along STH 42/57, west of Duluth Avenue.
- Construct Deck Street, Yew Street, and Oak Street extensions. The proposed Deck Street extension will not connect with the existing segment of Deck Street in the industrial park due to environmental concerns and commitments to existing businesses.

Downtown bridge traffic circulation study review

The Downtown bridge study evaluated eleven different bridge corridor alternatives. The assessment of alternatives considered: transportation system continuity, bridge access between the east and west sides of Sturgeon Bay, cost, and other related factors. After completing the evaluation, three alternatives remained viable:

- Alternative 2: Reconstruct Michigan Bridge on existing alignment.
- Alternative 4 and 4a: Reconstruct Michigan Bridge on a new alignment south of the existing alignment (phased construction).
- Alternative 6: Construct a new bridge from Maple to Orgeon.

The Transportation Plan recommended the City pursue Alternative 4a, with Alternative 6 ranking second as a recommendation due to the significant number of street improvements and acquisitions. The City ultimately selected to pursue two alternatives: Alternative 6 with construction of the Maple to Oregon Street Bridge commencing in 2006; and Alternative 2, the reconstruction of the Michigan Bridge, beginning upon completion of the new bridge in September 2008 (see Department of Transportation Projects below).

Selected intersection safety analysis.

The final segment of the Transportation Plan provided crash analyses for seven intersections in Sturgeon Bay. In addition to summarizing

crash data, recommendations were made to improve safety at the intersections. The studied intersections included:

- STH 42/57 and Utah Street
- Madison Avenue and Maple Street
- Egg Harbor Road, 8th Avenue, and Georgia Street
- STH 42/57 and Duluth Avenue
- STH 42/57 and Michigan Street
- Michigan Street and 1st Avenue
- Michigan Street and 2nd Avenue

Street Jurisdiction

The street network in Sturgeon Bay is comprised of state roads, county roads, and local roads. The jurisdiction identifies which entity is responsible for maintenance, planning, and regulatory aspects of the roads. The functional classification of a road (arterials, collectors, local streets) often correlates to which jurisdiction controls it, but this is not always the case.

Figure 7-4 identifies the jurisdiction of the various streets. Of particular note is the interesting fact the county's jurisdiction of many of the county trunk highways ends at or near the city limits rather continuing to the intersecting highway or other arterial street. Thus, the actual mileage of the county's jurisdiction is only 2.7 miles and a portion of the county routes are maintained by the city. It would be possible to seek a transfer of jurisdiction to the county for these streets. However, it is recommended that the city not pursue any jurisdictional transfers to the county. The county generally requires that a street be fully repaired or reconstructed prior to county taking control. Another concern that is perhaps more important is the loss of regulatory control of the road. Issues such as speed limits, parking lanes, and street design would fall to the county. Since generally county roads are often viewed from a through route perspective, the local concerns including safety for residents along such roads might not be scrutinized as much. It is noted that regardless of which entity has jurisdiction of a street, the city and county need to work together and coordinate the road improvements that affect each others network.

The other jurisdictional issue involves the business route through the city from the Green Bay Road off ramp on the west side to the Egg Harbor Road intersection with the Highway on the east side. Prior to the Bayview Bridge and highway bypass being constructed in the 1970's, this route was the state highway through Sturgeon Bay. After the new highway construction, this route was transferred to the city's jurisdiction.

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Figure 7-4: Jurisdictional Street Map

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In many other communities that experienced a highway bypass being built, the former highway was retained under state jurisdiction as a connecting highway. According to the Wisconsin Department of Transportation's Connections 2030 plan, connecting highways are "local roads that serve state travel needs. These local roads connect segments of the state trunk highway system and have increased traffic levels. As a result, the wear and tear experienced on these roads is generally higher than on other local roads. Due to their importance as part of the state system, connecting highways are tracked as state roadways. Local governments are responsible for ongoing maintenance funded with connecting highway aids. Reconstruction costs are shared by the department and the local government."

The business route through Sturgeon Bay meets the state's definition of a connecting highway. Portions of the street right-of-way are still owned by the state. In 2000 the Sturgeon Bay Common Council adopted a resolution seeking connecting highway status for this route, but no change was ever accomplished. But it is recommended that the city continue to investigate and pursue connecting highway status for the business route. Such a designation would assist the city in the maintenance costs for the roadway. It also might delay the need for additional lanes on the highway bypass route around the city. By working in tandem the combination of the bypass highway and the business route essentially provides four travel lanes for through traffic – two lanes through the downtown and two lanes around the city.

DEPARTMENT OF TRANSPORTATION PROJECTS

Bridge Projects

As of 2008, the Wisconsin Department of Transportation (DOT) is undertaking two major bridge projects in the City of Sturgeon Bay.

Maple to Oregon Street Bridge

The Maple to Orgeon Street Bridge is a newly constructed bridge, which supplements circulation within Downtown Sturgeon Bay. The bridge is a rolling lift bascule girder with mechanical driven center locks, which provides 24 feet of vertical clearance in the closed position. It will be 1,055 feet long from pier to pier.

The City of Sturgeon Bay constructed reinforced concrete slab bridge spans for 160 feet on the west side and 240 feet on the east side. These spans will accommodate future extensions of waterfront walkways under the bridge. The bridge includes two 12 foot wide driving lanes, two six foot wide shared lanes, and two six foot wide sidewalks with decorative railings, as well as the extension of waterfront sidewalks underneath the bridge. The spans provide an open view of the historic Michigan Street Bridge, and it preserves the decorative concrete ferry dock.





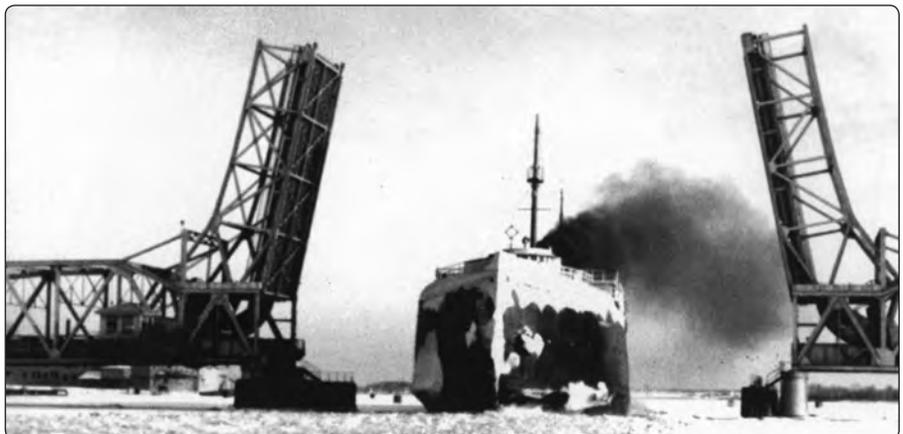
The Maple to Oregon Street Bridge officially opened in September 2008. It takes approximately one minute to open and is anticipated to open for ship traffic once every half hour.

Michigan Street Bridge



The DOT is also undertaking a renovation of the historic Michigan Street Bridge, originally constructed in 1931. The bridge, located in the City's central business district, is - with the opening of the Maple to Oregon Street Bridge - one of three spans connecting upper and lower Door County. The bridge is important for circulation within Sturgeon Bay, but also an important historic feature. It is considered to be "technologically significant under National Register Criterion C as an excellent example of an overhead-truss, Scherzer-type, double-leaf, rolling-lift bascule" and is the only example in Wisconsin.

The 1,420 foot bridge consists of a rolling lift bascule movable span with twelve concrete and steel truss approach spans. The rehabilitation will replace the operating machinery while preserving the bridge's historic integrity. The renovation began in 2009 and is expected to be complete in October 2010.



Other Transportation Projects

Other transportation projects for Sturgeon Bay identified on WisDOT's 2008-2013 Six Year Highway Improvement Program include:

- 2010-2013: An access closure for CTH T South and realignment of CTH T South to CTH T/Egg Harbor Rd. The intersection at Alabama St would be modified to right-on and left- or right-off. However, roundabouts are also being considered as an alternative to closure.
- 2010-2013: A feasibility study for remote operation of existing and future lift structures over Sturgeon Bay.
- 2010-2013: Construction of a frontage road east of STH 42/57, between Utah and Michigan, constructed with urban section.
- 2011: Intersection modification for STH 42/57 at Duluth Avenue, including offset left-turn lanes.

Various future street improvements for either Wisconsin DOT projects or local projects are shown in Figure 7-5.

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Figure 7-5: Future Street System Improvements

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OTHER REGIONAL TRANSPORTATION INITIATIVES

Wisconsin Bicycle Transportation Plan 2020

In 1998, the Wisconsin Department of Transportation (WisDOT) published the *Wisconsin Bicycle Transportation Plan 2020*, WisDOT's statewide long-range bicycle plan. The plan makes several recommendations for government agencies to follow when making decisions regarding bicycle transportation. The roles and responsibilities for communities are as follows:

- Develop, revise, and update long-range bicycle plans and maps.
- Consider the needs of bicyclists in all street projects (especially collector and arterial streets), and build bicycle facilities accordingly.
- Promote and offer bicycle safety programs.
- Promote bicyclist-friendly development through plans, zoning and subdivision ordinances.
- Provide bike racks at public and commercial areas.
- Consider providing locker room facilities for employees.
- Consider bicycle racks on buses.
- Encourage business involvement as a means to increase bicycle commuting and other functional trips.
- Help promote bike-to-work/school days.

WisDOT works with the Wisconsin Department of Natural Resources (DNR) to preserve trail opportunities by passing on its first right of acquisition for abandoned, privately-owned rail lines to DNR. WisDOT also conveys to DNR/counties full or partial rights to lines that it owns after consideration has been given to using the abandoned lines for continued rail or other transportation.

Wisconsin Pedestrian Policy Plan 2020

In 2002, the Wisconsin Department of Transportation (WisDOT) published the *Wisconsin Pedestrian Policy Plan 2020*, WisDOT's first statewide long-range pedestrian transportation plan. The plan makes several recommendations for government agencies to follow when making decisions regarding pedestrian transportation.

Pedestrian Policy Plan

Vision Statement

*“To establish
pedestrian travel
as a viable,
convenient, and
safe transportation
choice throughout
Wisconsin.”*

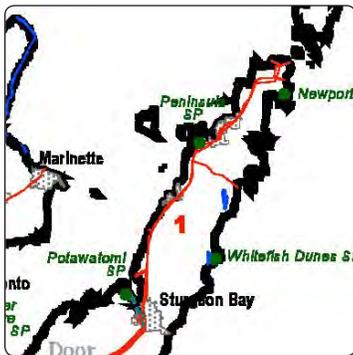
WisDOT considers the role of the Pedestrian Policy Plan to include:

- To provide the policy framework for statewide goals and objectives regarding pedestrian transportation.
- To identify that WisDOT will work in partnership with other interested stakeholders to achieve the goals and objectives important to the State Trunk Highway system.
- To identify potential strategies local officials can employ towards addressing pedestrian needs on local roads and streets.

State Trails Network Plan

The Department of Natural Resources completed a *State Trails Network Plan* in 2001 to provide a longterm vision for establishing a comprehensive trail network in the state. The plan focuses on the main arteries of Wisconsin's trail system, and proposes two new trail segments within the City of Sturgeon Bay:

Segment 1 - Northern Door County



The Door County Chamber of Commerce initiated this proposed segment to extend the Ahnapee State Trail off-road from Sturgeon Bay north to the tip of the county. Intended as a safe, scenic travel alternative to busy roads, this long-term objective will become more difficult to accomplish as more of the Door County landscape is developed. As an alternative, and to provide immediate assistance to potential trail users, the Chamber developed a map to help navigate in Northern Door County. The DOT, DNR and the Chamber of Commerce will work cooperatively to create this connection.

Segment 5 - Green Bay to Sturgeon Bay



The Ahnapee State Trail, an existing rail trail from Sturgeon Bay to Casco via Algoma, would complete a Green Bay to Sturgeon Bay link with an extension from Casco to Green Bay. The Ahnapee State Trail was the first state-owned trail in the region and has been greatly enhanced and expanded in the past five years. The DNR is working toward an extension of the trail to the Bayview Bridge (see Chapter 8. Utilities & Community Facilities for additional information). The trail now extends into the urban centers of Sturgeon Bay and Algoma.

Midwest Regional Rail Initiative

Department of Transportation agencies in Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin sponsored an effort entitled the Midwest Regional Rail Initiative to develop an improved and expanded passenger rail system in the Midwest. The plan outlines a general configuration for the system, but does not define the location of specific communities where stations would be located. The plan does,

Complete Streets



In Sturgeon Bay many of the streets are designed primarily for automobile traffic, with less regard for other users of the transportation network. This creates potential conflicts between bicyclists or pedestrians and vehicles, or limits opportunities for bicyclists and pedestrians. The concept of complete streets is a transportation policy that is rapidly gaining favor both in Wisconsin and nationally. Complete streets are designed with multiple modes of transportation in mind, including motorists, bicycles, pedestrians, and transit; and supports all users including the elderly, children and the disabled.

The City should follow the complete streets concepts whenever new streets are created or existing streets reconstructed or upgraded. Streets designed for multiple modes and users lead to improved safety, increased transportation options, better access to the transportation network for the young, old and disabled, and other benefits.

There is no single design that works in all instances. Traffic volumes, types of adjoining land use, and right-of-way widths are some of the factors that will influence the facilities included in a street designed under the complete streets concept. Not every street will require dedicated bike lanes or bus/transit features to make it multimodal. The important point is that streets are designed with all anticipated potential users from the beginning, rather than relying on expensive retrofits at a later date.

Transit



A comprehensive transit system reduces vehicular dependence, leading to less fuel consumption, improved air quality, and reduced traffic volumes. In addition to the more tangible benefits, public transportation systems can also foster more livable communities and improve mobility, particularly for those do not or cannot drive, including youth and seniors. Finally, due to lesser traffic volumes, transit can also lead to significant savings for individuals and municipal government, as wear-and-tear on roadways is minimized. As the City develops transportation plans and explores opportunities to integrate complete streets concepts in the community, a broader network of public transit opportunities should be considered.

Sustainable Transportation Infrastructure

From the standpoint of the physical transportation infrastructure, there are a number of ways to utilize sustainable materials and reduce maintenance costs. Consideration should be given to the type of material used on roadways and the design of new or reconstructed roads. Potential efficiencies could be gained through minimizing stormwater runoff impacts, as well as ensuring roads can accommodate a variety of transportation methods beyond vehicles (bicyclists, pedestrians, and/or neighborhood electric vehicles).

GOALS, OBJECTIVES, AND POLICIES

The goals, objectives, and policies are recommendations for directing future growth and development decisions. Goals are broad ideas, objectives are detailed elements that reinforce the goals, and policies are actions to implement the goal and objectives.

Goal 1: Establish, improve, and maintain the transportation system to provide safe and efficient movement of vehicles and continued service with no down time.

- Objective 1.1: Establish a street system “hierarchy” which determines the basic function of the future street system permitting the City to plan for appropriate capacity, access, design, and traffic control improvements for all modes of transportation.
- Objective 1.2: Protect the function of the overall street hierarchy within the community through effective land-use and property access controls.
- Objective 1.3: Continue to explore ways to reduce and minimize peak hour congestion along Michigan Street, with an emphasis on the Downtown area, including the connection of Georgia Street at N 15th Place.
- Objective 1.4: Enhance the visual connections to the waterfront trail system in order to emphasize public access to the waterfront.
- Objective 1.5: Encourage converting downtown one-way streets to two-way streets to improve wayfinding and parking accessibility.
- Objective 1.6: Correct a number of street discontinuities both within the City and the unincorporated planning area.
- Objective 1.7: Discourage cut-through traffic in residential areas.
- Objective 1.8: Explore the need for public transportation, both year-round and seasonal transportation. Consider non-traditional options such as shuttles or trolleys.
- Objective 1.9: Continue to ensure adequate resources for the improvement and maintenance of streets and public rights-of-way in the City.
- Policy 1.1: Limit nonlocal traffic in residential neighborhoods.*

- Policy 1.2: Convert 3rd Avenue and 4th Avenue to two-way streets.*
- Policy 1.3: Identify and correct safety issues at problem intersections.*
- Policy 1.4: Establish a wayfinding system to direct traffic from Highway 42/57 to downtown.*
- Policy 1.5: Require traffic impact analysis for all individual development projects, as appropriate, or a corridor analysis for large corridor projects.*
- Policy 1.6: Establish access control standards for collector and arterial streets.*
- Policy 1.7: Ensure that new development and redevelopment plans within both the incorporated and unincorporated portions of the City's planning area are in compliance with Subdivision Regulations.*
- Policy 1.8: Oppose the construction of additional traffic lanes on STH 42/57 north of Bayview Bridge.*
- Policy 1.9: Establish truck route(s) that provide convenient access to commercial and industrial areas and minimizes conflicts with residential areas.*

Goal 2: Develop a safe transportation system that accommodates pedestrians and bicyclists throughout the community.

- Objective 2.1:** Develop the City's waterfront areas in a manner which creates the "spine" for connected pedestrian and bicycle access through Sturgeon Bay. This would include integration of the Ahnapee Recreational Trail into an expanded community-wide trail system.
- Objective 2.2:** Establish a system of sidewalks and pedestrian paths which connect Sturgeon Bay's neighborhoods, major commercial corridors, and other activity centers of the City.
- Objective 2.3:** Establish a multi-purpose route that accommodates both pedestrians and bicyclists. Trails should link neighborhoods to area parks, the waterfront, downtown, and major commercial corridors.

- Objective 2.4: Improve and develop bicycle access throughout the City, especially between parks.
- Policy 2.1: Require traffic calming techniques along major commercial corridors where pedestrians will be crossing the street. Maintain traffic calming strategies downtown.*
- Policy 2.2: Develop a Comprehensive Bicycle and Pedestrian Transportation Plan in coordination with on-going efforts.*
- Policy 2.3: Develop a multi-modal “loop” trail system that connects the east and west downtown areas to adjacent neighborhoods and STH 42/57.*
- Policy 2.4: Include sidewalks along major commercial corridors.*
- Policy 2.5: Implement bike and pedestrian route plans.*
- Policy 2.6: Incorporate the “Complete Streets” model for the design and construction of new streets and reconstructed streets.*
- Policy 2.7: Work with WisDOT to ensure adequate crossings along Highway 42/57.*

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Chapter 8

UTILITIES & COMMUNITY FACILITIES

Section 66.1001 (2)(d) of the Wisconsin Statutes requires the Utilities and Community Facilities Element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various utilities and community facilities.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Utilities and Community Facilities Element that may be addressed as part of the planning process. They are:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

PARKS, RECREATION, & OPEN SPACES

The City of Sturgeon Bay owns and maintains 19 outdoor recreational sites totaling 150 acres. Among the many active recreation facilities within the parks are nine baseball/softball fields, six tennis courts, three sand volleyball courts, two basketball courts, disk golf course, three boat launches, two swimming beaches along with a public skating rink. The City's recreational inventory includes many passive recreation sites, such as walkways and natural areas. The City is also home to a 43,000 square foot YMCA Program Center. The City's Parks and Recreation Department organizes the Adopt-a-Park program, in which individuals and organizations may participate in gardening and general maintenance in the parks.

There are many other recreation and open spaces, both within and around Sturgeon Bay, which are owned and maintained by other entities, including the Sturgeon Bay School District, town, county, state, and federal governments, and various private non-profit organizations.

Figure 8-1: Inventory of Outdoor Recreation Facilities

<i>Municipal Facility</i>	<i>Acreage</i>	<i>Function</i>
Bay View Park/Westside Waterfront	2.7	Neighborhood Park
Bullhead Point	1.3	Specialized Recreation
Cherry Blossom Park	5.6	Neighborhood Park/Playground
Eastside Waterfront Walkway/Stone Harbor Marina		Specialized Recreation
Franke Park	6.5	Neighborhood Park
Garland Park	2.2	Neighborhood Park
Graham Park	1.2	Neighborhood Park
Lawrence Big Hill Park	13.2	Neighborhood Park
Little Creek Parkway	6	Specialized Recreation
Market Square / Old School Park	3.5	Specialized Recreation / Neighborhood Park
Martin Park	1	Neighborhood Park/Playground
Memorial Athletic Complex (city portion)	16.5	Athletic Play Field
Nautical Drive Launch Ramp		Specialized Recreation
Otumba Park	3.7	Neighborhood Park/Neighborhood Playground
Sawyer Park	10	Specialized Recreation / Neighborhood Park
Sunset Park	44.0 (63.2 with lake)	Community Park/Playground
Westside Softball Field	3.3	Athletic Play Field
Woods West Park	4.8	Neighborhood Park
Woodside Park	5	Neighborhood Park

Source: City of Sturgeon Bay Outdoor Recreation Plan (2005)

In addition to formal park and recreation facilities, the City's location along the waterfront is ideal for a broad range of water-based recreation including swimming, fishing, sailing, kayaking, waterskiing, etc.

Figure 8-1 summarizes the size, location, and types of public open space that are operated by the City of Sturgeon Bay and Figure 8-2 shows the location of various community facilities.

