Local Assistance Project No. 116

Town of Gibraltar

20-Year Comprehensive Plan









Prepared By:
Bay-Lake Regional Planning Commission

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TOWN OF GIBRALTAR
20 YEAR COMPREHENSIVE PLAN

PROJECT MANAGER/PROJECT PLANNER
MARK A. WALTER, PRINCIPAL PLANNER

Prepared by:
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July 2004

The preparation of this document was financed through contract #56077 between the Town of Gibraltar and the Bay-Lake Regional Planning Commission. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.

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The regional planning commission for Northeastern Wisconsin serving communities within the counties of:

FLORENCE · MARINETTE · OCONTO · BROWN · DOOR · KEWAUNEE · MANITOWOC · SHEBOYGAN

August 11, 2004

Mr. Merrell Runquist
Chairperson of the Town of Gibraltar Town Board,
Members of the Town Board and Town Plan Commission

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *Town of Gibraltar 20 Year Comprehensive Plan* to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract No. 56077 and adopted by the Gibraltar Town Board on July 7, 2004, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the town's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the town with a framework for preserving its community character and many natural resources, while allowing for controlled orderly development.

In addition to setting forth a land use plan and supporting plan implementation devices, this document presents pertinent information on many factors affecting land use development in the Town of Gibraltar, including existing and probable future residential population levels, the natural resource base, existing land uses, intergovernmental cooperation and existing local plan implementation devices.

The delivery of this plan constitutes the completion of the Bay-Lake Regional Planning Commission's obligation regarding the Town's request for assistance in developing the Comprehensive Plan. The Commission staff stands ready to assist the Town in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely,

Mark A. Walter
Executive Director

RESOLUTION NO. 2003-08

ADOPTION OF THE TOWN OF GIBRALTAR 20-YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town;

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the year 2020;

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Town of Gibraltar Plan Commission;

NOW, THEREFORE BE IT RESOLVED that the Town of Gibraltar Plan Commission hereby recommends to the Town of Gibraltar Board that a Comprehensive Plan entitled: *Town of Gibraltar 20-Year Comprehensive Plan,* be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 25th day of November, 2003.

Resolution introduced and adoption moved by Waerfel.

Motion for adoption seconded by Sargent.

Voting Aye: 5 Nay: 0

APPROVED:

Tom Birmingham, Gibraltar Plan Commission Chair

ATTEST:

Beth Hagen, Gibraltar Town Deputy-Clerk

TOWN OF GIBRALTAR
ORDINANCE NO. 2004-05

An Ordinance to Adopt a Comprehensive Plan Pursuant to Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, on November 27, 2001, the Town Board for the Town of Gibraltar approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Gibraltar under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Gibraltar, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and

WHEREAS, on November 25, 2003, the Town of Gibraltar Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Town Plan Commission, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town of Gibraltar Board held a public hearing on June 21, 2004, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the Town of Gibraltar who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Town Board of the Town of Gibraltar, having carefully reviewed the recommendation of the Town Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan components relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Gibraltar which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Town Board of the Town of Gibraltar, Door County, Wisconsin, **DOES ORDAIN AS FOLLOWS:**

Section 1: The Comprehensive Plan recommended by the Town of Gibraltar Plan Commission to the Town of Gibraltar Board, attached hereto as Exhibit A, is hereby adopted.

Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Gibraltar with all the following Entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Gibraltar
2. The Clerk of every local governmental unit that is adjacent to the Town of Gibraltar;
3. The Wisconsin Land Council;
4. The Bay-Lake Regional Planning Commission;
5. The Gibraltar Public Library.

Section 3: **SEVERABILITY.** Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

Section 4: **EFFECTIVE DATE.** This ordinance will take effect immediately upon passage and publication as provided by law.

Adopted this 7th day of July 2004, by a majority vote of the members of the Town Board of the Town of Gibraltar.

Merrell P. Runquist, Chairman

Myrvin Somerhalder, Supervisor

Richard Skare, Supervisor

Brian Merkel, Supervisor

Michael J. Burda, Superivsor

Sharon Kellner, Clerk-Administrator

TOWN OF GIBRALTAR PLAN COMMISSION ORDINANCE
ORDINANCE NO. 2003-2

The Town of Gibraltar does hereby adopt this ordinance in accordance with the Wisconsin State Statutes, and specifically Section 60.62(4) Wis.Stats.

SECTION I

1.1 Purpose. The Town Board of the Town of Gibraltar, Door County, Wisconsin, has determined that it is in the best interests of the residents and property owners in the Town of Gibraltar to establish a Town Plan Commission within the Town of Gibraltar, to provide for orderly development and good government within the Town, and to promote general public welfare. The Town Board having been given authority to exercise village powers under Section 60.10(2)(c) Wis.Stats., and the Town of Gibraltar having at this time a population of less than 2,500 residents, the Town Board hereby establishes a Plan Commission, as provided below, for all statutory purposes set forth in Wisconsin Statutes, including Sections 60.62, 61.35 and 62.23(1)a, Wis.Stats.

1.2 Statutory Authority. This ordinance is enacted pursuant to Section 60.62(4), Wis.Stats., and this ordinance incorporates all portions of the Wisconsin Statutes found in each Section cited herein, as those Sections may be amended from time to time.

1.3 Definitions. The definitions contained in the statutes referred to above, as well as other relevant sections of the Wisconsin Statutes, are hereby adopted and made a part of this ordinance by reference.

SECTION II

2.1 Establishment of Plan Commission. The Town Board does hereby establish a Plan Commission, consisting of five persons, all of whom shall be appointed by the town board chairperson, who shall also select the presiding officer. The town board chairperson may appoint himself or herself to the commission and may appoint other town elected or appointed officials to the commission, except that the commission shall always have at least one citizen member who is not a town official. All other provisions of Sections 61.35 and 62.23, Wis.Stats., shall apply to the Plan Commission.

2.2 Duties of Plan Commission. The Plan Commission shall have all duties and authorities as may be set forth in those statutes referenced herein, and particularly Section 62.23, Wis.Stats.

2.3 Compensation of Plan Commission. The members of the Plan Commission may be compensated by the Town Board for each member's cost of serving on the Commission, at a rate established by the Town Board in conformity with applicable statutes.

SECTION III

3.1 Budget. Pursuant to Chapter 60 and Section 62.23, Wis.Stats., the Town Board may appropriate money to fund activities of the Town Plan Commission. The Plan Commission shall have no independent authority to raise or expend funds without the express direction of the Town Board.

BE IT RESOLVED that the foregoing ordinance be adopted and shall become effective on passage.

Dated this 2nd day of July, 2003.

TOWN BOARD FOR THE TOWN OF GIBRALTAR

Chairman

Clerk

Supervisor

Supervisor

Supervisor

Supervisor

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Chapter 1 - ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

This comprehensive plan is the first comprehensive plan for the Town of Gibraltar. The plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a specific guide as to where future conservation, growth and development should occur within the community. The plan should be consulted when the Town makes decisions concerning land use and other issues impacting the development of the Town including:

- Municipal incorporation procedures under s. 66.012, 66.013 or 66.014.
- Annexation procedures under s. 66.021, 66.024 or 66.025.
- Cooperative boundary agreements entered into under s. 66.023.
- Consolidation of territory under s. 66.02.
- Detachment of territory under s. 66.022.
- Municipal boundary agreements fixed by judgment under s. 66.027.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s. 236.02(5).
- 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.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under subch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.55.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

CONTRACT WITH BAY-LAKE REGIONAL PLANNING COMMISSION

The Gibraltar Town Board entered into a contract (#56077) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law in September, 2001. A 24-month time period was initially established for the completion of the plan beginning in January 2002. The plan was prepared by the Town Planning Commission with the help of planning sub-committees and approved by the Planning Commission, Town Board, and citizens of the Town of Gibraltar.

DESCRIPTION OF THE PLANNING AREA

The Town of Gibraltar consists of approximately 22,000 acres (approximately 34 square miles) and is located in northern Door County along the bay of Green Bay. Communities that surround Gibraltar include the towns of Egg Harbor, Baileys Harbor and Liberty Grove and the Villages of Ephraim and Egg Harbor.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The planning process was essentially completed in four stages. ***Initially*****,** the Town Plan Committee**,** with help from the Door County UW-Extension, mailed a community wide survey to residents to identify issues and concerns relative to land use and development within the Town.

The ***second stage,*** inventory and interpretation, began with the collection of data on existing conditions within the community. The data was then analyzed to identify existing and potential problem areas. Using results from the community wide survey, as well as background data compiled during the inventory stage, the Comprehensive Plan Sub-Committees developed goals and objectives. The Planning Commission developed policies and programs for each of the nine elements required in the comprehensive plan.

The ***third stage*** was the development of the General Plan Design. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the Town over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community for their review and comment. The comments were considered and included in the final General Plan Design map and document.

The ***fourth stage,*** established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan were established to ensure that the intent of the plan will be achieved.

PLAN CONTENTS

This comprehensive plan contains nine chapters that generally correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1: Issues and Opportunities**, contains the background information on the Town and a statement of overall goals objectives and policies of the plan; **Chapter 2: Agricultural, Natural and Cultural Resources**, provides a description of the physical setting and cultural resources of the planning area; **Chapter 3: Housing and Population**, presents information on the demographics of the Town and on future population, housing and economic growth; **Chapter 4: Economic Development**, contains a development strategy regarding future and existing economic conditions within the Town, including an inventory of the labor force and an analysis of the Town's economic base; **Chapter 5: Transportation**, presents an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6: Utility and Community Facilities**, contains an inventory of the Town's community facilities, including schools, recreational opportunities and Town utilities; **Chapter 7: Intergovernmental Cooperation**, contains objectives, goals and policies for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8: Land Use**, contains a land use inventory for the Town, a projection of future land use demands, and the General Plan Design for the Town; and, **Chapter 9: Implementation**, contains a strategy and short-term action plan to ensure implementation efforts move quickly.

PUBLIC PARTICIPATION

A major element of the comprehensive planning process is public participation. Wisconsin's Smart Growth law establishes adoption requirements that establish a base level of public participation. At the beginning of the comprehensive planning process, the Comprehensive Plan Committee expanded on these adoption requirements and made additional recommendations to the Town Board that were adopted as "Written Procedures to Foster Public Participation" throughout the comprehensive planning process. A copy of the written procedures has been included in Appendix A.

On Thursday, October 11, 2001 58 citizens of the Town of Gibraltar, members of the Town Plan Committee and Town Board were involved in a Nominal Group Process at the Gibraltar High School Cafeteria in order to produce a list of issues and concerns regarding future development in the Town of Gibraltar. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group. The results of the Nominal Group process are included in Appendix B.

Six sub-committees were created based on the results of the Nominal Group and the level of interest in the planning process. Each sub-committee was given the task of identifying goals and objectives for each of the issues identified under an element of the plan. The sub-committees addressed goals and objectives for 1) Transportation, 2) Agricultural and Natural Resources, 3) Cultural Resources, 4) Utilities and Community Facilities, 5) Housing, and 6) Economics. The work of these committees has been integrated into the plan under each of the elements.

VISION STATEMENT

The Town conducted a visioning workshop in January 2002 to help define a vision for this plan. The initial workshop identified the aspects of the vision that were important to residents of the Town. The Planning Committee then reviewed and edited the vision statement to come up with the following:

The Town of Gibraltar is defined by the pristine beauty of Fish Creek harbor, by its natural vistas, agricultural inlands, scenic topography, by the unique historical character of the Town's architecture, and by its unique cultural, recreational and environmental assets, all of which have been carefully preserved and maintained in the heart of Door County.

Visitors continue to flock to Fish Creek and the Town of Gibraltar to experience its abundant natural beauty, recreational opportunities, small town friendliness, quiet charm and human scale development. The Town of Gibraltar continues to work towards achievement in historic, cultural and natural resource preservation and protection and strives to recover some qualities that appear to be disappearing as tourism continues to build. The Town of Gibraltar is known as an environmentally aware community with distinctive open spaces and natural features, clean air and water, protected habitats, parks, and areas for outdoor recreation.

SUMMARY OF PLAN GOALS

The following is a list of the overall goal for each element of the comprehensive plan. A detailed list of the goals, objectives, policies and programs for each element is included in each chapter.

Agricultural & Natural Resources

***GOAL 1*:** The Town of Gibraltar's natural areas and resources: land, water and air as well as plant and animal life and habitat: are preserved, protected, conserved, restored, enhanced and maintained for future generations.

Objective 1.1: *Preserve and protect all wetlands within the Town.*

Objective 1.2: *Preserve and protect the quality of ground and surface waters within the Town.*

Objective 1.3: *Protection and preservation of environmental corridors, (as defined on page 2-21 of the narrative) green space, forests, environmentally sensitive areas, endangered species, parks and wildlife habitat in the Town.*

Objective 1.4: *Preserve and improve the Town's air quality.*

GOAL 2: Preservation and protection of the Town's unique rural character.

Objective 2.1: *Promote development and activities that protect the Town's rural character.*

Objective 2.2: *Support land protection and conservation*

Objective 2.3: *Minimize and discourage light pollution and trespass while preserving the safety of Town residents and visitors. Refer to Cultural Resources Objective 1.2.*

Objective 2.4: *Preserve the rural character of the Town through the strict control of signage. Refer to Cultural Resources Objective 1.3.*

Objective 2.5: *Promote environmentally and aesthetically sound sources of infrastructure materials within the Town (i.e. sand, gravel and stone)*

Objective 2.6: *Minimize conflicting land uses.*

***GOAL 3*:** Sustain the Town's agricultural heritage and economy.

Objective 3.1: *Promote the conservation of agricultural land within the Town and adjacent environs.*

Cultural Resources

GOAL 1: Enhance the quality of life through the identification, preservation and protection of cultural resources that are significant for their cultural, scenic, historical, architectural, and archaeological value as an integral part of the Town of Gibraltar.

Objective 1.1 *Ensure that these cultural resources are identified. (See binder information.)*

Objective 1.2: *Minimize and discourage light pollution and trespass while preserving the safety of Town residents and visitors.*

Objective 1.3: *Preserve the rural character of the Town through the strict control of signage.*

GOAL 2: Identify, preserve and protect the cultural and historical resources throughout the Town.

> ***Objective 2.1:*** *Preserve the unique "Historical Character" of Fish Creek by developing an Historic District Plan.*
>
> ***Objective 2.2:*** *Include preservation of cultural and historical resources as an integral part of the Town's Economic Development Plan. (See Economic Development Plan)*

GOAL 3: Protect and enhance the character, quality and livability of the community by identifying and preserving the historical environment, and cultural environment.

> ***Objective 3.1:*** *Increase awareness of historical resources, buildings and sites.*

GOAL 4**:** Support the development of cultural resources within the Community.

> ***Objective 4.1:*** *Preserve and support Cultural Resources-art within the Community.*
>
> ***Objective 4.2:*** *Promote and support community recreational activities.*

GOAL 5: Preserve the natural and rural character of present and future cemeteries. (See Utilities and Community Facilities)

Population & Housing

GOAL 1**:** The Town of Gibraltar is a community in which people of diverse ages and economic backgrounds can attain housing.

> ***Objective 1.1:*** *Increase the supply of housing that is affordable to low and moderate income households.*
>
> ***Objective 1.2:*** *Encourage the settlement of young people and their families in the Town of Gibraltar.*
>
> ***Objective 1.3:*** *Promote the development of physical accessibility to accommodate the needs of the aging and mobility impaired population.*
>
> ***Objective 1.4:*** *Develop a section of the Fish Creek Library devoted to social/housing resources.*
>
> ***Objective 1.5:*** *Promote development of elderly housing.*

Economic Development

GOAL 1: The Town of Gibraltar promotes year around employment with a diverse mix of businesses that include existing, expanded and new businesses, while recognizing that tourism will continue to be an important part of the local economy.

> ***Objective 1.1:*** *Provide an adequate workforce.*
>
> ***Objective 1.2:*** *Promote the Town of Gibraltar/Fish Creek and the local area as a viable location in which to live, work and purchase goods/services.*
>
> ***Objective 1.3:*** *Recognize and support retention and creation of businesses that meet community needs.*
>
> ***Objective 1.4:*** *Promote economic development that has little or no environmental impact.*

Objective 1.5: *Work with the business community to find ways of better meeting the needs of the general public.*

Objective 1.6: *Address community issues that relate to strengthening the local economy.*

Transportation

GOAL 1: The Town of Gibraltar seeks to maximize a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that maintains the aesthetic essence of the community.

Objective 1.1: *Develop a transportation system that is harmonious with surrounding land uses.*

Objective 1.2: *Assure that safety issues are addressed.*

Objective 1.3: *Provide for adequate traffic controls and convenient, efficient vehicular movement throughout the Town with emphasis on the STH 42 corridor.*

Objective 1.4: *Provide a safe system of walking paths and non-motorized vehicle trails.*

Objective 1.5: *Plan for and designate future road rights-of-way within the Town.*

Objective 1.6: *Provide public transportation emphasizing the elderly and handicapped population.*

Utilities

***GOAL 1*:** Provide and promote the development of utilities to service the community and protect the environment.

Objective 1.1: *Preserve and protect the quality of ground and surface waters within the Town of Gibraltar.*

Objective 1.2: *Provide and promote utility services specific to electrical, television, telephone, internet pager and E-mail services and other emerging technologies consistent with the planned development of the Town for resident citizens and visitor populations.*

Community Facilities

GOAL 1: The Town of Gibraltar preserves and maintains public facilities and plans for expansions and improvements.

Objective 1.1: *Provide community facilities and services consistent with the growth of the Town.*

Objective 1.2: *Encourage the development of health and residential service facilities to include daycare to meet the emerging needs of the community.*

Intergovernmental Cooperation

GOAL 1: Promote cooperation between the Town of Gibraltar and any other governmental agency that makes decisions impacting the Town.

Objective 1.1: *Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries.*

Objective 1.2: *Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities.*

Objective 1.3: *Work with surrounding municipalities to address possible boundary issues to minimize conflict.*

Land Use

GOAL 1: The Town of Gibraltar will maintain a land use plan that reflects current community values and provides for future expansion that will meet the social and economic needs of the entire Town, and which is reviewed and revised regularly. The plan will strive to protect visual character, promote environmental protection, conserve natural resources, provide for adequate services and facilities, and ensure compatibility of future land uses.

> ***Objective 1.1:*** *Ensure that all growth and development occurs in a planned and coordinated manner that will conserve and protect the Town's scenic, cultural, historic, and rural character and charm for existing and future residents.*
>
> ***Objective 1.2:*** *Maintain and/or improve the quality of our water and its sources (wetlands, springs, streams, and lakes) within and around the Town.*
>
> ***Objective 1.3:*** *Ensure that all growth and development will respect and preserve the unique natural environment of the Town; its woodlands, the escarpment, the shoreline, and its open spaces characterized by a variety of housing types and densities, pedestrian accessibility of neighborhoods and parks, inclusion of open green spaces within developments, new trail ways, and environmental protection.*
>
> ***Objective 1.4:*** *Provide a range of land and housing opportunities that will meet the current and future social and economic needs of a diverse community which includes people of all ages, abilities, and incomes, and which will encourage younger families to live and work in our Town.*
>
> ***Objective 1.5:*** *Encourage harmonious and well-planned commercial developments that will serve the needs of the Town and area residents and businesses.*
>
> ***Objective 1.6:*** *Plan locations for light industry and businesses that have access to major traffic routes but are not appropriate for the rural character of the Town. By focusing development in these specific areas, the rural character of the Town will be better served.*
>
> ***Objective 1.7:*** *Establish and maintain an official map of the Town of Gibraltar, as a master plan for streets, roads, highways, parks, playgrounds, waterways, wetlands, drainage ways, and other public utilities, with the precise designation of right-of-way lines and site boundaries for both existing and proposed or future Town needs.*

BACKGROUND INFORMATION SUMMARY

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the Town.

Existing Conditions

Demographic Trends

The population of Gibraltar declined during most of the twentieth century until 1970 (see Table 1.1). Communities within the County have shown growth as high as 38.8 percent in the decades since 1900. The Towns of Gibraltar and Egg Harbor, the Village of Ephraim and the County all have seen significant growth in the decade from 1970 to 2000, though the County's growth was at a slower rate.

Table 1.1: Population Trends, 1900-2000, Town of Gibraltar & Selected Areas

Year	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change
1900	1,185	--	1,550	--	882	--	NA	--	17,583	--
1910	1,119	-5.6	1,529	-1.4	1,031	16.9	NA	NA	18,711	6.4
1920	1,011	-9.7	1,410	-7.8	1,011	-1.9	NA	NA	19,073	1.9
1930	771	-23.7	1,275	-9.6	947	-6.3	191	NA	18,182	-4.7
1940	880	14.1	1,358	6.5	926	-2.2	254	33.0	19,095	5.0
1950	764	-13.2	1,332	-1.9	916	-1.1	244	-3.9	20,870	9.3
1960	606	-20.7	1,190	-10.7	852	-7.0	221	-9.4	20,685	-0.9
1970	590	-2.6	1,174	-1.3	693	-18.7	236	6.8	20,106	-2.8
1980	742	25.8	1,313	11.8	825	19.0	319	35.2	25,029	24.5
1990	939	26.5	1,506	14.7	1,019	23.5	261	-18.2	25,690	2.6
2000	1,063	13.2	1,858	23.4	1,194	17.2	353	35.2	27,961	8.8

Source: Population Characteristics of the Bay-Lake Region, Bay-Lake Regional Planning Commission, August, 1993; General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December, 1975 and 2003.

Age Distribution

The age distribution within Gibraltar's population is consistent with trends found at the County and State levels (see Table 1.2). Due to the aging of the baby-boomer population, older population segments are expected to continue to increase. One notable feature of the population of Gibraltar is that more than 19 percent of the population was over the age of 65 in 2000.

Table 1.2: Population by Age Groups and Sex, 2000, Town of Gibraltar & Selected Areas

Age Groups	Town of Gibraltar				Door County	Wisconsin
	Total	Male	Female	Percent	Percent	Percent
School Age						
5-11	62	31	31	5.8	8.9	10.1
12-14	31	16	15	2.9	4.2	4.5
15-17	37	15	22	3.5	4.4	4.5
Working and Voting Age						
16+	918	467	451	86.4	80.8	77.5
16-64	713	358	355	67.1	62.1	64.4
18+	892	455	437	83.9	77.9	74.5
18-64	687	346	341	64.6	59.2	61.4
Retirement Age						
65+	205	109	96	19.3	18.7	13.1
Total Population	1,063	539	524			

Source: U.S. Bureau of the Census, 1990 General Population Characteristics, Tables 17 and 54; 1990 Census of Population and Housing STF1A, Table P012; Bay-Lake Regional Planning Commission, 2002.

Education Levels

The level of education that is attained by the population of a community will often be an indicator of the type of jobs in the area and the standard of living. In 2000, the greatest percentage of persons age 25 and over in Gibraltar had achieved the High School or equivalent attainment level (see Table 1.3); however, the percentage of people with some college or a college degree was over 52 percent.

Table 1.3: Educational Attainment for Persons 25 Years and Over, 2000, Town of Gibraltar & Selected Areas, by Percent

Level of Attainment	Town of Gibraltar	Town of Liberty Grove	Town of Egg Harbor	Village of Ephraim	Door County	State of Wisconsin
Less than 9th Grade	0.7	2.3	3.7	1.1	4.6	5.4
9th to 12th Grade, No Diploma	4.5	6.0	9.7	2.3	7.6	9.6
High School Diploma or Eq.	28.0	26.9	46.3	17.2	38.6	34.6
Some College, no Degree	25.8	23.7	15.2	31.0	21.2	20.6
Associate Degree	2.7	5.1	3.7	0.8	6.6	7.5
Bachelor Degree	27.1	24.6	14.9	29.5	14.6	15.3
Graduate or Professional Degree	11.2	11.2	6.3	18.0	6.8	7.2
Total Persons 25 Years and Over	100.0	100.0	100.0	100.0	100.0	100.0

Source: Wisconsin Department of Administration, Demographic Services, June 1992; and Bay-Lake Regional Planning Commission, 2002.

Income Levels

In 1999, the median income in the Town of Gibraltar was $47,604. In 1997, Door County had a per capita personal income (PCPI) of $16,602 according to the Bureau of Economic Analysis. This PCPI, for the County, ranked 64th in the state, and was 69 percent of the State average, and 66 percent of the national average. This was a 3.2 percent increase from 1996.

Employment Characteristics

In 2000, the civilian labor force for Gibraltar was 548, with a unemployment rate of 5.2 percent. For Door County the unemployment rate has been steadily declining while the total number of people in the workforce has been increasing (see Table 1.4). However, in the past year the County experienced a decline in the total workforce.

Table 1.4: Civilian Labor Force, 1990-2001, Door County

Year	Civilian Labor Force	Unemployed	% Civilian Labor Force	Employed
1990	14,742	995	6.7	13,747
1991	14,419	1120	7.8	13,299
1992	14,665	1142	7.8	13,523
1993	14,498	1226	8.5	13,272
1994	14,837	1412	9.5	13,425
1995	14,847	1002	6.7	13,845
1996	15,599	971	6.2	14,628
1997	15,717	948	6.2	14,769
1998	15,665	821	5.2	14,844
1999	15,107	662	4.4	14,445
2000	15,483	706	4.6	14,777
2001	16,132	833	5.2	15,299

Source: Wisconsin Department of Industry, Labor and Human Relations, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

In 2000, the majority of people in the workforce in Gibraltar, Egg Harbor and Ephraim were employed by the arts, entertainment, recreation, accommodation and food service industry (see Table 1.5), while the manufacturing industry employed the most people county-wide. The retail trade industry was the second highest employer for Gibraltar at 15.5 percent, followed by the construction industry with 14.7 percent of total employment for 2000.

Table 1.5: Employment, 2000, Town of Gibraltar & Selected Areas

Occupation	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	193	35.2	254	29.8	147	23.1	69	44.8	3,828	27.5
Service occupations	105	19.2	146	17.2	134	21.1	36	23.4	2,172	15.6
Sales and office occupations	129	23.5	250	29.4	141	22.2	30	19.5	3,285	23.6
Farming, fishing, and forestry occupations	8	1.5	15	1.8	27	4.3	0	0.0	267	1.9
Construction, extraction, and maintenance occupations	62	11.3	135	15.9	94	14.8	12	7.8	1,847	13.3
Production, transportation, and material moving occupations	51	9.3	51	6.0	92	14.5	7	4.5	2,502	18.0
Total	**548**	**100.0**	**851**	**100.0**	**635**	**100.0**	**154**	**100.0**	**13,901**	**100.0**

Source: 2000 Census of Population and Housing SF3, General Profiles; and Bay-Lake Regional Planning Commission, 2002.

FORECASTS

Population Trends and Forecasts

The Towns of Gibraltar, Liberty Grove, and Egg Harbor, the Village of Ephraim and Door County have been increasing in population since 1970, except the Village of Ephraim, which decreased from 1980 to 1990. However, the Village of Ephraim experienced a substantial increase from 1990 to 2000, with a 35.2 percent increase. For the period 1970 to 1980, Door County, and the towns of Gibraltar, Liberty Grove, and Egg Harbor, had a substantially higher percentage of population growth when compared to the region and the state. In the next decade, 1980 to 1990, the towns of Gibraltar, Liberty Grove, and Egg Harbor still had a high percentage of population growth. However, Door County and the Village of Ephraim experienced a significant decrease in their rate of growth for the same period. From 1990 to 2000, Gibraltar experienced a growth of 13.2 percent, Liberty Grove increased 23.4 percent, the Town of Egg Harbor increased 17.2 percent, and the Village of Ephraim grew by 35.2 percent.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state. Utilizing a projection formula that calculates the annual population change over three varying time spans, the WDOA projections indicated that the Town of Gibraltar is 54 persons away from surpassing the projected year 2015 population (at the time of the 2000 Census). The Towns of Liberty Grove and Egg Harbor, and the Village of Ephraim have already exceeded their WDOA-projected year 2015 population.

Revised Population Projections

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. Given the discrepancy between the Wisconsin Department of Administration (WDOA) population projections, the 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine an approximate growth rate for the Town of Gibraltar.

Projections were found by using a ratio methodology, termed share-of-the-county, to distribute County projections to the Town level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

A "Low Growth" projection was created from the share-of-the-county methodology. According to Commission projections, the projected year 2005 population for Gibraltar is 1,104 persons. The projected 2010 population is 1,144 persons, projected year 2015 is 1,181 persons, and projected year 2020 population is 1,211 persons. It is therefore projected that the population of the Town of Gibraltar will increase by 13.9 percent by 2020. It should be noted that small changes in the community or the region in the future may cause significant changes to these projections.

A "High Growth" projection was developed by using the 1970, 1980, 1990 and 2000 Census figures and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,202 persons, a projected year 2010 population of 1,341 persons, a projected 2015 population of 1,490, and a projected year 2020 population of 1,638. According to this "High Growth" projection, the Town of Gibraltar's 2000 population will increase by 54.1 percent by the year 2020.

Projected Housing Units

According to projections made by the Wisconsin Department of Administration, the number of persons per household is expected to continually decrease for Door County. This trend is also anticipated for Gibraltar. It should be noted that although Gibraltar is projected to have 459 new housing units established by 2020, this does not correspond to a projected population. For example, the estimated 459 new housing units anticipated multiplied by an approximate 2.18 persons per household will not mean increased population of 999 persons by 2020. Many housing units will be for seasonal use only or held vacant and will not be established as households.

From 1990 to 2000, there was an increase of 117 housing units within the Town of Gibraltar, from 1,042 housing units in 1990, to 1,159 in 2000, an 11.2 percent increase. According to data presented in Table 3.9, there were approximately 23 new housing units established per year. Using that figure, it is then estimated that by the year 2015 there will be 345 new housing units established. By the year 2020 there will be an additional estimated 459 new housing units established since 2000.

In formulating a "best guess" for the future residential needs of the community, two methods were looked at in order to determine the most likely population projection to 2020. The following are the methods looked at.

Method One:

Using the census housing counts from 1970 to 2000, a linear trend was created to the year 2020. This created a housing unit projection which indicated that by 2020 the Town of Gibraltar would have 1,535 total housing units or an increase of 376 housing units (See Figure 3.4).

Method Two:

By using the High and Low population projections to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of 1,638 persons (with a persons per household projection of 2.01) would equal a new housing demand of 341 units. The Low population projection of 1,211 people would still mean that an additional 128 housing units would be needed for the permanent residents.

Employment

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Door County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

In 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. However, although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

Local Employment Forecast

In 1990, employment data was available for each business within the Town of Gibraltar, and included the number of employees each employer had. This data is now suppressed to ensure confidentiality of the individual employers. Census information only provides the employment status of residents in the Town not the employment numbers of the businesses in the Town.

To determine the economic health of the Town, it is important to determine the number of jobs available in the Town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the Town of Gibraltar. In 1990, businesses in the Town employed a total of 208 persons. Businesses in Door County employed a total of 8,958 persons in 1990. To determine the Town of Gibraltar's share of total County employment, the 1990 Town employment number (208) is divided by the County employment number (8,958). The resulting number is 2.3 percent. Since Town data for 2000 is not available, multiplying this number by the available year 2000 employment figure for Door County (11,141), we can calculate an estimated year 2000 employment figure for the Town of 258 persons. The resulting figure reveals a 24.0 percent increase in Town employment from 1990. It should be noted that in using this forecast, the assumption is made that the Town's share of total County employment in 1990 will remain the same in 2000.