Waterfront Walkways

Sturgeon Bay features public walkways along the bay of Sturgeon Bay at prominent locations. In addition to the existing pathways, the City would like to expand waterfront sidewalks underneath the bridge spans in the Downtown.

Eastside Waterfront Walkway & Stone Harbor Marina

Located on the waterfront side of Stone Harbor Resort & Conference Center, this public walkway includes about 325 feet of shore frontage. It runs north from the Michigan Street Bridge and ties back to Kentucky Street at First Avenue. A public marina with 22 boat slips is adjacent to the walkway.



Westside Waterfront Walkway

The waterfront walkways on the Westside of Sturgeon Bay run through and adjacent to Bay View Park. The path leads to an old railroad spur, which juts approximately 850 feet into the Bay, and connects to the foot of the Michigan Street Bridge westward to Otumba Park. The walkways are handicapped accessible with ramped fishing decks and a viewing area along the former railroad spur.

Graham Park/East Side Dock Promenade

The most recent waterfront walkway is located to the south of the Oregon Street Bridge. The initial part of this promenade was the refurbishment of the East Side Dock, which occurred in 2004. With the acquisition of the adjoining Graham Park, the walkway was extended in 2006 and now totals about 560 feet of shore frontage. The walkway then continues along a public easement through the adjoining marina and other private lands, thereby extending all the way to Memorial Drive.

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Figure 8-2: Parks and Recreation Facilities

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Athletic Fields

Memorial Field Complex

Located at 307 S. 14th Avenue, Memorial Field Complex is a 25-acre facility that is under a combination of municipal (16.5 acres) and school district jurisdiction (9 acres). The complex consists of:

- Memorial Field - used for high school football and baseball teams, along with American Legion baseball team. Features permanent bleachers with press boxes and a concession/restroom building.
- Jaycee Field - An adult softball field. Includes a concession/restroom building.
- 3 little league fields
- Skating rink with a warming shelter (the concessions stand at Memorial Field).
- Track and field facilities
- Soccer field

Sunset Fields

Located at 747 N. 3rd Avenue, Sunset Fields is a 3.5-acre facility that houses three boys little league fields with concession, restroom, and storage buildings.

West Side Field

Located at 32 W. Redwood Street, West Side Field is 3.3-acres used as an adult softball facility. Features include concrete bleachers, concession/restroom building, scoreboard, and announcer's booth.

Playgrounds

In addition to the several playgrounds located within the municipal parks, the Sturgeon Bay School District maintains public playgrounds at Sunrise, Sunset, and Sawyer Schools. There also are playgrounds associated with private schools, churches, and day care facilities. Most of the residences in Sturgeon Bay are within ½-mile of a playground facility.





Boating Facilities

The City of Sturgeon Bay maintains three public boat launches. Daily fees are \$5 per day. Seasonal fees are \$30 for residents and \$50 for non-residents. There are approximately 15,000 yearly launches from the City's launch areas. Dock masters are on staff from May through September.

Sawyer Park Boat Launch

Sawyer Park Boat Launch is a 10-acre facility located at the intersection of S. Neenah Ave and E. Oak St. The launch includes a 6-lane boat launch ramp, restroom facilities with showers, two fish cleaning stations, a dock master building, a transient docking area (two hour limit), benches, picnic area, handicapped accessible fishing platforms, and lighted 169 space trailer parking area. Ten to fifteen fishing tournaments are held at Sawyer each year.

Sunset Park Launching Ramp

Located at the end of Florida Street, the Sunset Park Launching Ramp is a smaller facility offering one launch ramp, a transient docking area (two hour limit), and small trailer parking area.



Nautical Drive Launch Ramp

At the end of Nautical Drive adjacent to the Sturgeon Bay Yacht Club, the city has a two-lane launch ramp. This older facility is in deteriorating condition and does not receive much public use due to the newer and better facilities at Sawyer Park and Sunset Park.

Anchorage Areas

The City of Sturgeon Bay also maintains two anchorage areas in the Bay, which requires yearly permits. A 22-slip transient marina is maintained near Stone Harbor, east of the Michigan Street Bridge. The marina includes power and water hookups and public restrooms. The City's anchorage areas have 95 moorings between them.

Ice Rink

As mentioned in the description for the Memorial Field Complex, an outdoor public ice rink is maintained on the Memorial Warming House parking lot in the winter season, weather permitting. The concession stand doubles as a warming house. There has been interest in moving the City's ice rink to another location, such as John Miles County Park.

Trails

Ahnapee State Trail

The Ahnapee State Trail is a rails-to-trails conversion that runs 30 miles from Casco/Algoma in Kewaunee County to Sturgeon Bay. The trail is primarily used for hiking, trail biking, and horseback riding with snowmobiling and cross-county skiing access in the winter.

The trail connects to 95 miles of snowmobile trails in Kewaunee County, and another 275 miles in Door County. The portion of the trail within the City of Sturgeon Bay runs from the corner of N. Madison Ave and N. Lansing Ave south to Wilson Rd. The construction of the new Maple to Oregon Street Bridge can accommodate an extension of the Ahnapee State Trail (refer to Chapter 7, Transportation: Department of Transportation Projects). The WDNR also plans to extend the trail system to the Bayview Bridge and has purchased much of the necessary right-of-way for this trail extension.



Ice Age National Scenic Trail

Established by the National Park Service in 1980, the Ice Age National Scenic Trail runs across Wisconsin for a distance of 1,200 miles. The western end of the trail lies in Interstate Park in Polk County and then runs south through Wisconsin to Rock County. The trail's eastern terminus is in Door County - extending for 2.5 miles from the corner of Madison and Lansing in Sturgeon Bay and heading north to Potawatomi State Park.

Door County Fair Grounds

The Door County Fair is held every August at the John Miles County Park, a 59 acre property located at 916 N. 14th Street. In addition to the county fair, the park hosts stock car racing events on Saturday nights from May to September.

The Door County Soccer Association maintains four soccer fields (2 full sized) at John Miles County Park, near the Alabama Street entrance. The fields are available for public use, when not being utilized for league games.

There is interest in establishing an indoor ice rink at the fairgrounds location. Door County Skate, a private non-profit association has been raising funds and working with the Door County Board regarding this possible facility.

United States Coast Guard Canal Station

Established in 1886, the U.S. Coast Guard Station is located at the east end of the Sturgeon Bay Ship Canal (Canal Road and Lake Forest Park Drive) and includes lighthouse and a breakwater. The majority of the

property is open to the public for sightseeing and shore fishing. The City of Sturgeon Bay is also home to two other Coast Guard Units: the Marine Safety Detachment Unit, located on 12th Avenue and adjacent to the high school; and the Coast Guard Cutter Mobile Bay unit, which is homeported in the City.

In total, there are 75 active Coast Guard members in the community. More information can be found at:

www.uscg.mil/d9/msdSturgeonBay

United States Army Corps of Engineers Ship Canal



The U.S. Army Corps of Engineers maintains the Sturgeon Bay Ship Canal. The canal can be accessed from Canal Road to the north and Barge Road or Lake Lane from the south. The canal is open to the public for sightseeing and shore fishing.

Additional information about the historical significance of the Sturgeon Bay Ship Canal can be found in the History section of Chapter 2: Background (page 2-2).

Potawatomi State Park



Located northwest of the City of Sturgeon Bay, Potawatomi State Park provides 1,225 acres of recreational opportunities. The park contains two campgrounds providing a total of 123 campsites, 9 miles of hiking trails, 8 miles of biking trails, 8.5 miles of cross-country skiing trails, and 8.3 miles of snowmobiling trails. The park is also a base for water recreation on Green Bay.

Natural Areas

The Crossroads at Big Creek is a 125-acre preserve on the far eastern side of the city. Crossroads at Big Creek is an independent donor-supported organization with focuses on environmental education, astronomy, history, and recreation. There are about 7 miles of hiking and cross-country skiing trails through the preserve that are open to the public free of charge.

The Wisconsin DNR maintains two natural areas. One consists of approximately 20 acres located on both sides of Big Creek. The site adjoins the Crossroads at Big Creek property. It is mostly wetlands at the mouth of Big Creek and provides public access to this popular fishing area. The other DNR property is 80 acres of land under a long-term easement. This site is along the south side Strawberry Lane and provides public access to Strawberry Creek.

The Nature Conservancy owns a 64.6-acre tract on the far eastern edge of the city bounded by Cove Road, Canal Road, and Zenith Street. The

preserve, which is the former estate of Ida Bay, is a mixture of forest and open land.

The Door County Land Trust has been working to acquire most of the property owned by Sturgeon Bay Utilities at the extreme southeast corner of the city. This site, commonly known as the Canal Property, is immediately behind the southwest canal wall with frontage on Lake Michigan. The Land Trust's goal is to preserve the majority of the nearly 400 acres, but to include public access and passive recreation facilities.



MUNICIPAL UTILITIES

Water, electricity and wastewater treatment are provided by the community-owned Sturgeon Bay Utilities (SBU).

SBU was formed in 1904, and it is a stand alone enterprise fund of the City of Sturgeon Bay. A seven member Utility Commission is elected by the City Council to direct the operations of the utility. SBU is an owner/member of WPPI Energy, a regional power company that provides electricity to 51 customer-owned electric utilities in Wisconsin, Upper Michigan and Iowa.



SBU delivers electricity to over 8,900 customers in the City of Sturgeon Bay and the Townships of Clay Banks, Nasewaupee, Sevastopol, and Sturgeon Bay. With 94 megawatts of capacity, the electrical system includes three substations, over 281 miles of overhead and underground conductors, 3,300 transformers and 9,400 meters.

Short-term system improvements plans include the construction of a fourth substation. Scheduled for completion in 2010, the new substation will add 37 megawatts of capacity to the system to accommodate future growth and provide needed redundancy for the eastern portion of SBU's service area. The new substation is designed so that its capacity could be doubled, should there be a significant future increase in electrical demands.

Through SBU's membership in WPPI, customers have access to energy from the following renewable resources:

- Wind. Wind energy, the fastest growing source of renewable energy, comes from wind turbines and is 100% emission-free.
- Hydropower. Energy produced from flowing water. These power plants have a lower impact on the environment than facilities burning fossil fuels.
- Biogas. Landfill gas is converted into electricity, significantly reducing methane (a greenhouse gas) and lessening air pollution.

The residential Renewable Energy Program allows any customer of a participating WPPI utility the option to purchase electricity from clean,

green energy sources. Participation costs a few extra dollars each month. Green Power for Business enables businesses, schools, and other organizations to purchase electricity from renewable resources. Financial assistance is also available through SBU for the installation of renewable energy systems at homes or small businesses through its Renewable Energy Customer Incentive program. Rebates and low-interest loans are available for residential customers who install qualifying solar water heating, photovoltaic (PV) panels, or small-scale wind turbine systems. Evaluations are also available to determine if a renewable energy system makes sense at specific locations.



In addition, SBU recently completed a renewable energy demonstration project consisting of three photovoltaic units that produce about 5000 kwh of electricity per year. Located near Hwy 42/57 the Solar Flairs™ produce about half of the energy requirements of the West Side Fire Station. Each unit is approximately 17' in diameter and weighs about 1,200 lbs. The arrays are mounted on dual axis tracking systems that allow them to orient themselves perpendicular to the sun throughout the day. The trackers allow for a 270 degree range of motion. The Solar Flairs™ were constructed in cooperation with the City of Sturgeon Bay, the Sturgeon Bay Fire Department and Focus on Energy.

Sturgeon Bay receives its water supply from groundwater that is brought to the surface via five dolomite bedrock wells located throughout the city. After the initial pumping to extract the water from the ground, the water is disinfected and fluoridated at the well houses before being distributed to 4,700 customers through 74 miles of piping and appurtenances, including 780 fire hydrants. The water wells have a combined production capacity of 5,976,000 gallons per day. System pressure and storage requirements are met by five elevated and two ground storage reservoirs with a combined storage capacity of 2,300,000 gallons. The water supply system has sufficient capacity to meet current and expected future demands, however additional storage facilities may be needed in the distribution system as certain areas of the city continue to develop.

The unique geologic conditions in the area create some interesting challenges to delivering safe, potable water throughout the city. A basic consideration is the impact changing ground level elevations have on the water pressure in the system. Due to the local topography and terrain, the system is divided into four pressure zones to maintain acceptable pressure levels in all areas of the city.

A larger concern is the condition of the dolomite, a highly fractured aquifer with enlarged vertical crevices, horizontal planes and karst features, such as sink holes and collapse features, creating the potential of the aquifer to be impacted by ground level sources of contamination. To protect the source waters SBU, in conjunction with the county and neighboring townships, developed a Wellhead Protection Plan, which identifies the zones of contribution for each well and management strategies to prevent contamination of the aquifer. SBU is in the process of reviewing and updating the plan, which was first adopted in 2002.

SBU also owns property near Lake Michigan that is suitable for the construction of a surface water treatment facility if the groundwater resources would become unusable in the future.

Wastewater from Sturgeon Bay businesses and residences is collected by a network of underground piping and pumping equipment and delivered to SBU's regional wastewater treatment facility. In addition to providing service to the City of Sturgeon Bay, the facility also accepts trucked in wastes from throughout the county. Refurbished in 1980, and a capacity rating of 2,800,000 gallons per day, the facility has adequate reserve capacity to meet the anticipated growth needs of the service area. Regulated by the Wisconsin Department of Natural Resources, the facility utilizes conventional activated sludge and temperature phased digestion processes to comply with regulatory requirements and for the production and beneficial reuse of exceptional quality biosolids.

SOLID WASTE DISPOSAL, RECYCLING, & OTHER MUNICIPAL SERVICES

The City of Sturgeon Bay conducts weekly curbside garbage collection. Residents and businesses may dispose of four 32-gallon cans per week. The City of Sturgeon Bay also offers curbside recycling on a bi-weekly basis. Paper, cardboard, and co-mingled items are collected from blue bins. Residents may also deliver recyclables to the waste management facility on Division Road. There is no curbside compost pick-up. Residents may deliver compost and brush to the city's compost pile on Division Road.



In addition to garbage and recycling collection, the City also offers:

- Fall leaf pick-up of unbagged leaves placed at the street edge.
- Waste oil collection at the Street Department Garage located on North 14th Street.
- Snow removal from city streets and salt/sand for ice control. City residents are required to clear ice and snow from the sidewalks on their properties.

STORMWATER MANAGEMENT

Stormwater management is currently regulated through the Municipal Code, Chapter 33 Stormwater Management Utility Code. Adopted in 2006, the code addresses both construction site erosion and site stabilization and post-construction stormwater management.

In 2005, the City of Sturgeon Bay adopted the *Working Report: Developing a Stormwater Utility*. Historically, the City dealt with stormwater by channeling drainage using public street surfaces, rural roadside swales (ditches), and a limited amount of sewer conveyance. These approaches have resulted in several drainage problems including:

- Routine and prolonged periods of flooding, even during small rain events.
- Exacerbation of seasonal conditions such as the spring freeze/thaw cycles that result in routine “icing” and slippery conditions.
- Limited property damage during rain events.
- High groundwater tables, resulting in specific subdivisions where homes cannot have basements or usable “crawl spaces.”

The report summarized the historical perspective to stormwater management in the community, identified current problems, and outlined the goals and objectives for future planning. Fiscal considerations were also included in the study.

Goals and objectives cited in the report include:

- Improving problem areas within the City’s drainage infrastructure, including 20 identified project areas. Project areas were identified based on a review of historical drainage patterns, the frequency of observed flooding and drainage problems, pending new developments, and public works considerations.
- Planning for future improvements, including:
 - Future compliance with NR 151 and 216, which will be required by the DNR when Sturgeon Bay’s population surpasses 10,000.
 - Future growth and development, identifying “capacity limitations” and solutions to accommodate growth.
- Improving drainage, including flood control and water quality.
- Establishing a dedicated funding source or method specifically for stormwater drainage needs.

STURGEON BAY MUNICIPAL FACILITIES

The new Sturgeon Bay Municipal Center was completed in August, 2006. It is located at 421 Michigan Street, which was once the site of the old high school. The 2.1 acre site occupies a prominent downtown intersection. The site sloped downward 8 feet from east to west, allowing a split level design.

The 50,000 square foot structure houses city administration, the police department, and the fire department. The basement level contains the emergency command and control center for disaster/crisis management. The ground floor contains the police department and some city administration offices. The first floor contains the fire department’s apparatus room which includes a four bay drive through truck facility, and a three bay police garage with additional space for impounded vehicles. The city council chamber, the fire department offices, and additional city

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Figure 8-3: Municipal Facilities

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administrative offices are housed on the second floor. When available, civic groups and other private organizations are able to use the public meeting rooms located in City Hall.

The Municipal Services Department encompasses the street and parks departments. The department is located at 835 N. 14th Avenue. The main building is 23,800 square feet with 4,150 square feet being office space and the remaining 19,650 square feet being garage and shop space. The building houses a fleet of six tandem axle trucks and two single axle trucks, three garbage trucks, three loaders, one grader, six 1-ton trucks, one sweeper, one backhoe, two compact rollers, five aquatic weed harvesters as well as numerous mowers and smaller pieces of equipment. There is also a 10,800 square foot cold storage build that houses seasonal equipment.

The City of Sturgeon Bay Street Department provides the resident, business and visitor a safe and clean community while maintaining the City's infrastructure. In providing quality workmanship, the department is able to maintain the City's streets and walkways while respecting the abundant natural resources that are a significant part of Sturgeon Bay. Some of the duties the department is responsible for include: garbage/recycling collection, leaf collection, snow removal, cleaning and maintenance of storm sewers, mowing of city owned lots, street sweeping, trimming of trees and brush, maintaining and installing traffic control signs, repair and replacement of curb, gutter and sidewalk, repairing existing streets as well as putting up and removing flags and banners from the downtown areas. The Street Department employs one superintendent, one secretary, one supervisor, 13 full time employees, and two seasonal employees.

The Parks and Recreation Department strives to enhance the quality of life through leisure opportunities to people of ages. The department is responsible for maintaining approximately 150 acres of land which consist of 19 parks, nine ball fields, six tennis courts, two launching ramps, a skating rink, and the City's waterfront walkways and two beaches as well as managing the waterweeds in the Bay of Sturgeon Bay. Some of the duties the Parks and Recreation Department is responsible for include pruning and hedge trimming of greenery, planting flowers, cutting grass, bathroom and shelter maintenance, garbage and recycling collection in all of the parks, playground equipment and bleacher maintenance and providing free/low cost recreational programs to people of our community. The Parks and Recreation Department employs one superintendent, one secretary, four full time employees and 22 seasonal employees.

MUNICIPAL POLICE & FIRE PROTECTION

Police Department



The Sturgeon Bay police force consists of 21 full-time officers, one part-time officer (school liaison officer), one office manager, one police assistant, one parking enforcement technician, and one school crossing guard. The department is located at 421 Michigan Street, in the new Sturgeon Bay Municipal Center, completed in 2006 (see Sturgeon Bay City Hall section below).

The department has a bicycle patrol unit for enhancing the patrol functions of the many parks, waterfront public access areas, and the commercial shopping districts. The department also utilizes a marine patrol unit for the protection, security, and safety of a very active and growing waterfront. Officers of the Sturgeon Bay Police Department are members of the Door County/Sturgeon Bay SWAT Team, members of the regional dive/rescue team, members of the Door/Kewaunee regional drug task force, and members of the Internet Crimes Against Children (ICAC) task force.

For a community of its size, Sturgeon Bay has one of the lowest crime rates in the nation, as well as one of the highest crime clearance rates (number of criminals caught compared to number of crimes committed).

Fire Department



The City of Sturgeon Bay Fire Department operates out of two firehouses. The department headquarters are located in the new Sturgeon Bay Municipal Center building, completed in 2006 (see Sturgeon Bay Municipal Center section below). The building houses five fire trucks and an equipment trailer. The West Side Station, located at 656 Oxford Street, was built in 1974. It houses three fire trucks and a special response trailer. Each station is staffed with no less than two firefighters at all times.

The Towns of Sturgeon Bay and Sevastopol receive services from the Sturgeon Bay Fire Department on a contract basis. The department covers a 70 square mile area. Typically, the department responds to 900 calls per year, with 125 of those occurring within the townships.

In addition to typical fire prevention duties, the Fire Department is trained to provide emergency medical response, confined space rescue, cold water/ice rescue, automobile extraction, and carbon monoxide checks.

DOOR COUNTY ADMINISTRATIVE FACILITIES

As the county seat of Door County, Sturgeon Bay is home to several county administrative facilities, including:

Door County Justice Center

The Door County Justice Center is home to the county courthouse, the county jail, the Door County Sherriff's Department, and various county administrative functions. The building is located at 1209 S. Duluth Avenue.

Door County Government Center

The Door County Government Center is located in Downtown Sturgeon Bay at 421 Nebraska Street. This is the site of the original Door County Courthouse. An extensive remodeling of the current three-story building was completed in 2009. The Government Center houses the County Clerk, County Treasurer and Register of Deeds offices. It also is home to most of the other non-court related county offices as well as the County Board meeting room.

Door County Highway Department

The Door County Highway Department is located off of S. Duluth Avenue in Sturgeon Bay, just to the north of the Justice Center. In addition to the highway department's administrative offices, the facilities include storage and maintenance facilities for the county's fleet of truck, plows, and other equipment. Gas pumps for county vehicles, as well as storage sheds for salt and sand, are also located on the site.