Annual earnings in Door County are typically less than they are for similar jobs in other parts of Wisconsin. In addition, the seasonality of many Door County industries, especially tourism, means annual incomes often have to be earned in six months or less. Consequently, hourly wages that are above average still produce a below average annual earned income. In order for Door County businesses to compete globally, than may not have the option to simply raise wage rates without becoming price-uncompetitive.

Door County is experiencing an atypical relationship between wage rates and housing costs. Often areas that have low wage rates will have low housing costs. Unfortunately that is not the case in Door County, which has lower than average wages and higher than average housing costs. The housing issue is closely linked to the labor shortage problem because if new employees are indeed attracted to the area, they will be unable to afford housing.

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Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

The Town of Gibraltar is located in the northern portion of the Door County Peninsula along the bay of Green Bay. The Town includes the unincorporated Village of Fish Creek and Chambers Island. Peninsula State Park and the Village of Ephraim are also situated in the northern portion of the Town. State Highway 42 provides access to the Town of Gibraltar from the City of Sturgeon Bay which is located approximately nineteen miles south (Map 2.1).

Historically, the Town has derived much of its revenue from cordwood sales, farming, fishing, and tourism. Presently, the Town serves as an important recreational and residential center for northern Door County.

The Gibraltar planning area, delineated on Map 2.2, contains a variety of natural resources. The natural resource base of the planning area is the primary determinant of its development potential and ability to provide a pleasant and habitable environment. The principal elements of the natural resource base are climate, topography, geology, soils, and natural areas, including woodlands, wetlands, and water resources. Knowledge and recognition of these elements and their interrelationships is essential so that human use and alteration of the natural environment does not advance at the risk of excessive costs in terms of major public expenditures and the destruction of nonrenewable or slowly renewable resources.

HISTORY

The following history of the Town of Gibraltar was provided by the Cultural Resources Sub-Committee.

Town of Gibraltar

The rich and exciting archaeological, historical, architectural, scenic and cultural values of the Town of Gibraltar are an essential part of understanding the local culture. The very warlike and arrogant Winnebago Indians proceeded to drive the peaceful tribes of the Potawatomi and Menominee Indians from the peninsula to the islands to the north, today, known as Washington, Rock, and Martin. The fleeing Indians found the surrounding waters of Green Bay and Lake Michigan to be great fishing grounds for available food, and fine quality bark was found in the nearby forests to build their large bark canoes. The aggressive Winnebagos (meaning "salt or bitter water") would not leave the two tribes in peace even on the islands. Learning early of the Winnebago's plan to make war, the Potawatomis sent scouts to the peninsula bluffs to light signal fires. Upon seeing the misplaced signal fires, the Potawatomi fleet proceeded across the passage between Washington Island and the peninsula only to be forced to a landing, which dashed their canoes against the rocky bluffs. On a bluff shelf, the Potawatomis proceeded to defy the oncoming Winnebagos and all were swept into the raging waves. The battle was turning against the two more peaceful tribes when a great storm arose and the fleet of Winnebago warriors in their canoes was swamped in the churning waters of the passage. The name today "Death's Door Passage" still reminds everyone of the Menominee and Potawatomi victory over the Winnebagos more than 300 years ago. Early Icelandic people had found great fishing around

the islands of Washington and Rock at the very end of the peninsula, but at this time, there were no villages or communities between Washington Island to the north and the trading center of Fort Howard (Green Bay) to the south.

In 1833, a pioneer by the name of Increase Claflin came to Little Sturgeon to trade with the Indian tribes. In 1844, he left Little Sturgeon with his family and moved them on the winter ice of the bay of Green Bay north to a natural harbor midway up the peninsula. He built a house on a point that is now called Weborg's Point located in Peninsula State Park. Five years later, he was joined by the Van Renssalaer, Marshal and Weborg families.

In 1844, a New York Yankee by the name of Asa Thorp, who assisted his father in tending the locks of the Erie Canal at Lockport boarded a ship and sailed for the distant West. He earned his way by making butter-firkins. On his way to Washington Island to make barrels for the rich island fishermen, the captain of the steamer pointed to Claflin's cabin and said that that harbor would make a good stopping point for steamers to load cordwood to feed the hungry boilers of the ships that plied the waters of Green Bay. Thorp did not forget the location and soon convinced his two brothers Jacob and Levi to join him and built a small cabin in 1849. In 1854, with the help of his two brothers he built the first pier on the peninsula on the south side of this natural harbor calling the place Fish Creek. Asa proceeded to plat this little Village. In 1862, Asa built on additions to his already large home to accommodate the many travelers who came to the Village of Fish Creek, which later became the Thorp Hotel.

In 1870, Fish Creek had two stores, a sawmill, and two large piers, and was the chief fishing port on the peninsula. Alexander Noble came from Chamber's Island and after his cabin burned, built his Greek Revival home in 1875. The Church of the Atonement first built as a fisherman's home, (a fine architectural example of Carpenter Gothic), was built in 1876. The church was dedicated in 1881. In 1880, Ted Thorp, son of Asa traded property on the waterfront for property east of the Thorp Hotel. The Gibraltar Town Hall was moved to this waterfront location.

In the 1880s, the Goodrich Transit Co. began shuttling passengers from the hot, crowded cities of Chicago and Milwaukee to the cool shores of Door County. These travelers were the early tourists of Door County.

Asa Thorp began accommodating many of these visitors in his large home, and built additions to his home and cabins on his property, which eventually became the Thorp Hotel, one of the earliest hotels on the peninsula. Door County became a tourist destination when the railroad reached Sturgeon Bay and dependable roads were established.

In the next ten years from 1880 to 1890, the Lundberg Store (now "On Deck Clothing), the Lundberg House, and the Hill Brothers General Store (now "Fish Creek General Store') were built. From 1892 to 1902, the Seventh Day Adventist Church, the Vorous General Store (now "Hideside"), the Welker Resort (now "White Gull Inn"), Welker Casino (now "Whistling Swan"), the Rowen House (now "Steve Ellmann Home"), Duclon House (now "Siobhan's Wine) and the Freeman Thorp House (now "Thorp House Inn') were built. In the Village of Fish Creek, as of 2003, five of these dwellings are on the National Register of Historic Places, The Noble Historic Square, The White Gull Inn, Hideside, The Whistling Swan and the Thorp House Inn. From 1910-32, the Maple Tree Café, (now the "Summertime"), the Alson & May Thorp Kinsey home (now the Roy & Virginia Kinsey home), the Community Church, the Schreiber home (now the Earle & Helen Schreiber Allen home), and the Stone Gas Station (now Stillwater's) were

built. At the same time, a great deal of land was being cleared for farming in the Town of Gibraltar.

Juddville

Juddville, three miles south of Fish Creek located at the intersection of Juddville Road and Highway 42, was settled in the early 1850s by Josiah Judd. Early settlers who joined Judd to labor in carving out farm fields from the heavily wooded and stony land were of Scandinavian descent and had names such as Olson, Hanson, Johnson, Carlson, Nelson, Kihl and Anderson. Nicholas Kihl was the second resident to come to Juddville in 1869, and planted one of the early cherry orchards on the peninsula. He was the last Civil War veteran in Door County when he died in 1936, ending an era. These early settlers fished, farmed, and harvested cordwood for sale and shipping to the larger cities to the south. Alex Lundberg ran a general store on the waterfront, which he eventually sold to Myron Stevens, son-in-law of Increase Claflin. After Steven's vineyard failed, he closed the store at the harbor's edge. The Scandinavians built a Lutheran church on Juddville Road and a school on the corner of Juddville Road and Highway 42, which at one time had 40 to 50 students. Across the street, a butcher shop and cheese factory was established. More jobs were to be found in Fish Creek as summer visitors came to visit and build summer homes. As a result, Juddville remained a crossroads while population growth centered in the Village to the north.

Today, two art galleries, a restaurant, a number of private residences, and Juddville Lutheran Church make up this crossroads community. Peninsula Players Theatre in the Garden, the oldest outdoor theatre in the United States, is located on the waterfront to the east at the end of Peninsula Players Road.

Chambers Island

Chambers Island is the largest island fully surrounded by Green Bay waters and received its name in 1816. In August of that year, Colonel John Miller was sent to Green Bay to establish a military post. While the territory embraced in the state of Wisconsin had been ceded to the United States by the treaty of 1783, England did not relinquish her hold upon it until July 1815. At this time, Colonel Miller with 500 men was sent to take possession of the distant western region. This military force with ample supplies was conveyed to its destination in four large sailing vessels. This party named many of the localities, and these names still remain.

About 1815, a certain Captain Chambers was sent to the island as part of an expeditionary force with the task of assessing its worth. Apparently, the Blackhawk Indians who had encamped there resented the white man's intrusion, and in the skirmish that followed, Captain Chambers lost his life. The name Chambers Island was given in honor of Captain Chambers.

In 1858, the Door County Board established the island as part of the Town of Gibraltar as it remains to this day. The island lighthouse was sold to the Town of Gibraltar, which has established a public park of 40.04 acres. As of 2003, several roads have been built to accommodate vehicular traffic to meet the needs of the approximately 55 homes on the island.

Strawberry Islands

There are three islands in the Strawberry chain of islands. The largest is referred to as Adventure Island and is now privately owned by the Karels family. In 1925, Charles A. Kinney, a shop

instructor from Skokie, Illinois persuaded relevant authorities to change the name from Strawberry to Adventure Island and proceeded to open Adventure Island Camp for Boys. The camp was run for 35 years guiding young "Vikings" to row the colorful signature 36-foot Viking ship "Serpent of the Sea" to the Fish Creek harbor. Little Strawberry and Jack Islands are privately owned.

VISION

The Town of Gibraltar is defined by the pristine beauty of Fish Creek harbor, by its natural vistas, agricultural inlands, scenic topography, by the unique historical character of the Town's architecture, and by its unique cultural, recreational and environmental assets, all of which have been carefully preserved and maintained in the heart of Door County.

Visitors continue to flock to Fish Creek and the Town of Gibraltar to experience its abundant natural beauty, recreational opportunities, small town friendliness, quiet charm and human scale development. The Town of Gibraltar continues to work towards achievement in historic, cultural and natural resource preservation and protection and strives to recover some qualities that appear to be disappearing as tourism continues to build. The Town of Gibraltar is known as an environmentally aware community with distinctive open spaces and natural features, clean air and water, protected habitats, parks, and areas for outdoor recreation.

Statement of Purpose

This section is intended to provide an inventory of the agricultural, natural, and cultural resource features which may affect development within the Town of Gibraltar. An understanding of these features is needed before decisions about future development can be made by the Town.

Goals, Objectives, Policies

Agricultural and Natural Resources

GOAL 1: **The Town of Gibraltar's natural areas and resources - land, water and air as well as plant and animal life and habitat - are preserved, protected, conserved, restored, enhanced and maintained for future generations.**

Objective 1.1: Preserve and protect all wetlands within the Town.

Recommended Policy 1.1a: Identify all wetlands within the Town using the state definitions and standards.

Recommended Policy 1.1b: Educate all parties involved, including but not limited to Town Board supervisors and Town employees, property owners, developers, contractors, builders, business owners and realtors to the location, importance, and legal measures necessary to protect wetlands.

Recommended Policy 1.1c: Require certified wetlands delineation of all proposed development sites, as a prerequisite to issuance of County and local building permits. Delineation shall be completed using the State definitions and standards.

Recommended Policy 1.1d: As an overlay to the Door County Zoning ordinance, no road or structures should be constructed or fill added within 75 feet of all

wetlands and limit development within 300 feet of wetlands that are located within an identified environmental corridor.

Objective 1.2: Preserve and protect the quality of ground and surface waters within the Town.

Recommended Policy 1.2a: Implement measures to protect groundwater quality in the Town.

1. Require registration of all wells in the Town of Gibraltar and encourage annual well water testing for bacteria and lead with results to be reported to the Town Office. Monitor the quality of drinking water, including but not limited to bacteria and lead, from private, commercial and public wells within the Town.
2. Inventory the location of all above and belowground fuel tanks and abandoned and existing landfills. Develop means to ensure compliance with applicable state laws in regards to cleanup and abandonment.
3. Require that all abandoned wells in the Town be properly sealed. Educate residents and ensure the enforcement of applicable state and County laws and ordinances.
4. Identify and protect through zoning overlays critical ground water recharge areas.

Recommended Policy 1.2b: Inventory the type and status of every sewage disposal system within the Town every five years, and require needed upgrades on failing systems within 12 months.

Recommended Policy 1.2c: Develop a Town managed utility district for on-site wastewater systems as per utilities recommendations.

Recommended Policy 1.2d: Promote or require the construction of "cluster" wastewater treatment and other state of the art systems in areas where the Town determines they would be most appropriate for ensuring effective treatment practices.

Recommended Policy 1.2e: Protect all wetlands within the Town (See Objective 1.1)

Recommended Policy 1.2f: Implement measures to minimize storm water runoff into the Bay and other surface waters in the Town. See Utilities and Facilities Resources 1.2h.

Recommended Policy 1.2g: Require the certified delineation of rock holes, crevices, and caves as a prerequisite to the issuance of a County or local building permit. In addition, ensure enforcement of County and state rules relating to the filling of crevices and rock holes within the Town.

Recommended Policy 1.2h: Develop a list of best practices for the protection of ground and surface waters.

1. Educate all parties involved, including but not limited to Town Board supervisors, Town employees, property owners, developers, contractors, builders, business owners and realtors within the Town.
2. Have Town buildings both present and future as models.

Recommended Policy 1.2i: Continue monitoring and collecting data on Fish Creek, its watershed and Fish Creek Harbor.

Objective 1.3: Protection and preservation of **environmental corridors**, (as defined on page 2-26 of narrative) **green space, forests, environmentally sensitive areas, endangered species, parks and wildlife habitat** in the Town.

Recommended Policy 1.3a: Identify, inventory and map environmental corridors, open space, forests, environmentally sensitive areas, vistas, geological features, archaeological sites and endangered species within the Town.

1. Recognize, as a matter of Town policy, the importance of preserving ecologically significant areas such as Lost Lake, the Ephraim Swamp, the Fish Creek lowlands and the Ski Hill forest complex.
2. Identify in as much as possible environmental corridors.
3. Determine factors that could threaten or compromise the integrity of identified sensitive areas.
4. Develop an action plan for the long-term protection of the above.

Recommended Policy 1.3b: Develop a long-range, prioritized plan for the acquisition of land for parks and natural areas within the Town.

Recommended Policy 1.3c: Develop guidelines for property owners to maximize the protection and stewardship of wooded areas.

Recommended Policy 1.3d: Develop measures to preserve and increase public access to the Green Bay shoreline.

Recommended Policy 1.3e: Educate residents on the need to protect natural areas from invasive species and engage them in the eradication efforts.

Recommended Policy 1.3f: Educate the public and encourage public access to public and private lands for the purpose of hunting.

Objective 1.4: Preserve and improve the Town's **air quality**.

Recommended Policy 1.4a: Annually distribute to Town residents educational materials related to outdoor burning, including applicable laws and ordinances, the hazards associated with illegal burning practices, and alternatives to outdoor burning.

Recommended Policy 1.4b -Enforce penalties for non-compliance and develop other methods to ensure Town residents' compliance with applicable laws and ordinances related to outdoor burning including burn barrels.

Recommended Policy 1.4c: Develop a Board policy which supports local, state and federal measures to protect air quality.

GOAL 2: **Preservation and protection of the Town's unique rural character.**

"Rural character is defined as a landscape of unique beauty, a town of particular historical or cultural heritage, or an area containing elements epitomizing the character of a relatively undeveloped place." These elements in Gibraltar include but are not limited to environmental corridors, woodlands, orchards, old fields, stone fences, farms, original farm buildings and architectural designs reminiscent of the Town's heritage. The ability to enjoy scenic views unimpaired by development patterns more consistent with urban or suburban settings is a priority. Building scale and placement, architectural styles, and preservation of dark nighttime skies are also key elements of Gibraltar's rural character.

Objective 2.1: Promote development and activities that protect the Town's rural character.

Recommended Policy 2.1a – Plan for development that protects the Town's "rural character".

Recommended Policy 2.1b – Encourage the use of conservation subdivisions in selected areas to maximize the preservation of open space, agricultural land and natural areas.

Recommended Policy 2.1c: Encourage development that minimizes visual impact.

Recommended Policy 2.1d: Develop the means to minimize corridor development between Egg Harbor, Fish Creek and Ephraim.

Recommended Policy 2.1e: Work closely with surrounding municipalities to develop compatible land use and zoning regulations that enhance and protect the rural character of the surrounding countryside.

Recommended Policy 2.1f – Educate property owners to the use of development patterns that reflect "rural character".

Recommended Policy 2.1g – Develop Town long-range tree preservation and planting plan.

Objective 2.2: Support **land protection** and conservation

Recommended Policy 2.2a: Develop a land protection plan.

Objective 2.3: Minimize and discourage **light pollution and trespass** while preserving the safety of Town residents and visitors. Refer to Cultural Resources Objective 1.2.

Objective 2.4: Preserve the rural character of the Town through the strict control of signage. See Cultural Resources goal 1.3.

Objective 2.5: Promote environmentally sound and visually screened sources of **infrastructure materials** within the Town (i.e. sand, gravel and stone)

Recommended Policy 2.5a: Inventory existing and potential sites that could provide materials for the next 20-year period.

Recommended Policy 2.5b: After environmental review and the hearing of neighboring property owners, develop a zoning overlay that earmarks sites where mineral extraction will be allowed.

Objective 2.6: Minimize conflicting land uses.

GOAL 3: **Sustain the Town's agricultural heritage and economy**

Objective 3.1: Promote the conservation of agricultural land within the Town and adjacent environs.

Recommended Policy 3.1a: Encourage sustained agricultural use of land within and surrounding the Town.

Recommended Policy 3.1b: Promote the preservation of orchards to substantiate the Town's agricultural heritage.

Cultural Resources

GOAL 1: **Enhance the quality of life through the identification, preservation and protection of cultural resources that are significant for their cultural, scenic, historical, architectural, and archaeological value as an integral part of the Town of Gibraltar.**

Objective 1.1: Ensure that these cultural resources are identified. (See binder information.)

Recommended Policy 1.1a: Develop a plan for development that preserves open/green space, historical buildings, and historical sites.

Objective 1.2: Minimize and discourage light pollution and trespass while preserving the safety of Town residents and visitors.

Recommended Policy 1.2a: Identify sources of light pollution and light trespass in the Town.

Recommended Policy 1.2b: Develop an outdoor lighting policy for the Town of Gibraltar to include:

1. Buildings and structures
2. Recreational area
3. Parking lots
4. Landscape lighting
5. Billboards and advertising signs
6. Street lighting
7. Product display area lighting
8. Building overhangs and open canopies
9. Walkways
10. Set standards for outdoor lighting that, while providing a level of safety for vehicular and pedestrian traffic, does not excessively interfere with nighttime viewing, and avoid glare and light trespass onto private property.

Recommended Policy 1.2c: Develop ordinances that implement the latest standards and technology of non-polluting lighting for all new residential and commercial construction.

Objective 1.3: Preserve the rural character of the Town through the strict control of signage.

Recommended Policy 1.3a: Study the possibility of eliminating all billboards.

Recommended Policy 1.3b: Develop a uniform system of rustic "directional" signs guiding visitors to local businesses and points of interest**.**

GOAL 2: **Identify, preserve and protect the cultural and historical resources throughout the Town.**

Objective 2.1: Preserve the unique "Historical Character" of Fish Creek by developing an Historic District Plan.

Objective 2.2: Include preservation of cultural and historical resources as an integral part of the Town's Economic Development Plan. (See Economic Development Plan)

Recommended Policy 2.2a: Using guidelines from the State of Wisconsin Historical Program, establish an Historical District. Preserve the building design, landscaping, lighting, advertising signs, and the natural resources characteristic of this designated area.

Recommended Policy 2.2b: Develop a zoning overlay for the Town of Gibraltar incorporating these historical and cultural resources.

Recommended Policy 2.2c: Encourage the continued usage of area/buildings of historical and cultural heritage.

GOAL 3: **Protect and enhance the character, quality and livability of the community by identifying and preserving the historical environment, and cultural environment.**

Objective 3.1: Increase awareness of historical resources, buildings and sites.

Recommended Policy 3.1a: Create a brochure of Historical Buildings and Sites (including a map) within the Town of Gibraltar.

GOAL 4: **Support the development of cultural resources within the Community.**

Objective 4.1: Preserve and support Cultural Resources - art within the Community.

Objective 4.2: Promote and support community recreational activities.

GOAL 5**: Preserve the natural and rural character of present and future cemeteries. (See Utilities and Facilities Resources)**

CLIMATE

The climate of Gibraltar is modified by Green Bay and Lake Michigan. The cool waters of the lake and bay delay spring, while relatively warm water in fall retards early frost. Summers, on the average, are mild due to the community's proximity to water, which moderates daily extremes.

The annual average temperature for Gibraltar is 42.5 degrees Fahrenheit. January has the lowest average monthly temperature of 16.5 degrees, while July has the highest average temperature of 65.7 degrees. Frost generally leaves by mid-May and reoccurs during the first week of October. The resultant growing season is about 135 days.

Ice forms on Green Bay in late December and generally covers the bay by mid-January. During mild winters, the bay may not freeze completely. Ice breakup usually occurs in early April.

The average annual heating degrees for the area, is 8,427 with July having the lowest average number of heating degree days at 47, while January has the highest with 1,502. A heating degree-day is equal to the difference between the mean daily temperature and 65 degrees Fahrenheit. If the mean daily temperature is greater than 65 degrees, the number of heating degree-days is considered to be zero.

The normal annual total precipitation is 28.92 inches. The lowest monthly average of 0.97 inches occurs in February, while the highest of 3.60 inches occurs in June. More than one-half the average annual precipitation falls between May and September. The first half of June and middle of August are likely to receive the heaviest summer rains. The end of August is normally the driest summer period.

GEOLOGY

Two different types of geologic settings, Quaternary geology and bedrock geology, characterize the Town of Gibraltar. Quaternary geology refers primarily to the effects that continental glaciation has had on the region and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the solid rock layers that lie beneath Quaternary sediments.

Bedrock Geology

The bedrock units, which underlie the Gibraltar planning area, range in age from Precambrian at depth to Silurian at the surface. The oldest are impermeable crystalline rock of Precambrian age at depths that average more than 1,500 feet below the land surface. These are overlain by consolidated sedimentary rocks of Cambrian, Ordovician, and Silurian ages. These sedimentary rocks are solidified marine sediments that dip to the southeast towards the center of Michigan at approximately 45 feet per mile.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in the Town and is exposed in outcroppings throughout the planning area but primarily along the bluffs near the waters of Green Bay. This dolomite reaches in thickness up to 580 feet.

Rocks underlying the Niagara dolomite are not visible in the Town. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is

approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones that are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

The Silurian or "Niagara" dolomite is perhaps the most notable and influential bedrock unit within the planning area. The rock dips gently to the southeast and is best exposed along the northern shore of Green Bay as a 60 to 90 foot cliff in the Town. This cliff is known as the "Niagara Escarpment". The Niagara dolomite in Door County has been subjected to considerable groundwater activity as evidenced by the presence of sinkholes, enlarged joint openings with azimuthal trends of 72 and 155 degrees, cave systems, and other solution features. Glacial sediments, however, obscure the Niagara dolomite in most of the inland areas of the Town. Because of the dolomite's proximity to the surface, especially in the western portions of the planning area, little agriculture, with the exception of orchard cultivation, is practiced. The Silurian dolomite is also the primary source of groundwater for the planning area.

Glacial (Pleistocene) Geology

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing this material in lowlands created by pre-glacial erosion. Three types of Quaternary deposits are recognized within the planning area. These include till, glaciofluvial sediments, shoreline deposits and organic deposits forming (Map 2.3).

Till or unstratified drift is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice. The till that covers the bedrock within the planning area is a coarse-grained, yellowish-brown to buff color, dolomite-rich till and is known as the Liberty Grove member of the Horicon Formation (Mickelson and others, 1984).

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvioglacial environment involving glacial meltwater flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Two types of topographic landforms that consist primarily of till are found in the planning area. They are ground and end moraines. Ground moraine is an irregular surface of till, which was deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well-sorted, stratified sand and gravel deposited by glacial meltwater. It may extend for miles beyond the ice front.

The most prominent ancient shoreline in the area is that of the Nipissing Great Lakes phase, which usually occurs at an elevation of 600-605 feet above sea level. The highest ancient shoreline in the area is that of the Algonquin phase, which occurs at elevations between 620 and 658 feet above sea level.

SOIL LIMITATIONS

General Soils Description

Soils are grouped into general soil associations, which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general character of the soils of the planning area is largely the result of various types of glacial deposits overlying the Silurian dolomite. Within the Town, there are three general soils associations (Map 2.4):

Summerville-Longrie-Omena

These soils are shallow to deep, level to moderately steep, well drained, and have a sandy loam or loam subsoil over sandy loam or fine sandy loam till or dolomite bedrock. More than 82 percent of the planning area is covered by this association. The Summerville series consists of shallow, well-drained soils formed in loamy materials overlying limestone on ground moraines, end moraines, and glacial lake benches. Permeability is moderate. Slopes range from 0 to 45 percent. The Longrie series consists of moderately deep, well drained soils formed in loamy glacial deposits underlain by limestone bedrock at a depth of 20 to 40 inches on ground moraines, glacial lake benches and terraces. Permeability is moderate. Slopes range from 0 to 25 percent. The Omena soils are somewhat poorly drained, gently sloping soils in seepage areas on glacial till plains. Permeability is moderate. Slopes range from 2 to 6 percent.

Rousseau-Kiva-Markey

The Rousseau series consists of well drained soils formed in sandy eolian deposits on dunes, lake plains and outwash plains. This association covers just over 13 percent of the planning area. Permeability is rapid. Slopes range from 0 to 70 percent. The Kiva series consists of well drained, gently sloping and sloping soils on outwash plains and old beach ridges. Permeability is moderate to very rapid. Slopes range from 2 to 6 percent. The Markey series consists of very deep, very poorly drained organic soils. They formed in herbaceous organic material 16 to 51 inches thick overlying sandy deposits in depressions on outwash plains, lake plains, flood plains, river terraces valley trains and moraines. Permeability is moderately slow to moderately rapid in the organic layers and rapid or very rapid in the sandy material. Slopes range from 0 to 2 percent.

Carbondale-Cathro

Soils in this association consist of very deep, very poorly drained soils in outwash plains, lakes plains and glacial moraines. This association covers less than five percent of the area. The Carbondale series consists of very deep, very poorly drained soils formed in organic deposits more than 51 inches thick on ground moraines, outwash plains and lake plains. These soils have moderately slow to moderately rapid permeability. Slopes range from 0 to 2 percent. The Cathro series consists of very poorly drained, nearly level, organic soils in old glacial lake basins and depressions. Permeability is moderate to moderately rapid. Slopes range from 0 to 2 percent.

On-Site Sewage Disposal Systems

New technologies for private wastewater treatment systems are allowed under the revised COMM 83 health and safety code. The code allows the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code also gives property owners the opportunity and

flexibility to meet environmental performance standards with several treatment technologies. The code allows for infill development where it was not permitted previously.

Housing and population density will likely increase due to the revised COMM 83 code. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls such as zoning, may help achieve more efficient development patterns.

Prime Agricultural Lands

According to the Soil Survey of Door County, almost 21 percent of the Town's land (6,354 acres) is classified as prime agriculture land with minimal modifications. The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Prime farmland includes land that is being used currently to produce livestock and timber. It does not include land already in or committed to urban development or water storage.

These lands are located in the northern portion of the Town and scattered throughout the center of the Town. Two classes of prime farmland are identified; those areas that are considered prime farmland at all times (16 percent) and those areas that are considered prime farmland only where drained (5 percent). The rest of the Town is classified as not prime farmland. Map 2.6 shows these areas of prime farmland.

Basements

Over 81 percent of the Town is considered to have severe limitations for dwellings with basements. According the Soil Survey of Door County severe limitations indicate one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, such costly measures may not be feasible. In the Town, the main limitation for dwellings with basements is depth to bedrock or wetness. The areas in the Town that have severe limitations are located along the shoreline and in the wetlands and are due primarily to the presence of water. The rest of the Town is rated either moderate or slight. These areas are mostly located in the central part of the Town. Map 2.6 shows these limitations.

TOPOGRAPHY

The attractiveness of the Gibraltar area is due, in part, to a variety of topographic features. Controlled primarily by the underlying bedrock, these features can be grouped into three general categories of topographic expression. The first of these includes areas with relief in excess of 800 feet above mean sea level. The bluffs range in height from 120 to 170 feet within this area. They are located in the northern portion of the Town, an area immediately south of Fish Creek, and an area within the southwest sections of the planning area. The areas are characterized by relatively level tops, similar to plateaus, with steep slopes dipping to the southeast. Many of the steep slopes are near vertical bluffs, especially in the areas immediately adjacent to the waters of Green Bay (Map 2.7). These areas are undoubtedly the most obvious in terms of topographic expression within the Town.

A second group of topographic features includes the southern and eastern portions of the planning area draining to the east and southeast. This large area is characterized by a flat to gently rolling land surface occasionally marked by small depressions. The area slopes gently to the southeast.

The central area of Gibraltar is located upon the third general relief category. The area consists of a low relatively level plain marked by several wetland areas. The area slopes northwesterly and is drained by Fish Creek.

WATER RESOURCES

Fish and Ephraim Creeks help to drain much of the planning area. Direction of precipitation runoff is southeasterly towards Lake Michigan and northwesterly towards Fish Creek within the planning area. Runoff directly into Green Bay is limited to areas along the shoreline.

Watersheds and Sub-Watersheds

The Town of Gibraltar lies within the Upper Door watershed. The Upper Door Priority Watershed was designated in 1984 and impleemented through 1996 by the Door County Soil and Water Conservation Department. It includes the northern portion of the Door County peninsula from the Sturgeon Bay channel to the northern tip of the County. The watershed is part of the to Lake Michigan basin. The general goals of the Upper Door Priority Watershed were to:

1) Protect the beneficial uses of groundwater; 2) decrease the frequency of contaiminted wells; and, 3)improve or protect the water quality of streams or lakes within the project area and the near shore waters of Lake Michigan and Green Bay.

Within the Town, there are five identifiable sub-watersheds. The Heins Creek, Hibbards Creek and Mud Lake sub-watersheds drain towards Lake Michigan and cover the eastern third of the Town. Areas draining to Green Bay cover much of the western edge of the Town, accounting for about 24 percent of the study area. The Fish Creek watershed drains a majority of the central and northwestern portions of the Town. Finally, the Ephraim Creek watershed covers a small portion in the northwest part of Gibraltar. Map 2.8 shows these sub-watersheds in the Town.