Door County Senior Resource Center

The Door County Senior Resource Center is located at 832 N. 14th Avenue. The center is a county department dedicated to providing services and resources that aim to help seniors (60+) remain active in family and community life. Services provided include:

- Senior Center
- Transportation
- Home Meal Delivery
- General Information and Assistance
- Benefit Counseling
- Service Coordination and Management
- Guardianship Services
- Elder Abuse Reporting
- Alzheimer's Assistance and Counseling



Door County Library Statistics

- Annual Visits: 335,433
- Books and serial volumes: 118,064
- Audio materials: 7,012
- Video materials: 11,713
- Current subscriptions: 310
- Annual circulation: 381,812
- Loans to other libraries: 85,114
- Loans from other libraries: 75,449
- Full-time Librarians: 4
- Other full-time staff: 7
- Other part-time staff: 22
- Public Internet terminals: 54
- Total income: \$1,584,000
- Income from local funding: \$1,576,000

DOOR COUNTY LIBRARY

Located at 107 S. 4th Avenue, the Door County Library is the main branch of the Door County Library system. Other branches are located at Baileys Harbor, Egg Harbor, Ephraim, Fish Creek, Forestville, Sister Bay/Liberty Grove, and Washington Island.

In addition to the community library, the Door County Library building houses the system offices, the materials processing facilities, and the Miller Art Museum (see Museums section for more information).

COMMUNICATIONS

Telephone and internet are provided by AT&T. Cable television and internet are provided by Charter Communications.

MEDIA

The City of Sturgeon Bay is served by a variety of local media outlets, including five local radio stations. Six broadcast television stations are available with an antenna and cable television is provided by Charter Communications. Internet is provided through AT&T and Charter.

A newspaper, the Door County Advocate, has been published in Sturgeon Bay since 1862. Other local and regional news sources include: Peninsula Pulse; Door County Daily News; and Green Bay Press-Gazette.

Public meetings are also broadcast to the community through the City's public access cable channel.

POST OFFICE

The Sturgeon Bay Post Office, located at 359 Louisiana Street, was built in 1937. The building is listed on the National Register of Historic Places (see Section 4 – Historic Sites).

CHILD CARE SERVICES

The Wisconsin Department of Children and Families (DCF) lists six licensed family day care facilities (for up to 8 children) and five licensed group day care facilities (for 8 or more children) in the City of Sturgeon Bay as of July, 2008.

SCHOOLS

There are three school districts within the City of Sturgeon Bay Figure 8-4). The majority of the City is located within the Sturgeon Bay School District, with northern and western portions of the City assigned to the Sevastopol and Southern Door School Districts respectively.

The Sturgeon Bay School District and the City have a history of cooperation in regard to planning and sharing of services, such as athletic facilities. The City should continue to pursue projects of mutual interest in the future. To the degree possible it is desirable to maintain reasonably similar service areas between the City and the Sturgeon Bay school system. For new development within the City that is located outside of the Sturgeon Bay school district boundary, annexation into the Sturgeon Bay School District should be encouraged.

Within the City of Sturgeon Bay, there are five public schools offering pre-school through 12th grade. There are also three private schools available, as well as post-secondary educational opportunities.

Public Schools

The Sturgeon Bay School District covers nearly all the city. The Sturgeon Bay School District has approximately 1200 students and 200 staff members. Sturgeon Bay test scores are above the state and national averages at all grade levels. 85% of students go on to a post secondary education. The school facilities include:

- Sturgeon Bay High School: grades 9 to 12
- Thomas J. Walker Middle School: grades 6 to 8
- Sunrise Elementary School: grades 3 to 5
- Sawyer Elementary School: grades 1 to 2
- Sunset School: grades PK to K, Early Childhood, and Head Start

The current facilities are sufficient for the foreseeable future and there are no plans for new schools or major expansions of existing schools.

In addition to offering a broad range of academic courses, the school district provides a variety of extracurricular activities, including academic and athletic activities, as well as clubs and organizations.

A small portion of the city along the extreme north and east sides is within the Sevastopol School District. There are only a handful of residences and students within this portion of the city. Sevastopol School District houses all of its students in one central campus along Highway 57 in Institute.

Most of the portion of the city that is west of Duluth Avenue is within the Southern Door School District. This includes several residential areas.



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Figure 8-4: School Districts

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Southern Door's maintains a central campus for all of its students along Highway 57 north of Brussels. Due to the proximity of Sturgeon Bay's schools, many of the students in the Southern Door (and Sevastopol) portion of the city elect to attend Sturgeon Bay schools under Wisconsin's public school open enrollment program.

Private Schools

There are three private schools available within Sturgeon Bay:

- St. John Bosco Catholic School: grades K to 8 (enrollment 166)
- St. Peter's Evangelical Lutheran School: grades Pre to 8 (enrollment 115)
- Peninsula Christian School: grades 3 to 12 (enrollment 10)

Post-Secondary Schools

The City of Sturgeon Bay is home to a satellite campus of the Northeast Wisconsin Technical College - a two-year technical college which enrolled 3,761 students, employed 34 faculty members, and offered two degree programs throughout its campuses as of 2007.

The University of Wisconsin-Green Bay is the closest four-year college campus, located 45 miles away.

HEALTH CARE FACILITIES

Door County is served by one hospital, Door County Memorial. Based in the City of Sturgeon Bay, Door County Memorial Hospital has 89 beds and it houses the following specialties: family practice, pain management, urology, radiology, surgery, orthopedics, OB/GYN, sleep disorders, and pulmonology. The hospital has also recently completed a new cancer center, a women's and children's center, and a new surgical center.

The City of Sturgeon Bay also contains seven outpatient clinics, 45 medical doctors, and 8 dentists.

NURSING HOMES AND ASSISTED LIVING FACILITIES

The City of Sturgeon Bay offers a range of licensed nursing homes and assisted living facilities, varying in capacities and speciality programs available. As of October 2008, two licensed nursing homes and 11 assisted living programs were located in Sturgeon Bay.



COMMUNITY RECREATIONAL ORGANIZATIONS

There are several active recreational organizations within the City of Sturgeon Bay, including:



- Door County YMCA (see information on public partnership below)
- Door County 4-H
- Door County Skate (ice hockey)
- Door County Sail and Power Squadron
- Door County Soccer Association
- Boy Scouts of America/Cub Scouts
- Girls Scouts Council
- Boys and Girls Little League Baseball
- Babe Ruth and American Legion Baseball
- Slow Pitch Softball
- Sail Training Foundation

Public/Private Partnership with Door County YMCA

The City of Sturgeon Bay and the Door County YMCA have a partnership in place intended to maximize the combined resources of both entities. Currently, the YCMA operates the city's tennis lessons, Otumba day camp, and tee ball programs. YMCA membership is not required for these programs.



FARMERS MARKET

The Sturgeon Bay Farmers Market takes place every Saturday morning from June to October at the Market Square parking lot located between the Michigan Street Bridge and Nebraska Street. The market features handmade crafts and a variety of fresh produce and a popular event for community members and visitors alike.

CEMETERIES

Five cemeteries are located within five miles of the City of Sturgeon Bay, including: Bayside, Hainesville, St. Joseph, Schumacher-Nasewauppee, and Sturgeon Bay/Samuelson/South Side/Circle Ridge.

SHARED SERVICES

There are several instances where the City of Sturgeon Bay shares services with another public entity, such as the Sturgeon Bay School

District, Door County or adjoining towns. Examples include fire protection, athletic facilities, information services, and others. The various shared services are more fully outlined in Chapter 10, Intergovernmental Cooperation.

SUSTAINABLE APPROACHES

Although sustainable practices are typically viewed through the lens of site development and natural resource protection, there are a number of infrastructure-based programs and upgrades that could have a significant impact on the economic, ecological, and social health of the community. Utility, water and sewer, and transportation systems are part of the underlying infrastructure that communities are built upon. Therefore identifying ways to improve the efficiency of these systems is critical to ensuring more sustainable practices in the future. Potential opportunities for the City of Sturgeon Bay to incorporate sustainable techniques into its utility and water infrastructure may include:



- Exploring opportunities for passive energy production with Sturgeon Bay Utilities. Potential programs could include:
 - Solar photovoltaic partnerships with government, business owners, or residential property owners
 - Expanding wind turbine programs within productive wind zones, including large scale turbines and smaller residential turbines (i.e. “urban turbines”)
- Assessing water usage within the community and identifying opportunities for reducing the reliance on the municipal water system. For example, implement a rain barrel program, provide an option for non-potable water to be used for irrigation needs, or implement and educate others about xeriscaping - landscaping that utilizes native/adapted plants and requires little to no irrigation. Alternatively, identify opportunities to educate the commercial, industrial, institutional, and residential users about on-site water-saving practices, including providing resources and demonstration projects. For example, demonstrate the effectiveness of waterless and/or water-efficient fixtures in the bathroom or kitchen facilities.

While the scope and targets of these improvements are diverse, it does provide the City of Sturgeon Bay with a variety of ways to improve its infrastructure through the public and private sectors, as well as in the short and long-term.

GOALS, OBJECTIVES, AND POLICIES

Goal 1: Ensure high quality and responsive municipal, educational, library, recreation and utility services to all residents.

Objective 1.1: Continue to provide adequate City public services including, but not limited to: public works, public safety, and administration.

Objective 1.2: Continue to maintain City Hall services in a Downtown location.

Objective 1.3: Ensure that new public sites and buildings are well designed and will enhance the appearance and image of the City.

Objective 1.4: Continue to work with County library and other agencies having program and service responsibilities within the City of Sturgeon Bay.

Objective 1.5: Continue to implement the Stormwater Management Plan and the Little Creek drainage study.

Objective 1.6: Maintain a high quality waterfront with sustainable stormwater techniques and green infrastructure, to improve and maintain surface water and water quality.

Objective 1.7: Ensure that adequate waste water and potable water facilities are available or can be provided in connection with the extension of the municipal boundaries

Objective 1.8: Continue to meet the educational, social, and lifestyle needs of the community through comprehensive and high quality public facilities and services.

Objective 1.9: Maintain current youth activities and continue to monitor the need for additional youth programs and facilities.

Objective 1.10: Monitor, update, and implement the Sturgeon Bay Outdoor Recreation Plan.

Objective 1.11: Maintain a close and cooperative working relationship with the Sturgeon Bay school system.

Policy 1.1: Monitor local community needs and perceptions and develop new recreational

facilities and services which respond to specific desires of City residents.

- Policy 1.2: Establish and maintain partnerships with private and semi-public recreation providers.*
- Policy 1.3: Continue to regularly assess the need for new facilities and services to accommodate the special needs/desires of residents and businesses.*
- Policy 1.4: Develop urban design standards for public features and amenities associated with public facilities.*
- Policy 1.5: Continue to monitor the student population with the need for neighborhood schools.*
- Policy 1.6: Maintain and upgrade public facilities, services, and sites as required.*
- Policy 1.7: Identify sustainable strategies to be implemented within public facilities, including: energy efficient building technologies, stormwater management tools, and maintenance strategies.*
- Policy 1.8: Encourage annexations to the Sturgeon Bay School District when the City is actively annexing or developing property that is currently outside of the Sturgeon Bay School District.*

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Chapter 9

LAND USE

INTRODUCTION

The purpose of land use planning in the City of Sturgeon Bay is to describe the appearance of development and redevelopment, and to determine what types of activities and densities are allowed. This chapter will serve as a primary tool for guiding future growth and development in the City.

The land use element is based on standards which reflect the desires of community residents, committee members, elected officials, and proven principles in community development, environmental preservation, and residential development.

Several factors of growth shall be explored regarding land use including social, economic, and physical factors. Social factors include those which provide or maintain community character such as gathering places or civic identity. Economic factors include job creation, the balance of municipal expenses and revenue, and land value. Physical factors include the actual development of the land (how it appears and feels, what types of development are allowed, and where development is located) as well as the natural characteristics such as soil quality or terrain.

The land use element cannot be successfully implemented when only looking at the physical attributes of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved

to provide a quality environment for its residents. Together these factors influence one another, the current residents, and the community's attractiveness to new residents and businesses.

In 1999, the Wisconsin Legislature enacted legislation which greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by regional planning commissions as well as county, city, and village units of government. The law, which is set forth in Section 66.1001 of the Wisconsin Statutes, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's comprehensive plan beginning on January 1, 2010.

Several of the nine comprehensive planning elements required by Section 66.1001 of the Statutes must be updated or addressed to bring existing land use or master plans into compliance with the requirements of the comprehensive planning legislation. This chapter will focus on the Land Use element for the City of Sturgeon Bay.

EXISTING LAND USE

Figures 9-1, 9-2, and 9-3 summarize the existing land uses found in the City of Sturgeon Bay. The City is characterized by a variety of land uses. Housing accounts for approximately 23% of City land. Commercial uses are located primarily Downtown and along major transportation corridors and make up approximately 5% of the land use in Sturgeon Bay. Passive land uses include agriculture (6%) and natural resources (29%), and parks and outdoor recreation (5%). The City is fortunate to have a significant industrial base, including a working waterfront, with 6% of the City land uses being utilized for industrial or manufacturing uses.

LAND USE PATTERNS AND GROWTH TRENDS

Residential Uses

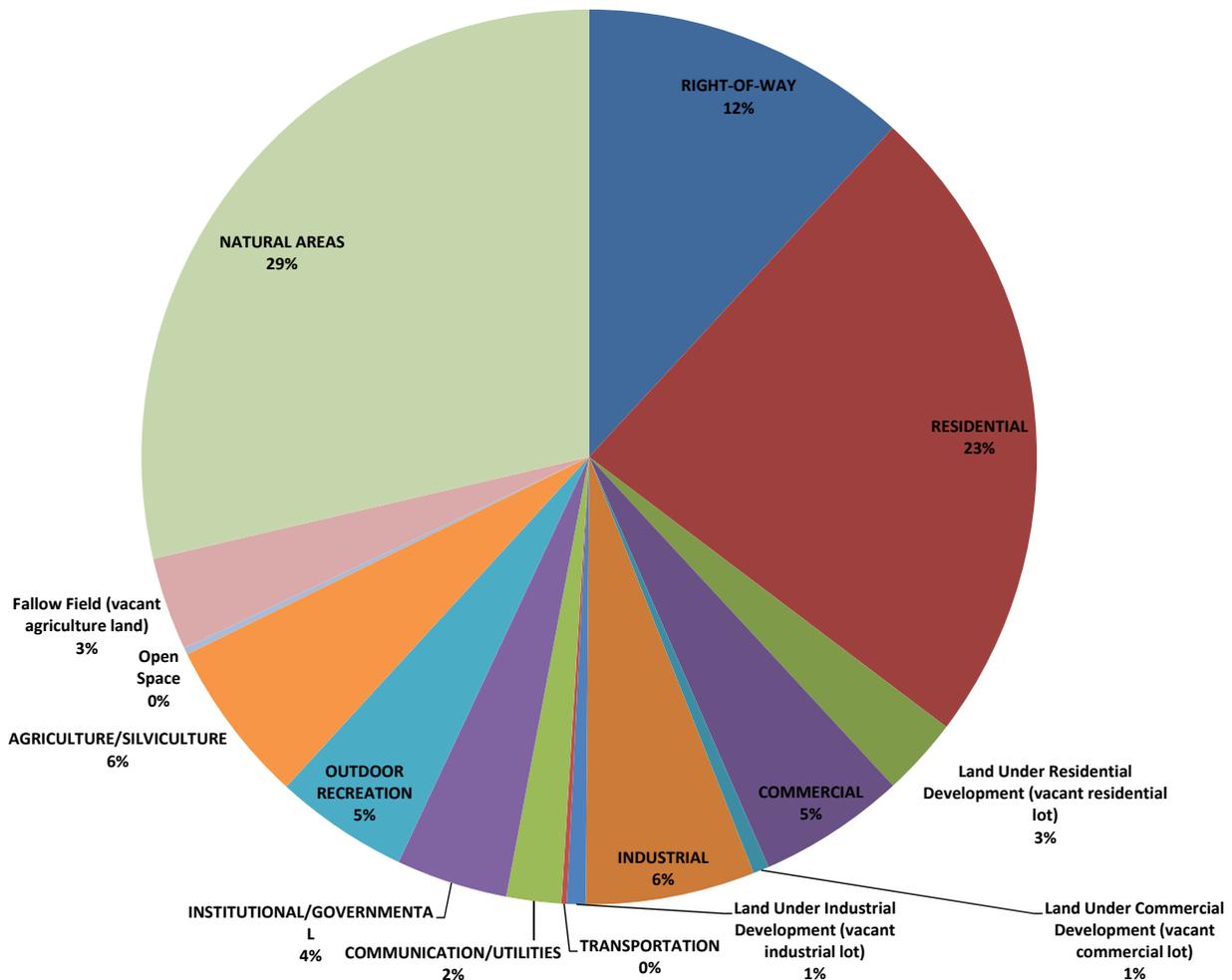
Residential land use is the predominant land use in the City with varying densities depending on the location and age of the structure. The highest single family densities can be found in the central part of the City, near the Downtown core where traditional urban neighborhoods developed early in the City's history. Additionally, there are several pockets of condominium and multifamily developments throughout the City.

The majority of housing development has occurred in subdivisions that create neighborhoods linked by commercial corridors. The majority of the more urban-style neighborhoods near the Downtown have sidewalks, although there are few pedestrian sidewalks or paths outside

Figure 9-1: Land Area by Use (2009)

Class	Totals (ac)	%
RIGHT-OF-WAY	750.2	12%
RESIDENTIAL	1483.5	23%
Land Under Residential Development (vacant residential lot)	178.5	3%
COMMERCIAL	336.3	5%
Land Under Commercial Development (vacant commercial lot)	36.0	1%
INDUSTRIAL	386.5	6%
Land Under Industrial Development (vacant industrial lot)	43.0	1%
TRANSPORTATION	12.2	0%
COMMUNICATION/UTILITIES	125.1	2%
INSTITUTIONAL/GOVERNMENTAL	254.7	4%
OUTDOOR RECREATION	305.2	5%
AGRICULTURE/SILVICULTURE	374.4	6%
Open Space	15.0	0%
Fallow Field (vacant agriculture land)	213.5	3%
NATURAL AREAS	1813.1	29%
Total	6327.2	100%

Figure 9-2: Land Area by Use (2009)



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Figure 9-3: Existing Land Use (2009)

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of these neighborhoods. Acres of housing land use have increased by 19% from 1998 to 2009, with an increase from 1251 acres to 1483.5 acres. There are opportunities for infill single-family housing within existing subdivisions, as well as residential subdivision development opportunities within the existing city limits.

Commercial and Industrial Uses

Commercial uses dominate many of the transportation corridors in the City, including Green Bay Road, Egg Harbor Road, and the major streets forming the East and West sides of Downtown Sturgeon Bay. The City's Industrial Park has a significant impact on the Highway 42/57 corridor with existing development and expansion opportunities, as does Door County's Justice Center. Further, the industrial uses that create the City's working waterfront feed directly into many of the City's Downtown thoroughfares. The distribution of these land uses follows major transportation routes which brings customers to the retail businesses while limiting traffic routes from entering into the residential areas. These routes also provide access to area jobs and employment centers, both for area residents and the region.

Open Space Uses

The City is fortunate to have a significant amount of environmental features which contribute to the natural character of the community. These uses, both directly in and adjacent to the City, are seen as a highly valuable resource that should be protected and enhanced, where possible. Open spaces include neighborhood parks, larger community-wide and state parks, recreational areas, environmental corridors, and waterfront access. All of these uses contribute to the value and quality of the community. Due to pressures from tourism-based development and the working waterfront some of these resources have become increasingly valuable and the community has expressed the desire to protect them as a public amenity. In addition, there is a strong movement to increase the linkages between these open spaces and environmental features, particularly for bicyclists and pedestrians.

COMMUNITY SURVEY

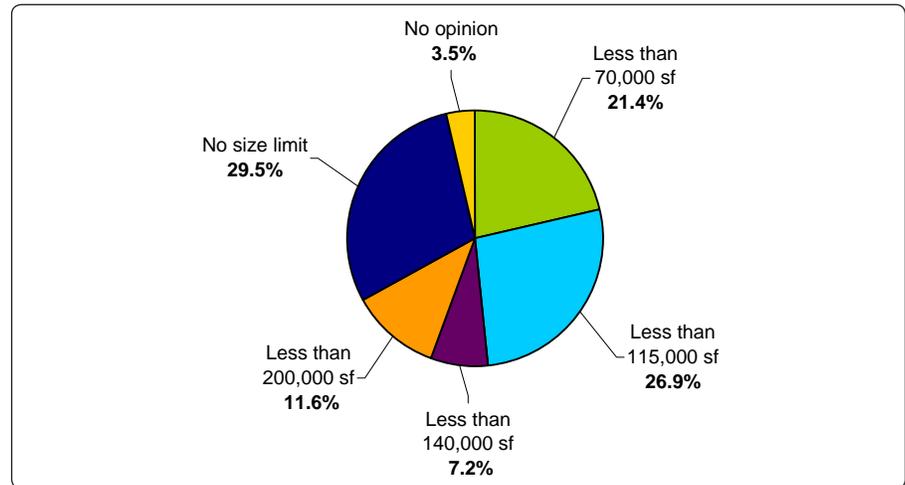
A written, community wide survey was conducted in 2008 to gauge public opinion on a number of issues, including preferences related to land use. Over 650 people responded. The complete survey results are summarized in Chapter 3, while the following is a summary of opinions related specifically to land use.