Groundwater

In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common ground water contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

In the Town of Gibraltar, groundwater is derived primarily from the Silurian dolomite aquifer. Well depths range from 60 to 700 feet with yields as high as 1,200 gallons per minute. Water from the Silurian dolomite is a very hard calcium magnesium bicarbonate type with varying concentrations of iron and nitrate. The dolomite has numerous joints and crevices, which allow water to move relatively easily through the rock. Pollutants may also enter the groundwater supply via these fractures. The dolomite aquifer is recharged by surface seepage of direct precipitation and snowmelt.

Surface Waters

Surface waters within the planning area include *MacKaysee* Lake, the Fish Creek, Ephraim Creek, Thorp Pond and the bay of Green Bay (Map 2.9). The largest surface water resource impacting the planning area is the bay of Green Bay.

1. *MacKaysee Lake* is a landlocked hard water lake in an area submerged by glacial Lake Nipissing, presently separated from Green Bay to the west by a low belt of sand.

2. *Green Bay*: The Green Bay shoreline in the Town of Gibraltar is 28 miles long. Within this area, there are also seven islands. The use of Green Bay is generally shore related, with most fishing done close to a home port. Thirteen parks provide public access along the shoreline. The sport fishery consists mainly of yellow perch, smallmouth bass, northern pike, and some walleyes. Development pressure along the bay is high because of the amount of public and resort access. In addition, there are many sheltered areas and waves are not generally as high.

3. *Ephraim Creek* is a low gradient stream approximately 1.5 miles in length. It flows from a timbered swamp south of Ephraim north to Eagle Harbor. The stream has been managed for brook trout and stocked with rainbow trout in the past, but low water has created management problems. This is one of the three named streams in the northern peninsula of Door County flowing to Green Bay.

4. *Fish Creek* is a one-mile long intermittent creek originating in swamp and entering Green Bay at the Village of Fish Creek. The fish population is primarily forage species. This is also one of the three named streams in the northern peninsula of Door County flowing to Green Bay.

5. *Lost Lake*: This remote lake is centered in a 410-acre timber swamp and occupies a depression in the ground moraine. Having only 6.4 surface acres and being only 2.5 feet deep, winterkill and fluctuating water levels prevent any fish establishment. Value is mainly aesthetic, although access is very difficult, unmarked, and non-public.

Shoreland Corridors

Coastal areas within the study boundaries include the steep dolomite bluffs adjacent to the waters of Green Bay. There are approximately 28 miles of Great Lakes shoreline within the planning area, which can make residential development very desirable.

Floodplains

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

Floodplain areas in the Town of Gibraltar are limited to two areas adjacent to Fish Creek totaling 330 acres within the 100-year floodplain. These flood hazard areas is located on the west central portion of the planning area and in the southeast corner of the Town along Fish Creek (Map 2.10).

Wetlands

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas.

Wetlands act as natural pollution filters, makings many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas, and retain floodwaters. Finally, they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of County Shoreland Zoning Ordinances. This wetland provision would be applicable in the Town of Gibraltar. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103, respectively.

Wetlands within the planning boundaries include an extensive area in the northeastern corner of the Town, scattered areas along Fish Creek and its tributaries, and a large area at the southwestern border of the Town. There are also several smaller wetland areas in Peninsula State Park.

Within the Town, there are approximately 1,843 acres of wetlands. Map 2.11 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

FORESTS AND WOODLANDS

Woodlands in the Town are comprised primarily of sugar maple, yellow birch, American beach, Basswood, red oak and red pine in northern Gibraltar. Sugar maple, paper birch, aspen and white cedar are predominant in the area. The western and central portions of the Town are composed of smaller stands of the northern hardwood species. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. Map 2.12 shows the woodlands, both upland and lowland, within the Town.

AIR QUALITY ISSUES

Door County is in a non-attainment zone for the ozone air quality standard. An area is designated as non-attainment when it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA). The clean air act classification is marginal which is derived from the pollutant concentration (in parts per million) recorded by air quality monitoring devices. Newport State Park is a monitoring station that records such data.

Door County is classified as a rural transport area. This means that industries in other cities may be contributing to the air quality in Door County. According to the EPA, it was recently found that ozone formed in one area can drift on air currents to add to air quality problems elsewhere. Research shows that this "transported ozone" contributes significantly to high ozone levels in Wisconsin. Facilities wishing to move into the Town may be subject to additional requirements because Door County is designated as a non-attainment area.

WILDLIFE HABITAT

All large remaining wooded and wetland areas within the planning boundaries have been designated as desirable wildlife habitats by the Wisconsin Department of Natural Resources. These areas are scattered throughout the central portion of the Town.

Major wildlife species using these habitats include songbirds, deer, ruffed grouse and squirrels. Other common species include snowshoe hare, coyote, gray fox, raccoon, skunk and porcupine. Black bears have also been reported in this part of Door County. Muskrat, mink, beaver and otter have been identified in the wetland area. Several species of gulls, terns, geese, and ducks inhabit the area. Some of the old fields, depicted on the map as desirable habitat, provide habitat for pheasants.

In addition, the planning area lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use the wooded and wetland areas for food and rest.

The variety of habitat types within the planning area is a key to the number of species found in the area. The high bluff shoreline woodlands, the wetlands, the grassy fields and inland woodlands are each important to certain species.

The Wisconsin Department of Natural Resources has also designated the waters of Green Bay which border the planning area as Class II (desirable habitat) fish habitat. Fish species that may be found include small mouth bass, yellow perch, northern pike, rock bass, rainbow trout, lake trout and brown trout.

THREATENED AND ENDANGERED SPECIES

Door County has many rare, threatened, and endangered species. Exact locations of these species are not published, but care should be taken before development occurs to not disturb potential habitats for these flora and fauna. Appendix C lists all the rare, threatened, and endangered species and natural communities in Door County identified in the Wisconsin DNR Natural Heritage Inventory.

PARKS AND OPEN SPACES

Outdoor recreation facilities are important features of community life. Interest in providing good recreational facilities in the Town of Gibraltar, Door County has been generated as the community experiences increasing needs for improvements to their recreation areas. The Town of Gibraltar is well aware of the need to have an organized plan for recreation improvement and development to meet the demands of both the resident and nonresident population using the recreation facilities in the area.

Map 2.13 identifies the locations of recreation sites within the Town of Gibraltar. These include access points to the bay as well as private recreation areas.

1. Chambers Island Lighthouse Town Park

This 40.04 acre park is situated on a peninsula located in the northwest corner of chambers Island. Its main feature is a historically significant lighthouse. The park also holds a boathouse, five picnic tables, a toilet (privy-type), a public access road, and a dilapidated pier that is unusable since it is not attached to the shore.

The park is the largest Town-owned park in Gibraltar and is the only public park existing on Chambers Island. Because of the isolated nature of chambers Island, the park is not heavily used. Most of the acreage remains in an undeveloped wooded condition.

2. Fish Creek Public Beach

This 0.06 acre facility is located on State Highway 42 in the central part of the community of Fish Creek. The park includes a sand beach, playground equipment, benches, a grass lawn with some shade trees, two portable toilets, and a 22 stall parking area.

The small park lacks permanent toilet facilities, but is very heavily used. It offers a good view of Fish Creek Harbor and is used for beach and water activities (including ice skating during the winter).

3. Clark Park

This 0.55 acre facility is located on the waterfront in downtown Fish Creek. The park consists of large open lawn area surrounded by a low stone fence. Another significant feature is a wide stone walkway running along the waterfront. Decorative lighting and benches are spaced around the site. The park is immediately adjacent to the Town-owned boat docking facility, which accommodates 32 boats. The dock facility also has restrooms and a 21 stall parking area.

In addition, Clark Park is adjacent to the Town's two boat launching ramps. The park is near a private docking facility that was expanded in 1997. It also offers an exceptional view of the water. The large lawn area serves as a vital open space within the downtown area and is used for gathering and special events.

4. Sunset Town Park

This 1.5 acre park is located at the west end of Fish Creek. It is located along the north side of Main Street and has water frontage on Green Bay at its west side. The facility includes a grass lawn, benches, and a foot path through a wooded area leading to the Fish Creek business area. The park is noted for its excellent view of Chambers Island and sunsets, and is well maintained and marked. The park does not have toilet facilities, and off-street parking is not available, but pedestrian access is provided.

5. Noble Historic Square

This park is located at the intersection of State Highway 42 and Spruce Street in the Village of Fish Creek. The approximately one acre property encompasses the Noble House Museum and surrounding green space. It was purchased in 1996 with a combination of donated and Town funds. The building is leased to the Gibraltar Historic Association and has been renovated to its present museum status by the GHA and Town. The Town is responsible for the grounds improvement and upkeep.

6. Fish Creek Community Center Park

The Community Center is located in the community of Fish Creek along STH 42. The park has a community center, which also serves as the Town library, post office and the Gibraltar Town Hall, and grassy open spaces.

7. Airport Athletic Complex

A portion of the Ephraim-Gibraltar Airport property has been used for recreational activities. At one time, a ballfield was on the property, and it currently has two sand volleyball courts.

8. Ula Street Park

This small area is formed by the ending of the pavement of Ula Street and the waters of Green Bay. As a result of a 1983 easement agreement between the Town of Gibraltar and North Point Development Corporation, the Town has a perpetual easement up to the edge of the retaining wall solely for the purpose of viewing the waters of Green Bay.

9. Spruce Street Park

This area is formed by the ending of the pavement of Cedar Street and the waters of Green Bay. It is street width, 66 feet, and bordered by Spruce Street and the waters of Green Bay. It is a grassy plot with a bench for viewing the waterfront.

10. Champaign Rock

This park is located on Cottage Row and is the width of an easement, running from the road to the waters edge, where there is a rocky ledge, which gives the park its name. A flight of flagstone steps leads from the two stall parking area along a narrow path to the waters edge.

11. County F and Highway 42 Intersection

The Town owns a small triangular parcel of land where County Highway F intersects with State Highway 42.

12. Fish Creek Park

This is a 27 acre park which Fish Creek runs through as it empties into Green Bay on Hwy 42 near Peninsula Park entrance. The park has recreational trails connecting the “downtown” of the Village to Peninsula Park.

13. Peninsula State Park

Peninsula State Park is one of the largest and most well attended state parks in Wisconsin. The 3,783 acre park is almost entirely located within the Town of Gibraltar. The park is almost entirely located within the Town of Gibraltar. The park is state owned and operated by the Department of Natural Resources, yet it has a major impact on outdoor recreation facilities for Gibraltar's residents. Over one million people visit the park annually. A wide variety of summer and winter outdoor recreational activities are offered by the park. Four camp areas with over 400 campsites, with and without electrical hookup, level cliffs and bluffs that rise as high as 180 feet above the bay are main attractions. Nature and hiking trails, snowmobile and cross country ski trails, mountain bike trails, a beach, picnic area with concessions, boat launch, nature center and a lighthouse are also facilities available for park visitors. The majority of the park is forested, mainly with white birch and other northern hardwoods. The large acreage and mostly undeveloped character of the park make it a prime natural area for the Town.

14. Gibraltar School Recreational Facilities

Gibraltar Area Schools are located in the Village of Fish Creek on State Highway 42. The facilities include a playfield and ball diamond as well as playground equipment.

15. YMCA

The YMCA is located along State Highway 42 across from the Gibraltar School facilities.

Public Access Sites to Water:

1. Juddville Road
2. White Cliff Road – two public access sites
3. Cottage Row

SCIENTIFIC AND NATURAL AREAS

The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

Within the Town, there are two state designated State Scientific Areas - those natural areas of at least state significance which have been designated by the Scientific Areas Preservation Council.

Peninsula Park Cedar-Spruce Forest

A 53 acre upland white cedar-white birch forest on low cliffs of Niagara dolomite formed during former levels of Lake Michigan. Open marsh dominated by bluejoint and reed grass, and an open calcareous meadow on an abandoned beach zone lie below the cedar forest; a northern dry-mesic forest above and to the east of the cliffs; and, White pine and hemlock occur occasionally along the cliff. Extensive northern dry-mesic forest lies adjacent to the area on three sides; to the west lies a marsh buffer zone. Critical plant species are present. The natural area is located in the southwestern portion of the Peninsula State Park and is bordered by undeveloped woodlands to the south and eventually the unincorporated Village of Fish Creek. Undeveloped woodlands border the east and north also. Marshland borders the west. The area is bisected east to west by Sunset Trail. The natural area is considered well protected from development because of its state park status. The adjacent area offers limited development pressures.

Peninsula Park Beech Forest
A 30 acre northern mesic forest with sugar maple, American beech, basswood and hemlock with several large red oak and white pines scattered throughout the forest. The natural area is located east of Highland Road in Peninsula State Park, which lies in the Town of Gibraltar. Peninsula Park Golf Course is located to the south. Undeveloped woodlands to the west and north, while undeveloped frontage to the east along Eagle Harbor. This natural area is also considered well protected from development because of its location in the state park.

ENVIRONMENTAL CORRIDORS

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community. The Bay-Lake Regional Planning Commission (Bay-Lake RPC) has determined a need to define two sets of criteria for environmental feature delineation: one set for delineating "Environmentally Sensitive Areas" for sewer service area planning under NR 121; and, one set for delineating "Environmental Corridors" for all other community planning work. After reviewing existing definitions and regulations from federal, state and local levels, the Bay-Lake RPC has adopted a standard definition to define and delineate Environmental Corridors for community planning work.

The Town of Gibraltar Planning Commission reviewed the Bay-Lake RPC definition and subsequently defined its environmental corridors to include the following set of features: Wisconsin Department of Natural Resources wetlands; 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 75-foot setback of wetlands. Other features that may be considered as part of the environmental corridor on an area-by-area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; and parks and recreation areas. Within the Town, there are 2,902 acres of environmental corridors. (Map 2.14)

OTHER LOCAL KEY NATURAL FEATURES

The Town of Gibraltar has many unique features. Ecologically significant areas identified by the Natural resources Sub-Committee include the Thorp Pond complex, the Ephraim Swamp, the Fish Creek lowlands, the Ski Hill forest complex, and Peninsula State Park.

HISTORIC/CULTURAL AND ARCHEOLOGICAL RESOURCES

There are many buildings of historical importance within the Town of Gibraltar. Most of these buildings are old farmhouses and barns. Others are old commercial buildings and churches. Many of these sites are located in Fish Creek and along the shoreline. In 1854, Asa Thorp, founder of Fish Creek, built the first pier on Green Bay waters north of the city of Green Bay. By 1900, the Village became a thriving lumber and fishing center, a boom-town destined to become a popular resort community. Many of the buildings erected in the late 1800s still stand.

Fish Creek's oldest unchanged residence, Noble House, stands on the corner of State Highway 42 and Main Street. It was built in 1875 by Alexander Noble who served as Town chairman,

postmaster and blacksmith. The building was purchased by the Town of Gibraltar in 1996 after which it underwent an extensive restoration. In 1995, the Historic Noble House was accepted on the Wisconsin State Register of Historic Places and on the National Register in 1996.

The Gibraltar Town Hall was built around 1880 on Main Street. In 1925, it was moved to the waterfront, across the street from Clark Park. The Freeman and Jesse Thorp House and Cottages are listed on the National Register of Historic Places as an example of late Victorian and late 19th and early 20th century American architectural styling. Other significant sites and structures on the National Register located in the Town include the Chambers Island Lighthouse, Eagle Bluff Lighthouse, Vorous General Store, the Church of the Atonement and Welcker's Resort Historic District, which includes 13 buildings in Fish Creek.

In addition to the National Register of Historic Places sites, the Wisconsin Register of Historic Places lists more than 239 sites throughout the Town (Map 2.15).

Cultural Identity

The Town of Gibraltar with unique rural character contains the historic Village of Fish Creek with waterfront view. The Village is an old historic fishing village nestled below a limestone bluff on the harbors edge of the bay of Green Bay. Located on the shore but in the middle of the Door County peninsula, it has reigned as a vacation playground for generations, drawing millions of visitors each year. Tourists rub elbows with each other as they stroll in and out of small shops filled with gifts, clothing, pottery, artwork and hand-loomed woolens. Outdoor pursuits remain legendary with recreational resources such as golf courses, sandy beaches for swimming, water access for boating and fishing, and a state park made for camping, biking, hiking and exploring. The waterfront Village is filled with small summer cottages and inns nestled under limestone bluffs of the Niagara escarpment, with panoramic water views, while cherry orchards, art galleries, rural open fields, wetlands and deep forests lace interior country roads.

The Town of Gibraltar is working to preserve its natural, cultural, and historical resources, enhancing its scenic beauty while preserving and protecting its natural environment. It is striving to protect its unique rural character. "Rural character is defined as a landscape of unique beauty, a town of particular historical cultural heritage, or an area containing elements epitomizing the character of a relatively undeveloped place." These elements in Gibraltar include but are not limited to environmental corridors, woodlands, orchards, old fields, stone fences, farms, original farm buildings and architectural designs reminiscent of the Town's heritage. The ability to enjoy scenic views unimpaired by development patterns more consistent with urban or suburban settings is a priority. Building scale and placement, architectural styles, and preservation of dark nighttime skies are also key elements of Gibraltar's rural character. It continues to develop a plan to record and archive its historic rural countryside. While developing an approval process it is striving to increase awareness of local and regional history and culture. It continues to work to preserve, protect, conserve, and restore.

The Village of Fish Creek is striving to preserve its unique "Historical Character" by developing a Historic District Plan. As of 2003, five structures within the Village of Fish Creek are already on the National Register of Historic Places. They are The Noble Historic Square, The White Gull Inn, The Whistling Swan, The Thorp House Inn, and Hideside. The Gibraltar Historical

Association consists of a group of volunteers interested in identifying, preserving and protecting history within the community.

Elements of architectural character are found in the waterfront view, small rectangular homes of fishermen built around the harbor of Fish Creek. White clapboard inns, which were built in the 1880s for the visiting tourists who arrived on the Goodrich line from the steaming cities to the south, to enjoy the beautiful, cool pristine surroundings, are still standing with the objective of preserving them.

The Town of Gibraltar has a number of nodes that consist of cultural resources that make it different from any of the other towns in Door County. Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district. Because of Fish Creek's location, a number of places act as primary cultural resources. One of the region's most prominent nodes is the center for showcasing performing arts –music, theatre, and dance- the Door Community Auditorium. The high school and athletic fields accommodate all students from Egg Harbor north, the Northern YMCA provides recreation for year around residents and visiting tourists, and the not-for-profit Peninsula Art School for the visual arts are all specific points of recognition or cultural resources located within a half mile of each other. The location of these cultural/recreational nodes provides the Town of Gibraltar with a major economic asset. The Fish Creek Civics Association is a group of business people working to promote community recreational, cultural and historic events within the community.

Other cultural resources include the Peninsula Players (the oldest outdoor theatre in the nation) and the American Folklore Theatre located in Peninsula State Park. There are a number of annual community events that contribute greatly to the Town of Gibraltar's culture and recreation. These include the famous Peninsula Music Festival, over 50 years old, Old Peninsula Days, Festival of Dance, Fish Creek Winter Games and Community Theatre events.

The arts are emerging in the Fish Creek area. From potters to painters, writers to musicians, the arts are expressed through all media in several dimensions in the Town of Gibraltar area. There are perhaps 35 professional and near-professional visual artists in the Gibraltar area. Their work is displayed in local and regional art galleries and many are taking advantage of the internet to gain exposure for their work.

METALLIC AND NON METALLIC MINING RESOURCES

Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals, which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as "the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors". Restoration is defined as, "returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use". There is

currently no metallic mining in the Town. Sand, gravel, and crushed stone are nonmetallic resources, which are the most likely nonrenewable resources to be mined in the Town since no metallic mines have existed in Door County.

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the Town undergoes further growth and development there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous, some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. The best sources for better quality sand and gravel are outwash plains, kames, eskers, dunes, point bars, and stream channels.

Sand, gravel, and crushed stone have low intrinsic value but high place value. Intrinsic value refers to cash value of a given unit (weight or volume) of the product while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the distance from the source for sand, gravel, and crushed stone increases to the point than transportation costs may exceed production costs.

Non-metallic are currently regulated by the Door County Zoning Ordinance which requires a site plan, operational plan, reclamation plan and copy of the lease for all non-metallic mining operations. The Door County Soil and Water Conservation Department (SWCD) has identified non-metallic mining reclamation permitted sites throughout the County, including four sites in the central and southern parts of the Town of Gibraltar. Map 8.4 identifies these sites.

COMMUNITY DESIGN

Community design deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space between them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove some of this subjectivity, the community design resources of the Town of Gibraltar have been inventoried according to the following six criteria that represent the building blocks and language of community design:

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community.

- Town Hall
- Post Office
- Marinas
- Road Crossings
- Boat Ramps
- Parks
- Cemeteries
- Harbor
- Historic Buildings
- Niagara Escarpment

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage.

Major Pathways:

- State Highway 42
- County Highway A
- County Highway F
- County Highway EE

Secondary Pathways:

- Bluff Road
- Shore Road
- Maple Grove Road
- Juddville Road
- Gibraltar Road
- Peninsula Players Road
- Spring Road

Minor Pathways:

- Town Road network

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be either soft or hard, real or perceived. They become increasingly important as a community grows so as to visually distinguish the edges of the community. These edges do not necessarily coincide with jurisdictional boundaries.

- County Highway EE
- Bay of Green Bay

Districts

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Fish Creek
- Juddville

Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to

and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district.

- Fish Creek

Community Entryways

Community entryways are associated with edges in that the entryway begins at an edge. Entryways can be unique and are very valuable assets for they help define a community to those using the entryway. In many cases, these entryways are more correctly described as "Doorways" to a community and help define the community to its residents and its neighbors. How people perceive an entrance to a business area or doorway to a Town will determine weather they stop or drive on through the community. These points of interest may need to be protected or enhanced through the use of zoning standards requiring landscaping, building design, signage, lighting, and public furnishings.

The **Primary** entryways into Gibraltar should be protected and enhanced. High quality public entry signs and or public art may be used to formally announce entry to the Village. Around the Town's periphery, these entrances include:

- State Highway 42 entering from the Village of Ephraim
- State Highway 42 entering from the south

The **Secondary** entryways into the Town of Gibraltar are more subtle portals enjoyed by local Town residents. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural/agricultural look of the area. Secondary entryways around the Town's periphery include:

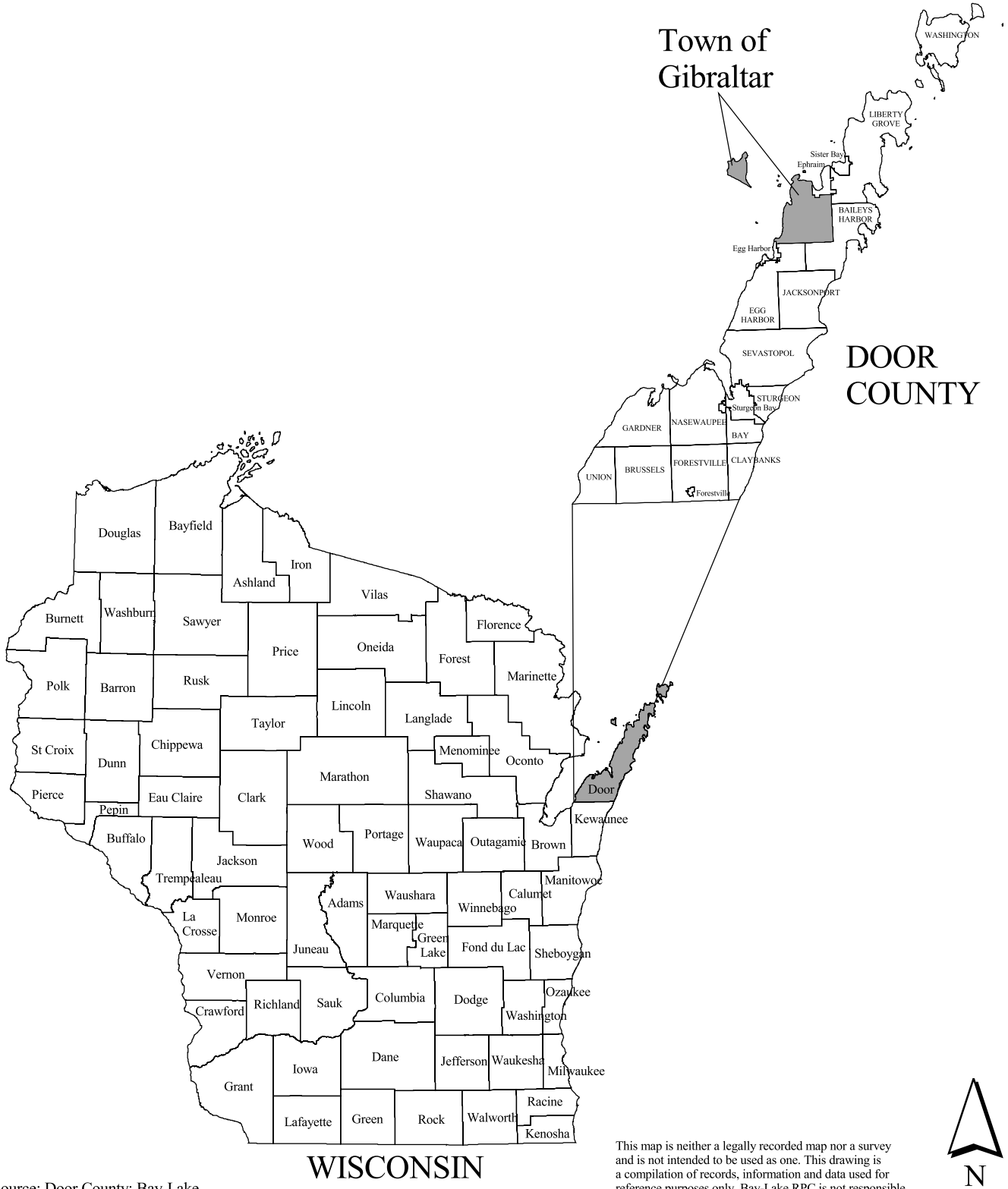
- County Highway A entering from the south
- County Highway F entering from the east

Map 2.1

Location Map

Town of Gibraltar

Door County, Wisconsin

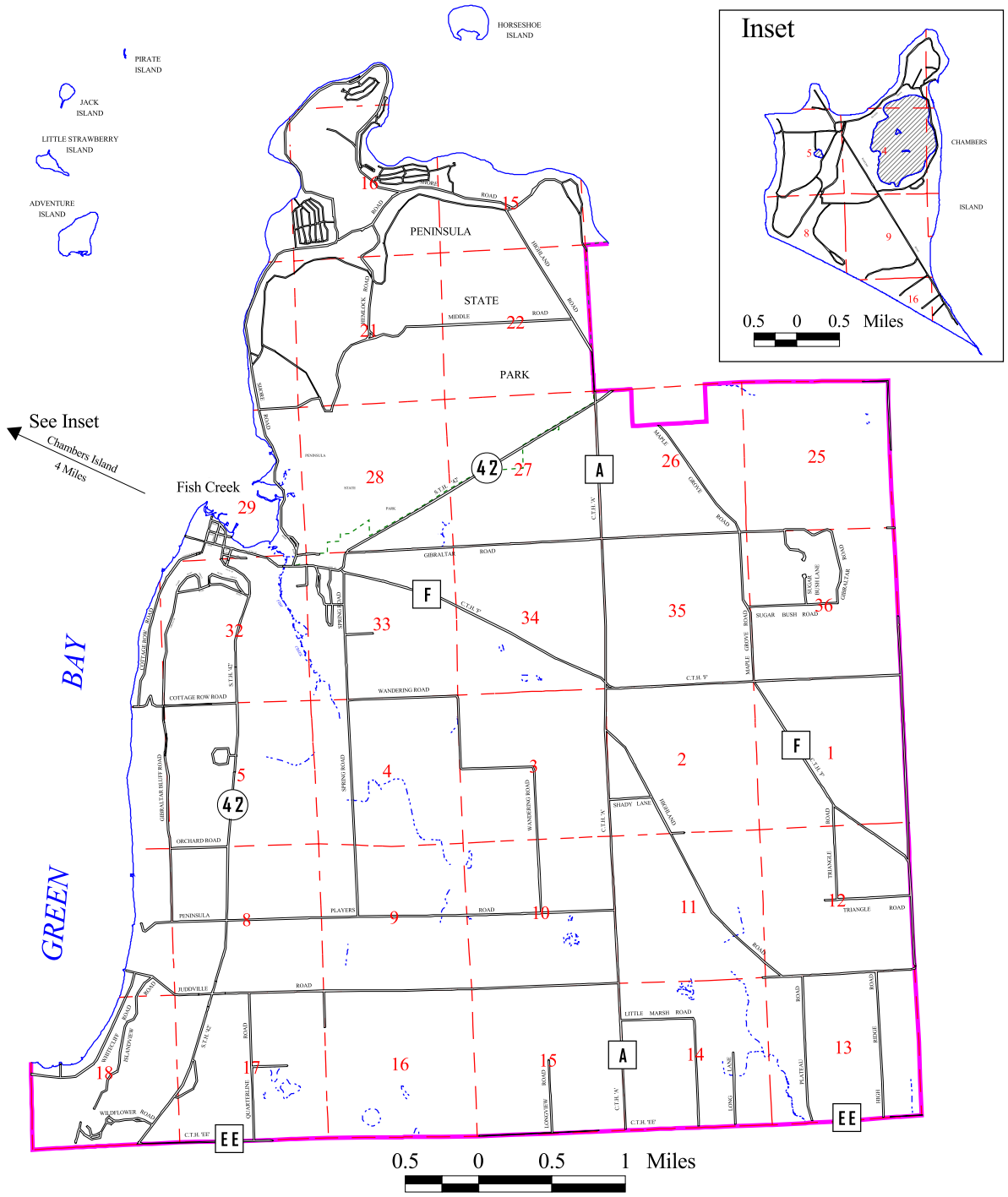


Source: Door County; Bay-Lake Regional Planning Commission, 2004.

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Map 2.2

Planning Area
Town of Gibraltar
Door County, Wisconsin



- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

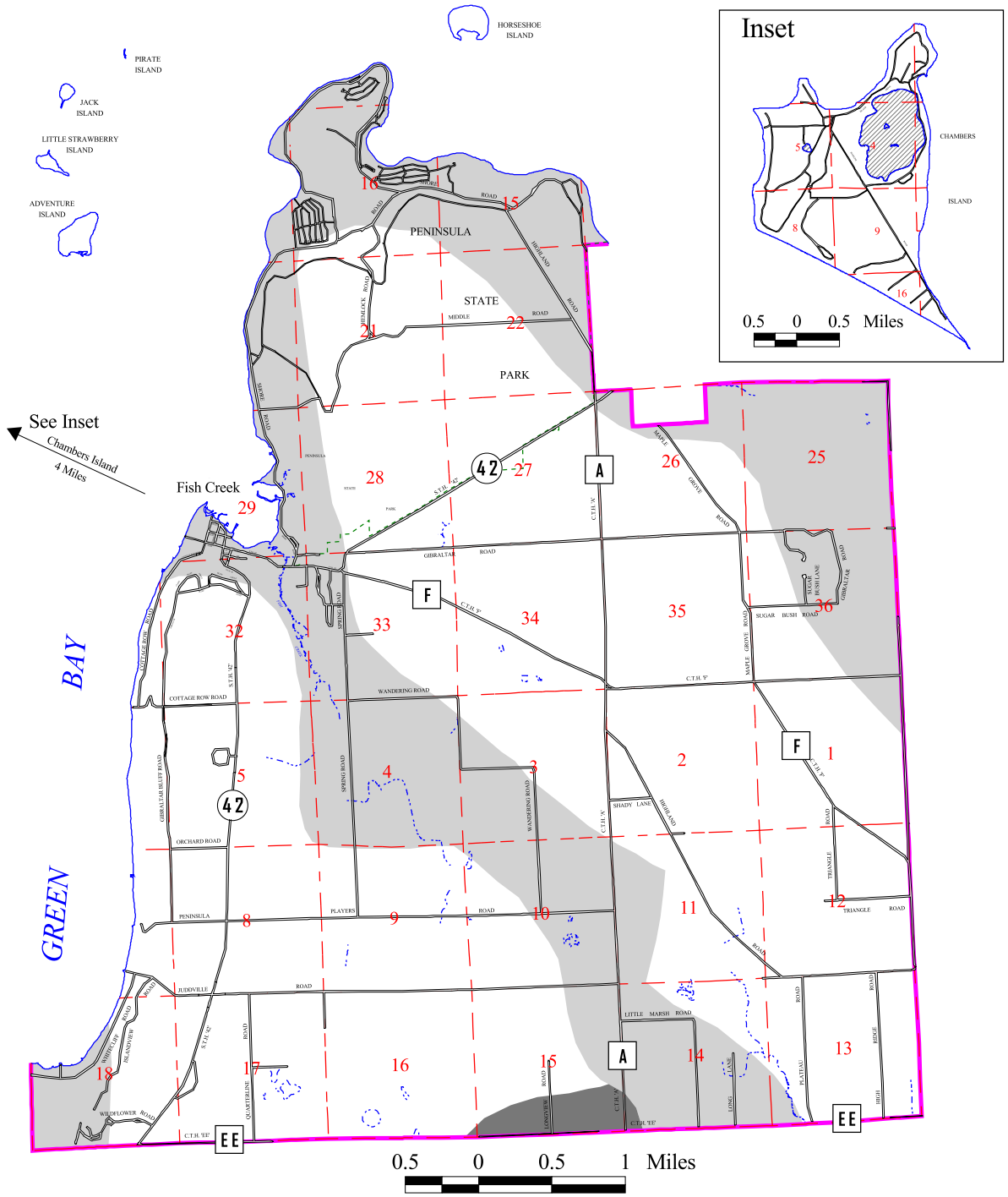
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Map 2.3

Pleistocene Geology

Town of Gibraltar

Door County, Wisconsin



End Moraine
Lake Deposits
Ground Moraine

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

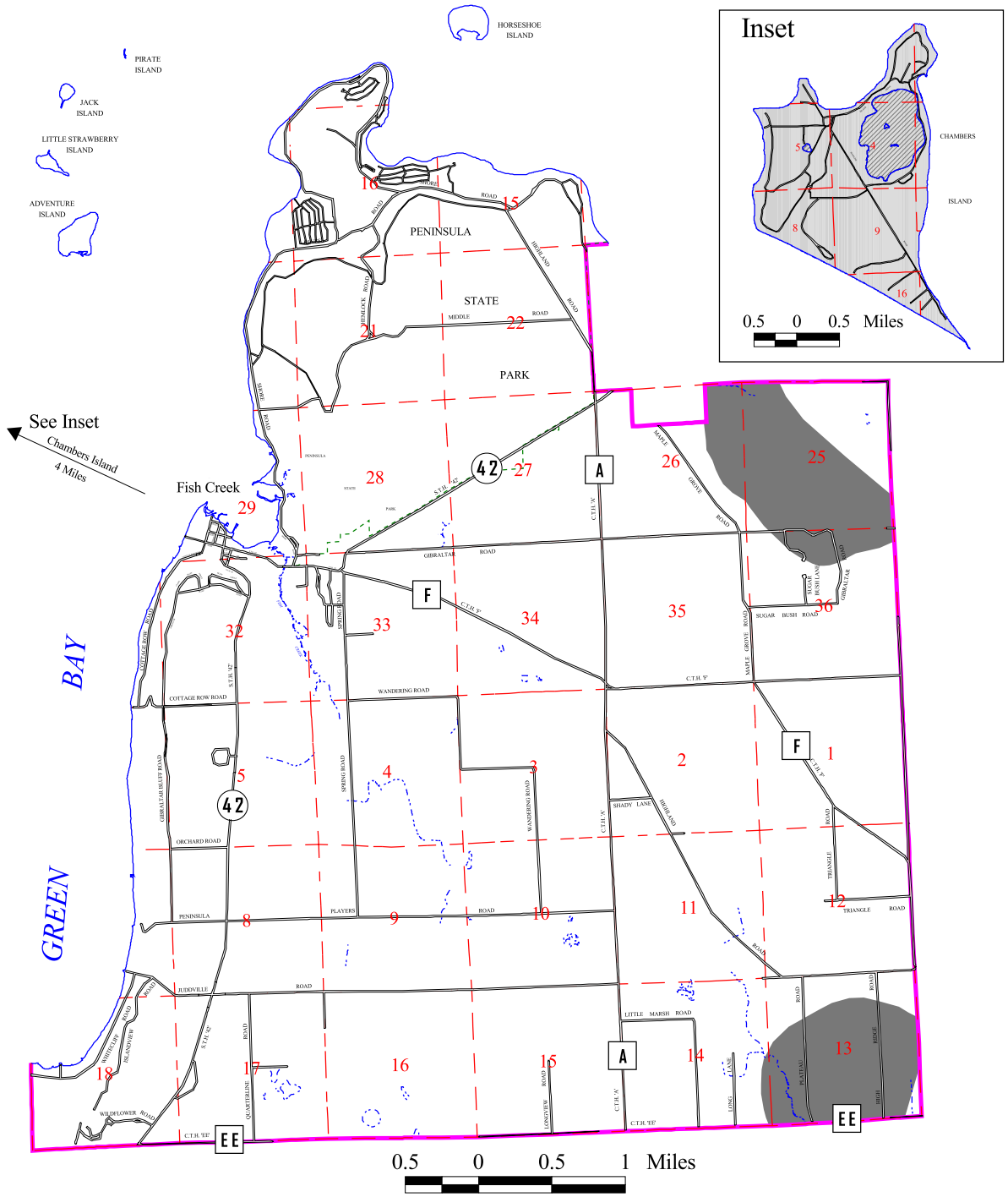
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Source: USGS, 1973; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 2.4

General Soils
Town of Gibraltar
Door County, Wisconsin



Carbondale-Cathro
Rousseau-Kiva-Markey
Summerville-Longrie-Omena

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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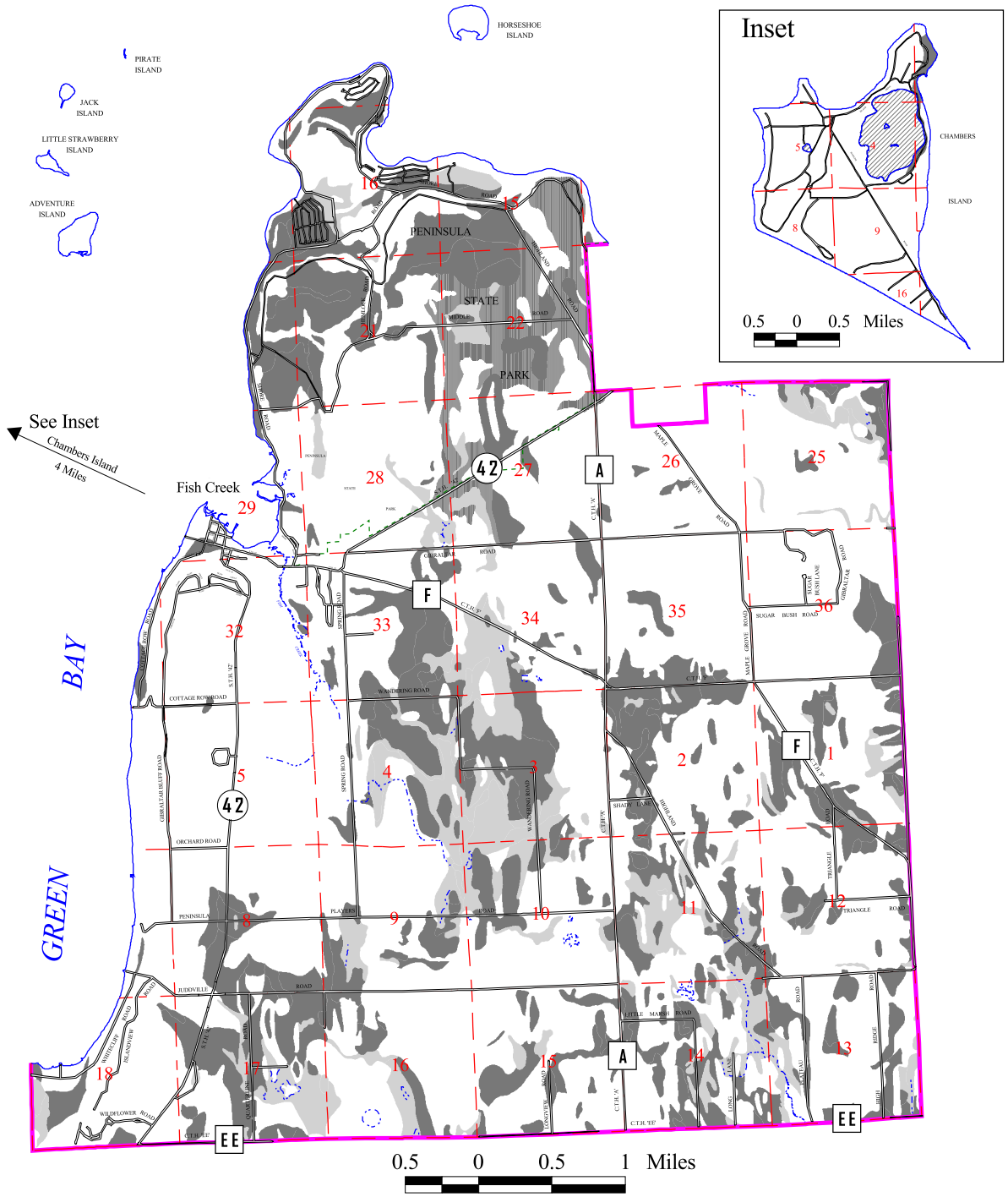
Source: NRCS, 1978; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 2.5

Prime Agricultural Lands

Town of Gibraltar

Door County, Wisconsin



Prime Farmland

Prime Farmland where Drained

Not Prime Farmland

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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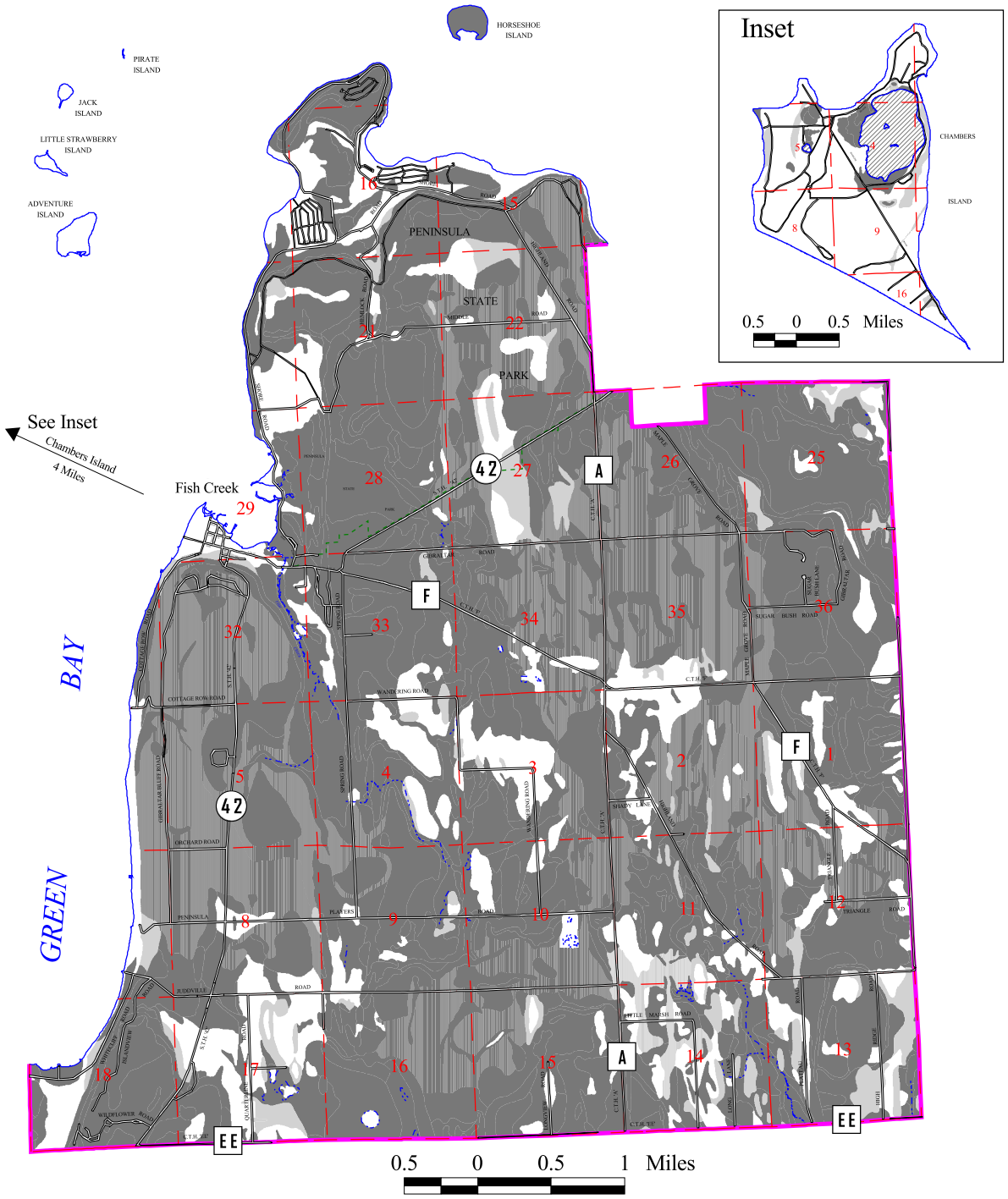
Source: NRCS; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 2.6

Soil Limitations for Dwellings with Basements

Town of Gibraltar

Door County, Wisconsin



Severe
Moderate
Slight

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

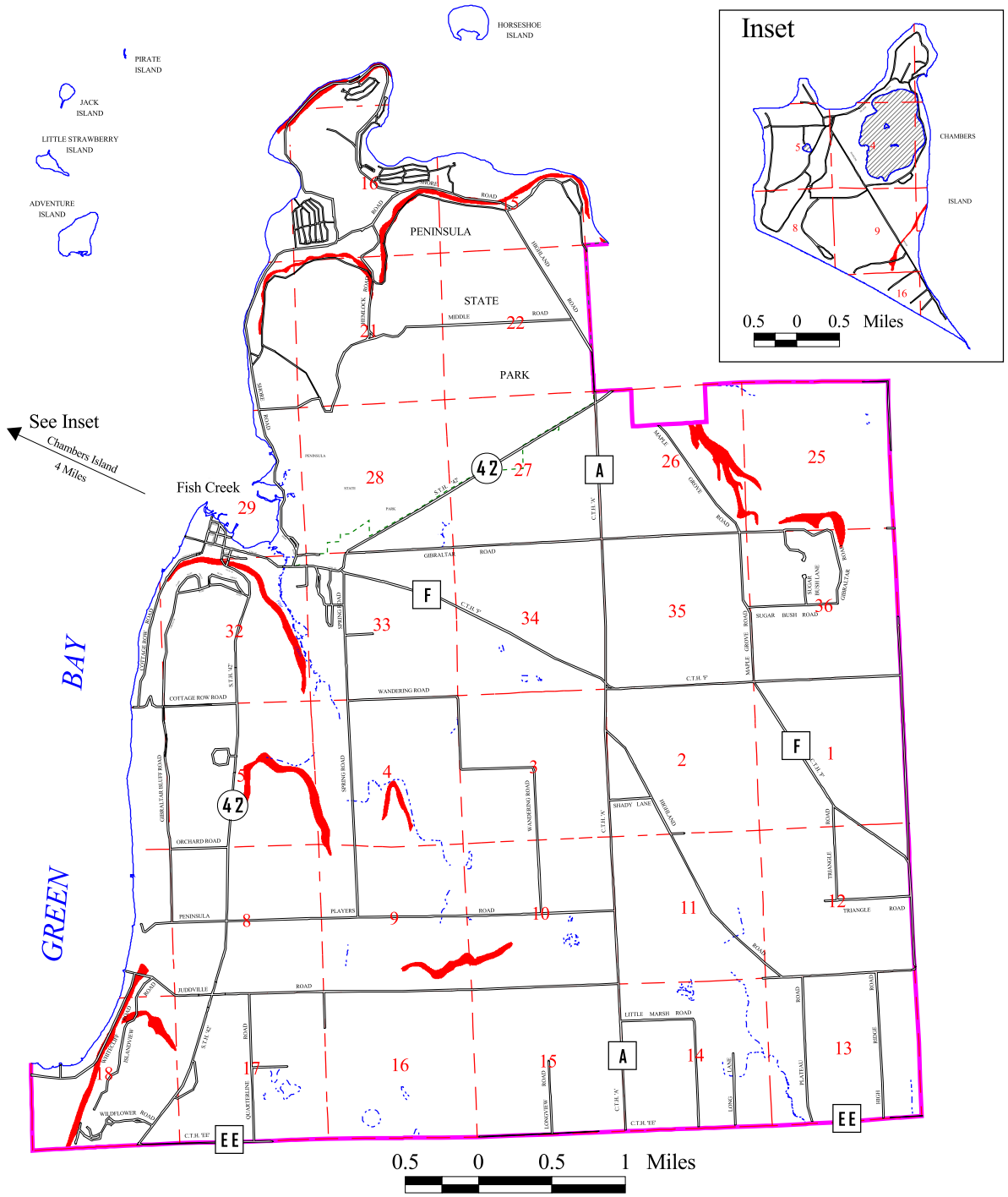
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Source: NRCS; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 2.7

Steep Slope
Town of Gibraltar
Door County, Wisconsin



Steep Slope
(12 Percent or Greater)

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

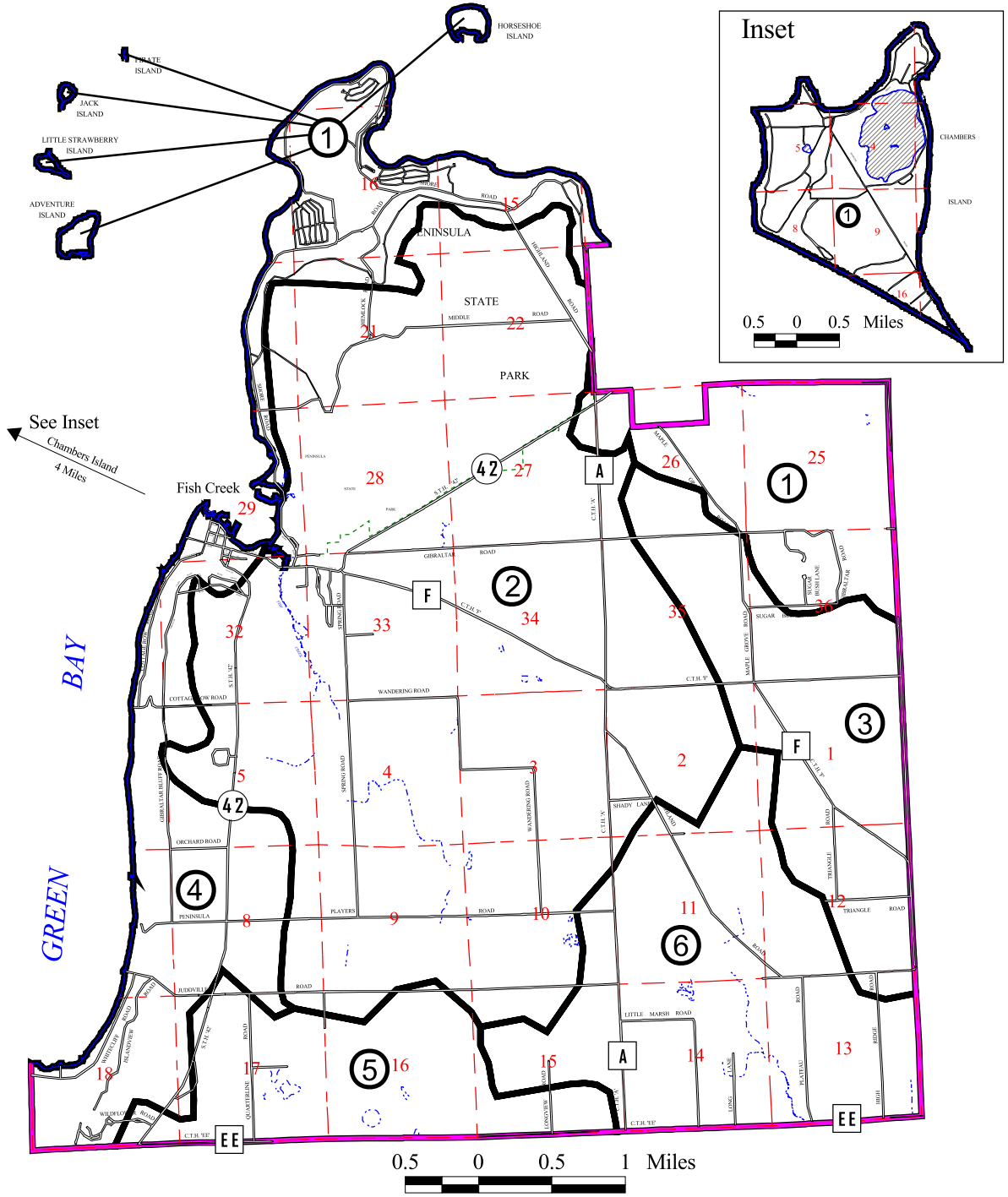
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Map 2.8

Watersheds

Town of Gibraltar

Door County, Wisconsin



1. North Green Bay
2. Fish Creek
3. Mud Lake
4. Green Bay
5. Hibbards Creek
6. Heins Creek

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

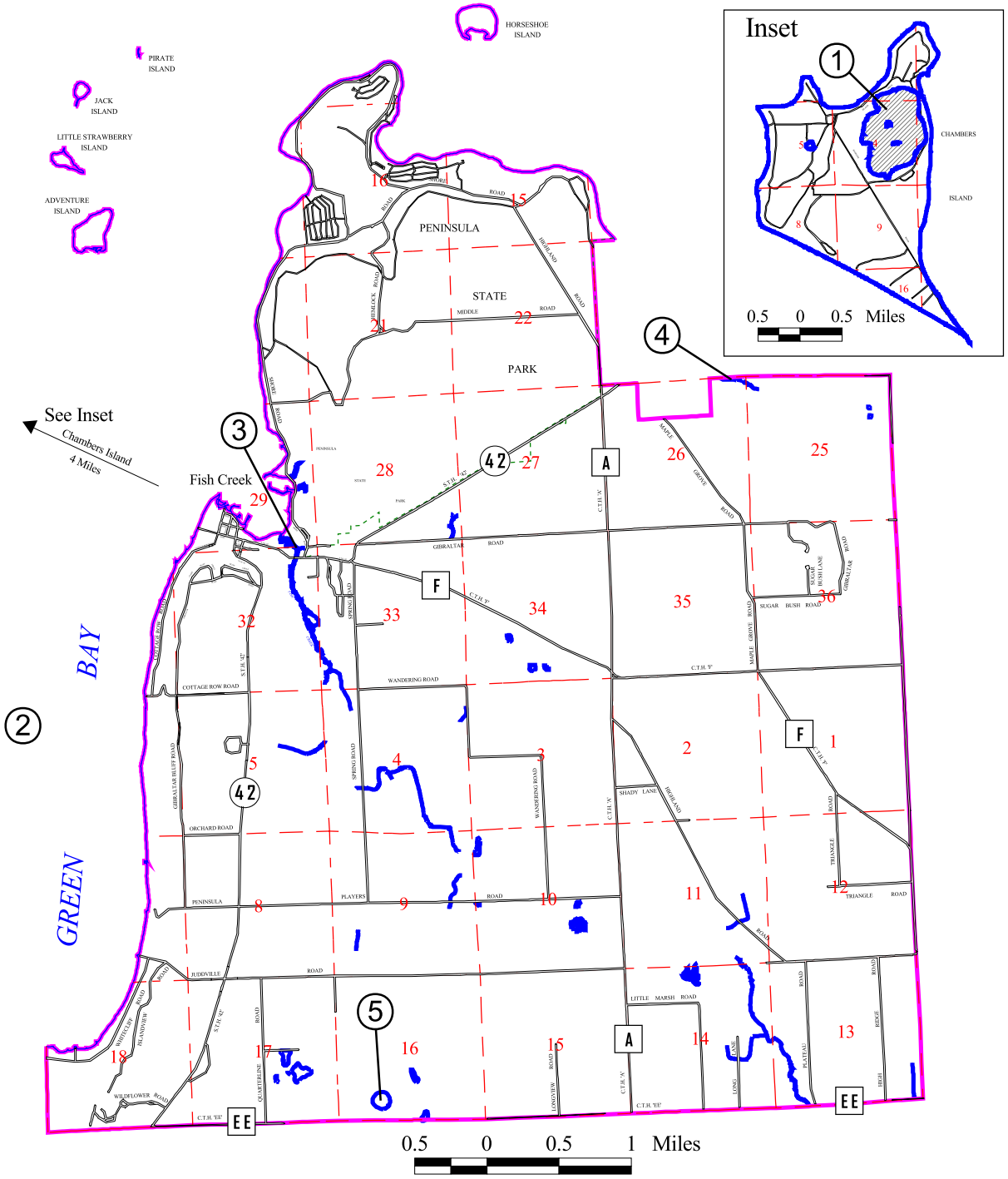
N

Map 2.9

Surface Water Features

Town of Gibraltar

Door County, Wisconsin



1. Mackaysee Lake
2. Green Bay
3. Fish Creek
4. Ephraim Creek
5. Thorp Pond

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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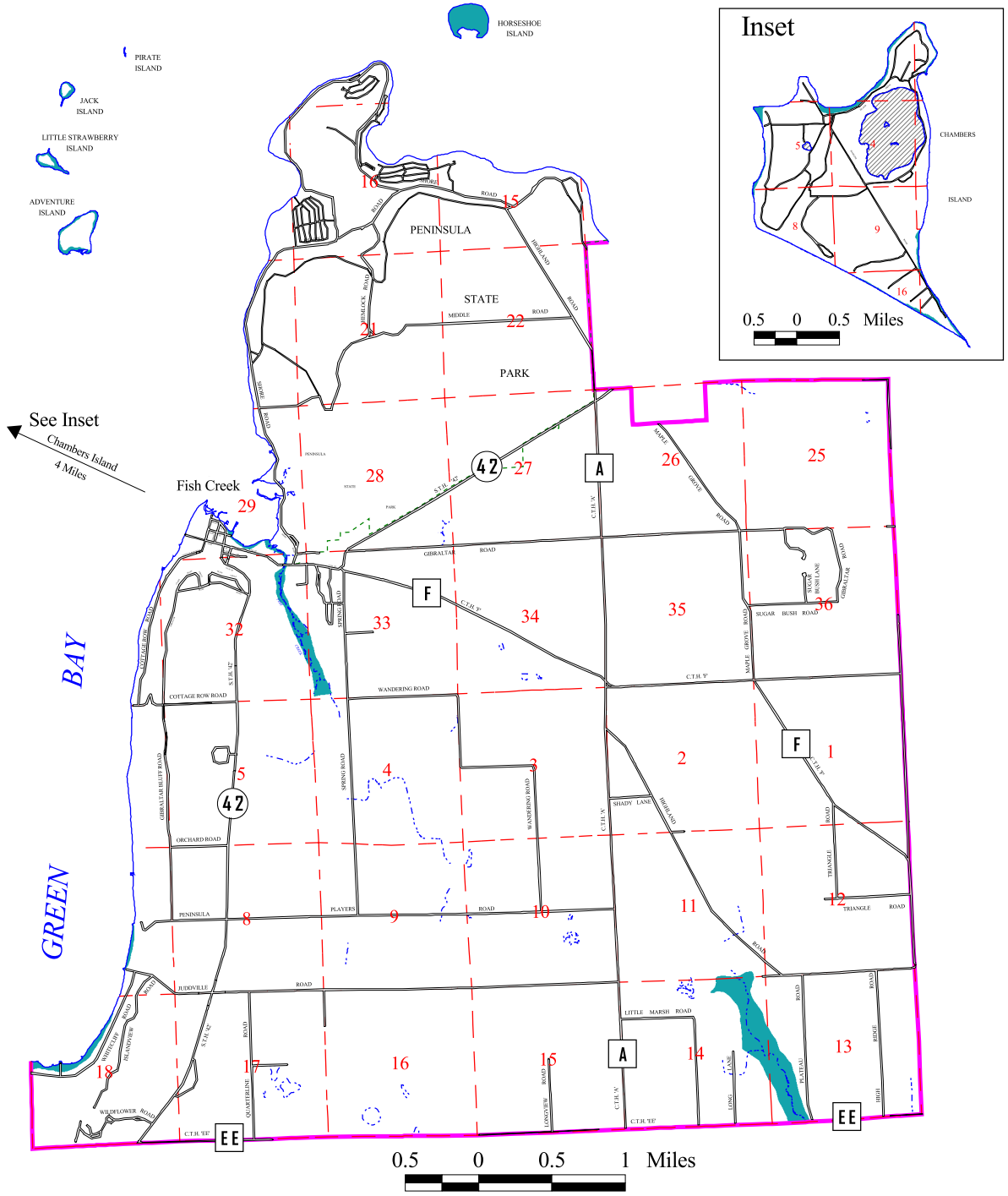
Source: WDNR, 1965; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 2.10

Floodplains

Town of Gibraltar

Door County, Wisconsin



100 - Year Floodplain

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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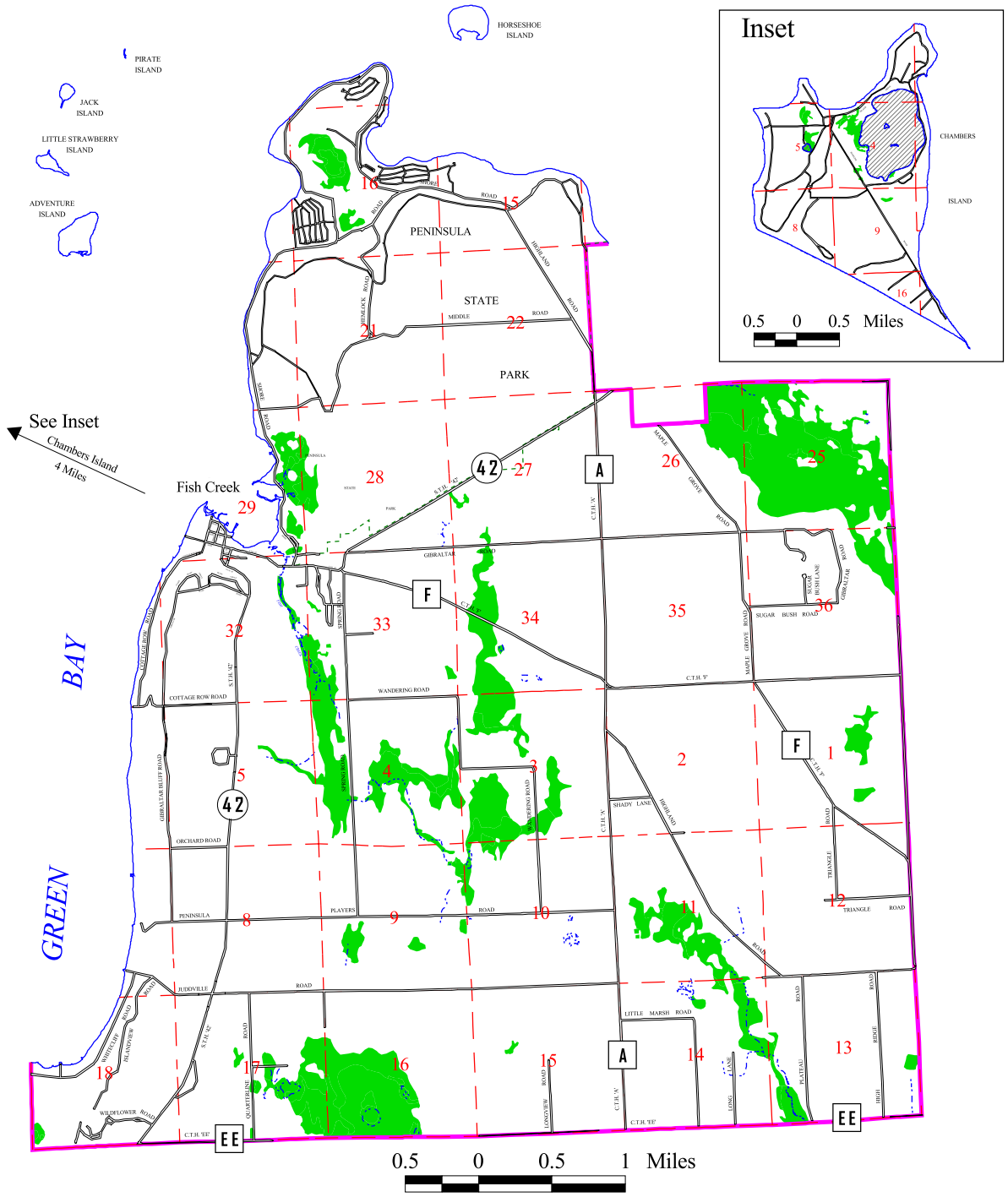
Source: FEMA FIRM, 1978; Door County; Bay-Lake Regional Planning Commission, 2004.