Commercial Development

Respondents were asked about their attitudes regarding the future growth of commercial development in the City of Sturgeon Bay. Nearly

75% of respondents indicated they were in favor of future commercial growth, while less than 18% were opposed. When asked the same question regarding industrial development, respondents expressed even greater support for future growth with 89% in favor compared to only 6% opposed.

Figure 9-4: How big should new retail in Sturgeon Bay be?



When asked their opinion regarding the size of new retail establishments in Sturgeon Bay (Figure 9-4), nearly 30% responded there should be no size limit should be imposed on new development. Nearly 12% responded that the maximum size limit should be 200,000 square feet (the size of a typical Wal-Mart Supercenter), while 7% responded that the maximum limit should be 140,000 square feet (the size of the entire Cherry Point Mall). Even more restrictive limits were favored by 27% of respondents who felt the maximum limit should be 115,000 square feet (the size of the Sturgeon Bay Target), while 21% felt the maximum should be 70,000 square feet (the size of the Sturgeon Bay Wal-Mart).

Outdoor Recreation and Open Space Development

Respondents were also asked whether they were in favor of future growth in the amount of land dedicated to parks, open space, and natural environmental areas. Over 79% indicated they were in favor, while 12% were opposed.

Respondents were asked which type, or types, of park or open space they would prefer the City to focus on in the future. The most popular response was natural preserves protecting environmental features, with over 60% of respondents in favor. Fifty-five percent (55%) favored neighborhood parks or playgrounds, 46% favored community parks or citywide athletic facilities. Only 16% felt that no additional efforts were needed.

Residential Development

The survey included a variety of questions intended to measure opinion on issues related to residential development. Nearly 60% of respondents indicated they were in favor of the development of new housing in Sturgeon Bay, compared to 19% who were opposed. More than 22% had no opinion.

Survey results indicated that Sturgeon Bay has great potential to be a walkable community. More than 80% of respondents lived within walking distance of a park or open space, approximately 65% were within walking distance of a church and school, 55% lived within walking distance of a shopping district that they used regularly, and 44% were within walking distance of their place of employment.

However, more than 85% of respondents indicated they drove a private automobile to work. Over 65% of respondents replied that they typically drove into Downtown Sturgeon Bay, while an additional 26% indicated they sometimes drove. These results indicate that respondents' personal driving habits do not typically capitalize on the spatial adjacencies that Sturgeon Bay has to offer. Other survey results suggested that the potential exists to enhance Sturgeon Bay's walkability. When asked whether they would support the spending of tax dollars on various items, 82% of respondents favored spending for sidewalk and crosswalk improvements, 70% for streetscaping improvements such as benches and lighting in commercial districts, 63% for paths or trails linking parks and open spaces, and 54% for trails and paths linking commercial and residential districts.

Respondents were asked about which type, or types, of new housing they favored in the City. Nearly 92% favored single-family detached homes, compared to 73% for duplexes, 66% for townhouses, 52% for apartments, 45% for mixed use housing, and 42% for condominiums. Condominiums, apartments, and mixed use housing were received the most opposition with 46%, 33%, and 30% not in favor respectively.

When asked where they would like to see new residential development take place, 82% of respondents agreed that housing should be built on vacant lots in existing subdivisions, compared to 53% for new subdivisions within the existing city limits, and 34% for new subdivisions to be annexed into the City. Respondents were also asked about their attitude regarding the amount of land used for new housing. Forty-two percent (42%) favored housing that was spread out on large lots, compared to 30% who favored smaller, compact lots.

Finally, respondents were presented with a list of issues and they were asked to what degree each issue would influence quality of life in Sturgeon Bay. Several of the issues were related either directly or indirectly to land use. Ninety-two percent (92%) agreed or strongly agreed that employment opportunities were influential, compared with 91% for community character and atmosphere, 86% for public waterfront access, 83% for parks and open space, 81% for proximity to outdoor recreation,

75% for high quality building standards, 75% for proximity to shopping, 74% for cultural opportunities, 60% for mix of uses, and 60% for variety of housing types.

Sustainable Development

Respondents were asked whether they felt the City should develop policies to address a series of particular issues. Over 77% of respondents favored policies to address environmental protection, 62% for community-wide sustainability, 57% for sustainable or green building practices, 55% for increased open space connections, and 44% for public transportation. In another question, 61% of respondents favored spending tax dollars on the “greening” of citywide policies, investments, and infrastructure. In other words, when sustainability is specifically labeled the majority of respondents indicated they were in favor of it.

However, in instances elsewhere in the survey sustainable options that were not specifically labeled ‘sustainable’ received mixed support. Respondents indicated they favored the protection of open space and shoreline areas, and they strongly favored the construction of new housing in infill areas. There was a fair amount of support for initiatives that may increase the walkability of the City. In these cases, respondents were supporting current sustainable planning theory.

In other cases, sustainable planning practices were less enthusiastically supported. Results showed a heavy reliance on private automobile use, in spite of indications that most residents lived within walking distance of a variety of community amenities. Trail systems often received support, but indications suggest they tended to be seen primarily as recreational amenities as opposed to transportation elements (for example, 63% favored spending tax dollars on trails linking parks and open space, compared to 54% who favored trails linking commercial and residential areas). Respondents favored large lot residential development to denser, compact development by a margin of 42% to 30%. Sustainable planning theory regards compact development as more environmentally friendly. Mixed use development, another favored element in current sustainable planning theory, received tepid support throughout the survey. These results may suggest that the City of Sturgeon Bay could increase support for a wider variety of environmental initiatives if they are accompanied by community education programs on the potential benefits of those programs.

FUTURE LAND USE

The City of Sturgeon Bay Land Use Plan is intended to provide a guide for development, redevelopment, and preservation over the next ten (10) years. The Future Land Use Plan is based on standards that reflect the desires of community residents, elected officials, City staff, and proven principles in community development, environmental preservation, and residential development. As part of the Future Land Use Plan,

several factors have been explored related to the growth of the built environment:

- **Social factors** include those which give or maintain character (i.e. gathering areas, civic identity, and the “city living with a touch of country” feeling).
- **Economic factors** include the creation of jobs, balance of municipal expenses and revenue, and land value influenced by natural amenities and water quality.
- **Physical factors** include the character of the land (i.e. how it appears, areas that are preserved, what types of development are allowed, and where development is located).

The Future Land Use Plan cannot be successfully implemented by looking only at the physical attributes of growth. Diverse and healthy communities grow in all three areas, and a balance should be achieved to provide a quality environment for residents and business owners.

The City of Sturgeon Bay’s Future Land Use Plan provides flexible recommendations and categories to provide long-range guidance to decision-makers. It recognizes that the City Zoning Map exists as a mechanism for property-specific recommendations. The purpose of the Future Land Use Plan is to serve as a link between land use goals, objectives, and policies and the development regulations.

When considering the proposed land uses for any particular parcel of property, the goals, objectives, and policies identified in the Land Use element must be considered in addition to the requirements of the entire Comprehensive Plan. The Future Land Use Plan Map, shown in figure 9-5, identifies the future land use districts within the City of Sturgeon Bay. A comparison of the Future Land Use Plan Map against the 2001 Comprehensive Plan Future Land Uses is shown in Figure 9-6.

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Figure 9-5: Future Land Use

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Figure 9-5A: Future Land Use, Central City

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Figure 9-6: Future Land Use Plan - Comparison with 2001 Comprehensive Plan

<u>Land Use Category</u>	<u>2001 Plan</u>	<u>2009 Plan</u>
Rural Residential-Agricultural	5,925.6	N/A
Agricultural	N/A	14,905.0
Rural Residential	N/A	2,086.7
Single Family Residential (lower density)	2,899.8	1,486.2
Single Family Residential (higher density)	881.3	751.4
Multiple Family Residential	125.2	132.9
Mixed Residential	146.9	307.0
Manufactured Home Park	102.1	93.6
<i>Total Residential</i>	<i>4,155.3</i>	<i>2,771.1</i>
Mixed Residential & Commercial	35.5	143.3
Transitional Commercial	22.2	69.4
<i>Total Commercial or Residential</i>	<i>57.7</i>	<i>212.7</i>
Central Business District Commercial	69.7	61.8
Community Commercial	427.2	341.3
Service Commercial	48.3	100.7 (51.0) ^c
Office	72.7	38.9
Recreational & Tourist Commercial	106.3	135.9
<i>Total Commercial</i>	<i>724.1</i>	<i>678.6 (628.9)^c</i>
Industrial	468.1	509.4
Planned Light Industrial	159.3	53.0
Mixed Commercial & Industrial	N/A	30.5
<i>Total Industrial</i>	<i>627.2</i>	<i>592.9</i>
Public & Institutional	447.6	732.8
Open Space & Recreation	1,807.1	1,940.4

Notes:

- a. 2001 Plan had a category for Mixed Community Commercial and Service Commercial. The 30.1 acres within this category were split 50/50 into the Service Commercial and Community Commercial categories.
- b. 2001 Plan had a category for Mixed Retail Office Development. The 9.0 acres within this category were split 50/50 into the Office and Community Commercial categories.
- c. The first figure includes 49.7 acres in Nasewaupsee along Highway 42/57 at Park Drive. This region was outside the boundary of the 2001. Thus, the best comparison figures are 51.0 acres for Service Commercial and 628.9 for total commercial.

Descriptions of Future Land Use Classifications

Agricultural: An area with predominantly low density agricultural related uses and other uses associated with nonsewered rural areas. It is generally the mostly undeveloped lands surrounding the City. These areas are not planned to have significant development during the course of the planning period.

Rural Residential: A residential area that is characterized by private on-site wastewater treatment systems and low density development, typically not more than 1 dwelling unit per acre.

Single-Family Residential – Lower Density: A residential area predominantly comprised of single-family homes at a density of up to 4 units per acre. Some two-family homes may be interspersed within this area.

Single-Family Residential – Higher Density: A residential area predominantly comprised of single-family homes at a density of up to 8 units per acre. Lot sizes are typically more compact than in the lower density residential area. Some two-family homes and small multiple-family dwellings may be interspersed within this area.

Multiple-Family Residential: A residential area predominantly comprised of multiple-family dwellings. Typical density will not exceed 12.4 units per acre.

Mixed Residential: A residential area where single-family, two-family or multiple-family dwellings would be appropriate, or where an intermixing of dwelling types is desirable.

Planned Residential/Manufactured Home Park: A residential area occupied by a mix of multiple-family dwellings or an area to be occupied by a manufactured housing development.

Service Commercial: A commercial area which provides a wide range of commercial products and services intended to support business, manufacturing and personal service needs, as well as a range of retail products.

Community Commercial: A commercial area which provides a wide range of commercial and retail products and services on a community-wide scale, including larger shopping centers and office locations. Community commercial areas tend to concentrate on retail activity and may include some comparison shopping goods.

Central Business District Commercial: This area is the main business “core” of the City. It includes a range of retail, service, office, entertainment and institutional uses within a geographically compact setting near the center of the City. The CBD is intended to be the emphasis of the community’s retail activity.

Transitional Commercial: This area is intended to provide to provide lower density and “neighborhood” commercial uses proximate to residential areas. It also can provide transitions between commercial and residential uses or provide areas where a mixing of commercial and residential uses is deemed appropriate.

Commercial or Mixed Residential: An area where either commercial development or residential development would be appropriate, or an area in which multiple-family residential dwellings can be mixed into commercial developments.

Office: A nonresidential area in which offices, medical related facilities and related business services predominate.

Recreational & Tourist Commercial: Areas which are characterized by uses that are recreational in nature or are geared toward visitors and tourists, such as marinas, hotels, galleries, restaurants and the like. These areas are mostly located along the waterfront and near to the central business district to take advantage of the waterfront recreational opportunities and the pedestrian nature and emphasize retail goods and services which cater to the visiting public. It may also include some residential uses such as condominiums.

Industrial: Areas intended for manufacturing, assembly, production, storage, distribution, and construction contracting. It also provides limited area for uses that provide services to industrial uses and employees of such businesses, such as day care facilities.

Planned Light Industrial: An area predominantly used for light manufacturing, corporate offices, and related uses as part of an overall coordinated development in a business park setting.

Mixed Commercial or Industrial: An area where either commercial or industrial uses would be appropriate; or an area where both commercial and industrial uses could be intermixed in a planned fashion.

Public & Institutional: An area containing community facilities or public buildings such as schools, colleges, hospitals, churches, municipal buildings, and cultural facilities.

Open Space & Recreation: An area intended to be maintained as a park, recreation site or open space.

SUSTAINABLE APPROACHES

Sustainable practices and techniques should be used in all neighborhoods and districts to reduce negative environmental impacts, reduce private and public costs, and improve the ecological and economic stability of the City. Land use decisions should consider how sustainable techniques can be integrated into building development, building rehabilitation, site development, open space preservation, infrastructure upgrades, and transportation linkages.

Natural Landscape and Environmental Features

Natural areas should be preserved and protected to create value for the area and provide linkages between natural features. When possible, utilize green infrastructure to connect open spaces, natural features, and park areas to provide an interconnected system of natural areas. Some of the linkages can provide pedestrian and bicycle routes as alternative modes of transportation. Within the City of Sturgeon Bay, this may include:

- Protecting and enhancing the vast quantity of waterfront within the Community. This includes improving the ecological quality of the waterfront and waterways, as well as protecting the community's visual and physical access to this unique resource.
- Integrating the City's many formal and informal trails and paths and supporting the community's desire to utilize alternative modes of transportation.
- Identifying the rural areas adjacent to the City of Sturgeon Bay as a valuable natural resources and preserving them through more compact development patterns within the city limits.

Site Planning and Development

Sustainable strategies and techniques should be incorporated to break up large paved areas, provide amenities for residents and visitors, and reduce the amount of runoff in existing and future development. On-street parking and shared parking areas should be encouraged to reduce the amount of paved surfaces. Reuse existing structures when possible, or develop new buildings with sustainable materials and energy efficient building systems. Technical examples may include:

- Increasing the quantity of landscaping required within parking lots and incorporating techniques such as bioswale islands with curb cuts to allow water infiltration or clustering landscaping to ensure survival and increase infiltration capabilities. As a companion project, the City could consider decreasing parking minimums or enforcing parking maximums.
- Identifying opportunities for shared parking and encouraging clustered development, as a means of improving traffic flow

through reduced curb cuts, limiting short vehicular trips between businesses, and decreasing the amount of impervious surfaces.

- Utilizing conservation subdivisions for new developments whereby smaller lots are clustered or interspersed around protected natural areas and other open spaces. This allows for full density compact development while still preserving ecological features and providing common open space.

SPECIAL CONSIDERATIONS AND ISSUES

Property Rights

The comprehensive planning process respects private property rights by increasing opportunities for public participation, clarifying the scope of land use entitlements for property owners, holding local officials to a higher degree of accountability for plan content, and by allowing planning choices to be made by local communities. Input received at public meetings has been reviewed and incorporated into future land use recommendations.

Road Improvements

Transportation and land use decisions need to be made in parallel. Road expansions and projected traffic counts impact the types of land uses that are appropriate for both new development and redevelopment. The scale and density of land use also impact the need for new roads or expanded capacity, therefore planning needs to occur simultaneously.

Existing and Potential Land Use Conflicts

One of the primary goals of land use planning is the avoidance of land use conflicts. Sometimes conflicts arise where adjoining types of uses are exerting negative external impacts on each other. In other cases development pressure may be present in areas where the proper infrastructure is not yet available or desirable. Although not all land use conflicts can be avoided or resolved, it is important for the City to be cognizant of existing conflicts and through proper land use planning minimize both existing and potential new conflicts. Some of the existing or potential land use conflicts include:

- Development pressures, particularly on the fringes of the City, which increase the pressure to annex land or extend municipal services to areas that are not planned for growth yet. Such development often conflicts with the desire to retain the more compact, urban qualities of the City and protect the surrounding rural qualities. The future land use plan provides options for additional City growth, but seeks to promote such growth as infill development or compact development.

- Commercial development along the outlying Highway 42/57 corridors to the north and south of the Sturgeon Bay increases conflicts with the City's desire to attract and consolidate commercial development within the downtown and existing Egg Harbor Road and Green Bay Road commercial corridors. Both the Town of Nasewaupsee and Sevastopol have proposed large swaths of commercial development along their portions of the highway. While it may be impossible to prevent all future development along these corridors, through intergovernmental cooperation, the City can seek to limit such development to uses that are appropriate for rural areas and try to promote consistent requirements for signs, access, setbacks and other development characteristics.
- The working waterfront is an important part of the City's economy and character. But the shipyards also have the potential to impact surrounding residential properties due to noise, dust and parking issues. The shipyards can also compete with the downtown over valuable parking spaces and the utilization of the waterfront for industry versus recreation. While it may be impossible to avoid all external impacts, the City through its planning efforts will attempt to minimize conflicts to allow for a robust working waterfront along with a vibrant downtown and stable neighborhood adjoining it. This issue is explored further in Chapter 11, Catalytic Projects.
- The Door County Justice Center and Highway Department were two very large development projects completed recently in the extreme southwest corner of the City. There is now pressure to develop or redevelop surrounding properties, particularly for uses related to the justice center such as attorneys. South Duluth Avenue (County Highway S) already carries significant traffic with a mixture of commercial uses intermixed with residences. The City will need to manage change along this corridor, allowing for appropriate development or redevelopment in a planned timely manner. Completing a master plan for the southwest corner with input from existing property owner is one way to handle this potential conflict.

The above examples are not the only conflicts that exist or will arise in the future. Even with good planning there will be inevitable issues over compatible land uses and development patterns. Techniques such as the use of buffering or transitions between "heavy" uses and residential will be utilized whenever possible. Through the continued review of the Comprehensive Plan, the City will attempt to identify potential conflicts early enough to develop solutions and mitigate problems.

Land Use Conflicts and the ‘Consistency’ Requirement

According to the State’s comprehensive planning legislation, a local government who engages in the following actions must ensure those actions are consistent with their comprehensive plan, as of January 1, 2010:

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

It is important, however, to emphasize several related issues: (1) conflicts between the comprehensive plan and these actions are not an issue until after January 1, 2010; furthermore, it is conceivable that the legislation may be changed prior to that time, and (2) the definitions of “consistency” will ultimately be decided in the courts. For example, the following positions may be argued:

- Consistency means that there is an absolute match between the current zoning and the current comprehensive plan.
- Consistency means that the current zoning should match the comprehensive plan, which depicts a future state, if and when the zoning is changed. Put another way, if everything matched the plan exactly it would not be a “plan” but a map of “existing conditions”. The purpose of the plan is to guide decisions as they are made.
- Consistency means that as decisions are made they are generally within the intent and guidelines established by the plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of “mixed-use”. Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most

plans have provisions for amendments that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly.

At the time of this Plan's adoption, the State of Wisconsin has not adopted an official definition of the term "consistency." While there are several ways to interpret "consistency," as listed above, the City of Sturgeon Bay presently defines the term as "not in conflict with." The City may wish to reconsider their definition of "consistency" when the State Legislature adopts a formal definition.

Limitations for Future Development

Existing development patterns and natural conditions are often the two most limiting factors for future development. Compatibility between uses is critical for the sustained value of existing property values, particularly housing. Natural conditions, such as soil conditions, protected environmental features, or woodlands, may limit development due to City regulations or state permitting requirements. The "Development Limitations" and "Environmentally Sensitive Lands" maps are two integral components to the City's Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Future Land Use Plan when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.

Figure 9-7, "Development Limitations and Environmentally Sensitive Areas" identifies natural features that may limit potential building site development, as well as features that should be protected, buffered, or incorporated as an open space amenity. For example, these nature features include:

- Floodplain
- Wetlands
- Hydric Soils
- DNR Managed Lands
- Open Waters

GOALS, OBJECTIVES & POLICIES

Sturgeon Bay includes a rich mix of uses and characteristics. Residents enjoy the small-town character of the City, the natural beauty, and diversity of entertainment and shopping opportunities. The City also serves as an employment center for the region, with various job types and opportunities. These characteristics shall be preserved and enhanced through preservation, redevelopment, and growth regulations.

Regulations to protect the desired uses and characteristics can be applied according to districts (Figure 9-8), neighborhoods (9-9), and corridors (9-10).