Map 2.11

WDNR Wetlands

Town of Gibraltar

Door County, Wisconsin



WDNR Wetlands

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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Bay-Lake Regional Planning Commission, 2004.

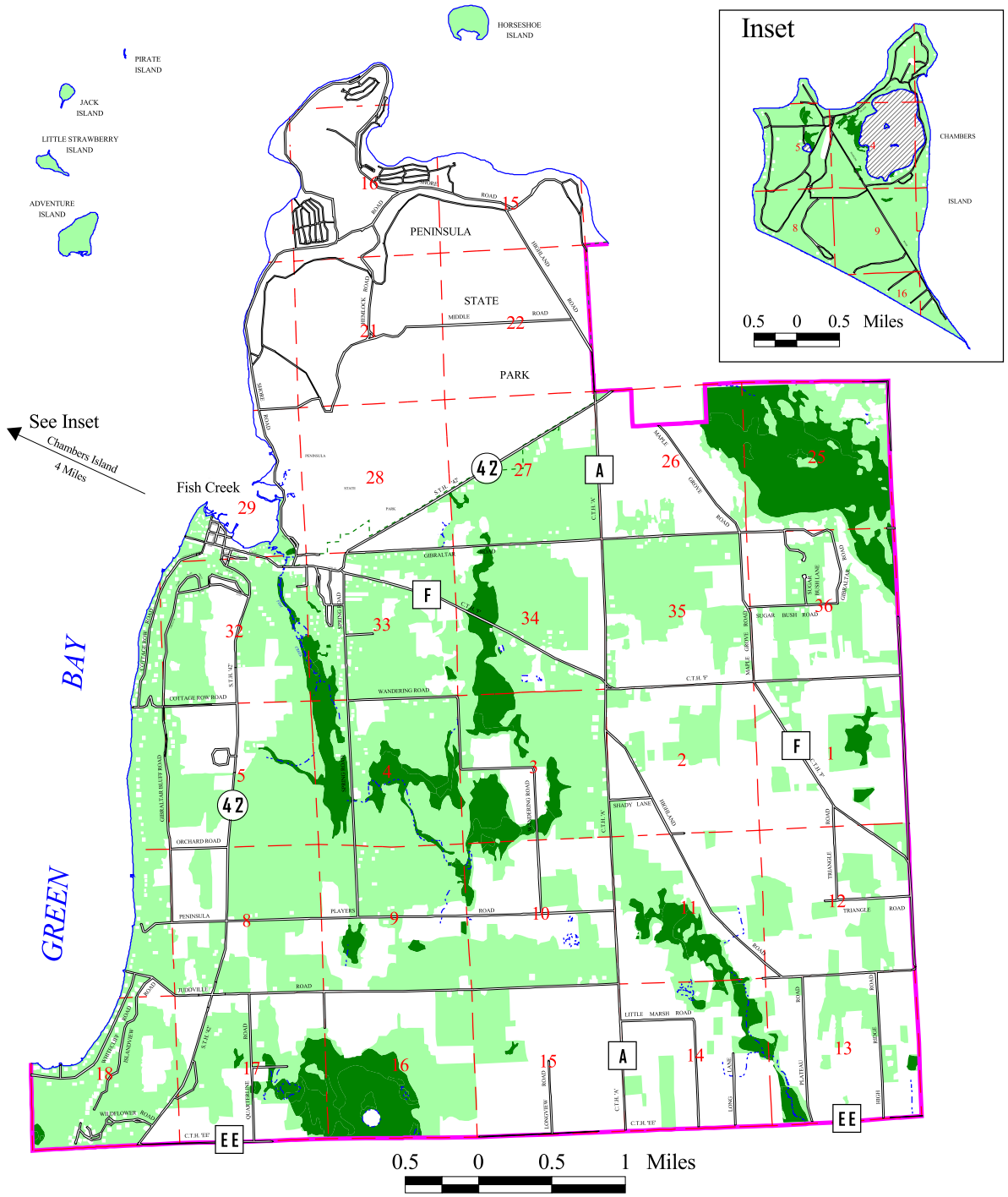
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Map 2.12

Forest & Woodlands

Town of Gibraltar

Door County, Wisconsin



Lowland Woodlands

Upland Woodlands

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

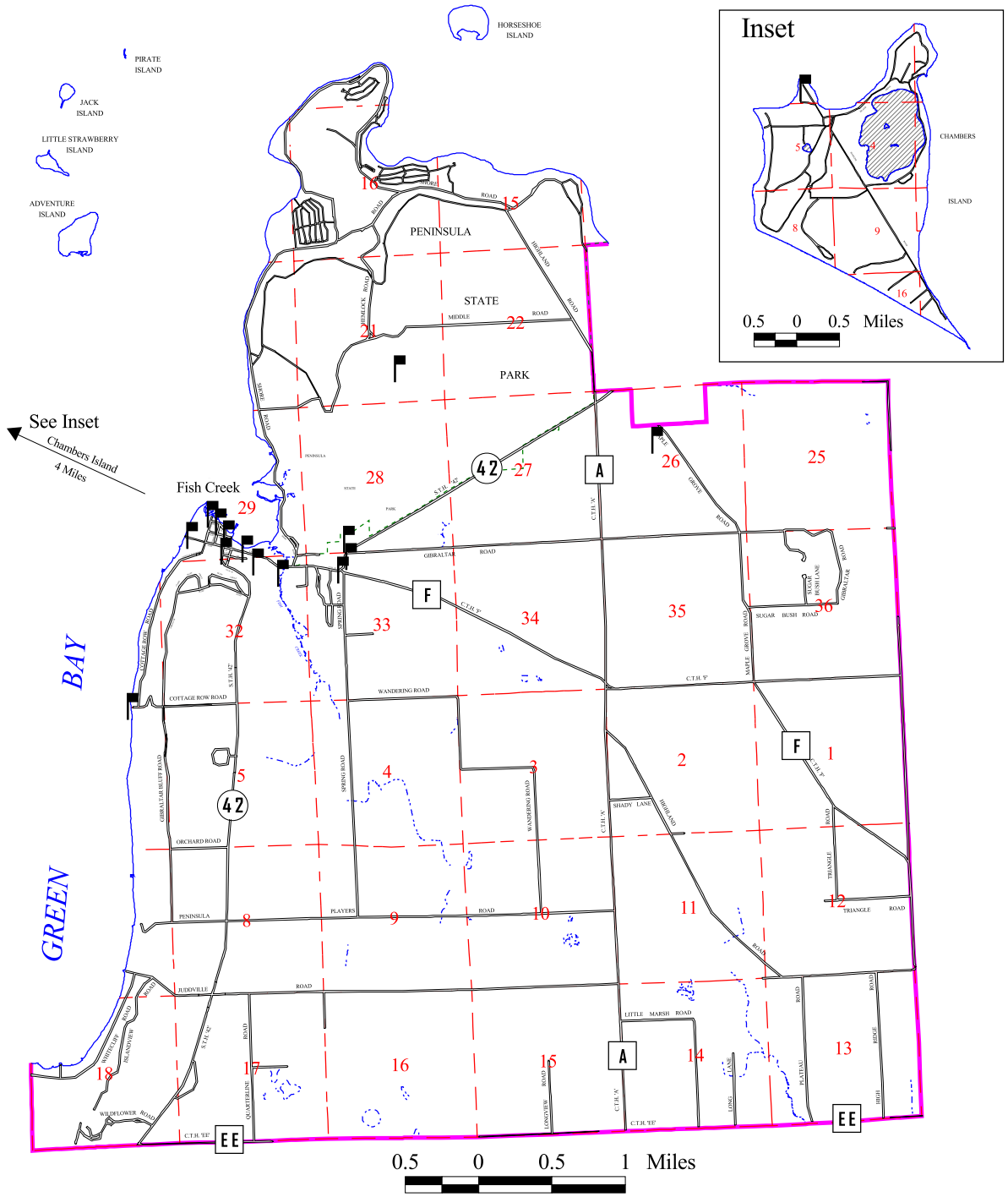
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Map 2.13

Park & Recreational Sites

Town of Gibraltar

Door County, Wisconsin



Park and Recreational Site

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

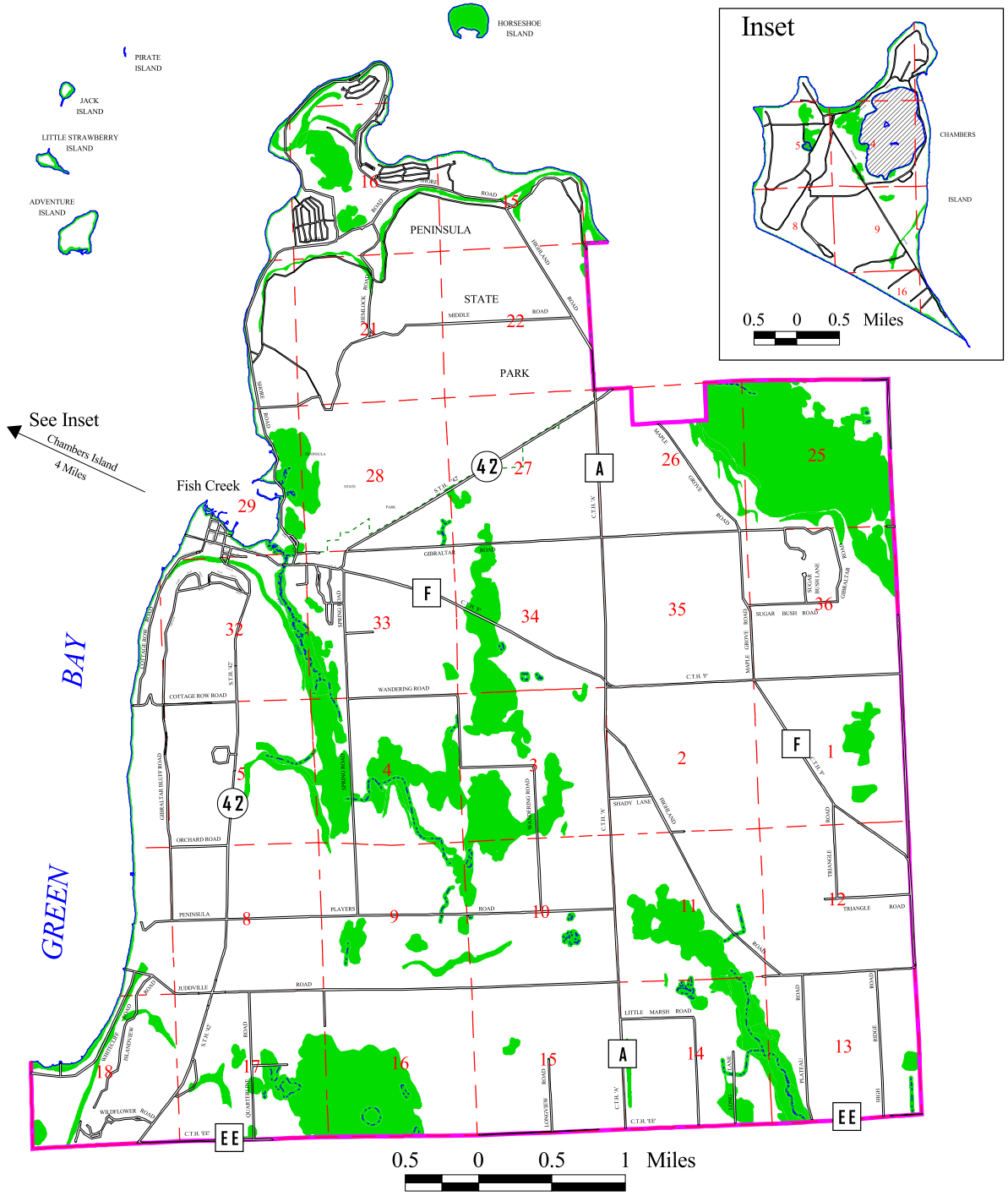
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Map 2.14

Environmental Corridors

Town of Gibraltar

Door County, Wisconsin



Environmental Corridors
- Wetlands with 75 Foot Setback
- 100 - Year Floodplains
- Steep Slope 12% or Greater
- 75 Foot Surface Water Setback

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

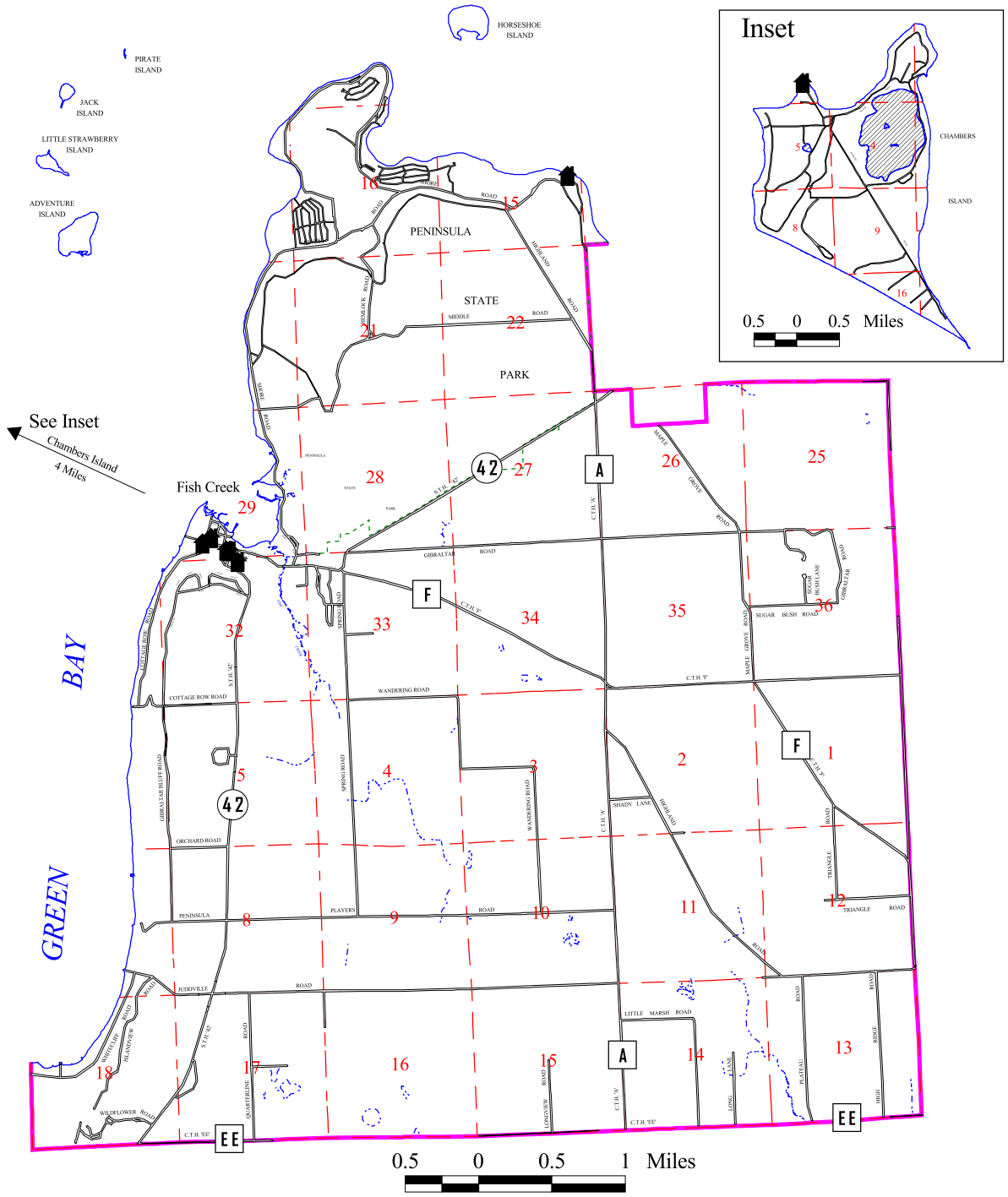
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Source: Door County; Bay-Lake Regional Planning Commission, 2004.

N

Map 2.15

Historic Sites
Town of Gibraltar
Door County, Wisconsin



Historic Sites

Note: Sites represent listings on the National Register of Historic Places. Site locations are approximate.

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

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Chapter 3 - HOUSING AND POPULATION

INTRODUCTION

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the Town's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional economy and population that generally cannot be predicted. These fluctuations and changes may greatly influence the Town's population growth and characteristics. This chapter will identify population and housing trends that may affect the future of Gibraltar.

SUMMARY AND IMPLICATIONS

1. The Town experienced a population of 1,063 persons in 2000, a 13.2 percent increase from 1990.
2. According to Wisconsin Department of Administration (WDOA), the Town's population is projected to increase to 1,116 persons by 2015, which represents a 5.0 percent increase from 2000.
3. The largest age grouping is between 35 and 54 year olds, which is the age group traditionally having the highest earning power.
4. The Town's median age in 2000 was nearly 49 years, which indicates an aging adult population. Implications are that an aging community will need additional specialized services to accommodate these age groups in the future.

The Town's population has risen markedly over the course of the last four decades. Projections developed after the 1990 Census indicate that the Town's population was likely to increase through 2015 though at a slower rate than has been seen from the 2000 Census. The Town has experienced (over the past three decades) an age structure shift towards the older age groups. This may lead the Town to spend more on services to accommodate an aging population over the next twenty years. Likewise, the aging population can also mean additional business opportunities, especially for a Town like Gibraltar. The elderly have been shown to import income into a community, living on prior savings or investments in the form of social security, private pensions, stocks, etc. This aging population requires basic services such as groceries, housing and health care, but they tend to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the Town.

5. The Town of Gibraltar and the surrounding communities in Door County have seen a steady increase in the number of housing units from 1990 to 2000. Gibraltar has had a 146 percent increase in housing units since 1970.
6. The household size for the Town is expected to decline over the next 20 years from 2.24 to 2.01 persons per household.
7. At approximately 2.01 persons per household, the Town can expect a housing projection of approximately 340 new housing units by 2020.

Throughout the planning period, there will be a demand for additional housing units within the Town. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The Town will need to adequately

identify areas to accommodate this change in land use while ensuring adequate services are provided. Additional housing does not always lead to a community making money. In most cases, it can be shown that housing (though most preferred in many communities) is the most costly development based on the supporting services needed to accompany it.

8. Of the 1,159 housing units in the Town, 22.5 percent (261 structures) were built before 1940.
9. In 2000, approximately 11 percent of renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 2000, 16 percent of home owners were paying 30 percent or more of their incomes towards housing payments.
11. According to the 2000 US Census, the median housing value for the Town in 2000 was $209,100.

Approximately 74 percent of the housing within the Town of Gibraltar is residential single family, yet many homes are over 60 years old. Up to 16 percent of home owners as well as renters are considered to be living in non-affordable housing. Because of the above, it is likely that residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The Town should support assistance efforts through provision of information and referral to appropriate agencies. In addition, the Town will need to look into actions that promote a mix of housing choice.

Due to the Town experiencing an increase in population and because the Town experienced 117 new housing units constructed within the last ten years, this plan's future land use is projecting a range in the number of new housing units to be between 128 and 341 new units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the Town to accommodate these growth forecasts.

The Town supports the ideals of promoting housing for all residents, providing a range in housing, working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with County, state and federal agencies.

HOUSING STRATEGY

The current legislation on comprehensive plans under s66.1001 requires that the housing element will need to be integrated and made consistent with the other nine elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated Goals, Objectives, Policies, and Programs are based on the information provided and detailed later within this chapter of the comprehensive plan

Goals, Objectives, Policies and Programs

GOAL 1: **The Town of Gibraltar is a community in which people of diverse ages and economic backgrounds can attain housing.**

> ***Objective 1.1:*** Increase the supply of housing that is affordable to low and moderate income households.
>
> ***Recommended Policy 1.1a****:* Promote housing for employees of local businesses

Recommended Policy 1.1b: Allow density bonus for providing on-site employee housing.

Recommended Policy 1.1c: Rezone selected areas of the Town for housing development for low and moderate income households.

Recommended Policy 1.1d: Allow density bonus for cluster housing developments with shared septic system.

Recommended Policy 1.1e: Provide local property tax and other incentives for construction of housing for seasonal workers and low-income households.

Recommended Policy 1.1f: Work intergovernmentally to provide links to affordable housing resources.

Recommended Policy 1.1g: Develop active relationship with affordable housing resources.

Recommended Policy 1.1h: Link affordable housing resources to Town web site.

Objective 1.2: Encourage the settlement of young people and their families in the Town of Gibraltar.

Recommended Policy 1.2a: Encourage the development of year round, middle-income producing jobs.

Recommended Policy 1.2b: Encourage accommodation of transitional population.

Recommended Policy 1.2c: Expand opportunities for education internships in the Town.

Objective 1.3: Promote the development of physical accessibility to accommodate the needs of the aging and mobility impaired population.

Recommended Policy 1.3a: Encourage Town businesses to meet physical accessibility (ADA) standards.

Recommended Policy 1.3b: Modify Town facilities to meet physical accessibility (ADA) standards.

Recommended Policy 1.3c: Educate homeowners and builders regarding building options for physical accessibility (ADA) standards.

Objective 1.4: Develop a section of the Fish Creek Library devoted to social/housing resources.

Recommended Policy 1.4a: Require one Planning Committee (Commission) member to attend an affordable housing conference on an annual basis.

Recommended Policy 1.4b: Work intergovernmentally to create and maintain a "one-stop" resource center for social assistance including housing.

Objective 1.5: Promote development of elderly housing.

POPULATION CHARACTERISTICS

Historical Population Levels

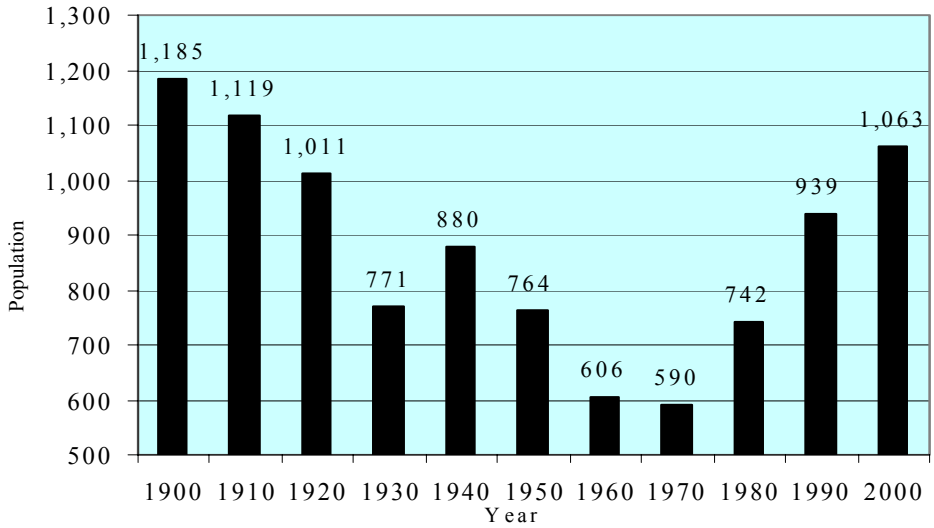
Table 3.1 displays the historic population trends for the towns of Gibraltar, Egg Harbor, Liberty Grove, the Village of Ephraim, and Door County. The first three decades for Ephraim were not available because it had not been officially established as a village. The Town of Gibraltar has yet to surpass its 1900 population level. In 1900, the Town of Gibraltar had a population of 1,185 persons, and in 1910, the population was 1,119 persons. The 2000 population of 1,063 was the greatest the population has been since 1910. In 1970, the population reached its lowest point of 590 persons, but has been increasing at a steady pace since then. Figure 3.1 displays the increases and decreases that Gibraltar's population has experienced since 1900.

Table 3.1: Historic Population Levels, 1900-2000, Town of Gibraltar & Selected Areas

Year	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change	Number	Percent Change
1900	1,185	--	1,550	--	882	--	NA	--	17,583	--
1910	1,119	-5.6	1,529	-1.4	1,031	16.9	NA	NA	18,711	6.4
1920	1,011	-9.7	1,410	-7.8	1,011	-1.9	NA	NA	19,073	1.9
1930	771	-23.7	1,275	-9.6	947	-6.3	191	NA	18,182	-4.7
1940	880	14.1	1,358	6.5	926	-2.2	254	33.0	19,095	5.0
1950	764	-13.2	1,332	-1.9	916	-1.1	244	-3.9	20,870	9.3
1960	606	-20.7	1,190	-10.7	852	-7.0	221	-9.4	20,685	-0.9
1970	590	-2.6	1,174	-1.3	693	-18.7	236	6.8	20,106	-2.8
1980	742	25.8	1,313	11.8	825	19.0	319	35.2	25,029	24.5
1990	939	26.5	1,506	14.7	1,019	23.5	261	-18.2	25,690	2.6
2000	1,063	13.2	1,858	23.4	1,194	17.2	353	35.2	27,961	8.8

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; 1980 and 1990 U.S. Census; and Bay-Lake Regional Planning Commission, 2002.

Figure 3.1: Historic Population Levels, 1900-1990, Town of Gibraltar



Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; 1980 and 1990 U.S. Census; and Bay-Lake Regional Planning Commission, 2002.

Population Trends and Forecasts

All areas that are shown in Table 3.2 have been increasing in population since 1970, except the Village of Ephraim, which decreased from 1980 to 1990. However, the Village of Ephraim experienced a substantial increase from 1990 to 2000, with a 35.2 percent increase. For the period 1970 to 1980, Door County, and the communities shown, had a substantially higher percentage of population growth when compared to the region and the state. In the next decade, 1980 to 1990, the towns of Gibraltar, Liberty Grove, and Egg Harbor still had a high percentage of population growth. However, Door County and the Village of Ephraim experienced a significant decrease in their rate of growth for the same period. From 1990 to 2000, Gibraltar experienced a growth of 13.2 percent, Liberty Grove increased 23.4 percent, the Town of Egg Harbor increased 17.2 percent, and the Village of Ephraim grew by 35.2 percent.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state. Utilizing a projection formula that calculates the annual population change over three varying time spans, the WDOA projections indicated that the Town of Gibraltar is 54 persons away from surpassing the projected year 2015 population (at the time of the 2000 Census). The towns of Liberty Grove and Egg Harbor, and the Village of Ephraim have already exceeded their WDOA-projected year 2015 population.

Table 3.2: Population Trends, 1970-2015, Town of Gibraltar & Selected Areas

Year	Geographic Location						
	Town of Gibraltar	Town of Liberty Grove	Town of Egg Harbor	Village of Ephraim	Door County	Bay-Lake Region	State of Wisconsin
Actual Population							
1970	590	1,174	693	236	20,106	440,926	4,417,731
1980	742	1,313	825	319	25,029	476,134	4,705,767
1990	939	1,506	1,019	261	25,690	498,824	4,891,769
2000	1,063	1,858	1,194	353	27,961	554,565	5,363,675
WDOA Population Projections							
2005	1,070	1,661	1,078	284	26,967	539,948	5,409,536
2010	1,094	1,685	1,086	287	27,101	546,261	5,512,313
2015	1,116	1,703	1,089	288	27,070	550,833	5,603,528
Number Change							
1970-1980	152	139	132	83	4,923	35,208	288,036
1980-1990	197	193	194	-58	661	22,690	186,002
1990-2000	124	352	175	92	2,271	55,741	471,906
2000-2015	53	-155	-105	-65	-891	-3,732	239,853
Percent Change							
1970-1980	25.8	11.8	19.0	35.2	24.5	8.0	6.5
1980-1990	26.5	14.7	23.5	-18.2	2.6	4.8	4.0
1990-2000	13.2	23.4	17.2	35.2	8.8	11.2	9.6
2000-2015	5.0	-8.3	-8.8	-18.4	-3.2	-0.7	4.5

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (Table 3.3). In 2000, the Town of Gibraltar had 640 seasonal housing units. The 2000 estimated seasonal population for Gibraltar was 1,434 persons, which is 134.9 percent of the population. Areas that have seasonal populations over 100 percent of the year-round population indicate that there is a greater

seasonal population than full time population. The Village of Ephraim had by far the greatest percentage of its population at 368.5 percent as being seasonal among those communities compared.

Table 3.3: Estimated Seasonal Population, 2000, Gibraltar & Selected Areas

	Geographic Location				
	Town of Gibraltar	Town of Liberty Grove	Town of Egg Harbor	Village of Ephraim	Door County
Population	1,063	1,858	1,194	353	27,961
Persons Per Household	2.24	2.25	2.43	2.19	2.33
Total Housing Units	1,159	2,000	930	771	19,587
Total Seasonal Housing Units*	640	1,100	413	594	6,970
Percent of Housing Units Seasonal	55.2	55.0	44.4	77.0	35.6
Estimated Seasonal Population**	1,434	2,475	1,004	1,301	16,240
Percent Population Seasonal	134.9	133.2	84.1	368.5	58.1

*Seasonal Housing includes seasonal, recreational, or occasional use units, does not include other vacant
**Estimated Seasonal Population = Seasonal Housing Units x Persons Per Household
Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2002.

Revised Population Projections

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. Given the discrepancy between the Wisconsin Department of Administration (WDOA) population projections, the 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine an approximate growth rate for the Town of Gibraltar.

Projections were found by using a ratio methodology, termed share-of-the-county, to distribute County projections to the Town level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

A "Low Growth" projection was created from the share-of-the-county methodology. According to Commission projections, the projected year 2005 population for Gibraltar is 1,104 persons. The projected 2010 population is 1,144 persons, projected year 2015 is 1,181 persons, and projected year 2020 population is 1,211 persons. It is therefore projected that the population of the Town of Gibraltar will increase by 13.9 percent by 2020. It should be noted that small changes in the community or the region in the future might cause significant changes to these projections.

A "High Growth" projection was developed by using the 1970, 1980, 1990 and 2000 Census figures and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,202 persons, a projected year 2010 population of 1,341 persons, a projected 2015 population of 1,490, and a projected year 2020 population of 1,638. According to

this "High Growth" projection, the Town of Gibraltar's 2000 population will increase by 54.1 percent by the year 2020.

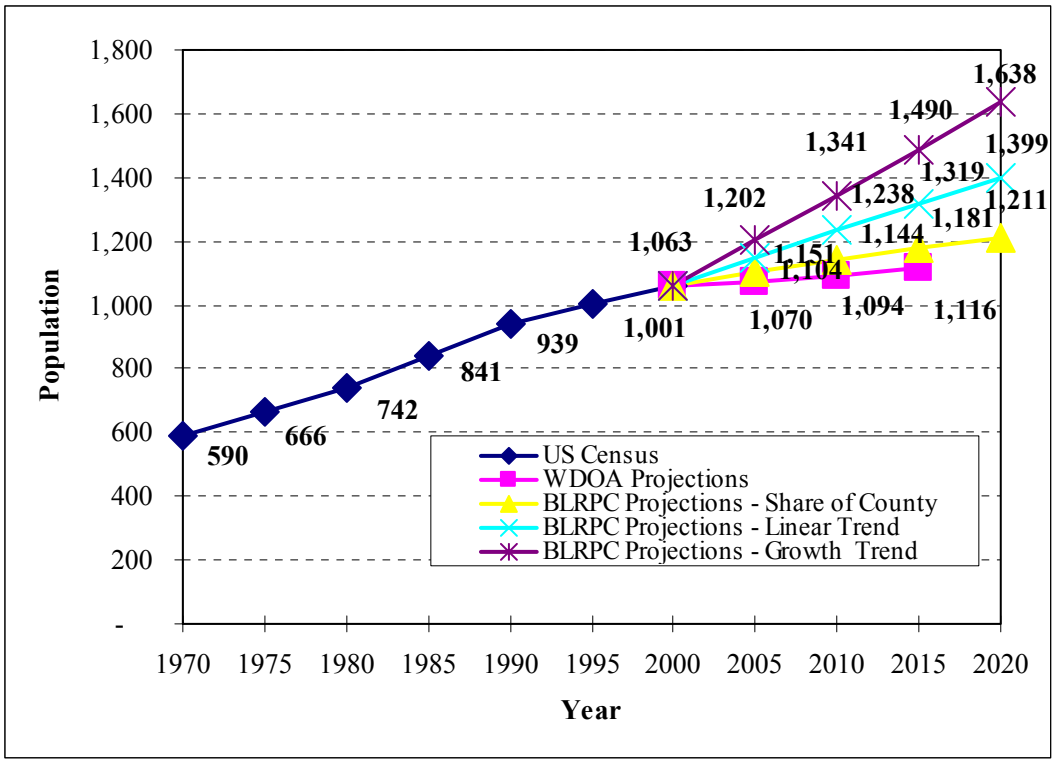
Table 3.4 and Figure 3.2 display the actual U.S. Census counts, WDOA projections, the "High Growth" growth series based off the Census counts, and the "Low Growth" BLRPC projections.

Table 3.4: Population Trends and Projections, 1970-2020, Gibraltar & Selected Areas

T. Gibraltar	1970	1975	1980	1985	1990	1995	2000	2005	2010	2015	2020
US Census	590	666	742	841	939	1,001	1,063				
WDOA Projections							1,063	1,070	1,094	1,116	
BLRPC Projections - Share of County							1,063	1,104	1,144	1,181	1,211
BLRPC Projections - Linear Trend							1,063	1,151	1,238	1,319	1,399
BLRPC Projections - Growth Trend							1,063	1,202	1,341	1,490	1,638

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2002.

Figure 3.2: Population Trends and Projections, 1970-2020, Gibraltar & Selected Areas



Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2002.

Population By Age and Sex

From 1980 to 2000, there have been moderate shifts in the distribution of the male and female population within age groups in the Town of Gibraltar (Table 3.5). However, for the last three decades there have continued to be more males than females in the Town. Table 3.5 is also represented in Figure 3.3.

Table 3.5: Male and Female Distribution by Age and Sex, Town of Gibraltar, 1980-2000

1980

	Male			Female			Total	
		Percent			Percent			
Age	Count	Male	Total	Count	Female	Total	Count	Percent
75 & over	24	6.4	3.2	32	8.7	4.3	56	7.5
65-74	46	12.3	6.2	47	12.8	6.3	93	12.5
60-64	14	3.7	1.9	20	5.4	2.7	34	4.6
55-59	15	4.0	2.0	16	4.4	2.2	31	4.2
45-54	46	12.3	6.2	32	8.7	4.3	78	10.5
35-44	41	10.9	5.5	45	12.3	6.1	86	11.6
25-34	67	17.9	9.0	49	13.4	6.6	116	15.6
20-24	18	4.8	2.4	30	8.2	4.0	48	6.5
15-19	35	9.3	4.7	24	6.5	3.2	59	8.0
10-14	22	5.9	3.0	26	7.1	3.5	48	6.5
5-9	19	5.1	2.6	21	5.7	2.8	40	5.4
under 5	28	7.5	3.8	25	6.8	3.4	53	7.1
TOTAL	375	100.0	50.5	367	100.0	49.5	742	100.0

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 3A, Table 15; and Bay-Lake Regional Planning Commission, 2002.

1990

	Male			Female			Total	
		Percent			Percent			
Age	Count	Male	Total	Count	Female	Total	Count	Percent
75 & over	32	6.8	3.4	39	8.3	4.1	71	7.5
65-74	33	7.0	3.5	40	8.5	4.3	73	7.8
60-64	38	8.1	4.0	27	5.8	2.9	65	6.9
55-59	30	6.4	3.2	27	5.8	2.9	57	6.1
45-54	58	12.3	6.2	63	13.4	6.7	121	12.9
35-44	92	19.5	9.8	80	17.1	8.5	172	18.3
25-34	45	9.5	4.8	63	13.4	6.7	108	11.5
20-24	20	4.2	2.1	18	3.8	1.9	38	4.0
15-19	23	4.9	2.4	20	4.3	2.1	43	4.6
10-14	42	8.9	4.5	31	6.6	3.3	73	7.8
5-9	33	7.0	3.5	37	7.9	3.9	70	7.4
under 5	26	5.5	2.8	24	5.1	2.6	50	5.3
TOTAL	472	100.0	50.2	469	100.0	49.8	941	100.0

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012 and General Profile; and Bay-Lake Regional Planning Commission, 2002.

Table 3.5: Male and Female Distribution by Age and Sex (Cont.)

2000

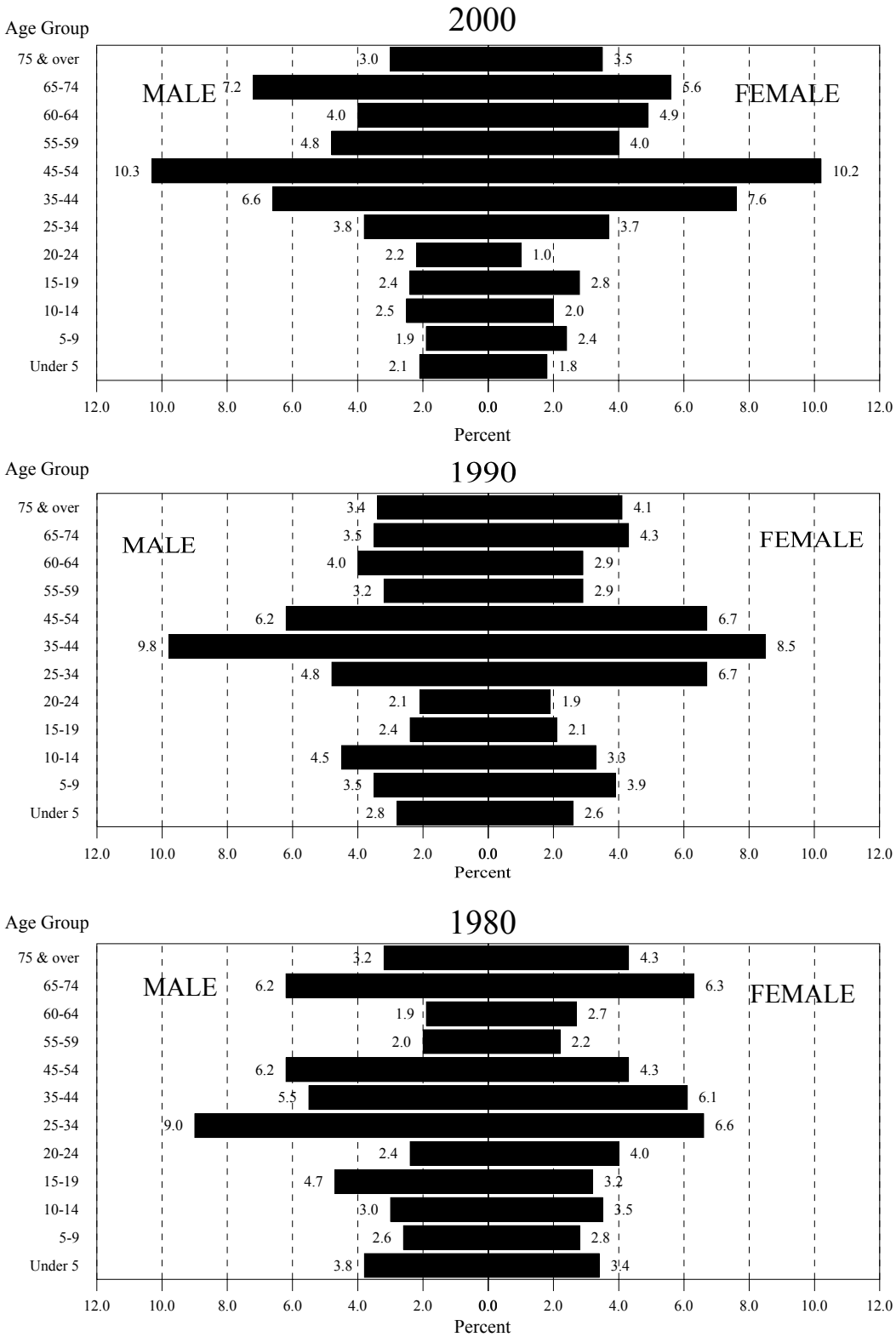
	Male			Female			Total	
		Percent			Percent			
Age	Count	Male	Total	Count	Female	Total	Count	Percent
75 & over	32	5.9	3.0	37	7.1	3.5	69	6.5
65-74	77	14.3	7.2	59	11.3	5.6	136	12.8
60-64	43	8.0	4.0	52	9.9	4.9	95	8.9
55-59	51	9.5	4.8	42	8.0	4.0	93	8.7
45-54	109	20.2	10.3	108	20.6	10.2	217	20.4
35-44	70	13.0	6.6	81	15.5	7.6	151	14.2
25-34	40	7.4	3.8	39	7.4	3.7	79	7.4
20-24	23	4.3	2.2	11	2.1	1.0	34	3.2
15-19	25	4.6	2.4	30	5.7	2.8	55	5.2
10-14	27	5.0	2.5	21	4.0	2.0	48	4.5
5-9	20	3.7	1.9	25	4.8	2.4	45	4.2
under 5	22	4.1	2.1	19	3.6	1.8	41	3.9
TOTAL	539	100.0	50.7	524	100.0	49.3	1,063	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-1; and Bay-Lake Regional Planning Commission, 2002.

Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex of the population of Gibraltar for 1980, 1990 and 2000. The number of persons under the age of 20 has continually been a decreasing segment of Gibraltar's population. The middle age group, approximately age 25 to age 55, has continually been increasing since 1970. If trends continue, and the middle age group remains a large segment of the population, as indicted by the 2000 Census figures, the aging of this group will continue to be seen as an increasing number of individuals in older age groups. This aging of the baby-boomers is a trend found in many areas. Anticipating this demographic change will require planning for the different needs of an older population.

Figure 3.3: Population Pyramids, 1970-1990, Town of Gibraltar



Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012 and General Profile; 1980 Census of Population and Housing, STF 3A, Table 15; 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2002.

School Age, Working Age, and Retirement Groups

In 2000, approximately 50.7 percent of the Town of Gibraltar's population was male, while 49.3 percent was female (Table 3.6). Some notable features to Gibraltar's population include lower percentages of school age children when compared to the County and the State. However, there is also a lower percentage of retirement age persons when compared to Door County as a whole. The Town of Gibraltar is very similar to the State's percentage of retirement persons. Most of Gibraltar's population is within the middle age groups.

The proportion of people age 65 and older in door County is much higher than that of the state as a whole (18.7% versus 13.1%). The rate of growth in the older population since 1990 has been much faster in this County than the state as a whole (14.8% versus 7.9%). In all, 5,235 people in this County are age 65 or older, and 690 of these are age 85 or older. Door County's average (or median) age is 42.9 years compared to a statewide median of 36.0. (U.S. Census Bureau, Census 2000 and WI Department of Health and Family Services Bureau of Aging and Long Term Care Resources, 2002)

Table 3.6: Population by Age Groups and Sex, 2000, Town of Gibraltar & Selected Areas

Age Groups	Town of Gibraltar				Door County	Wisconsin
	Total	Male	Female	Percent	Percent	Percent
School Age						
5-11	62	31	31	5.8	8.9	10.1
12-14	31	16	15	2.9	4.2	4.5
15-17	37	15	22	3.5	4.4	4.5
Working and Voting Age						
16+	918	467	451	86.4	80.8	77.5
16-64	713	358	355	67.1	62.1	64.4
18+	892	455	437	83.9	77.9	74.5
18-64	687	346	341	64.6	59.2	61.4
Retirement Age						
65+	205	109	96	19.3	18.7	13.1
Total Population	1,063	539	524			

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF1; and Bay-Lake Regional Planning Commission, 2002.

Household Relationship

In 2000, 100 percent of persons in Gibraltar lived in a household (Table 3.7). The trend in Gibraltar with somewhat less than half of householders being present in the home is similar to the rest of the area communities and Door County as a whole.

Table 3.7: Household Relationship, 2000, Town of Gibraltar & Selected Areas

Units	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Persons	1,063	100.0	1,858	100.0	1,194	100.0	353	100.0	27,961	100.0
In Households	1,063	100.0	1,858	100.0	1,194	100.0	353	100.0	27,580	98.6
Householder	475	44.7	824	44.3	491	41.1	161	45.6	11,828	42.3
Spouse	296	27.8	530	28.5	314	26.3	102	28.9	6,867	24.6
Child	222	20.9	427	23.0	309	25.9	71	20.1	7,329	26.2
Other Relative	23	2.2	38	2.0	35	2.9	8	2.3	545	1.9
Non Relative	47	4.4	39	2.1	45	3.8	11	3.1	1,011	3.6
In Group Quarters	0	--	0	--	0	--	0	--	381	1.4
Institutionalized	0	--	0	--	0	--	0	--	323	1.2
Other	0	--	0	--	0	--	0	--	58	0.2

Source: U.S. Bureau of the Census, 2000 Census; and Bay-Lake Regional Planning Commission, 2002.

Of all the 11,828 households in Door County, 3,552 include at least one person age 65 or older (30% of all households). A total of 3,389 housing units in the County have a "household head" aged 65 or older, and 84.3% of these are owner occupied (the rest are rented). A majority (63.7%) of the older population lives in "family households" containing at least two people related by blood or marriage, but another 28.8% of people 65 or older live alone. Of those older people in family households, 2.5% are nursing homes (5.3% of all those in this age group). A very small number of the County's older residents live in non-family households or in other institutions. (U.S. Census Bureau, Census 2000 and WI Department of Health and Family Services Bureau of Aging and Long Term Care Resources, 2002)

Median Age

For the period 1970 to 2000, the median age for the areas shown has been steadily increasing. In general, the population of the entire U.S. is expected to continue to shift to an increasing older population. The Town of Gibraltar has recently experienced an increase in median age, with a median age substantially higher than the region and State (Table 3.8). Since 1980, the Village of Ephraim has continued to show a higher median age than the other communities compared do. While the Town of Gibraltar had a median age of 48.1 in 2000, the Village of Ephraim had a median age of 52.8 in 2000. This national trend of an aging population seen in Door County and its communities should be noted when planning for future needs for the area. There will most likely need to be adjustments in the housing stock, labor force, transportation, health care, as well as many other areas.

Table 3.8: Median Age, 1970-2000, Town of Gibraltar & Selected Areas

Geographic Area	1970	1980	1990	2000
Town of Gibraltar	38.6	36.0	39.9	48.5
Town of Liberty Grove	43.9	42.3	42.2	49.1
Town of Egg Harbor	28.8	27.2	32.5	42.6
Village of Ephraim	42.5	48.3	52.2	52.8
Door County	33.8	31.4	36.5	42.9
Bay-Lake Region	29.6	30.7	34.6	38.6
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, *General Population Characteristics,* Wisconsin, 1970 Tables 33,35; 1980 Table 44; 1990 STF 1A, General Profile, Census 2000; and Bay-Lake Regional Planning Commission, 2002.

HOUSING INVENTORY

Total Housing Unit Levels by Decade

The total number of housing units within the Town of Gibraltar has steadily been increasing since 1970 (Table 3.9). Between 1970 and 1980, the rate of housing unit growth ranged from 26.6 percent for the state to 53.4 percent in Gibraltar. For the period 1980 to 1990, the Town of Gibraltar again had the greatest percentage of housing unit growth with a 44.5 percent increase. From 1990 to 2000, the Town of Egg Harbor had the greatest housing unit increase. Overall, for the last three decades, the Town of Egg Harbor has experienced the greatest housing unit growth in the area with a 154.1 percent increase for 1970 to 2000 with Gibraltar at 146.6 percent. The Town of Liberty Grove had the smallest increase in housing units for the period 1970 to 2000 (of the communities compared), with a 76.1 percent increase. If these trends continue in the County and its communities, planning will become increasingly important to ensure a wise use of land and resources.

Table 3.9: Total Housing Units, 1970-2000, Town of Gibraltar & Selected Areas

	Year				Percent Change			
Area	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
Town of Gibraltar	470	721	1,042	1,159	53.4	44.5	11.2	146.6
Town of Egg Harbor	366	498	713	930	36.1	43.2	30.4	154.1
Village of Ephraim	338	506	709	771	49.7	40.1	8.7	128.1
Town of Liberty Grove	1,136	1,463	1,750	2,000	28.8	19.6	14.3	76.1
Door County	10,779	15,324	18,037	19,587	42.2	17.7	8.6	81.7
Bay-Lake Region	148,035	194,960	222,116	246,212	31.7	13.9	10.8	66.3
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF1A, Census 2000; and Bay-Lake Regional Planning Commission, 2002.

Building Reports

The data in the following two tables (Tables 3.10 & 3.11) was gathered by the Housing & Population Sub-Committee by reviewing all of the building permits issued for each of the years listed, eliminating permits for additions, garages, out-buildings, etc., and recording only the number of complete, new, single family homes, or if it was a remodel, it had to include an additional complete unit. For Multi-family units, each permit was checked for the number of buildings and the number of units per building for that permit. At the same time, the acreage of the lot for each permit was recorded. According to this information, 21 homes were built per year on average for the past 10 years. Over 1/3 of all homes were built on lots of 6 acres or more and 20 percent of all homes were built on lots of between 1.0 & 2.0 acres. Since 1998, there have been few homes built on lots of less than one acre.

Table 3.10: Single Family Homes Report, Town of Gibraltar 1990-2002

Year	Number of Permits	Less Than 1 acre	1-2.0 Acres	2.01-3.50 Acrse	3.51-4.99 Acres	5.00-5.99 Acres	6.0 Acres & Over
1990	15	1 = 7%	5 = 33%	1 = 7%	1 = 7%	5 = 33%	2 = 13%
1991	12	-	1 = 8%	3 = 25%	2 = 17%	2 = 17%	4 = 33%
1992	19	1 = 6%	5 = 26%	2 = 10%	1 = 6%	2 = 10%	8 = 42%
1993	19	2 = 10%	4 = 21%	3 = 16%	-	3 = 16%	7 = 37%
1994	34	2 = 6%	6 = 17%	6 = 17%	2 = 6%	4 = 12%	14 = 42%
1995	27	4 = 15%	4 = 15%	6 = 22%	3 = 11%	2 = 7%	8 = 30%
1996	23	2 = 9%	5 = 22%	3 = 13%	-	4 = 17%	9 = 39%
1997	20	7 = 35%	2 = 10%	3 = 15%	2 = 10%	1 = 5%	5 = 25%
1998	22	6 = 27%	1 = 5%	2 = 9%	1 = 5%	2 = 9%	10 = 45%
1999	18	-	5 = 28%	2 = 11%	4 = 22%	2 = 11%	5 = 28%
2000	12	-	4 = 38%	1 = 8%	-	2 = 17%	5 = 42%
2001	19	1 = 5%	4 = 22%	2 = 10%	2 = 10%	3 = 16%	7 = 37%
2002	25	1 = 4%	6 = 24%	4 = 16%	2 = 8%	2 = 8%	10 = 40%
Totals	**265**	**27 = 10%**	**52 = 20%**	**38 = 14%**	**20 = 7.5%**	**34 = 13%**	**94 = 35.5%**

Source: Town of Gibraltar, 2003.

Table 3.11: Multi Unit Building Report, Town of Gibraltar, 1990-2003

Year	Number of Permits	Total Units	1-2 units	3- 4 units	5- 6 units	8 units	11 units	12 units	14 or More
1990	3	9	2	-	1	-	-	-	-
1991	5	36	-	1	-	4	-	-	-
1992	1	8	-	-	-	1	-	-	-
1993	1	1	1	-	-	-	-	-	-
1994	5	33	1	1	1	-	1	1	-
1995	3	39	-	2	-	-	-	-	1
1996	0	-	-	-	-	-	-	-	-
1997	6	27	3	-	2	-	1	-	-
1998	15	48	7	6	2	-	-	-	-
1999	13	47	8	4	-	-	-	-	1
2000	37	153	6	24	5	1	-	1	-
2001	4	15	1	2	1	-	-	-	-
2002	15	50	8	4	2	1	-	-	-
2003	14	46	6	5	3	-	-	-	-
Totals	**122**	**512**	**43**	**49**	**17**	**7**	**2**	**2**	**2**

Source: Town of Gibraltar, 2004.

Housing Unit Additions and Deletions

The Town of Gibraltar has had a total of 203 housing unit additions and one deletion for the period 1990 to 1999 (Table 3.12). For the same period, the Town of Liberty Grove had 362 housing unit additions, the Town of Egg Harbor had 265 additions and 15 deletions, and the Village of Ephraim had 39 additions and 4 deletions. The number of housing units additions that occur in Gibraltar fluctuate from year to year. In 1991, the Town experienced a low of only four additions to the housing unit stock, then in 1999, the Town reached a high of 57 additions in one year.

Table 3.12: Housing Unit Additions and Deletions, 1990-1999, Town of Gibraltar & Selected Areas

Year	Town of Gibraltar	Town of Liberty Grove	Town of Egg Harbor	Village of Ephraim	Door County
1990	6	27	15	5	257
1991	4	18	15	1	201
1992	14	26	11	1	252
1993	15	31	14	5	253
1994	8	44	10	1	301
1995	51	29	15	5	301
1996	8	40	30	2	360
1997	15	48	51	8	329
1998	25	62	45	7	360
1999	57	37	59	4	486
Total Additions	203	362	265	39	3,100
Total Deletions, 1990-1999	1	0	15	4	185
Net Change, 1990-1999	202	362	250	35	2,915

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2002.

Historic and Projected Household Size

According to WDOA Household Projections for Door County, based on 1990 Census data, several trends were projected to occur from 1990 to 2015 (Table 3.13). The population was projected to continue to increase while the number of persons per household was projected to decrease to 2.24 by 2015. For the period 1990 to 2015, the greatest change in household type is expected in the living alone, and the male older than 65 householder category. Projections indicate a 32.5 percent increase in the male older than 65 household type for Door County.

Table 3.13: Household Projections by Household Type, 1990-2015, Door County

Characteristics	Planning Year 1990	1995	2000	2005	2010	2015
Population	25,690	26,525	26,821	26,967	27,101	27,070
Persons Per Household	2.52	2.50	2.43	2.35	2.29	2.24
Households	10,066	10,472	10,851	11,263	11,630	11,891
Married Couple Family	6,262	6,550	6,801	7,092	7,367	7,500
Other Family	930	973	1,003	1,012	1,010	1,011
Male Householder	267	279	289	298	302	297
Female Householder	663	694	714	714	708	714
Householder Living Alone	2,529	2,606	2,688	2,792	2,891	3,031
Male	938	960	995	1,024	1,039	1,055
Age 65 and over	280	288	283	295	313	371
Female	1,591	1,646	1,693	1,768	1,852	1,976
Age 65 and over	1,064	1,103	1,084	1,092	1,125	1,253
Other Nonfamily Households	345	343	359	367	362	349

Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2002.

Projected Housing Units

According to projections made by the Wisconsin Department of Administration, the number of persons per household is expected to continually decrease for Door County. This trend is also anticipated for Gibraltar. It should be noted that although Gibraltar is projected to have 459 new housing units established by 2020, this does not correspond to a projected population. For example, the estimated 459 new housing units anticipated multiplied by an approximate 2.18 persons per household will not mean increased population of 999 persons by 2020. Many housing units will be for seasonal use only or held vacant and will not be established as households.

From 1990 to 2000, there was an increase of 117 housing units within the Town of Gibraltar, from 1,042 housing units in 1990, to 1,159 in 2000, an 11.2 percent increase. According to data presented in Table 3.9, there were approximately 23 new housing units established per year. Using that figure, it is then estimated that by the year 2015 there will be 345 new housing units established. By the year 2020 there will be an additional estimated 459 new housing units established since 2000.

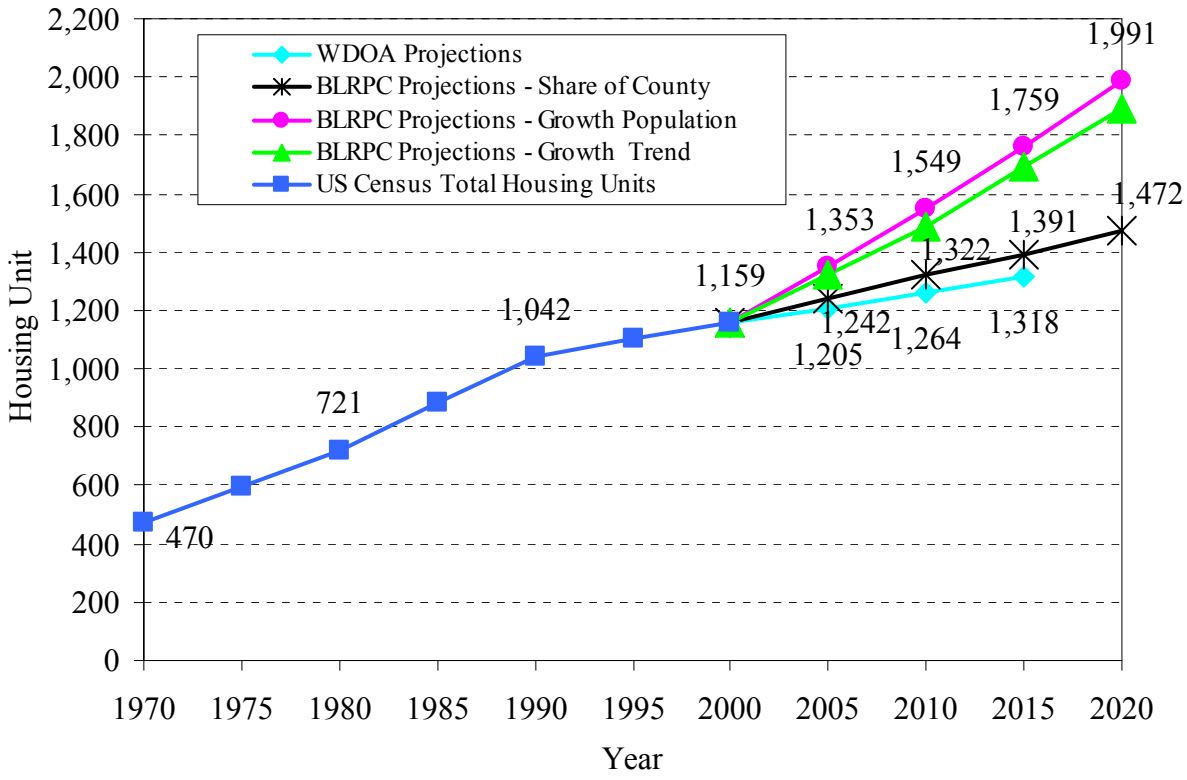
In formulating a "best guess" for the future residential needs of the community, two methods were looked at in order to determine the most likely population projection to 2020. The following are the methods looked at.

Method One:
Using the census housing counts from 1970 to 2000, a linear trend was created to the year 2020. This created a housing unit projection, which indicated that by 2020 the Town of Gibraltar would have 1,535 total housing units or an increase of 376 housing units (Figure 3.4).

Method Two:
By using the High and Low population projections to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of 1,638 persons (with a persons per household projection of 2.01) would equal a new housing demand of 341 units. The Low population

projection of 1,211 people would still mean that an additional 128 housing units would be needed for the permanent residents.