Districts	Downtown Employment Centers
Neighborhoods	Residential Areas
Corridors	Egg Harbor Road Green Bay Road Highway 42 / 57

Figure 9-8: Districts

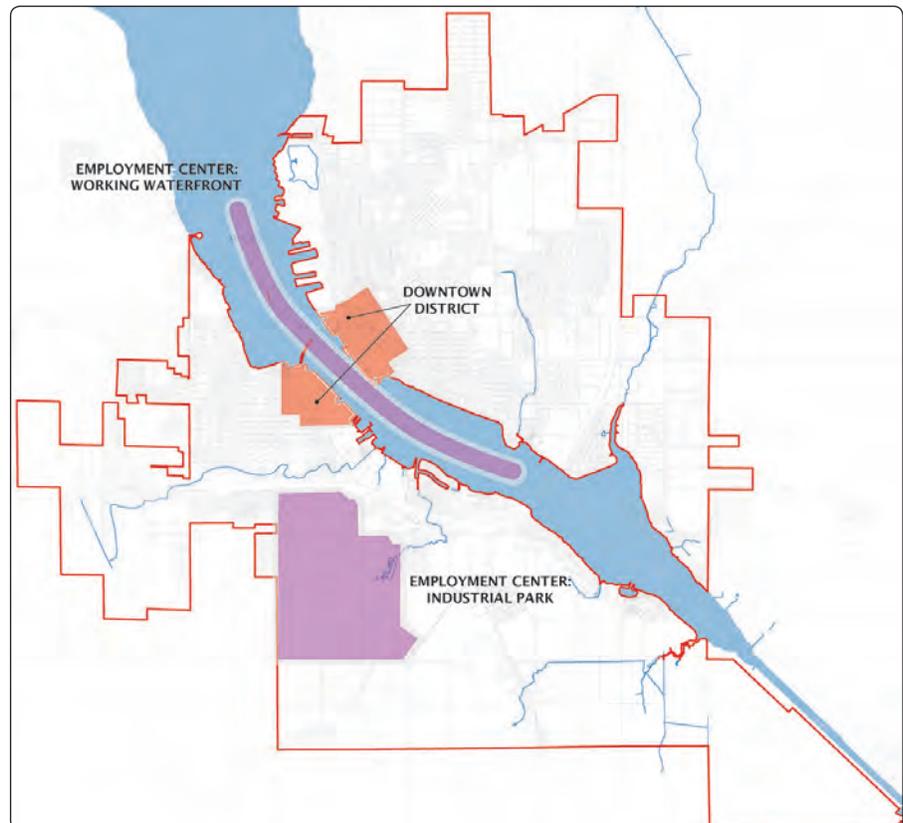


Figure 9-9: Neighborhoods

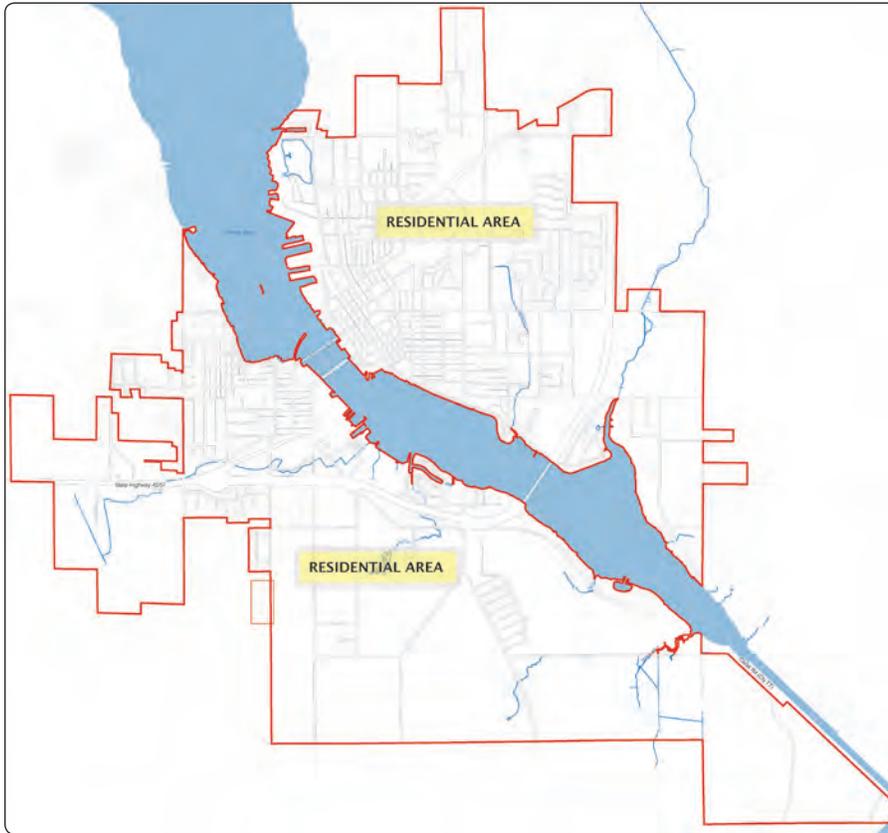
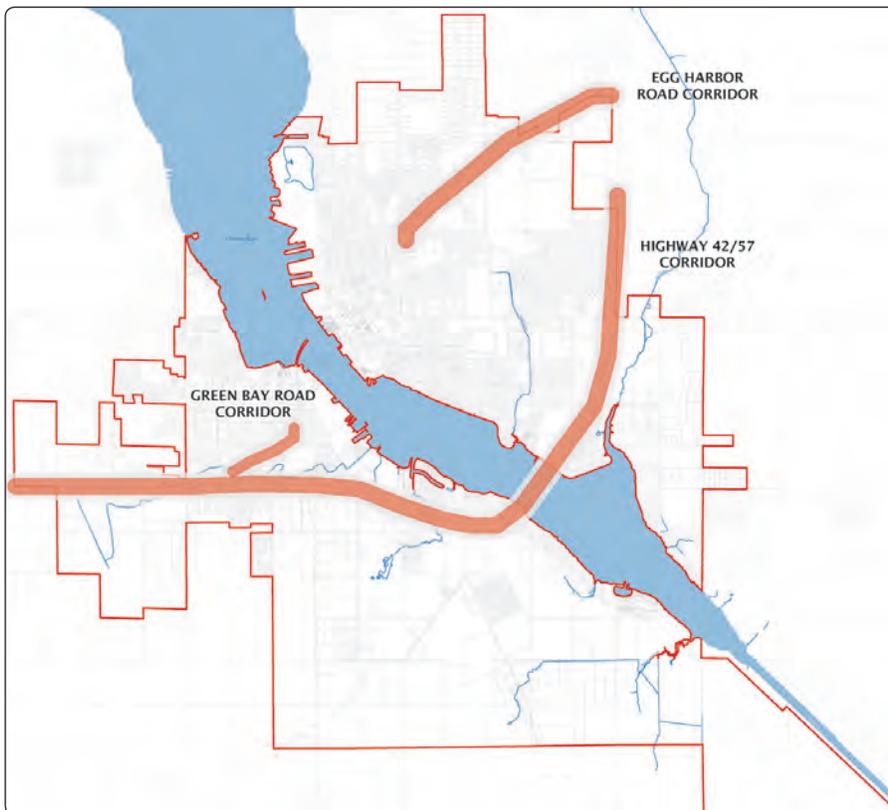


Figure 9-10: Corridors



DISTRICTS

Downtown

Goal 1: Protect and enhance the Downtown area as the primary mixed-use commercial, civic, and recreation/entertainment “core.”

Objective 1.1: Continue to support the presence of a strong mix of uses (retail, service, residential, tourist, transient and permanent housing, recreational, institutional, and governmental).

Objective 1.2: Continue to support the Downtown Main Street program and business associations in collaborative efforts which meet community needs and capitalize on opportunities in the Downtown.

Objective 1.3: Identify key projects to spur continued investment in the downtown.

Objective 1.4: Ensure adequate and accessible circulation and parking to and within the downtown district.

Objective 1.5: Consider senior housing when developing mixed-use projects downtown.

Objective 1.6: Encourage the conversion of one-way streets to two-way streets to improve way finding in the Downtown.

Objective 1.7: Incorporate sustainable building and stormwater techniques into redevelopment projects.

Policy 1.1: Provide sufficient, shared, and accessible parking for both customers and merchants.

Policy 1.2: Develop streetscape improvement programs which uniquely define the downtown from adjacent residential neighborhoods.

Policy 1.3: Redevelop the underutilized parcels on the west side to integrate both open space features and mixed-uses.

Policy 1.4: Emphasize retail uses, particularly along 3rd Avenue on the east side of Downtown and Madison Avenue on the west side of Downtown.

- Policy 1.5: Continue to emphasize 3rd Avenue and Madison Avenue as “shopping streets” with pedestrian orientation and “in-line storefront” orientation.*
- Policy 1.6: Convert 3rd Avenue and 4th Avenue to two-way streets to improve wayfinding, accessibility, and customer opportunities.*
- Policy 1.7: Maintain Downtown in a compact geographic configuration, and seek to establish reasonable land-use transitions to residential areas.*
- Policy 1.8: Identify sites where stormwater best management practices, such as rain barrel or rain gardens, can be implemented.*

Goal 2: Encourage the waterfront to be an attraction and identity feature for both residents and visitors.

- Objective 2.1: Continue to provide for pedestrian and visitor amenities which serve the growing tourist and recreational population for Downtown, and visibly links the Downtown to the waterfront.*
- Objective 2.2: Ensure that redevelopment of the former PBI site supports the City’s physical design aspirations for its waterfront and the use is complimentary to, and not unreasonably competitive with, the overall Downtown commercial base.*
- Objective 2.3: Continue to require high quality development along waterfront areas within Downtown locations that includes appropriately scaled buildings, high quality landscaping, maintains views of the waterfront, and includes public paths.*
- Objective 2.4: Incorporate sustainable stormwater techniques to improve the quality of water run-off.*
- Policy 2.1: Maintain public access to the waterfront that is easily identified by both residents and tourists.*
- Policy 2.2: Develop a “loop” path that provides a pedestrian/bicycle route between the east and west sides of the bay.*

Policy 2.3: Integrate pedestrian-scaled streetscaping elements along the waterfront path that emphasizes the public areas from the private areas.

Policy 2.4: Develop the west waterfront as a gateway that emphasizes the Coast Guard and Maritime Museum parcels.

Employment Centers

Goal 1: Provide high-quality employment centers within the City.

Objective 1.1: Maintain the existing business park and working waterfront as areas of employment within the City.

Objective 1.2: Create appropriate transitions or buffers between the working waterfront and adjacent neighborhoods.

Objective 1.3: Integrate walking trails or natural features within the business park to serve employees and adjacent residents.

Objective 1.4: Build upon the institutional centers to create additional commercial opportunities.

Objective 1.5: Encourage high-quality site and urban design improvements as amenities for employees.

Objective 1.6: Incorporate sustainable stormwater techniques to improve the quality of water run-off.

Policy 1.1: Allow maximum flexibility, with larger land areas capable of being subdivided and developed according to specific market demand.

Policy 1.2: Direct traffic to the major street system to discourage traffic from using residential streets.

Policy 1.3: Provide adequate off-street parking and loading facilities that are screened from the public view.

Policy 1.4: Provide additional office and medical related development opportunities near Door County Memorial Hospital.

Policy 1.5: Identify areas where infiltration ponds, recessed parking islands, rain barrels, and cisterns can be used to improve the quality of water runoff.

NEIGHBORHOODS

Goal 1: Maintain a high-quality residential neighborhood that provides housing choices and open space amenities, as well as opportunities for new housing.

Objective 1.1: Continue the preservation of the single family and multi-family housing units within the neighborhood.

Objective 1.2: Encourage mixed density and dwelling types in planned development as a means of both diversifying the housing stock and as a means of providing attainable housing.

Objective 1.3: Encourage compatible and complementary design of residential infill development.

Objective 1.4: Seek the development of “move-up” custom homes to provide affordable options for existing homeowners.

Objective 1.5: Consider senior housing when developing mixed-use projects adjacent to downtown and the commercial corridors.

Objective 1.6: Encourage pedestrian and bicycle linkages between the neighborhoods and the waterfront.

Objective 1.7: Encourage the use of sustainable building and stormwater techniques as a part of redevelopment projects.

Policy 1.1: Housing rehabilitation projects should be generally compatible with the character of the existing neighborhood.

Policy 1.2: In areas with an established single-family residential development pattern, use zoning or other controls to maintain the primarily single-family character.

Policy 1.3: Locate new housing development on infill properties within City boundaries.

Policy 1.4: Create linkages between new housing developments and any nearby parks.

- Policy 1.5: Include open space amenities within new housing developments.*
- Policy 1.6: Discourage non-residential traffic and non-residential parking in areas that are predominately residential.*
- Policy 1.7: Recommend guidelines for how and where rain gardens and rain barrels can be implemented on residential properties.*

Goal 2: Preserve open areas as a transition between the City and the surrounding Towns.

- Objective 2.1: Maintain open and natural areas to provide natural amenities and transitions to the rural surroundings.*
- Objective 2.2: Utilize infill parcels for development where infrastructure and utilities are available.*
- Objective 2.3: Encourage compatible and complementary design of residential infill development.*
- Objective 2.4: Incorporate sustainable stormwater techniques to improve the quality of water run-off.*
- Policy 2.1: Maintain open or agricultural areas as transitions to the rural lands of the Towns.*
- Policy 2.2: Identify areas where regional infiltration ponds, prairies, and vegetated swales can be used to improve the quality of water runoff.*

CORRIDORS

Egg Harbor Road

Goal 1: Create a high quality, mixed-use corridor that serves as a major shopping destination for the region.

- Objective 1.1: Continue to emphasize a mixed-use corridor of retail shopping, retail services, and housing opportunities.
- Objective 1.2: Encourage high-quality site and urban design improvements as amenities for customers and residents.
- Objective 1.3: Redevelop underutilized sites to provide outlot opportunities that reinforces the public space of the corridor.
- Objective 1.4: Develop or redevelop sites within the City boundaries when possible, before annexing additional land.
- Objective 1.5: Encourage compatible scales of development when locating commercial next to housing.
- Objective 1.6: Develop design guidelines for the redevelopment of key sites.
- Objective 1.7: Encourage the use of sustainable building and stormwater techniques as a part of redevelopment projects.
- Policy 1.1: Locate new buildings along the right-of-way with parking behind or between buildings.*
- Policy 1.2: Include public open spaces and landscape features within developments to divide large parking lots or serve as transitional spaces.*
- Policy 1.3: Use landscaping to transition between commercial and residential uses.*
- Policy 1.4: Seek the redevelopment, rather than the re-use, of residential structures recommended for commercial use along the corridor frontage.*
- Policy 1.5: Identify areas where infiltration ponds, recessed parking islands, rain barrels, vegetated swales, and cisterns can be used to improve the quality of water runoff.*

Goal 2: Improve the function and character of the Egg Harbor Road circulation system to accommodate vehicles, pedestrians, and bicyclists.

Objective 2.1: Provide linkages between commercial and housing uses to allow residents to walk within the corridor.

Objective 2.2: Provide an efficient circulation and parking system that improves the character of the corridor.

Policy 2.1 Consolidate curb-cuts, whenever possible, to provide a safe and efficient traffic system.

Policy 2.2 Provide pedestrian and bicycle continuity and access along the corridor.

Policy 2.3: Prepare a corridor-wide streetscape improvement plan which addresses corridor design elements and aesthetics such as landscaping, signage, and right-of-way appearance.

Green Bay Road

Goal 1: Promote Green Bay Road as commercial gateway into the downtown and surrounding neighborhood.

Objective 1.1: Encourage mixed-uses as properties redevelop.

Objective 1.2: Encourage high-quality site and urban design features as amenities as properties redevelop.

Objective 1.3: Provide an efficient circulation and parking system that improves the character of the corridor and keeps a minimal number of curb-cuts.

Objective 1.4: Encourage the use of sustainable building and stormwater techniques as a part of redevelopment projects.

Policy 1.1: Locate new buildings along the right-of-way with parking behind or between buildings, as parcels redevelop.

Policy 1.2: Include public open spaces and landscape features to divide large parking lots or serve as transitional spaces.

Policy 1.3: Incorporate wayfinding signs to direct visitors to Downtown.

Policy 1.4: Identify areas where recessed parking islands, rain barrels, and cisterns can be used to improve the quality of water runoff.

State Highway 42/57

Goal 1: Promote the development and improvement of 42/57 as a quality “gateway” entryway to the City of Sturgeon Bay.

Objective 1.1 Emphasize Highway 42/57 as a significant entry into the community by incorporating gateway features at Egg Harbor Road on the east and Green Bay Road on the west.

Objective 1.1: Emphasize Highway 42/57 as a landscaped access route throughout the community.

Objective 1.2: Encourage high-quality site and urban design improvements as amenities for customers and residents.

Objective 1.3: Provide an efficient circulation and parking system along the southern entry that improves the character of the corridor.

Objective 1.4: Develop or redevelop sites within the City boundaries when possible, before annexing additional land.

Objective 1.5: Encourage redevelopment along the northern entry of Highway 42/57 to emphasize the northern entry into the City.

Objective 1.6: Encourage the use of sustainable building and stormwater techniques as a part of redevelopment projects.

Policy 1.1: Prepare a corridor-wide streetscape improvement plan which addresses corridor design elements and aesthetics such as landscaping, signage, and right-of-way appearance.

Policy 1.2 Consolidate curb-cuts, whenever possible, to provide a safe and efficient traffic movement.

Policy 1.3: Develop a wayfinding system along the highway to direct visitors to Downtown and within Downtown.

Policy 1.4: Consolidate curb-cuts along the southern entry, when possible, to provide a safe and efficient traffic system.

Policy 1.5: Identify areas where infiltration ponds, recessed parking islands, vegetated swales, and cisterns can be used to improve the quality of water runoff.

Chapter 10

INTERGOVERNMENTAL COOPERATION

Section 66.1001 (2)(g) of the Wisconsin Statutes requires the Intergovernmental Cooperation element to provide a compilation of goals, objectives, policies, maps, and programs that guide joint planning and decision making with other jurisdictions.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Intergovernmental Cooperation Element that may be addressed as part of the planning process. The goal directly related to this element is stated as the following: “encouragement of coordination and cooperation among nearby units of government.”

The intent of this chapter is to address the issues and requirements set forth by the Wisconsin Statutes.

INTERGOVERNMENTAL COOPERATION BETWEEN MUNICIPALITIES

There are a variety of ways in which neighboring cities, villages, and towns interact, in accordance with State Statutes. The following section provides an inventory of issues and opportunities affecting the City of Sturgeon Bay and its neighbors, as well as a basic description of the various means of regulatory interaction between towns and municipalities.

Intergovernmental Cooperation within the Region

The following lists provide examples of intergovernmental cooperation between the City of Sturgeon Bay and various governments, agencies, and other organizations in the region.

Sturgeon Bay School District

- Memorial Athletic Complex – joint use and maintenance of this multiuse athletic facility

Door County

- Fiber optics - City-owned fiber optic system services county buildings.
- Library - City-owned main library building houses the main County of Door library.
- Information Services Contract – Door County provides data (IT) and phone service to the City through contract with the Door County Information Services Department.
- Health and Sanitation – Door County provides enforcement and support of the City’s health and sanitation related codes.
- Emergency Services - Communication coordination with Door County (i.e., 911 dispatch).
- Law Enforcement – Coordination with County and sharing of programs such as SWAT, D.A.R.E and drug enforcement.
- Wellhead protection – Door County Soil & Water Conservation Department and Sturgeon Bay Utilities jointly prepared Wellhead Protection Plan and helped map the “zones of contribution” for city wells.

Wisconsin Department of Transportation (WisDOT)

- Highway 42-57 Improvements - joint memorandum of agreement between the City, County and DOT for intersection improvements along Highway 42-57.
- Downtown Bridge Construction – Joint planning for Maple to Oregon Street Bridge with WisDOT constructing and maintaining the bridge and the city handling the street approaches to the bridge.

Towns

- Fire Protection – The City of Sturgeon Bay provides fire protection services to the Towns of Sevastopol and Sturgeon Bay.
- Composting – The City has an agreement with the Town of Sturgeon Bay for town use of the City’s brush and composting site.

Federal

- U.S. Coast Guard – City leases municipal dock wall and work space for the USCG Cutter Mobile Bay.

Door County Tourism Zone

- City belongs to the DCTZ, which raises marketing funds through the city’s room tax for promotion of tourism throughout Door County.

Plans in the Region

Bay-Lake Regional 2030 Comprehensive Plan

The Bay-Lake Regional Planning Commission was established in 1972 to provide area-wide planning services to an eight county area in Northeastern Wisconsin. The counties include Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan.

The Bay-Lake Regional 2030 Comprehensive Plan was adopted in November, 2005.

Door County Comprehensive Plan 2030

The Door County Comprehensive Plan was adopted by the County Board in December 2009. The Plan covers the entire county, including the City of Sturgeon Bay.

Door County Land and Water Resource Management Plan, 2006 – 2010

This plan was prepared by the Door County Soil and Water Conservation Department. According to the plan, its intention is “to identify the resource needs of Door County, establish goals to meet these needs, and to initiate a course of action to attain these goals. The intent of this plan is to form strategies and methods that discern the correct management plans to properly manage the landscape and protect and improve water and other resources in Door County.”

Plans in Adjacent Municipalities

Town of Nasewaupée Comprehensive Plan

The Town of Nasewaupée adopted its Comprehensive Plan in 2003. The Plan is entitled, “Year 2025 Comprehensive Plan – Town of Nasewaupée.”

Town of Sevastopol Comprehensive Plan

The Town of Sevastopol adopted its comprehensive plan in December 2008. The Plan was prepared with the assistance of a private planning consultant.

Town of Sturgeon Bay Comprehensive Plan

The Town of Sturgeon Bay is currently preparing its Comprehensive Plan.

Cooperative Plans and Boundary Agreements

Under Section 66.0307 of the Wisconsin Statutes, any combination of cities, villages, and towns may determine the common boundary lines between themselves under a cooperative plan. The cooperative preparation of a plan for the affected area should be created by the concerned local units of government and prescribe in detail the contents of the cooperative plan. Presently, the City of Sturgeon Bay does not have any cooperative plans or boundary agreements with adjacent communities.

Extraterritorial Zoning Authority

Extraterritorial zoning is the regulation of land use and development by a city or village in areas that are located beyond the boundaries of the city or village. Per Section 62.23(7a) of the Wisconsin State Statutes, a city which has created a plan commission and has adopted a zoning ordinance may exercise extraterritorial zoning power. Such cities may have extraterritorial zoning jurisdiction (ETZ) over unincorporated areas within three miles of the corporate limits of a first, second, or third class city or within 1.5 miles of a fourth class city or village. The City of Sturgeon Bay has potential ETZ jurisdiction for 1.5 miles.

Because cities and villages have the ability to expand through annexations, ETZ is a tool to ensure that development in areas that someday might be a part of the city or village is consistent with its ordinances and plan. ETZ also can prevent undesirable uses or development patterns from occurring that potentially negatively impacts the city or village. It is noted that it is the responsibility of the city to administer the extraterritorial zoning ordinance and pay the costs associated with it.

In order to create extraterritorial zoning districts and regulations, the municipality must establish a joint extraterritorial zoning committee (JETZCO). The committee is composed of three citizen members of the municipality's plan commission and three town members from each town affected by the proposed zoning districts and regulations. Once established, the committee formulates tentative zoning recommendations for the ETZ area. An ET zoning ordinance cannot be adopted unless it receives a favorable vote of the six members of the JETZCO. These procedures and requirements for adopting extraterritorial zoning make it difficult for a city to enact an ordinance without the support of the affected town(s).

The City of Sturgeon Bay currently does not exercise ETZ powers over any of the adjoining towns.

Extraterritorial Platting Authority & Land Division Review Authority

Section 236.45 of the Wisconsin Statutes authorizes county and local governments to adopt their own land division ordinances. A land division ordinance regulates the division of land into smaller parcels. Land division ordinances help ensure the following:

- New development is appropriately located
- Lot size minimums specified in zoning ordinances are observed
- Arterial street rights-of-way are appropriately dedicated or reserved
- Access to arterial streets and highways is limited in order to preserve the traffic carrying capacity and safety of such facilities
- Adequate land for parks, drainageways, and other open spaces is appropriately located and preserved
- Street, block, and lot layouts are appropriate
- Adequate public improvements are provided

Chapter 236 of the Wisconsin Statutes sets forth general requirements governing the subdivision of land, and grant authority to county and local governments to review subdivision maps (plats) with respect to local plans and ordinances. Under the Chapter, local governments are required to review and take action on plats for subdivisions. Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a subdivision.

The City of Sturgeon Bay regulates land divisions in its Subdivision and Platting Ordinance. The ordinance applies to all land divisions resulting in one or more lots of 5 acres or less in size. The ordinance has different requirements and review procedures for subdivision plats (5 or more lots) and minor land divisions (4 or fewer lots). The City should be aware of county and surrounding township land division regulations in relation to its own ordinance. The county ordinance, which applies to all the towns, governs all land division resulting in lots of 10 acres or less. The

city should consider amending its code to match the county's 10-acre size threshold both to be consistent and to ensure that even large newly created lots are consistent with the city's plans and regulations.

Section 236.10 of the Wisconsin Statutes stipulates that a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 defines the extraterritorial plat review jurisdiction (ETP) as the unincorporated area within three miles of a city of the first, second, or third class, or within 1.5 miles of a city of the fourth class or a village. Thus, the City of Sturgeon Bay has ETP jurisdiction for 1.5 miles.

The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5). The resolution must be recorded with the County Register of Deeds.

The City of Sturgeon Bay currently exercises its ETP jurisdiction over portions of the Towns of Nasewaupée, Sevastopol, and Sturgeon Bay, but only for subdivision plats (land divisions with 5 or more lots). Due to the safeguards afforded by extraterritorial plat review, it is recommended that the City expand its ordinance to also govern minor land divisions (4 lots or less) within the ETP area.

Intergovernmental Cooperation Conflicts

An important issue when developing land use plans for cities are the potential for conflicts with the plans of surrounding incorporated areas. This is complicated by the following policies:

- Cities and villages are allowed to develop plans for the areas outside their corporate boundaries
- Door County is obligated to include the comprehensive plans of villages and cities within the County Plan regardless of whether or not such plans conflict with town plans
- State Statutes require land use decisions to be consistent with the comprehensive plans after January 1, 2010
- Consistency of city plans with county-wide multi-jurisdictional plans and the comprehensive plans of surrounding municipalities may also be considered as a basis for reviewing zoning decisions and plat decisions

Consistency within the Context of the Plan

After 2010, it will be increasingly important to consider the consistency of the Comprehensive Plan relative to zoning, subdivision regulations, official mapping, and boundary agreements. Within the context of the City of Sturgeon Bay Comprehensive Plan, the concept of consistency means that as decisions are made, they should generally be within the intent and guidelines established by the Plan. This includes all provisions that allow for reasonable exceptions due to unique circumstances (not unlike conditional use zoning).

It is assumed that a proposed land use action is consistent with the local comprehensive plan when the regulation, amendment, or action:

- furthers, or at least is not inconsistent with, the goals, objectives, and policies contained in the local comprehensive plan.
- is generally compatible with the proposed future land uses and densities and/or intensities contained in the local comprehensive plan.
- carries out, as applicable, any specific proposals for community facilities, including transportation facilities, or other specific actions contained in the local comprehensive plan.

Land Use Conflicts and Multi-Jurisdictional Plans

Current discussions of planning conflicts tend to focus on the relationship between incorporated areas and towns. However, there are many other types of planning and land use conflicts. For example, transportation plans often conflict among federal, state, county, and local governments. Many of these conflicts are resolved through regulations and operational policies. The point, however, is that there are numerous conflicts in planning and land uses that occur throughout government operations. This is also true, for example, in planning for environmental preservation, wetlands, water use, historic preservation, and many other fields. The presence of such conflicts is routine and plans do not necessarily resolve all of these conflicts. Often, the solution is simply identifying the conflicts, defining the key issues, and suggesting procedures for minimizing or resolving conflicts. This approach could, for example, be recommended by the City to be incorporated by the County in its comprehensive plan.

Land Use Conflicts are Legitimate and Appropriate Components of Plans

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of “mixed-use”. Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to

assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans have provisions for amendments that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may have some legitimacy.

Resolution of Alternative Planning Futures

For the City of Sturgeon Bay, the following policies should be considered for resolving different land use proposals from neighboring municipalities and from the County:

- Identify clearly that the presence of land use options is legitimate and desirable
- Recognize that the City's image of its future is legitimate regardless of whether it does not match the image of a neighboring community
- Indicate that there are many ways to meet the criterion for "consistency" if and when such a criterion is actually imposed
- Seek out municipal boundary agreements where they are possible
- Suggest other ways of collaborative planning with adjacent communities and Door County

GOALS & OBJECTIVES

GOAL 1: Encourage the coordination and cooperation among federal, state, and local agencies and organizations potentially having interest in Sturgeon Bay to ensure the greatest level of efficiency and effectiveness in advancing community aspirations.

- Objective 1.1: Continue to coordinate with county, regional, and state agencies to ensure continuity and consistency of overall community planning and development activities.
- Objective 1.2: Continue to collaborate with other units of government in facility development and the provision of services.
- Objective 1.3: Continue to maintain and develop meaningful lines of communication with those agencies and organizations that can assist the City in meeting its overall planning objectives, and work to secure participation of these agencies and organizations in realizing mutual objectives.
- Objective 1.4: Continue to seek grants, loans, and other sources of intergovernmental funding transfers.
- Objective 1.5: Seek consistency of land use and development requirements for the City, County, and adjacent Towns for strategic regions such as highway corridors (for example: access restrictions, signage, setbacks, landscaping, etc.)
- Policy 1.1: Work with Door County and affected Townships to explore the potential for extending zoning control into the City's extraterritorial planning area.*
- Policy 1.2: Determine ways to do cooperative planning with surrounding communities and Door County that builds on the planning recommendations for land use and project development.*
- Policy 1.3: Work with the School Districts to monitor the need for future expansions or changes.*
- Policy 1.4: Develop detailed plans with the County and WisDNR for regional habitat and water quality protection.*
- Policy 1.5: Continue to exercise extraterritorial plat review as a means of ensuring adequate and consistent development standards for the region surrounding the City.*

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Chapter 11

CATALYTIC PROJECTS

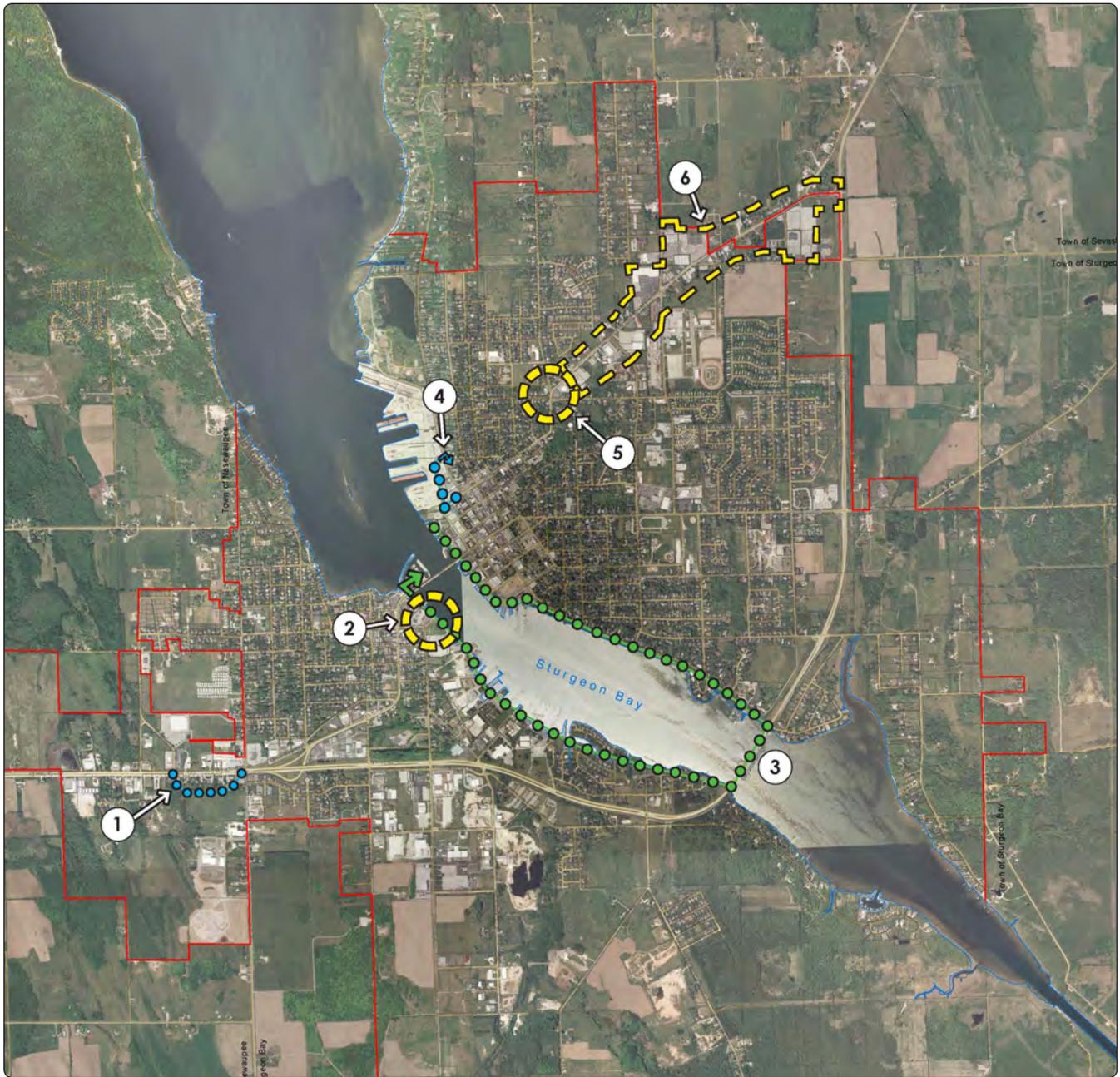
The comprehensive planning process has identified several projects or initiatives in Sturgeon Bay that have the potential to increase values and/or spur additional investment within the community. Catalytic projects increase the value of surrounding properties, represent a significant and visible investment in the neighborhood, support the plan goals and have the potential to attract additional investment to nearby properties. They can include development or redevelopment projects, as well as policies, programs, or other long-term future visions.

Catalytic recommendations are based on a wide range of public input, stakeholder interviews, and Plan Commission and City staff direction, as well as past experiences and project models.

Six catalytic projects are proposed throughout the City. Figure 11-1 illustrates the locations of the catalytic projects. Recommendations and conceptual illustrations are provided for each project, including:

- The current status of the site or area
- Objectives for the project
- Specific recommendations
- Responsible parties

Figure 11-1. Catalytic Projects



- | | |
|-----------------------------------|-------------------------|
| ① Highway 42/57 Backage Road | ④ 1st Avenue Parking |
| ② Maritime Museum & City Park | ⑤ Hardee's Intersection |
| ③ Waterfront Access & Circulation | ⑥ Egg Harbor Road |

SITE 1: SOUTHERN GATEWAY BACKAGE ROAD - STH 42/57

Current Status

The southern entry into Sturgeon Bay, which also serves as gateway to the rest of the Door County peninsula, is State Highway 42/57. This major thoroughfare is heavily traveled, particularly during the tourist season, and includes a range of single family housing, commercial, and light industrial uses. The majority of these uses have individual vehicular access points and/or driveways that open directly onto STH 42/57, which can cause traffic flow and safety problems.

Objective

A coordinated circulation plan that combines the multiple access points along the southern side of the highway will help to improve the character of the corridor, provide safe vehicular connections, and allow redevelopment of existing parcels to occur over time.

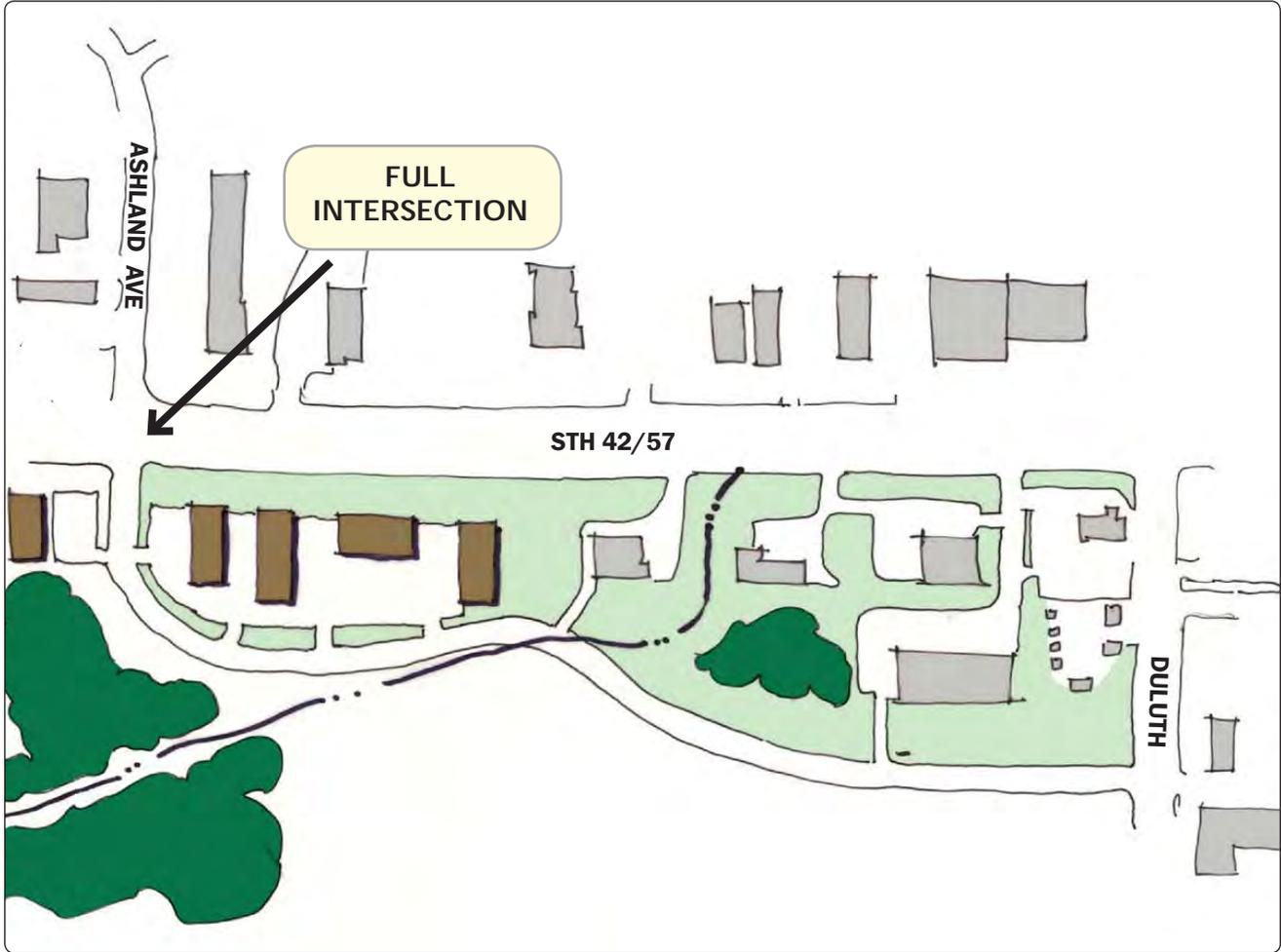
Specific Recommendations

- Establish a new road behind the existing buildings (“backage” road) that intersects with S. Duluth Avenue and W. Walnut Drive.
- Locate the western access point to align with Ashland Avenue across STH 42/57.
- Remove the access drives to the southern parcels, where feasible.
- Allow three combined access points onto STH 42/57, servicing the Door County Chamber of Commerce & Visitor’s Bureau, as well as four other businesses.
- In order to minimize the impact on the creek and existing woodlands, there is only one crossing proposed for the backage road. A more detailed study of the waterway and relevant natural resources will be needed to obtain the necessary permits for the creek crossing.
- Explore a continued backage road connection to Douglas Avenue. Environmental constraints will need to be reviewed.

Responsible Parties

- Private developer / current property owners
- WisDOT
- City of Sturgeon Bay

SITE 1: SOUTHERN GATEWAY BACKAGE ROAD - STH 42/57



SITE 2: WEST SIDE WATERFRONT ENHANCEMENTS

Current Status

The Maritime Museum is exploring expansion opportunities that embrace the waterfront while providing a landmark structure. The property to the east of the museum, formerly the Door County Co-op site, is underutilized and provides an opportunity to create a signature development and improved public open space.

Objective

The City should work with the Maritime Museum to identify opportunities that compliment and extend their expansion plans. Adjacent properties provide an opportunity to develop a signature building that serves as a gateway to the Maple to Oregon Street Bridge, adds value to the west side, and has the potential to spur additional investment in the area. The Coast Guard activities along Sawyer Park should be emphasized as a tourist attraction and regarded as public open space to the extent possible.