Figure 3.4: Projected Housing Units, 1970-2020, Town of Gibraltar



Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2002.

Housing Types - Units in Structure

The majority of housing types in Gibraltar and all other areas were one unit, detached structures in 1990 (Table 3.14). For the towns of Liberty Grove and Egg Harbor, as well as Door County, the second greatest housing type percentage is mobile homes. In the Town of Gibraltar, one unit, attached structures are the second greatest housing type. In the Village of Ephraim, one unit, attached structures and 20 or more unit structures make up the second and third greatest housing type reflecting the seasonal nature of housing in the Village.

Table 3.14: Units in Structure, 2000, Town of Gibraltar & Selected Area

Units	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1, Detached	855	73.8	1,910	95.8	684	73.5	547	72	15,188	77.5
1, Attached	100	8.6	12	0.6	61	6.6	73	10	737	3.8
2	41	3.5	11	0.6	14	1.5	5	1	529	2.7
3 or 4	24	2.1	10	0.5	30	3.2	44	6	619	3.2
5 to 9	98	8.5	8	0.4	2	0.2	14	2	601	3.1
10 to 19	12	1.0	12	0.6	18	1.9	10	1	269	1.4
20 or more	3	0.3	2	0.1	2	0.2	71	9	307	1.6
Mobile Home	22	1.9	27	1.4	120	12.9	-	-	1,320	6.7
Other	4	0.3	2	0.1	-	-	-	-	17	0.1
Total	1,159	100.0	1,994	100.0	931	100.0	764	100	19,587	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF 1, Table H041; and Bay-Lake Regional Planning Commission, 2002.

Housing Occupancy and Tenure

In 2000, there were 684 vacant housing units in the Town of Gibraltar of a total 1,159 housing units. Of those vacant units over 55 percent were for seasonal, recreational, or occasional use (Table 3.15). There were 475 occupied housing units in Gibraltar (41.0 percent), of which 413 were owner occupied (35.6 percent). The Town of Liberty Grove had very similar trends to Gibraltar. The Village of Ephraim revealed different trends than those of the communities compared, with a higher percentage of vacant units (79.1 percent) and seasonal, recreational, or occasional use units (77.0 percent). The County as a whole had approximately 39.6 percent of all housing units as being vacant; 35.6 percent for seasonal, recreational, or occasional use; and 60.4 percent as owner occupied.

Table 3.15: Housing Occupancy and Tenure, 2000, Town of Gibraltar & Selected Areas

Units	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	475	41.0	824	41.2	491	52.8	161	20.9	11,828	60.4
Owner	413	35.6	727	36.4	431	46.3	141	18.3	9,394	48.0
Renter	62	5.3	97	4.9	60	6.5	20	2.6	2,434	12.4
Vacant	684	59.0	1,176	58.8	439	47.2	610	79.1	7,759	39.6
Seasonal, Recreational, Occasional Use	640	55.2	1,100	55.0	413	44.4	594	77.0	6,970	35.6
Other	44	3.8	76	3.8	26	2.8	16	2.1	789	4.0
Total Units	1,159	100.0	2,000	100.0	930	100.0	771	100.0	19,587	100.0

Source: U.S. Bureau of the Census, 2000 Census; and Bay-Lake Regional Planning Commission, 2002.

Age of Housing

Among the selected areas, the age of housing units varies. All communities compared, except the Town of Egg Harbor, have the greatest percentage of their housing units being built before 1940 (Table 3.16). In 2000, the Village of Ephraim had the greatest number of housing units built prior to 1940. The Town of Egg Harbor had the majority of its housing units built between 1990 and 1994. Although a substantial number of housing units in Gibraltar are quite old, there were a significant number of housing units built between 1980 and 1984. With the population increasing, and the need for affordable housing becoming more important, the need for additional housing units will become necessary.

Table 3.16: Housing Units by Year Structure Built, 2000, Town of Gibraltar & Selected Areas

Year Structure Built	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	37	3.2	2	0.1	126	14.0	0	0.0	17	0.1
1995 to 1998	148	12.8	140	8.4	83	9.2	19	3.3	702	4.7
1990 to 1994	111	9.6	310	18.5	228	25.3	23	3.9	1,878	12.5
1980 to 1989	278	24.0	247	14.8	159	17.7	30	5.1	1,373	9.1
1970 to 1979	134	11.6	240	14.3	70	7.8	174	29.8	3,033	20.1
1960 to 1969	73	6.3	264	15.8	95	10.6	177	30.4	3,246	21.5
1940 to 1959	117	10.1	135	8.1	135	15.0	63	10.8	1,510	10.0
1939 or earlier	261	22.5	335	20.0	4	0.4	97	16.6	3,316	22.0
Total	1,159	100.0	1,673	100.0	900	100.0	583	100.0	15,075	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, and Bay-Lake Regional Planning Commission, 2002.

Housing Values

In 2000, the majority of housing units in Gibraltar and the Village of Ephraim were valued between $200,000 and $299,999 (Table 3.17) with a median value of $209,100 and $225,000 respectively. The towns of Egg Harbor and Liberty Grove had a majority of housing units valued just slightly lower between $150,000 and $199,999. The majority of housing units in Door County were valued between $50,000 and $99,999 with a median value of $120,800.

Table 3.17: Value of Specified Owner-Occupied Housing Units, 2000, Town of Gibraltar & Selected Areas

Value	Town of Gibraltar		Town of Egg Harbor		Village of Ephraim		Town of Liberty Grove		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than $50,000	2	0.8	3	1.3	0	0.0	6	1.2	241	3.8
$50,000 to $99,999	16	6.6	46	19.9	5	6.5	48	9.8	2,181	34.2
$100,000 to $149,999	61	25.0	56	24.2	5	6.5	150	30.7	1,613	25.3
$150,000 to $199,999	37	15.2	32	13.9	19	24.7	109	22.3	850	13.3
$200,000 to $299,999	86	35.2	50	21.6	31	40.3	92	18.9	776	12.2
$300,000 to $499,999	17	7.0	27	11.7	9	11.7	44	9.0	447	7.0
$500,000 to $999,999	23	9.4	17	7.4	4	5.2	33	6.8	238	3.7
$1,000,000 or more	2	0.8	0	0.0	4	5.2	6	1.2	28	0.4
Median Value	$209,100		$165,400		$225,000		$167,200		$120,800	
Total Units	244	100.0	231	100.0	77	100.0	488	100.0	6,374	100.0

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table H023; and Bay-Lake Regional Planning Commission, 2002.

In an effort to update the information provided by the Bay-Lake Regional Planning Commission, the Housing and Population sub-committee conducted two surveys in late 2002. Sub-committee members through a personal contact conducted the first survey, regarding the number of seasonal employees and their housing needs, with Town of Gibraltar business owners. A total of 181 businesses were identified and 92 percent or 167 were contacted. Fifty-four or 32 percent of the businesses had no employees. Fourteen percent of those businesses with employees had full time employees only. There are approximately 40 percent more seasonal or part time employees than full time employees.

Many of the employees live locally, or at least north of Carlsville and nearly all full time employees are considered to be from the local area, however some travel from Dyckesville, Algoma, Sturgeon Bay and Brussels. Sixteen percent of the employers provide housing of some type for their seasonal/part time employees. Many seasonal or part time employees have more than one job, and therefore, they already have housing from another source. Several local businesses are providing housing for employees that do not work for them and one percent

provide housing for all their full time but seasonal employees. Based on comments from business owners the greatest housing need is for affordable housing for professional and administrative employees not specific to the tourism industry such as, teachers, nurses, clerical and supervisory.

A comprehensive housing survey was sent to property owners and residents of the Town of Gibraltar. The return rate was 48 percent. Of the 977 properties identified, 66 percent include a residence. Twenty-one owners plan to subdivide their properties. Within the next 5 years, 85 percent of the residences are projected to continue to be used as they are currently. Home owners project that eight percent of the residences will be sold, 0.3 percent will be converted to rental, 2.5 percent will be converted to seasonal part-time residence and 3.6 percent will be converted to a permanent residence.

Survey respondents represented both year round and seasonal residents. Fifty-one and a half percent of the year round households are comprised of two individuals and 22.6 percent are one person households. Two person households also make up the majority (56.9 percent) of seasonal residences. The next largest percentage (15.9 percent) is of four person households.

Survey results indicate the following age categories make up the permanent and seasonal full time residents of the Town of Gibraltar (Table 3.18).

Table 3.18: Housing Survey Responses, 2002

Age	Permanent Resident	Seasonal/Part Time Resident
Birth to 18	14%	22%
19 – 35	9%	12%
36 to 60	43%	37%
61 and Older	34%	29%

Source: Town of Gibraltar Housing & Population Sub-Committee Survey, 2002.

Housing Costs-Rents and Mortgage

In March 2000, the Door County Workforce Development Taskforce created a report on the current Door County employment crisis. The report found that there is an atypical relationship between wage rates and housing costs in Door County. Often areas of low income in Wisconsin also are areas where housing costs are low. Door County, on the contrary, suffers from lower than average resident income and higher than average housing costs. The housing problem is not limited to entry level positions. Professionals employed by the County and school districts do not expect to be able to live where they work due to the high housing costs.

In an employer survey, done by the Door County Economic Development Corporation (DCEDC) in 1999, approximately 30 percent of respondents listed the lack of affordable housing as a factor making it difficult to fill positions. The survey indicated that the restaurant business shows the greatest need for additional employee housing. It should be noted that although the report and survey done by the DCEDC covered all of Door County, many of the trends found in the County apply to the Town of Gibraltar as well. Census information and other data provided earlier show that many of the trends found in the County are also found within individual communities, but on a smaller scale.

Providing affordable housing that meets the needs of future Gibraltar residents is an important element of planning since housing also affects the economy, transportation, infrastructure and various other aspects of a comprehensive plan. According to the U.S. Department of Housing

and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 Census, the median household income was $47,604 in Gibraltar. Therefore, assuming individuals made the median household income, the monthly amount a household can afford for housing is approximately $1,190.

In 2002, a project was done by the Center on Wisconsin Strategy (COWS), UW Madison. COWS did a regional briefing paper that was an economic, social environmental and political snapshot of Brown, Door, Kewaunee, Oconto and Shawano counties. Some of their findings are as follows:

Jobs and Economy

In the past Door County has historically had a strong manufacturing and agricultural based economy. In addition, the tourist industry continues to contribute significantly to its economy. While Door County has a labor force participation rate above the Wisconsin average, many of the jobs in this County are service related. Employment in the County is dominated by the service and trade industries, which account for 55 percent of the country's total employment. Door County, which employs more people in services than any other sector, has the highest percentage of jobs paying poverty wages in this region. In fact, over 50 percent of workers in Door County earn poverty wages.

Over the last 20 years, Door County has been at or above the state average for per capita income. Through the 1990s, unemployment rates were at historic lows in Wisconsin. While rates in Door County also declined in the 90s, they are higher than the state average, reflecting the County's strong dependence on jobs from seasonal tourism. In 2000, Door County experienced the sharpest jump in seasonal unemployment from 2.6 percent in August to 8.1 percent in January. The highest level of job growth has been in the construction industry, which increased 44 percent between 1993 and 1998.

Families and Communities

In 1999, more than four in ten families in Door County could not afford the Fair Market Rent in their area. Even as household income rises, the percentage of families who cannot afford the Fair Market Rent in their community remains stubbornly high. As a whole, this region has experienced increasing median household incomes and lower Fair Market Rents than Wisconsin as a whole. However, more than 30 percent of families could not afford the Fair Market Rent for a two-bedroom apartment.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units was $481, an increase of $42 from 1990. Approximately six out of 55 renter-occupied housing units, 11 percent, paid 30 percent or more of their income in rent in Gibraltar.

In August of 1999, the DCEDC surveyed rental housing in Door County and only nine units were available, out of 385 units. It should be noted that the survey might have been undertaken at a time of the year when supply is the most limited.

Owner Costs and Income Comparison

The 2000 Census indicates that 39 out of 244, or 16 percent, of owner-occupied housing units paid 30 percent or more of their income for monthly owner costs. This 16 percent is considered as living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was $1,082 for Gibraltar an increase of $354 from 1990. For owner-occupied units without a mortgage the median monthly cost was $325.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

The Town of Gibraltar currently does not have any policies or programs which solely focus on housing in the community. However, there are several programs and agencies that assist with various housing issues at the County level. There is assistance available to local housing projects through federal, and state housing programs, however all have a limited amount of resources available.

The Housing and Population Sub-committee has begun the development of a resource file on state and federal funding for housing assistance. The Sub-committee has recommended that this resource file be made available through the Fish Creek Library. A description of some of the program and revenue sources follows.

Local Programs and Revenue Sources

Lake Shore Community Action Program

The Lake Shore Community Action Program offers a Home Buyer Education and Assistance Program, available to Door County residents, in which low income eligible families can receive low interest loans and counseling on purchasing a home. The Door County Housing Authority also provides a listing of several moderately priced apartment complexes as well as public housing units located in Door County; however, most of those units are located in Sturgeon Bay.

The Lake Shore CAP has two assistance programs available to residents in Door County and Gibraltar. One program is the emergency housing assistance program that aids those that are threatened with homelessness. There are strict qualifications that people must meet in order to receive assistance. Most often rental assistance is offered or short-term assistance to prevent homelessness. Assistance that is offered is most often short-term. A second program that is offered is called continuation of care for those that are already homeless, as defined by HUD. Assistance that is offered is used to provide a stabilization mechanism to aid people in getting housing. This can include job training, referrals to low-income housing, and other things that a particular qualifying individual needs to be able to provide themselves with housing.

Housing Trust Fund

A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients that are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include escheated or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

Housing Linkage Programs

Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

Private Programs

Non-profit housing development corporations

A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizens groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit and other area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit

housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

Housing Plan

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter, which states specific policies, and programs the Town will follow to meet these requirements.

Requirement 1. Promoting the development of housing which provides a range of housing choices to meet the needs of persons of all income levels and of all age groups and persons with special needs.

An increasing number of people cannot find housing in their community that is suitable for their stage of life - from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become very important.

Specific local actions

Local governments affect the type and cost of housing available in their community through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

Zoning and subdivision regulations for smaller lot size

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes that seek to increase overall density within the community can also be linked to other community planning objectives. For example, higher density development can (1) preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet with opposition from existing area residents. To address these concerns attention must be given to site design characteristics. For example, design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy. The development must be attractive if it is to be accepted by the larger community.

A word of caution: Concentrating the very lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.

Standards in zoning and subdivision ordinances

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setback, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and that have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

Setbacks - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

Streets - Narrower streets can reduce development costs.

Lot layout - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

Lot design and vegetation - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

References/Additional Resources

Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).

Changing Development Standards for Affordable Housing by Welford Sanders and David Mosena (American Planning Association, PAS Report # 371, 1982).

Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Smart Growth: Creating Communities for People by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).

Model Code Provisions - Urban Streets & Subdivisions Washington State Department of Community, Trade and Economic Development (1998).

Innovative zoning and subdivision techniques

Innovative development techniques, such as ***mixed-use development, zero lot lines, and cluster development***, can also encourage a broader range of housing choices.

Mixed-use development allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it otherwise would not be. Higher density housing in commercial zones may be more politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning is critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

Zero-lot-line. Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. Zero-lot-line ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

Cluster development allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. However, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

References/Additional Resources

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).
East Central Wisconsin Regional Planning Commission*, Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).
Randall Arendt*, Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

Density bonuses

A ***density bonus*** allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

Inclusionary zoning

Inclusionary zoning requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

References/Additional Resources

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).
Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).
Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Accessory or "granny" apartments

An ***accessory or "granny" apartment*** is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room. Detached units are sometimes also referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space; households with an older relative who is still able to live substantially independently but requires some degree of assistance; and young adults who want to live independently while still being near to their parents.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities, accessory units can only be used for a frail elderly person or caretaker and the kitchen must be removed when this permitted use ends.

References/Additional Resources

Accessory Apartments: Using Surplus Space in Single-family Houses by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

References/Additional Resources

Streamlining the Development Approval Process by Debra Bassert (Land Development, Winter 1999, pp. 14-19).
Streamlining Land Use Regulations: A Guidebook for Local Governments by John Vranicar, Welford Sanders, and David Mosena (American Planning Association, 1982).
Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Impact fees

Impact fees are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, water, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from or a reduction in the amount of impact fees on developments that provide low-cost housing.

Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s66.1001. Several options are available to communities. For example, communities should insure an adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low and moderate-income housing include the following.

Specific local actions

Community land trust

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. In addition, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts that protect natural resources and open space.

Community land trusts provide the following benefits:

Lower land costs - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

Permanent affordability - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

Retention of investment - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

Community stability - Community land trust are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

Speed - Land trusts can more quickly purchase properties that become available than can government.

The Madison Area Community Land Trust has been active since 1990 working with the City of Madison. For more information about the Madison Area Community Land Trust, call (608) 255-6442.

References/Additional Resources

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. 413-746-8660.

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Use of public or donated land for housing

Development of housing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

Infrastructure improvements reserved for affordable housing

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

Infill development

Infill refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots to development of entire city blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects that have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

Adaptive reuse

Adaptive reuse involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals,

warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

Manufactured Housing

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term manufactured housing describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes" fewer than five percent of manufactured homes are moved once placed on a site.

Local communities often try to prohibit the siting of manufactured housing due to concerns about the effect on the tax base since manufactured housing is often taxed as personal property. However, a study by the University of Wisconsin-Extension suggests that manufactured home communities may actually have a positive impact on local taxes. There also may be concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association at (800) 236-4663.

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing. For information, contact the Foundation at (608) 238-3448.

References/Additional Resources

Manufactured Housing: Regulation, Design Innovations, and Development Options by Welford Sanders (American Planning Association, PAS Report #478, 1998).

Manufactured Housing Impacts on Adjacent Property Values by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents by Richard Stauber (University of Wisconsin-Extension, 1995).

Product Report: 'Manufactured Housing' available from the American Association of Retired Persons website at www.aarp.org/manhov1.html.

Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes (1999) available from the U.S. Department of Housing and Urban Development website at hud.gov/fha/sfh/mhs/mhssht3.html.

Regulating Manufactured Housing by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

Requirement 3. Maintaining or rehabilitating existing housing stock

It is important that the communities housing plan consider conservation of the communities existing housing stock. The existing stock often is the primary source of affordable housing. In many communities, this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

Specific local actions

Building code

The State of Wisconsin has a uniform dwelling code that must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

Historic building code

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin that have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

Housing code

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

Community paint/fix up events

Local governments should target home maintenance/rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting/fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

Rehabilitation loans and grants

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

Occupant education and cooperation

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities.

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Chapter 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the Town of Gibraltar.

SUMMARY AND IMPLICATIONS

1. Federal, state, regional, and county programs exist to promote opportunities within the Town.
2. Employment opportunities for Town residents exist within the Village of Sister Bay, Village of Ephraim, and other communities that are within an hour drive of the Town. The 1990 Census indicates that 97.9 percent of Town workers chose to remain in Door County for employment.
3. The greatest number of job types in 2000 for Town residents was in Management, Professional and Related Occupations; Sales and Office Occupations; and Service Occupations. Most employed Town residents were in the Arts, Entertainment, Recreation, Accommodation and Food Services Industries with a substantial number in the Educational, Health and Social Services industry.
4. For the period 1990-2001, the Door County civilian labor force ranged from a high of 9.5 percent in 1994, to a low of 4.4 percent in 1999. The number of employed persons grew from 13,272 in 1993, to 15,299 in 2001.
5. According to the Department of Workforce Development, the Manufacturing Group Occupation is expected to continue to grow in Door County. However, the rate of increase is expected to slow down. The Services Industry is also expected to continue to grow at an increasing rate to accommodate an aging population.
6. In 1999, the Town had a median household income of $47,604. The Municipal per Return Income of the Town was $45,939 for 2000, which was higher than the towns of Liberty Grove and Egg Harbor, but less than that of the Village of Ephraim.
7. Based on a Location Quotient Analysis of Door County, Farm employment is a Basic Employment Industry in the County, producing more goods and services than the local economy can use. Non-basic industries include wholesale trade; finance, insurance, and real estate; manufacturing; and, services.
8. Financially, the Town's existing debt as of December 31, 2003, was $934,740 with a debt margin of $27,404,166.

The Town is in a good position for limited business development given its many positive attributes including:

- an abundance of area for future growth,
- access to state and County highways,
- the Village of Fish Creek located in the Town,

- having a rural character and a wealth of natural beauty.

With limited growth, the Town can look to expand its tax revenue, plus capitalize on future growth in nearby communities to afford greater job opportunities to its Town residents.

Knowing location and how much of a type of business the Town wants is going to be the key to the Town's long range planning regarding its vision. Therefore, the Town Board will need to closely monitor this type of growth and its impacts on existing infrastructure to determine the needed regulations to minimize any negative impacts they may have. A cost benefit analysis should be conducted in order to determine all aspects of future development of industries throughout the planning period.

The plan will direct development to designated commercial and industrial areas in the future, in order to steer incompatible uses away from the Town's defined residential and agricultural areas (General Plan Design Map). This will help to enhance other land uses by minimizing and controlling likely nuisances.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

***GOAL 1*: The Town of Gibraltar promotes year around employment with a diverse mix of businesses that include existing, expanded and new businesses, while recognizing that tourism will continue to be an important part of the local economy.**

Objective 1.1: Provide an adequate workforce.

Recommended Policy 1.1a: Support the availability of attainable quality housing for people to purchase, lease to own, or rent.

Recommended Policy 1.1b: Promote workforce training and internships through expanded NWTC course offerings at Gibraltar School.

Objective 1.2: Promote the Town of Gibraltar/Fish Creek and the local area as a viable location in which to live, work and purchase goods/services.

Recommended Policy 1.2a: Create and promote Gibraltar's economic development plan.

Recommended Policy 1.2b: Promote information technology advancement.

Recommended Policy 1.2c: Encourage development of assisted living facilities in the Town of Gibraltar.

Recommended Policy 1.2d: Work with local providers to ensure quality public services (Internet/phone, cable and electric).

Recommended Policy 1.2e: Encourage year-round community involvement from residents.

Recommended Policy 1.2f: Encourage development of businesses that produce local agricultural, forest and fisheries products.

Recommended Policy 1.2g: Cooperate with adjacent communities to promote business and job opportunities.

Objective 1.3: Recognize and support retention and creation of businesses that meet community needs.

Recommended Policy 1.3a: Create an Economic Development Committee to work with the Door County Economic Development Corporation to encourage and develop new businesses and new business strategies.

1. Identify the Town of Gibraltar's distinctive market niche.
2. Assist community by identifying needed businesses.
3. Provide information and assistance in securing business loans.
4. Locate and provide information on finances, tax incentives, energy efficiency, and small business loan information.
5. Promote the local wintertime economy.
6. Advise the Gibraltar Town Board on the purchase of properties in order to promote and assist desired growth and/or businesses.
7. Explore the creation of a community development corporation—a not-for-profit entity that acts as developer in providing affordable housing and support for start-up businesses.
8. Create a BID (business improvement district) in the Town to enable development of the business infrastructure and revitalize the commercial streetscape.
9. Promote the creation of an Historic District.
10. Support the Fish Creek Civic Association marketing of area businesses and activities.
11. Support Door County Economic Development Corporation business incubator services.
12. Conduct a needs assessment study for impact fees that would support expanded needs resulting from new development.
13. Recommend alternative uses and potential opportunities for the Gibraltar Town Hall.
14. Develop programs that encourage business sharing, cooperation, affiliations, intergovernmental partnerships, shared office resources, etc.
15. Establish agricultural enterprise as a priority in the Town's economic development plan and encourage the production of value-added agricultural and forest products.
16. Support maritime-related businesses.
17. Ensure that artists and arts and crafts businesses are a priority in the Town's economic development plan.
18. Encourage programs that teach networking and sharing of information through group activities, a community bulletin board, web site, etc.

Objective 1.4: Promote economic development that has little or no environmental impact.

Recommended Policy 1.4a: Provide forums for new ideas on desirable economic development.

Recommended Policy 1.4b: Review current regulations governing home occupations.

Recommended Policy 1.4c: Examine allowed uses in zoning districts and determine the desirability of additional uses and districts.

Recommended Policy 1.4d: Develop an environmental review process to guide decision-making about proposed new development.

Objective 1.5: Work with the business community to find ways of better meeting the needs of the general public.

Objective 1.6: Address community issues that relate to strengthening the local economy.

Recommended Policy 1.6a: Ensure that adequate infrastructure is in place to support businesses—utilities, sidewalks, roads, etc.

Recommended Policy 1.6b: Ensure that development standards (zoning) guide all new development.

Recommended Policy 1.6c: Ensure that all new development within the historical district complies with the Town's historic preservation standards.

Recommended Policy 1.6d: Support improved transportation, services for commuters.

Recommended Policy 1.6e: Develop a master plan for the Village of Fish Creek addressing design and economic development.

Recommended Policy 1.6f: Improve traffic and pedestrian circulation in the Town.

County

The Door County Economic Development Corporation considers itself the point of contact for development assistance in Door County. Through this agency, the Town of Gibraltar would have access to a County-wide revolving loan fund. In addition, the entire County has been designated as a community development zone by the Department of Commerce and is entitled to tax credits. For additional information about this agency, please contact the corporation's Executive Director at (920) 834-6969.

Contacts: Door Co. U.W. Extension Service; Bill Chaudoir, Door County Economic Development Corp.; Karen Raymore, Door County Chamber of Commerce

State

The Wisconsin Department of Commerce has several grant programs that would be available to the Town of Gibraltar. The federally funded Community Development Block Grant (CDBG) can be used for housing and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other

improvements as needed by a community. The CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

Federal

Some examples of federal programs that could assist the Town of Gibraltar in economic development include:

USDA Wisconsin Rural Development Programs

- Rural Business Opportunity Grants Program

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of $1.5 million per grant is authorized.

- Rural Economic Development Loans and Grants

Zero interest loans may be given to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

- Rural Business Enterprise Grants Program (RBEG)

The Rural Business-Cooperative Service makes grants under the RBEG Program to public bodies and private nonprofit corporations to finance and facilitate development of small and emerging private business enterprises located in rural areas. For a small or emerging business to be assisted, it must have less than 50 new employees, less than $1 million in gross annual revenues, and have or will utilize technological innovations and commercialization of new products and/or processes, to be eligible for assistance. Funds can be used for a variety of things, including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

US Department of Commerce, Economic Development Administration Programs

- **Public Works and Economic Development Program**

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

Regional

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report that evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified in the CEDS report. Door County is invited to identify future projects for economic development. Those

projects are included within the CEDS and may become eligible for Economic Development Administration (EDA) funding.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Factors affecting the size of the labor force include shifts in the age and sex characteristics of the population, changes in the number of residents age 16 and over, the proportion of this group working or seeking employment, and seasonal elements.

Place of Work

In 1990, approximately 98 percent of workers who are 16 years and older in the Town of Gibraltar worked in Door County (Table 4.1). All workers who are age 16 and over in the Village of Ephraim work in the County. When looking at the whole County, 93.3 percent of County residents worked within the County. These percentages indicate either that there is a sufficient amount of employment opportunities within the County or that residents are not near any other center of population in which commuting becomes an option. The city of Green Bay, located to the south, is most likely the greatest source of out of County employment for Door County residents.

Table 4.1: Place of Work, 1990, Town of Gibraltar & Selected Areas

Place of Work	Town of Gibraltar	Town of Liberty Grove	Town of Egg Harbor	Village of Ephraim	Door County	State of Wisconsin
Worked in state of residence	423	579	469	112	11,580	2,271,607
Worked in county of residence	414	572	457	112	10,808	1,846,382
Worked outside county of residence	9	7	12	0	772	425,225
Worked outside state of residence	8	7	2	0	81	78,084

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF3A, Table P045; and Bay-Lake Regional Planning Commission, 2001.

Occupation

In 2000, the majority of employed persons in the Town of Gibraltar were either in management, professional, and related occupations (35.2 percent), sales and office occupations (23.5 percent) or service occupations (19.2 percent) (Table 4.2). In addition, there was greater than 11 percent employment in construction, extraction, and maintenance occupations. The Village of Ephraim is the only community compared that had a similar percentage to Gibraltar in management, professional, and related occupations, with 44.8 percent. For all the selected areas, trends in employment by occupation were somewhat similar, but there were unique features in each area.

Table 4.2: Employed Persons by Occupation, 2000, Town of Gibraltar & Selected Areas

Occupation	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	193	35.2	254	29.8	147	23.1	69	44.8	3,828	27.5
Service occupations	105	19.2	146	17.2	134	21.1	36	23.4	2,172	15.6
Sales and office occupations	129	23.5	250	29.4	141	22.2	30	19.5	3,285	23.6
Farming, fishing, and forestry occupations	8	1.5	15	1.8	27	4.3	0	0.0	267	1.9
Construction, extraction, and maintenance occupations	62	11.3	135	15.9	94	14.8	12	7.8	1,847	13.3
Production, transportation, and material moving occupations	51	9.3	51	6.0	92	14.5	7	4.5	2,502	18.0
Total	**548**	**100.0**	**851**	**100.0**	**635**	**100.0**	**154**	**100.0**	**13,901**	**100.0**

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2002.

Industry

Table 4.3 displays the number and percent of employed persons by industry group in the towns of Gibraltar, Liberty Grove and Egg Harbor, the Village of Ephraim, and Door County for 2000. The greatest percentage of employment for all areas compared, including the County was in the arts, entertainment, recreation, accommodation and food services industries (Table 4.3). Of the communities compared, the Village of Ephraim had the highest percentage in arts, entertainment, recreation, accommodation and food services industries with 34.4 percent. The second largest employment group for the towns of Gibraltar and Liberty Grove and the Village of Ephraim was in the retail trade industry with 15.5 percent, 15.5 percent and 20.1 percent, respectively. High percentages of employment in the arts, entertainment, recreation, accommodation and food services and retail industries are to be expected due to the strong tourism industry within the County, including Gibraltar and its neighboring communities.

Table 4.3: Employed Persons by Industry Group, 2000, Town of Gibraltar & Selected Areas

Industry	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	15	2.7	32	3.8	78	12.3	0	0.0	625	4.5
Construction	68	12.4	125	14.7	55	8.7	8	5.2	1,392	10.0
Manufacturing	34	6.2	35	4.1	105	16.5	5	3.2	2,607	18.8
Wholesale trade	5	0.9	9	1.1	7	1.1	0	0.0	200	1.4
Retail trade	85	15.5	132	15.5	65	10.2	31	20.1	1,881	13.5
Transportation and warehousing, and utilities	10	1.8	12	1.4	18	2.8	2	1.3	388	2.8
Information	6	1.1	10	1.2	5	0.8	0	0.0	198	1.4
Finance, insurance, real estate, and rental and leasing	36	6.6	71	8.3	25	3.9	8	5.2	717	5.2
Professional, scientific, management, administrative, and waste management services	54	9.9	64	7.5	28	4.4	20	13.0	865	6.2
Educational, health and social services	92	16.8	115	13.5	72	11.3	20	13.0	2,096	15.1
Arts, entertainment, recreation, accommodation and food services	112	20.4	194	22.8	120	18.9	53	34.4	1,919	13.8
Other services (except public administration)	13	2.4	36	4.2	42	6.6	2	1.3	572	4.1
Public administration	18	3.3	16	1.9	15	2.4	5	3.2	441	3.2
Total	**548**	**100.0**	**851**	**100.0**	**635**	**100.0**	**154**	**100.0**	**13,901**	**100.0**

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2002.