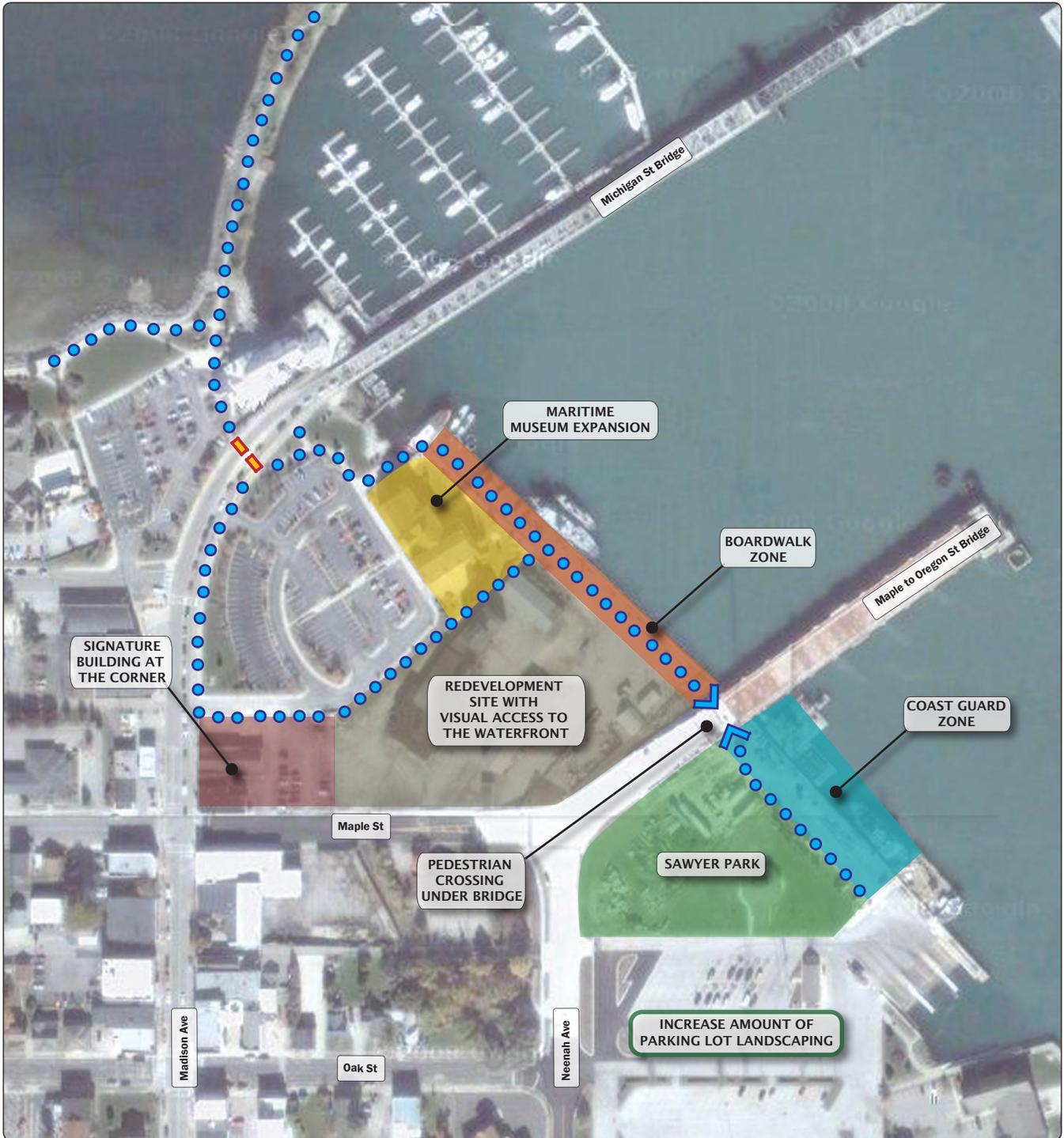
Specific Recommendations

- Develop a waterfront pedestrian walkway that establishes a strong connection between the waterfront access across Madison Avenue to Sawyer Park. Incorporate a clearly defined pedestrian crossing across Madison Avenue, which may include scored concrete and signage.
- Develop a signature building(s) at the eastern end of the site that reinforces the intersection of Maple Street and Neenah Avenue at the Maple to Oregon Street Bridge and creates/protects views to the water.
- Integrate parking into the site in order to provide sufficient spaces while not allowing the parking to dominate the physical character of the site. Increase landscaping and utilize sustainable parking and site design strategies to minimize the impact on the waterway.
- Include pedestrian linkages throughout the site to connect the development directly to the waterfront, Sawyer Park, and the Downtown shopping areas.

Responsible Parties

- Maritime Museum
- Private developer / current property owners
- City of Sturgeon Bay
- Coast Guard

SITE 2: WEST SIDE WATERFRONT ENHANCEMENTS



LEGEND

PATHS

- Pedestrian Pathway
- Defined Pedestrian Crossing

SITE 3: WATERFRONT LOOP

Current Status

At present, there are some efforts to improve the pedestrian's visual and physical connections to the waterfront. These projects include the recent streetscaping improvements on the east side of Downtown (completed in 2008) and the designation of a bicycle route along Memorial Drive (part of the City's Bike Route Plan, adopted in 2008). These recommendations underscore the importance of waterfront access, but are not currently addressed in a coordinated fashion.

Objective

A continuous waterfront loop will provide residents and visitors an opportunity to walk along both sides of the bay on a safe, dedicated route.

Specific Recommendations

- Develop a waterfront pathway that connects the east and west sides of the waterfront.
- East Side: In coordination with the City's Bike Plan, develop a clearly defined pedestrian path along Memorial Drive, between Bayview Bridge and Downtown. For the short-term, this path should include wayfinding signage that clearly defines a pedestrian route. Over the long-term, the pedestrian path could include an extension of the sidewalk from S. 3rd Street along the waterfront side of Memorial Drive.
- West Side: A waterfront path system should be developed on the West Side as key properties redevelop or change ownership. This path should link into Sawyer Park and the waterfront path identified in SITE 2: WEST SIDE WATERFRONT ENHANCEMENTS and continue southeast along the bank. Unlike the more defined boardwalk, this path could consist of a 10-foot, paved walkway with integrated wayfinding signage. Where the uses become more residential, the pathway should connect into the existing street network and include wayfinding signage.
- Bayview Bridge, Option One: At Circle Ridge Road, the proposed waterfront "loop" path crosses Highway 42/57 and connects with an existing off-road pathway. A pedestrian crossing signal would be required at the Clay Banks Rd and Highway 42/57 intersection. This path would establish a safe pedestrian route to Bayview Bridge and forms the eastern link in the waterfront loop, connecting at Memorial Drive.
- Bayview Bridge, Option Two: Provide a bridge underpass that eliminates the need to cross the highway at Clay Banks Road.

SITE 3: WATERFRONT LOOP



Responsible Parties

- City of Sturgeon Bay
- Department of Public Works
- Private property owners as necessary

LEGEND

PATHS

- Existing Path/Sidewalk Network
- On-Street Pedestrian Path with Potential for Separate Path/Sidewalk in the long-term
- Future Waterfront Path (long-term)

SITE 4: N. 1ST AVENUE PARKING

Current Status

The area around N. 1st Avenue consists of industrial and parking uses, related to the working waterfront of Sturgeon Bay. Immediately adjacent to this area is a residential neighborhood that is negatively impacted by employees parking along the residential streets.

Objective

Retain the working waterfront and identify alternative parking options to eliminate the need for employees to park along the residential streets.

Specific Recommendations

- Pave and stripe employee parking areas to maximize efficiency and capacity.
- Develop employee parking lots between N. 1st Avenue and N. 3rd Avenue.
- Buffer the edge along N. 3rd Avenue with landscaping and/or a decorative fence that screens the cars from the adjacent houses, while also providing a secure parking area.
- Create parallel parking along both sides of N. 1st Avenue, or angle parking along the western (water) side of N. 1st Avenue if parallel parking will not provide enough spaces to eliminate the need to park along the residential streets. Incorporate a sidewalk along 1st Avenue to provide a safe pedestrian route from on-street parking areas and shipyards.
- Regulate and enforce parking restrictions along the residential streets.

Responsible Parties

- Private property owners
- City of Sturgeon Bay
- Department of Public Works



SITE 4: N. 1ST AVENUE PARKING



SITE 5: EGG HARBOR ROAD, N. 8TH AVENUE, AND GEORGIA STREET INTERSECTION

Current Status

The intersection of Egg Harbor Road, Georgia Street, N. 8th Avenue, and the Hardee's restaurant is confusing and does not create a memorable gateway into the Egg Harbor Road commercial corridor.

Objective

Redesign this intersection to improve traffic safety and efficiency. Develop the intersection as a gateway into the Egg Harbor commercial district.

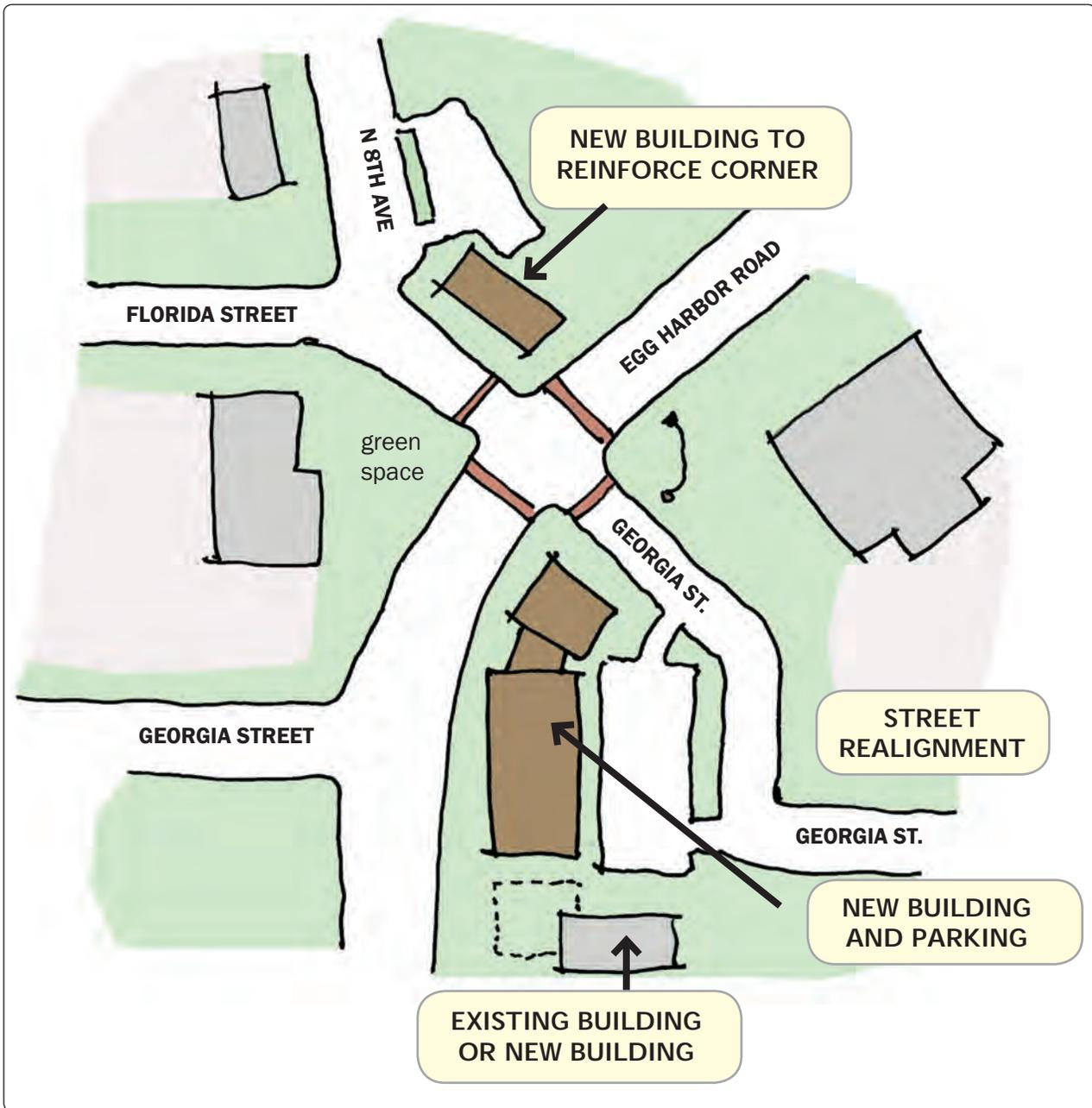
Specific Recommendations

- Reroute Georgia Street north to create a full intersection with Egg Harbor Road, and N. 8th Avenue.
- Remove or relocate the Hardee's structure to allow the new alignment of Georgia Street.
- Remove one house to allow the new alignment of Georgia Street.
- Realign N. 8th Avenue to intersect with Egg Harbor Road at a right angle.
- Create an open space on the southwest quadrant of the intersection to serve as a public square for the intersection. Incorporate gateway signage into the space.
- Redevelop the Hardee's site with a building that maintains the edge of N. 8th Avenue, with parking to the east. This structure could be a new Hardee's or a new development opportunity.
- Encourage redevelopment of the property in the northeast quadrant of the site.
- Develop the northwest quadrant with a building that maintains the street edge, with parking to the north.

Responsible Parties

- Private property owners /developer
- City of Sturgeon Bay
- Department of Public Works
- WisDOT (or Door County)

SITE 5: EGG HARBOR ROAD, N. 8TH AVENUE, AND GEORGIA STREET INTERSECTION



SITE 6: EGG HARBOR ROAD

Current Status

Egg Harbor Road is a commercial corridor with a mix of building types, numerous vacancies, lack of pedestrian facilities, and multiple vehicular access points.

Objective

Create a mixed-use corridor that accommodates vehicles, pedestrians, and bicyclists. Improve the character and safety of the corridor with landscaping, limited access points, and shared parking lots. Identify areas that can be developed as residential to limit the amount of commercial demands, provide customers within the corridor, and offer housing choices.

Specific Recommendations

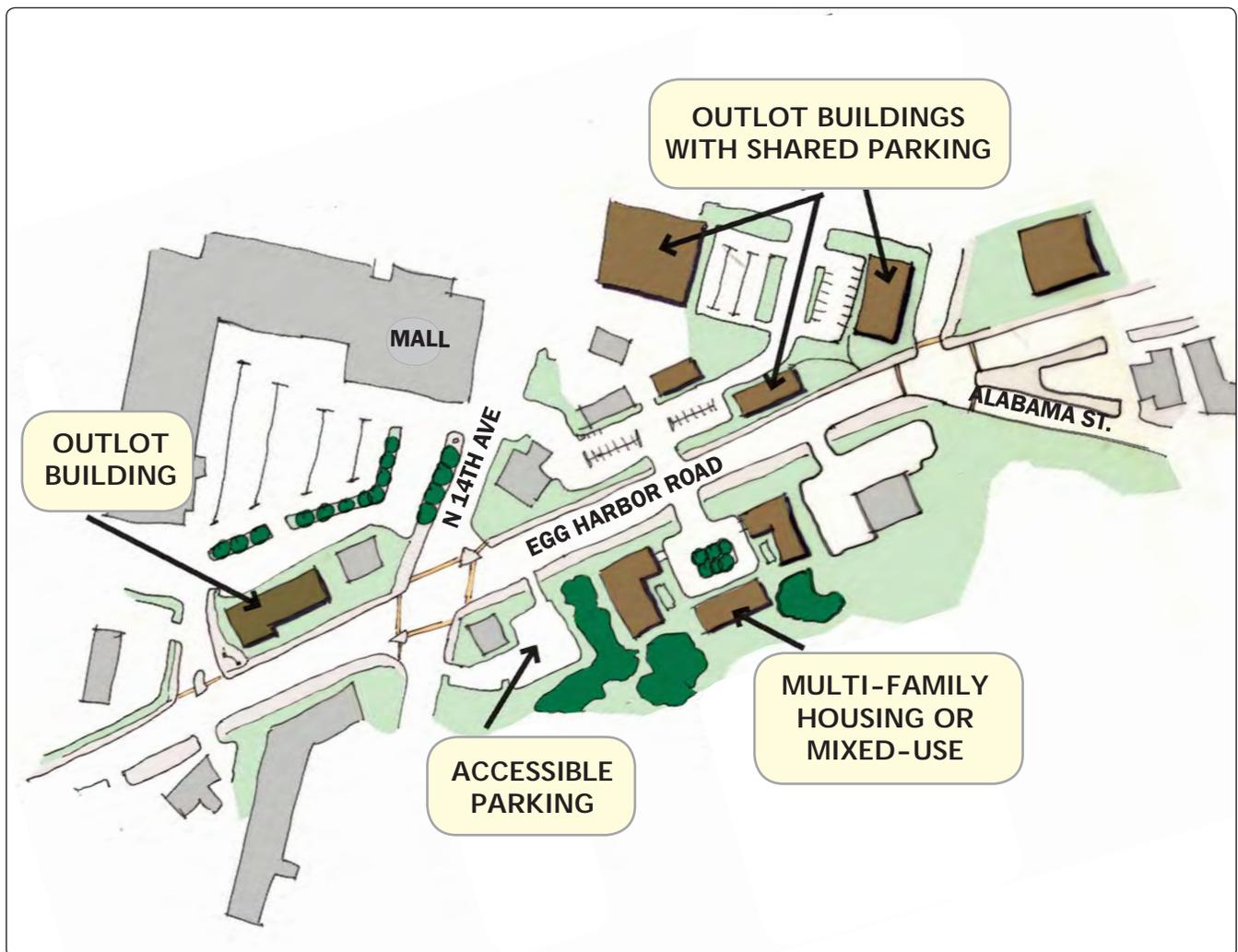
- Minimize curb cuts by connecting parking lots between commercial uses.
- Include trails along both sides of Egg Harbor Road that can be used by both pedestrians and bicyclists. Consider an on-road bike path where right-of-way conditions provide adequate space.
- Develop outlot buildings, as noted on the drawings, to create an edge along Egg Harbor Road and screens the large parking lots.
- Consider the development of a round-about at the intersection of Alabama Street and Egg Harbor Road. Integrate this intersection with the development plans for Wal-Mart.
- Redevelop the outlot parcels in the northeast corner of Egg Harbor Road and N. 14th Avenue. Utilize the bank parking lot as an access point onto N. 14th Avenue. Limit access onto Egg Harbor Road with one shared curb cut.
- Provide parking behind the building in the southeast quadrant of N. 14th Avenue and Egg Harbor Road. Access to the parking can be from Egg Harbor Road, as well as N. 14th Street.
- Redevelop the property northeast of the Hardee's building as a gateway into the Egg Harbor Road corridor. When possible, buildings should be along the street edge with parking behind or along the side.
- Develop multi-family housing, or mixed-use buildings, along the southeast side of the street, as noted on the diagram. Additional housing along the corridor will help to provide a balance to market demands and the amount of commercial space that can be supported year-round. Locate buildings to focus on the interior of the site with landscaping along Egg Harbor Road.

- Develop multi-family housing as a transition along the northwest side of the street, with single family housing behind. Connect new residential streets to the existing residential development.
- Realign Alabama Street to connect to Egg Harbor Road at a better angle if the Nightingale Restaurant is redeveloped in the future.
- Integrate recessed parking islands and vegetated swales as alternative stormwater management techniques.
- Include street trees where possible.

Responsible Parties

- Private property owners / developers
- City of Sturgeon Bay
- Department of Public Works
- WisDOT

SITE 6: EGG HARBOR ROAD (NORTH END)



SITE 6: EGG HARBOR ROAD (SOUTH END)



Chapter 12

IMPLEMENTATION

INTRODUCTION

The comprehensive planning law (WI State Statute 66.1001(2)(i)) states that the implementation element is “A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”

In order to fully realize the goals and objectives identified for the City of Sturgeon Bay Comprehensive Plan, the items in this section should be accomplished. This Chapter provides a guide for how this Plan is to be monitored, amended, updated, and used to accomplish the recommendations contained within the elements of this Comprehensive Plan.

ORGANIZATIONAL IMPLEMENTATION

In the City of Sturgeon Bay, the Department of Community Development coordinates activities related to planning, development, and growth management. The Department of Community Development (DCD) promotes and maintains the careful development of land and preservation of the natural resources in the City of Sturgeon Bay and is well suited to implement the City's Comprehensive Plan. The community development format expands awareness, coordination, integration and choices and enables the City to make more intelligent, thoughtful decisions. It conceives strategies to strengthen the assets and economy of the City of Sturgeon Bay.

The department provides guidance and assistance to achieve and maintain harmonious development of the City that meets the needs of existing and future residents and which promotes the City's welfare, character, convenience, prosperity, and efficiency. Staff support is provided to the Common Council and related boards and commissions, and to the general public in the area of planning, zoning, land subdivision, redevelopment, natural resource protection, annexation, historical preservation, and other planning related issues. The department takes the lead role in implementing the Comprehensive Plan, while also creating and implementing other plans. In the realm of economic development the department coordinates Downtown waterfront redevelopment efforts, and promotes development within the City, including at the Sturgeon Bay Industrial Park. Finally, the DCD is responsible for administering several other land use and development ordinances, including:

- Zoning Code
- Floodplain Zoning Code
- Waterfront Design Review Code
- Subdivision Code
- Historic Preservation Code
- Sign Code

The multi-faceted nature of community development can be controversial from time to time, as it tries to build a consensus between conflicting interests. The City's long-term growth and economic outlook does not benefit from short-sighted, short-term development plans. There are often expectations that problems are to be solved "right now". Good planning can take years to decades to bear fruit, and the long-term quality and livability of communities should not be left to unintended consequences. Unplanned growth will cost the city more in the long term. As has been noted in recent research, several cities without long-term planning budgets can attest to this. The community development model first ensures that resources are coordinated and invested wisely to secure additional development while protecting and improving the quality of life. It is an essential function of local government. These activities are not one-time exercises and require constant monitoring.

Plans are routinely reviewed and updated to remain current, credible and enforceable.

MONITORING THE PLAN

The Plan must reflect the current values, objectives and development policies of the City at all times.

The Plan should be fully reviewed by City staff annually with the following in mind:

- New land use opportunities
- Further plan detail and refinement
- Market shifts
- Economic and demographic changes and growth patterns
- Unforeseen challenges
- Changes in legislation

Development within the City should also be monitored on an ongoing basis and compared against the City goals and objectives outlined in each element of this Plan to ensure that the current policies are achieving the intended results.

AMENDING THE PLAN

The Plan should be reviewed and amended periodically. Suggestions for amendments may be brought forward by City staff, officials, and residents, and should be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways:

- Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by City staff.
- Amendments proposed as a result of discussion between officials and citizens.
- Amendments proposed as a result of recommendations discussed during a City planning process.

When a change is proposed, it should follow this general procedure:

- Plan Commission to conduct a review process for the proposed amendment.
- Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.
- Recommendation from the Plan Commission to the City Council.
- Consideration and decision by City Council.

Plan amendments and updates should coincide with the annual monitoring schedule.

PLAN ELEMENT CONSISTENCY

The individual elements of this Plan reinforce the goals, objectives, and policies of each of the nine Smart Growth elements. As future amendments and updates are made, consistency between the Plan elements must be ensured.

Additionally, consistency must be ensured between the Plan and both zoning and current City ordinances. The term “consistency” is difficult to define; its definition will ultimately be decided in the courts. The following positions on consistency between the Plan and zoning are considered for the purposes of this Plan:

- Consistency means that there is an absolute match between the current zoning and the current plan.
- Consistency means that the current zoning should match the plan, which depicts a future state, if and when the zoning is changed. Put another way, if everything matched the plan exactly it would not be a “plan” but a map of “existing conditions”. The purpose of the plan is to guide decisions as they are made.
- Consistency means that as decisions are made, they are generally within the intent and guidelines established by the plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

At the time of this Plan’s adoption, the State of Wisconsin has not adopted an official definition of the term “consistency.” While there are several ways to interpret “consistency,” as listed above, the City of Sturgeon Bay presently defines the term as “not in conflict with.” The City may wish to reconsider their definition of “consistency” when the State Legislature adopts a formal definition.

FUNDING SOURCES & IMPLEMENTATION TECHNIQUES

While many of the recommended actions called for in the Comprehensive Plan Update can be implemented through administrative and policy decisions or can be funded through normal municipal programs, other projects will require special technical and/or financial assistance.

In general, the City has been quite aggressive in the use of non-traditional finance techniques, and to remain successful and competitive, this will likely need to continue in the future. The following section identifies several of the local, state and federal resources and programs that are available for assisting in the implementation of key Plan recommendations.

General Resources and Funding Tools

Communities have a number of general sources of revenue that can be applied to any corporate purpose that will benefit the community as a whole. The largest of these is normally the general-purpose property tax, which primarily funds the City's General Revenue Fund. Others include state income tax rebates, motor fuel tax funds, public utility taxes, hotel/motel tax, plus various fees, fines and other receipts. Municipal bonds may also be considered for special projects during various phases of the implementation of the Plan that may require more long-term financing. Another type of bond that could be considered for targeted area projects is the special assessment bond. These bonds are issued to finance improvements that are to be paid for by special assessments against benefited properties. Bond obligations are payable only from the special assessment receipts, are not backed by general taxes and usually carry higher interest rates.

Tax Increment Financing (TIF)

Tax increment financing (TIF) is a mechanism used to carry out revitalization and redevelopment activities on a local basis. TIF allows a community to capture the increase in local property taxes that results from a redevelopment project in order to pay for the public costs involved in the project. While TIF districts have most typically been used in commercial and industrial areas of communities throughout Wisconsin, TIF is being undertaken increasingly for mixed-use and residential areas as well.

Sturgeon Bay has adopted TIF in its Downtown area, and has stimulated substantial amounts of new private and public development improvements in accord with the Downtown area redevelopment plan. The City has also successfully utilized TIF in the development of the City's industrial park.

Transportation and Infrastructure Improvements

A number of federal and state funding sources are available for transportation and infrastructure improvements in the City as exemplified by the City's recent success in securing funding for priority projects through one or more of these programs. We encourage on-going monitoring of these funding sources for new or additional opportunities for project implementation.

Based on the types of improvements recommended for Downtown, the funding sources that will most likely be applicable to Sturgeon Bay are programs of the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU), including ITEP, CMAQ and STP Programs. SAFETEA-LU was appropriated in August 2005 as a successor to the Transportation Equity Act for the 21st Century (TEA-21) and is currently funded through September 2009. The SAFETEA-LU programs are administered through various regional and state agencies and are

supported by federal revenues. While the details of project eligibility vary from program to program, they all generally require that a project have a local sponsor (the City of Sturgeon Bay) and some evidence of local support of the project. Brief descriptions of the component programs of SAFETEA-LU are described below.

It should be noted that these transportation and infrastructure programs might be applied in combination with one or more funding sources described under other funding categories.

Transportation Enhancement Program (ITEP)

This funding source is administered by the Wisconsin Department of Transportation and is a set-aside fund from SAFETEA-LU. Among the projects that are eligible for this funding include bicycle/pedestrian facilities, streetscaping, landscaping, historic preservation and projects that control or remove outdoor advertising. Federal reimbursement is available for up to 50% of the cost of right of way and easement acquisition and 80% of the cost for preliminary engineering, utility relocations, construction engineering and construction costs.

Congestion Mitigation and Air Quality Improvement Program (CMAQ)

The CMAQ program is also part of SAFETEA-LU and focuses on projects that provide solutions to regional congestion and air quality problems. Eligible project types include transit improvements, commuter parking lots, traffic flow improvements, bicycle/pedestrian projects and projects that result in emissions reductions. These projects are also federally funded at 80% of project costs.

Surface Transportation Program (STP)

These funds are allocated to coordinating regional councils to be used for all roadway and roadway related items. Projects in this funding category must have a local sponsor and are selected based, among other factors, on a ranking scale that takes into account the regional benefits provided by the project among other factors. STP funds are allocated among the following programs: demonstration projects; enhancement; hazard elimination; and urban funds.

PLAN RECOMMENDATIONS

The implementation element organizes recommendations presented in the City of Sturgeon Bay Comprehensive Plan, so that the City is able to work towards accomplishing their Vision.

The following matrix lists each of the policies identified in the Plan elements. For each recommendation, the party responsible for implementing the policy is indicated. A timeframe reference is also assigned to each recommendation, as follows:

- Ongoing - This policy should be followed throughout the life of the Plan.
- Immediate - This policy or action should be implemented by the responsible party upon Plan adoption.
- Short-Term - This is a recommendation anticipated to be implemented fairly quickly during the planning period, generally before 2015.
- Mid-Term - This is a recommendation, that likely will take more time to complete, but is to be implemented before 2025.
- Long-Term - This is a recommendation that is of a gradual nature with a long completion timeframe, to be implemented before 2035.

It is noted that for recommendations with a longer implementation timeframe, the City would still worked on and strive to complete as soon as possible. Once a recommended policy is implemented, it would then be treated as an ongoing policy during the rest of the planning period.

AGRICULTURAL & NATURAL RESOURCES

RECOMMENDATION	RESPONSIBLE PARTY	TIMEFRAME
Support the establishment of one or more community gardens within the City.	Private Citizens, City Staff, Plan Commission	Immediate
Require buffers and transitional uses adjacent to agricultural uses and farming.	City Staff, Plan Commission	Short-Term
Promote agricultural zoning classifications under either county or town zoning for prime farmland and oppose zoning changes to active farmland that are inconsistent with the county's, town's, or City of Sturgeon Bay's Comprehensive Plans.	City Staff, Plan Commission	Ongoing
Avoid annexations of prime farmland and extensions of municipal utilities past prime farmland.	City Staff, Plan Commission, Common Council	Immediate
Continue to protect important hydrological features such as streams, ponds, flood plains, and drainage ways - all of which affect other natural processes, through continued enforcement of floodplain zoning, property acquisition where necessary, and other means.	City Staff, Plan Commission, Common Council	Ongoing
Consider adopting a setback for navigable waterways.	City Staff, Plan Commission, Common Council	Short-Term
Mitigate the spread of invasive species through education and increased awareness, monitoring of public and private lands, and eradication programs, where necessary.	City Staff	Short-Term
Where possible, connect the parks and significant natural resources to provide corridors for wildlife and opportunities to establish routes for pedestrians and bicyclists.	City Staff, Plan Commission, Common Council	Long-Term

Protect and conserve the vast amount of wetlands within the City and its planning area through current and future City, County, and State regulations. Consider adopting setbacks from wetlands.	City Staff, Plan Commission, Common Council	Short-Term
Create incentives for utilizing sustainable stormwater techniques.	City Staff, Plan Commission, Common Council	Short-Term
Identify areas within the non-urbanized section of Sturgeon Bay where infiltration ponds, prairies, and vegetated swales can be implemented.	City Staff, Plan Commission, Common Council	Short-Term
Continue implementation of the Sturgeon Bay Stormwater Management Plan and improve education and enforcement of the City's existing regulations relating to stormwater runoff. Consider creating a stormwater utility to help cover the costs of various recommended projects under this plan.	City Staff, Plan Commission, Common Council	Ongoing

CULTURAL RESOURCES

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
Identify funding sources for historic building improvements and rehabilitation.	City Staff	Ongoing
Update and/or expand the architectural/historical survey for Sturgeon Bay and investigate opportunities for additional historic districts or nominations for individual historic structures and sites.	City Staff	Short-Term
Consider adopting procedures and requirements for demolishing buildings in historic districts or buildings with historical significance.	City Staff, Plan Commission, Common Council	Short-Term

HOUSING

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
Develop mixed-use projects along major corridors and Downtown to provide housing choices.	City Staff, Plan Commission, Common Council, Private Developers	Mid-Term
Maintain seasonal housing opportunities.	Private Market	Ongoing
Limit extended non-residential parking in residential areas.	City Staff, Common Council	Immediate
Continue code enforcement and encourage property maintenance in neighborhood areas.	City Staff	Ongoing
Identify grants and funding sources for energy savings programs and sustainable practices.	City Staff	Ongoing
Designate vacant incorporated lands and land to be annexed to meet the future housing needs of the City, with a priority on infill development over annexation.	City Staff, Plan Commission	Ongoing
When necessary, use annexation and the planned unit developments to carefully control and guide new development and redevelopment.	City Staff, Plan Commission, Common Council	Ongoing
Ensure that zoning regulations and zoning district classifications used for new developments allow for sufficient density and housing types to promote efficient development patterns and wise use of municipal infrastructure.	City Staff, Plan Commission, Common Council	Ongoing
Require all new residential subdivisions within the City limits to connect to municipal sewer and water facilities.	City Staff, Plan Commission, Common Council	Immediate
Identify land where stormwater management and best practices can be implemented, including rain barrels, rain gardens, infiltration swales, and infiltration ponds.	City Staff	Immediate

ECONOMIC DEVELOPMENT: CITY WIDE

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
Aggressively recruit businesses within identified target markets to relocate or establish new businesses within the City.	City Staff	Ongoing
Capitalize upon technology as a means of creating physical proximity to major markets and seek the development of technology related industry.	City Staff	Short-Term
Make additional land available for continued expansion of the City's employment base.	City Staff, Common Council	Short-Term
Develop and utilize performance measures to gauge the effectiveness of economic development programs in meeting City objectives.	City Staff	Short-Term
Work with Door County and private companies to upgrade telecommunications infrastructure and capabilities.	City Staff	Short-Term

ECONOMIC DEVELOPMENT: COMMERCIAL DISTRICTS

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
Identify redevelopment opportunities within existing commercial districts and corridors to minimize vacancies and maintain taxable properties.	City Staff	Short-Term
Develop a wayfinding system to direct visitors to Downtown and within Downtown.	City Staff	Short-Term
Prioritize infill development and re-use of currently commercially zoned or developed properties.	City Staff, Plan Commission, Common Council	Immediate
Discourage strip commercial development along Highway 42/57 north and west of Sturgeon Bay.	City Staff, Plan Commission, Common Council	Immediate

Provide sidewalks along major commercial corridors to provide a safe and accessible path for pedestrians.	City Staff, Common Council	Short-Term
Ensure that commercial and retail development is designed in a manner compatible with neighboring land-use areas.	City Staff, Plan Commission, Common Council	Immediate
Require quality open space features for new development along major commercial corridors, including public plazas, outdoor seating areas, landscaped gardens, and pedestrian areas.	City Staff, Plan Commission	Immediate
Identify areas where housing can be integrated into commercial districts and corridors.	City Staff	Short-Term
Correct platting, access, and other deficiencies within commercial districts and corridors to provide standard sized development parcels and adequate off-street parking and loading facilities.	City Staff	Short-Term
Continue to implement regular and active code enforcement in commercial areas of the City.	City Staff	Ongoing
Develop design guidelines to ensure high quality site design and building character within commercial districts and corridors.	City Staff, Plan Commission, Common Council	Short-Term

ECONOMIC DEVELOPMENT: INDUSTRIAL & EMPLOYMENT AREAS

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Identify appropriate properties for new and expanded industrial development.	City Staff	Immediate
Require proper screening and landscaping of storage yards, particularly those visible from major street corridors.	City Staff, Plan Commission	Immediate

Require pedestrian and bicycle amenities in new and redeveloped projects that link to existing facilities when possible.	City Staff, Plan Commission	Immediate
Correct platting, access and other deficiencies within employment areas to provide standard sized development parcels and adequate off-street parking and loading facilities.	City Staff	Short-Term
Develop standards that require high quality visual appeal of buildings at the perimeter of all new parks.	City Staff, Plan Commission, Common Council	Short-Term

TRANSPORTATION

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Limit nonlocal traffic in residential neighborhoods.	City Staff	Ongoing
Convert 3rd Avenue and 4th Avenue to two-way streets.	City Staff, Plan Commission	Immediate
Identify and correct safety issues at problem intersections.	City Staff, Plan Commission	Short-Term
Establish a wayfinding system to direct traffic from Highway 42/57 to downtown.	City Staff	Short-Term
Require traffic impact analysis for all individual development projects, as appropriate, or a corridor analysis for large corridor projects.	City Staff, Plan Commission, Common Council	Ongoing
Establish access control standards for collector and arterial streets.	City Staff	Short-Term
Ensure that new development and redevelopment plans within both the incorporated and unincorporated portions of the City's planning area are in compliance with Subdivision Regulations.	City Staff	Mid-Term
Oppose the construction of additional traffic lanes on STH 42/57 north of Bayview Bridge.	City Staff, Plan Commission	Immediate

Establish truck route(s) that provide convenient access.	City Staff	Immediate
Require traffic calming techniques along major commercial corridors where pedestrians will be crossing the street. Maintain traffic calming strategies downtown.	City Staff	Short-Term
Develop a Comprehensive Bicycle and Pedestrian Transportation Plan in coordination with on-going efforts.	City Staff	Immediate
Develop a multi-modal “loop” trail system that connects the east and west downtown areas to adjacent neighborhoods and STH 42/57.	City Staff, Plan Commission, Common Council	Short-Term
Include sidewalks along major commercial corridors.	City Staff	Short-Term
Implement bike and pedestrian route plans	City Staff	Mid-Term
Incorporate the “Complete Streets” model for the design and construction of new streets and reconstructed streets.	City Staff, Plan Commission, Common Council	Immediate
Work with WisDOT to ensure adequate crossings along Highway 42/57.	City Staff	Short-Term

UTILITIES & COMMUNITY FACILITIES

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Monitor local community needs and perceptions and develop new recreational facilities and services which respond to specific desires of City residents.	City Staff	Ongoing
Establish and maintain partnerships with private and semi-public recreation providers.	City Staff	Short-Term
Continue to regularly assess the need for new facilities and services to accommodate the special needs/desires of residents and businesses.	City Staff	Ongoing

Develop urban design standards for public features and amenities associated with public facilities.	City Staff, Plan Commission	Short-Term
Continue to monitor the student population with the need for neighborhood schools.	City Staff	Ongoing
Maintain and upgrade public facilities, services, and sites as required.	City Staff	Ongoing
Identify sustainable strategies to be implemented within public facilities, including: energy efficient building technologies, stormwater management tools, and maintenance strategies.	City Staff, Plan Commission	Short-Term

LAND USE: DISTRICTS: *Downtown*

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Provide sufficient, shared, and accessible parking for both customers and merchants.	City Staff	Short-Term
Develop streetscape improvement programs which uniquely define the downtown from adjacent residential neighborhoods.	City Staff, Plan Commission	Mid-Term
Redevelop the underutilized parcels on the west side to integrate both open space features and mixed-uses.	City Staff, Plan Commission	Short-Term
Emphasize retail uses, particularly along 3rd Avenue on the east side of Downtown and Madison Avenue on the west side of Downtown.	City Staff	Ongoing
Continue to emphasize the 3rd Avenue and Madison Avenue as “shopping streets” with pedestrian orientation and “in-line storefront” orientation.	City Staff	Ongoing
Convert 3rd Avenue and 4th Avenue to two-way streets to improve wayfinding, accessibility, and customer opportunities.	City Staff, Plan Commission	Immediate

Maintain Downtown in a compact geographic configuration, and seek to establish reasonable land-use transitions to residential areas.	City Staff	Ongoing
Identify sites where stormwater best management practices, such as rain barrel or rain gardens, can be implemented.	City Staff	Short-Term
Maintain public access to the waterfront that is easily identified by both residents and tourists.	City Staff, Plan Commission	Ongoing
Develop a “loop” path that provides a pedestrian/bicycle route between the east and west sides of the bay.	City Staff, Plan Commission	Short-Term
Integrate pedestrian-scaled streetscaping elements along the waterfront path that emphasizes the public areas from the private areas.	City Staff, Plan Commission	Immediate
Develop the west waterfront as a gateway that emphasizes the Coast Guard and Maritime Museum parcels.	City Staff, Plan Commission	Short-Term

LAND USE: DISTRICTS: *Employment Centers*

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Allow maximum flexibility, with larger land areas capable of being subdivided and developed according to specific market demand.	City Staff	Immediate
Direct traffic to the major street system to prevent traffic from using residential streets.	City Staff, Plan Commission	Ongoing
Provide adequate off-street parking and loading facilities that are screened from the public view.	City Staff	Immediate
Provide additional office and medical related development opportunities near Door County Memorial Hospital.	City Staff, Plan Commission	Short-Term

Identify areas where infiltration ponds, recessed parking islands, rain barrels, and cisterns can be used to improve the quality of water runoff.	City Staff	Short-Term
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LAND USE: NEIGHBORHOODS

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Housing rehabilitation projects should be generally compatible with the character of the existing neighborhood.	City Staff	Ongoing
In areas with an established single-family residential development pattern, use zoning or other controls to maintain the primarily single-family character.	City Staff, Plan Commission	Ongoing
Locate new housing development on infill properties within City boundaries.	City Staff	Ongoing
Create linkages between new housing developments and any nearby parks.	City Staff	Mid-Term
Include open space amenities within new housing developments.	City Staff	Immediate
Discourage non-residential traffic and non-residential parking in areas that are predominately residential.	City Staff	Ongoing
Recommend guidelines for how and where rain gardens and rain barrels can be implemented on residential properties.	City Staff	Short-Term
Maintain open or agricultural areas as transitions to the rural lands of the Towns.	City Staff	Ongoing
Identify areas where regional infiltration ponds, prairies, and vegetated swales can be used to improve the quality of water runoff.	City Staff, Plan Commission	Short-Term

LAND USE: CORRIDORS: *Egg Harbor Road*

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Locate new buildings along the right-of-way with parking behind or between buildings.	City Staff	Immediate
Include public open spaces and landscape features within developments to divide large parking lots or serve as transitional spaces.	City Staff, Plan Commission	Immediate
Use landscaping to transition between commercial and residential uses.	City Staff	Immediate
Seek the redevelopment, rather than the re-use, of residential structures recommended for commercial use along the corridor frontage.	City Staff, Plan Commission	Ongoing
Identify areas where infiltration ponds, recessed parking islands, rain barrels, vegetated swales, and cisterns can be used to improve the quality of water runoff.	City Staff	Short-Term
Consolidate curb-cuts, whenever possible, to provide a safe and efficient traffic system.	City Staff	Ongoing
Provide pedestrian and bicycle continuity and access along the corridor.	City Staff, Plan Commission	Short-Term
Provide a corridor-wide streetscape improvement plan which addresses corridor design elements and aesthetics such as landscaping, signage, and right-of-way appearance.	City Staff, Plan Commission	Short-Term

LAND USE: CORRIDORS: *Green Bay Road*

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Locate new buildings along the right-of-way with parking behind or between buildings, as parcels redevelop.	City Staff	Ongoing
Include public open spaces and landscape features to divide large parking lots or serve as transitional spaces.	City Staff, Plan Commission	Short-Term
Incorporate wayfinding signs to direct visitors to Downtown.	City Staff	Short-Term
Identify areas where recessed parking islands, rain barrels, and cisterns can be used to improve the quality of water runoff.	City Staff	Short-Term

LAND USE: CORRIDORS: *State Highway 42/57*

RECOMMENDATIONS	RESPONSIBLE PARTY	PRIORITY LEVEL
Prepare a corridor-wide streetscape improvement plan which addresses corridor design elements and aesthetics such as landscaping, signage, and right-of-way appearance.	City Staff	Short-Term
Consolidate curb-cuts, whenever possible, to provide a safe and efficient traffic movement.	City Staff, Plan Commission	Ongoing
Develop a wayfinding system along the highway to direct visitors to Downtown and within Downtown.	City Staff	Short-Term
Identify areas where infiltration ponds, recessed parking islands, vegetated swales, and cisterns can be used to improve the quality of water runoff.	City Staff	Short-Term

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