Unemployment Rate

The civilian labor force for Door County has experienced both moderate increases and decreases since 1990 (Table 4.4). The unemployment rate and the number of unemployed in 1999 was the lowest it has been during the whole decade. For the period 1990 to 2001, the civilian labor force increased 2.5 percent, the number of unemployed decreased 33.5 percent, and the number of employed increased 5.1 percent.

If trends continue, as they are expected to, the County will continue to face a labor shortage. While only 2.5 percent more people entered the workforce in Door County from 1990 to 2001,

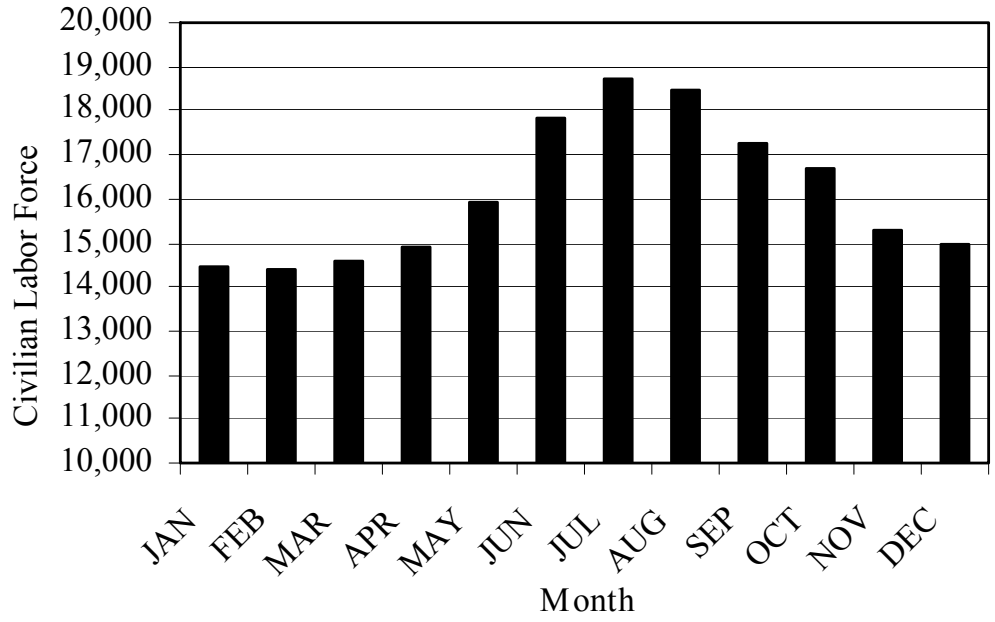
numbers indicate that the need for more employees is much greater. There are many factors that may be contributing to the labor shortage, such as the geographic location of the County, a lack of attainable housing, non-competitive wages, the aging of the population and the age of immigrating residents, the seasonality of employment, as well as many other possible factors. Figure 4.1 displays the civilian labor force in 2001 by month to reiterate the seasonality of employment in the County.

Table 4.4: Average Civilian Labor Force Estimates, 1990-2001, Door County

Year	Civilian Labor Force	Unemployed	% Civilian Labor Force	Employed
1990	14,742	995	6.7	13,747
1991	14,419	1120	7.8	13,299
1992	14,665	1142	7.8	13,523
1993	14,498	1226	8.5	13,272
1994	14,837	1412	9.5	13,425
1995	14,847	1002	6.7	13,845
1996	15,599	971	6.2	14,628
1997	15,717	948	6.2	14,769
1998	15,665	821	5.2	14,844
1999	15,107	662	4.4	14,445
2000	15,483	706	4.6	14,777
2001	16,132	833	5.2	15,299

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.1: Civilian Labor Force, 2001, Door County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, 1999; and Bay-Lake Regional Planning Commission, 2002.

Employment Forecast

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Door County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

In 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. However, although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

Local Employment Forecast

In 1990, employment data was available for each business within the Town of Gibraltar, and included the number of employees each employer had. This data is now suppressed to ensure confidentiality of the individual employers. Census information only provides the employment status of residents in the Town not the employment numbers of the businesses in the Town.

To determine the economic health of the Town, it is important to determine the number of jobs available in the Town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the Town of Gibraltar. In 1990, businesses in the Town employed a total of 208 persons. Businesses in Door County employed a total of 8,958 persons in 1990. To determine the Town of Gibraltar's share of total County employment, the 1990 Town employment number (208) is divided by the County employment number (8,958). The resulting number is 2.3 percent. Since Town data for 2000 is not available, multiplying this number by the available year 2000 employment figure for Door County (11,141), we can calculate an estimated year 2000 employment figure for the Town of 258 persons. The resulting figure reveals a 24.0 percent increase in Town employment from 1990. It should be noted that in using this forecast, the assumption is made that the Town's share of total County employment in 1990 will remain the same in 2000.

Median Household Income

In 1989, the median household income in the Town of Gibraltar was $47,604 (Table 4.5). This was greater than the communities compared, including the County, but less that the State of Wisconsin's median household income. The greatest percentage of households was in the income range of $50,000 to $74,999 for all areas compared, including Door County, the State.

Table 4.5: Household Income, 1999, Town of Gibraltar & Selected Areas

Annual Household Income	Town of Gibraltar		Town of Liberty Grove		Town of Egg Harbor		Village of Ephraim		Door County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than $10,000	28	5.7	46	5.5	27	5.4	3	2.0	824	7.0	148,964	7.1
$10,000 to $14,999	15	3.0	44	5.2	36	7.2	12	7.9	847	7.2	121,366	5.8
$15,000 to $24,999	49	9.9	118	14.0	66	13.2	18	11.8	1,857	15.7	264,897	12.7
$25,000 to $34,999	76	15.4	108	12.8	61	12.2	14	9.2	1,717	14.5	276,033	13.2
$35,000 to $49,999	91	18.4	178	21.1	98	19.6	25	16.4	2,208	18.7	377,749	18.1
$50,000 to $74,999	98	19.8	203	24.1	126	25.1	44	28.9	2,482	21.0	474,299	22.7
$75,000 to $99,000	47	9.5	65	7.7	28	5.6	12	7.9	855	7.2	226,374	10.9
$100,000 to $149,000	60	12.1	44	5.2	41	8.2	12	7.9	741	6.3	133,719	6.4
$150,000 to $199,000	17	3.4	18	2.1	10	2.0	5	3.3	122	1.0	30,598	1.5
$200,000 or more	14	2.8	18	2.1	8	1.6	7	4.6	158	1.3	32,305	1.5
Total Households	495	100.0	842	100.0	501	100.0	152	100.0	11,811	100.0	2,086,304	100.0
Median Income	$47,604		$43,472		$43,098		$52,500		$38,812		$43,791	

Source: U.S. Bureau of the Census, Census of Population and Housing, 2000; and Bay-Lake Regional Planning Commission, 2002.

Personal Income

The per return income for residents in the Town of Gibraltar has increased 76.5 percent for the period 1995 to 2000 (Table 4.6). This percent increase is much greater than any other area compared, including Door County and the State, for the same period. The 2000 personal income for the Town of Gibraltar was also the highest when compared to other areas, except the Village of Ephraim. Per Return Income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Table 4.6: Municipal Per Return Income, 1995-2000, Town of Gibraltar & Selected Areas

	(Dollars)						Percent Change
Area	1995	1996	1997	1998	1999	2000	1995-2000
Town of Gibraltar	26,027	30,135	30,900	35,504	42,386	45,939	76.5
Town of Liberty Grove	30,964	28,895	37,807	37,868	39,693	40,341	30.3
Town of Egg Harbor	22,832	25,646	29,610	33,309	32,574	35,761	56.6
Village of Ephraim	50,806	47,129	57,940	59,161	60,195	74,967	47.6
Door County	26,206	27,696	30,471	31,937	34,916	36,435	39.0
Wisconsin	31,427	32,793	34,716	36,996	38,930	40,570	29.1

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

ECONOMIC BASE

Employment by Economic Division

The future of Town of Gibraltar's population requires an understanding of the local and County economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient analysis technique compares the local economy, Door County, to the United States. This allows for identifying specializations in the Door County economy (Table 4.7). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic. Therefore, that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use. Therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 4.7: Employment by Industry Group, 1990-1998, Door County and United States, Location Quotient Analysis

Item	Door County		United States		Percent Change 1990-1998		Door Location Quotient	
	1990	1998	1990	1998	Door	U.S.	1990	1998
Total full-time and part-time employment	16,273	18,229	139,426,900	160,198,700	12.0	14.9		
Farm employment	1,351	1,022	3,153,000	3,127,000	-24.4	-0.8	3.67	2.87
Nonfarm employment	14,922	17,207	136,273,900	157,071,700	15.3	15.3	0.94	0.96
Private employment	13,272	15,455	115,077,900	135,123,700	16.4	17.4	0.99	1.01
Ag. Services, forestry, fishing, & other	245	395	1,453,000	2,042,600	61.2	40.6	1.44	1.70
Mining	23	(D)	1,044,100	855,500	NA	-18.1	0.19	NA
Construction	916	1,458	7,260,800	8,799,100	59.2	21.2	1.08	1.46
Manufacturing	3,128	2,167	19,697,200	19,568,500	-30.7	-0.7	1.36	0.97
Transportation and public utilities	294	(D)	6,568,600	7,668,300	NA	16.7	0.38	NA
Wholesale trade	286	338	6,711,500	7,351,900	18.2	9.5	0.37	0.40
Retail trade	3,507	4,152	22,920,500	26,710,200	18.4	16.5	1.31	1.37
Finance, insurance, and real estate	732	1,178	10,712,600	12,229,900	60.9	14.2	0.59	0.85
Services	4,141	5,438	38,709,600	49,897,700	31.3	28.9	0.92	0.96

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2002.

Threshold Analysis

Export Base (Basic Employment)

There are four areas within the 1998 Door County economy that can be considered basic employment areas: farm employment; agricultural services, forestry, and fishing; construction; and retail trade. These four areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the Door County economy is getting closer to reaching and exceeding local demand. For example, construction had gone from 1.08 in 1990, to 1.46 in 1998. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Basic Employment Industry

Under private employment, there are four areas that can be considered non-basic: manufacturing; wholesale trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the manufacturing industry LQ actually decreased since 1990, however the Door County economy could support more of this industry. There is currently no industry with an LQ equal to one to indicate that local demand is being met and services are not being exported, however, there are several industries that are very close.

STRENGTHS AND WEAKNESSES ANALYSIS

This analysis will be conducted through a focus group and though an identification of community assets and liabilities in four major areas.

Physical Capabilities

Utilities

Strengths:

Electric services are provided by Wisconsin Public Service. The Fish Creek Sanitary District No. 1, in the north and western areas of the Town can provide potential new commercial or industrial businesses with the infrastructure not found elsewhere in the Town.

Weaknesses:

The Town currently only has a public sewer in the Fish Creek Sanitary District No. 1 in the north and western areas of the Town that it can offer potential commercial businesses. Electrical service at the northern end of the Door County peninsula is not always consistent, the Town has occasionally experienced periods of low power.

Telecommunications

Strengths:

Telephone service (local and long distance) are provided with digital switching provided. There are no major differences in the quality of telephone service between the Town and other municipalities within the County. Cable and fiber optics are also available to a portion of the Town.

Weaknesses:

Cable and fiber optic services do not reach to all areas of the Town.

Transportation

Strengths:

The Town has access to STH 42, which is a pathway that provides highway exposure to the Town.

Weaknesses:

The Town does not have access to rail service. The Town is geographically isolated near the end of a peninsula.

Local Labor Force Characteristics

Strengths:

The unemployment rates (4.4 percent) within the County are low. The employment rates for the County grew approximately five percent over the last ten years.

Weaknesses:

The Town is experiencing an aging structure shift due to the baby boomers reaching retirement age. Current and future labor shortages are due to low numbers in the age group of 16-24, and due to the large number of seasonal businesses within the area employing and needing large numbers of young workers. In addition, more of these younger individuals are moving away to find year round employment and housing opportunities elsewhere.

Industrial/Commercial Site Availability

The Town has space for commercial or light industrial development along STH 42 north of Fish Creek and along portions of STH 42 and CTH F south of Fish Creek.

Programmatic Capabilities

Existing Business Base Analysis

The Town has approximately 192 acres dedicated to industrial and commercial uses, or approximately four percent of its developed lands. Businesses within the Town include retail, hospitality, wholesale, manufacturing, excavating, storage buildings, etc.

Available Government Services

This is the Town's first Comprehensive Plan. The County Land Division Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance are in force in the Town. Police services are provided by the Town of Gibraltar and Door County; fire and first responders are provided by Gibraltar Fire Department and by mutual aid agreements. Postal services are provided at the Fish Creek post office. Government assistance comes from a Town Board, Plan Commission, Town Administrator/Clerk, and various planning agencies that assist the Town with writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc).

Specific Inhibitors to Economic Development

Infrastructure does not exist in planned areas of commercial and industrial growth. Rail services do not exist within the Town. The geographic isolation and lack of a redundant telecommunication and power systems contribute to the specific inhibitors.

Training Programs

Strengths:

The Town has access to training from UW-Green Bay, the UW-Extension services (providing education and training seminars and courses), and Northeast Wisconsin Technical College as well as at the Gibraltar Area Schools.

Weakness:

Many of the formal training sites are between 30 minutes and two hours (by automobile) away.

Quality of Life

Housing Prices

Approximately 27 percent of the Town residents paid more than 30 percent of their incomes towards housing costs in 2000. In 1999, the median household income was $47,604. Based on the household income median, a median housing payment would be $1,190 or approximately a home valued around $155,000 at 7.5 percent interest. As of the end 2002, the median price of an inland home in northern Door County was $165,000, a waterfront home was $387,450, and a residential condominium was $229,900. The median price for Door County as a whole was approximately $224,000 in 2002.

Aesthetics

The Town consists of a rural countryside with bluffs along the bay of Green Bay surrounding the picturesque community of Fish Creek. The state's largest park, Peninsula State Park is located within the Town. The abundance of shoreline, open fields, woodlands and sloping terrain make up much of the Town's prominent views.

Environment

Within the Town, there are many areas of woodlands, farm fields, miles of waterfront along the bay, and acres of wetlands. The waters are open to fishing, while the lands are open to hunting and hiking. The County has ordinances and plans protecting and enhancing the environment.

Education and Health Care

The Town is within the Gibraltar School District. Health care is available in the communities of Gibraltar, Sister Bay, and Sturgeon Bay. Dental services are available in Sister Bay and Sturgeon Bay. Chapter 5 of this document provides a detailed list and discussion of the health care and educational facilities available to Town residents

Evaluation of Environmentally Contaminated Sites

The DNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be used for uses that are more productive. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the Town of Gibraltar currently has one of these sites. The Town also has four sites that are designated as part of the WDNR Environmental Repair

Program (ERP). These are sites other than LUST sites that have contaminated soil and/or groundwater.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens.

Financial Capabilities

Tax Base Comparisons

Tables 4.8 and 4.9 provide a history of the taxes levied in the Town of Gibraltar. The full value has increased 268.7 percent for the period 1990 to 2002. The total property tax has increased 163.2 percent for the same period. The Town had a 2002 Full Value equal to $527,231,900. The Full Value Effective Rate for the Town in 2002 was .00923.

Incentives for Development

The Town of Gibraltar has no local incentives for development.

Banking Capability and Capacity

The Town and its residents have access to numerous lending firms throughout the County, state and nation. With today's linking of lending agencies via telecommunication's networks and other "high speed" services a borrower can have a lender in distant locations to include other nations.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.8 and 4.9 provide a history of the taxes levied in the Town of Gibraltar. The full value has increased 268.7 percent for the period 1990 to 2002. The total property tax has increased 163.2 percent for the same period. The only taxing jurisdiction share that has decreased during the period was the *Other* category, which decreased by 22.8 percent.

Table 4.8: Comparative Tax Appropriations, 1990-2002, Town of Gibraltar

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other*
1990	142,983,000	95.13	1,924,243	123,895	0.01345	0.01259	777,083	205,792	519,756	285,015	136,596
1991	149,298,200	94.96	2,078,728	105,450	0.01392	0.01321	841,776	216,165	603,333	279,592	137,859
1992	158,546,700	95.78	2,302,193	104,064	0.01452	0.01386	965,784	237,976	667,247	291,477	139,709
1993	171,174,800	91.91	2,329,440	105,945	0.01360	0.01298	1,016,031	255,638	718,120	251,415	88,235
1994	187,472,500	87.86	2,373,573	107,018	0.01266	0.01209	1,075,260	270,842	782,826	207,150	37,495
1995	202,809,400	84.31	2,502,854	110,266	0.01234	0.01179	1,111,189	279,195	831,614	240,295	40,562
1996	240,953,000	73.04	2,767,210	166,405	0.01148	0.01079	1,133,894	311,009	930,947	343,170	48,191
1997	276,900,200	64.82	3,080,215	181,804	0.01112	0.01046	1,150,275	347,432	1,012,218	514,909	55,380
1998	313,135,200	59.87	3,282,508	195,097	0.01048	0.00985	1,133,756	406,988	1,113,693	565,445	62,627
1999	340,014,900	97.12	3,486,370	203,510	0.01025	0.00965	1,193,199	457,422	1,172,117	595,629	68,003
2000	390,472,700	87.90	3,793,970	200,208	0.00971	0.00920	1,232,978	543,125	1,336,202	603,571	78,095
2001	436,979,900	81.48	4,240,633	196,802	0.00970	0.00925	1,272,583	708,375	1,557,057	615,222	87,396
2002	527,231,900	71.93	5,063,824	196,685	0.00960	0.00923	1,468,978	852,529	1,919,265	717,606	105,446

*Other Taxes includes any taxes levied for special districts such as metropolitan sewerage districts, sanitary districts, and public inland lake protection districts.

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes,* for years cited; and Bay-Lake Regional Planning Commission, 2003.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may

borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The Town's existing debt as of December 31, 2003, was $934,740 with a debt margin of $27,404,166.

Table 4.9: Public Indebtedness, 1998-2003, Town of Gibraltar

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	313,135,200	15,656,760	1,093,270	14,563,490
1999	340,014,900	17,000,745	960,240	16,040,505
2000	390,472,700	19,523,635	824,240	18,699,395
2001	436,979,900	21,848,995	688,240	21,160,755
2002	527,231,900	26,361,595	42,500	26,319,095
2003	566,778,100	28,338,905	934,740	27,404,166

*Debt Limit equals five percent of full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, *Equalized Value and Debt Limit Value,* for years cited; and Bay-Lake Regional Planning Commission, 2004.

Chapter 5 - TRANSPORTATION ELEMENT

INTRODUCTION

Chapter 5 of the Town's comprehensive plan focuses on the elements that comprise the Town's transportation system and presents the Town's transportation goals, objectives, and policies and includes identification of programs for the Town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the Town of Gibraltar and addresses future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the Town's transportation system. Those elements include transportation for the elderly and disabled, bicycles, pedestrians, and a description of the Town's highway and road system. This chapter also includes an inventory and analysis of applicable transportation plans, including: state airport plans, state bicycle plan, as well as any other special transportation plans that are applicable to the Town. Specific recommendations are presented for improvements to the Town's transportation system.

SUMMARY AND IMPLICATIONS

The Town of Gibraltar seeks to maximize a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that maintains the aesthetic essence of the community.

The transportation facility inventory conducted for the Town of Gibraltar has established that the Town currently has jurisdiction over and responsibility for approximately 59 miles of local roads. The Town's jurisdictional responsibility includes maintenance, repair, and reconstruction of the roads as needed. The primary funding source for maintaining, rehabilitating, and reconstructing the local road system in the Town of Gibraltar is the state's disbursement of general transportation aids. The state provides a payment to the Town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. STH 42 and the County trunk highway system complement the Town's local transportation system and provide access to the major urban areas located within Door County, the region, and the state.

The Town has developed a sidewalk system along the main corridors in the unincorporated Village of Fish Creek to serve pedestrians visiting the many shops and attractions concentrated in that area. In addition, the Town has widened paved shoulders suitable for bicycling along three Town roads.

The transportation facility inventory also determined that the Town has limited access to multi-modal transportation services and facilities. The Door County Commission on Aging and the Door County Chapter of the American Red Cross provide transportation services for the Town's elderly and disabled residents. Access to private intercity bus service is available only at the city of Green Bay. Local air service is available at Door County's Cherryland Airport and regional passenger-air service at Austin Straubel Airport in Green Bay. Private air transportation is accommodated by the Ephraim-Gibraltar Airport.

TRANSPORTATION STRATEGY

Transportation System Development Goals, Objectives, Policies and Programs

Transportation in its many forms is the link that connects the Town's land uses into a cohesive pattern. The following transportation objectives, policies and programs have been adopted to represent and define the importance of transportation in achieving the goals of the Town of Gibraltar's 2020 Comprehensive Plan.

Goal 1: **The Town of Gibraltar seeks to maximize a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that maintains the aesthetic essence of the community.**

Objective 1.1: Develop a transportation system that is harmonious with surrounding land uses.

Objective 1.2: Assure that safety issues are addressed.

Objective 1.3: Provide for adequate traffic controls and convenient, efficient vehicular movement throughout the Town with emphasis on the STH 42 corridor.

Objective 1.4: Provide a safe system of walking paths and non-motorized vehicle trails.

Objective 1.5: Plan for and designate future road rights-of-way within the Town.

Objective 1.6: Provide public transportation emphasizing the elderly and handicapped population.

Recommended Policy 1.1a: The use of land for transportation shall be in accordance with the Town's land use plan.

Recommended Policy 1.1b: Locate transportation facilities to minimize impacts on existing development and natural features.

Recommended Policy 1.1c: Maintain abandoned utility corridors for future transportation facilities for bicycles, pedestrians, and small recreational vehicles.

Recommended Policy 1.1d: Identify and address any problematic and/or dangerous intersections within the Town.

Recommended Policy 1.1e: Construct bicycle lanes or wide curb lanes on higher volume roads to provide a comfortable margin of safety.

Recommended Policy 1.1f: Encourage intergovernmental cooperation for the development of public transportation.

Recommended Policy 1.1g: Require curb cuts on all Village sidewalk corners.

Recommended Program 1.1a*:* Develop a long-range maintenance and improvement program for Town roads.

Recommended Program 1.1b: Provide an ongoing assessment of Town road safety and efficiency.

Recommended Program 1.1c: Work with the Door County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to STH 42 and major collector roads.

TRANSPORTATION RECOMMENDATIONS

Ensure Attention to Town Transportation Needs

The Town Board should establish an ad hoc committee to continually assess, pursue, and ensure completion of Town transportation needs.

Continue a Pavement Management Program

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that a "pavement management" system be developed and utilized by the Town. The system provides a detailed inventory and description of all roads within the Town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the Town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule that prioritizes road maintenance and repair needs.

A pavement management program is simply a capital improvement program geared specifically to the Town's roads. The pavement management program provides the Town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

Employ Adequate Design Standards

New highways and roads should be designed for their projected and desired use. Design standards should be applied to all new construction and existing roads that are to undergo major repair. The design of Town roads must also consider adjacent areas for buffers between the road and adjacent lots and for the location of traffic signs and utility lines.

Apply Traffic Considerations

Traffic considerations that the Town should take into account when planning for future development include the following:

1) Adequate vehicular and pedestrian access.
2) Local roads should be designed to minimize through traffic movement.
3) The road pattern should minimize excessive travel.
4) Road names and house numbering must adhere to the County 911 system.
5) Traffic generators should be considered in the circulation pattern.
6) The planning and construction of residential roads should clearly indicate their function.
7) Roads should be designed for a low volume of relatively uniform traffic.
8) Roads should be designed to discourage excessive speeds.
9) Minimize the number of intersections.
10) Devote no more than an adequate amount of space to road uses.

11) Pedestrian and bicycle paths should be separated from vehicle paths where possible.
12) Private roads and driveways must be designed with consideration for emergency vehicle access and egress and adhere to design standards for intersection with public roadways.
13) Encourage through traffic (e.g. trucking) to use designated routes around the Village of Fish Creek.
14) Establish weight limits on local roads to discourage inappropriate heavy-duty traffic.

Assess Special Transportation Needs

The Town should actively seek County assistance for the development, coordination, and maintenance of transportation services for elderly and disabled residents within the County.

Bicycle Transportation

Immediate attention must be paid to the safety of bicyclists on STH 42 in Fish Creek. The Town should consider development of an off-road bicycle path through Fish Creek Park and easements south of STH 42 between the park and Bluff Street. This route would provide a path for bicyclists between Peninsula State Park and the Fish Creek business district.

The Town should adopt a Bicycle Transportation Plan that will become an addendum to the County Bicycle Plan. The plan should identify:

1) Safe and efficient routes for resident workforce and recreational users.
2) Bicycle parking needs, especially in the Village of Fish Creek.

Development of the plan should include input by the towns and villages surrounding the Town of Gibraltar.

Assess Rural Transit Needs

The Town should urge the County to explore development of a rural transit (bus) system to provide service between the city and villages located within the County.

Parking

Except for seasonal overloads, parking in the Village of Fish Creek is generally considered to be adequate. Some additional signage should be considered to indicate the parking available at the Gibraltar Community Center on Highway 42 in Fish Creek. The need for and location of additional handicapped parking should be assessed. Overall parking accessibility and potential additions should be reviewed annually.

Intersection of STH 42 at Spruce and Main Streets in Fish Creek

Although no serious accidents have occurred at this intersection, a serious congestion problem arises during peak tourist periods. Southbound traffic at times is backed up from the intersection to Gibraltar High School. A safety problem exists for vehicles, bicycles, and pedestrians. An investigation by qualified traffic consultants should be conducted for methods of alleviating this situation. Considerations could include:

- The establishment of a left turn only lane and elimination of some north side parking to provide a lane for other traffic on southbound STH 42 at the intersection

- Converting some business district streets into one-way traffic with some angle parking
- Eliminating the westward STH 42 crosswalk at the Noble House.
- Signage clearly indicating who has right-of-way e.g. "Left Turn No Stop" and "Yield to Pedestrians"

Highway 42 at the Area of Gibraltar High School and the YMCA

This area of STH 42 has registered the most reportable accidents of any road in the Town. The accidents have occurred throughout the year indicating this is not just a tourist season problem. In this section of the highway an S-curve travels past two driveways at the high school, the intersection of CTH F, a restaurant driveway, and the intersection of Gibraltar Road. By-pass roads and a traffic circle have been discussed. An investigation by qualified traffic consultants should be conducted to resolve this situation.

Crosswalks

The number, placement, and usage of crosswalks in the Village of Fish Creek should be reviewed. Awareness improvements can be made through pavement treatments and improved signage indicating location and pedestrian rights-of-way.

Awareness Program

The Town should adopt an ongoing public relations program to heighten awareness of the rights, responsibilities, and statutes governing pedestrians, motor vehicles, and bicycles.

FUNDING AND TECHNICAL ASSISTANCE PROGRAMS

The following section identifies the agencies and programs established and administered to provide financial and technical support for the operation, maintenance, and planning of the Town's transportation system.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

Town road improvements, construction, and maintenance are funded, in part, through the State's disbursement of general transportation aids. The State provides a payment to each County and municipality in the state to provide a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile' is $1,755 in CY02 and $1,825 in CY03. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Roads Improvement Program (LRIP)

This program provides funding for costs associated with improving seriously deteriorating County highways and roads that are under the authority of local units of government.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP): 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; County Highway Discretionary Improvement Program (CHIP-D); 2) Town Road Discretionary Improvement Program (TRIP-D); and 3) Municipal Street Discretionary Improvement Program (MISD-D) for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, and road reconstruction and resurfacing. Ineligible projects include, but are not limited to, new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than $5 million and exceed 475 feet in length.)

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county. Allocations are subject to two minimums: no county can receive less than ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for elderly or disabled passengers;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories:

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs, including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution caused by highway runoff and reducing vehicle caused wildlife mortality;
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program funds projects that foster alternatives to single occupancy vehicle trips such as rehabilitation and purchase of replacement vehicles for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs:

1. Transportation Demand Management Program (TDM) grants provide funding to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.
2. The Wisconsin Employment Transportation Assistance Program (WETAP) is a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT. The program provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration

Transportation and Community and System Preservation Pilot Program (TCSP)

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfield sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward

these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

INVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the Town of Gibraltar are provided through programs administered by the Door County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Door County Department of Health and Human Services also provides limited transportation service to the County's disabled population. Service is provided by appointment, and involves door-to-door transportation.

Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the Town. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately owned vehicles. The cost of the special transportation services is borne by State subsidy through the Wisconsin Department of Transportation's Section 85.21 (*Special Transportation for the Elderly and Disabled Transportation)* grant program, County funds (20 percent of the state grant), donations and fares collected from passengers.

The following section consists of general operational profiles for the agencies that are now providing the primary transportation services to the elderly and disabled population of Door County.

The Door County Senior Resource Center

The Door County Senior Resource Center is a public agency that operates one vehicle. The agency provides a fifteen-passenger minibus, on a fixed-schedule, door-to-door, demand responsive basis for elderly persons throughout the County. The program is available to elderly persons who are 55 years or older. Trips are provided for medical appointments, nutrition programs, personal business, and to various service agencies (social security office, etc.). The bus operates on a dial-a-ride system for people living in Sturgeon Bay and the immediate urban

area. The bus provides transportation for those living in or near the City of Sturgeon Bay on Monday, Wednesday, and Friday. Elderly residents of northern Door County are provided service on Tuesday.

The agency bus logs an average of 57,000 miles annually. Donations, which vary depending on the distance of the trip, are requested from riders, although not required. The agency provides service to the more economically disadvantaged and isolated elderly persons residing in the rural areas of Door County. This agency provides transportation primarily to the urban areas of the County.

Sunshine House

The Sunshine House is a sheltered employment facility which is located in the City of Sturgeon Bay. The facility provides services to persons 16 years old or older who have mental and/or physical disabilities. The services provided include sheltered employment, education, recreation therapy, day services, and community support.

Financial support for activities conducted by the Sunshine House is derived from the County, sales of goods manufactured by clients, government service contracts, and United Way donations.

The facility operates two passenger buses, equipped for wheelchairs and two vans, one of which is wheelchair accessible. The service is provided within the framework of a fixed route system, with the route determined by the home location of the clients. Although the primary area of operations is in the immediate area of the City of Sturgeon Bay, Sunshine House does provide transportation to clients throughout the County.

American Red Cross

The Door County Chapter of the American Red Cross also provides round-trip transportation to Sturgeon Bay from throughout the County. This service is available on an on-call basis at a cost of one dollar.

Other Related Special Transportation Services

In addition to the Senior Resource Center and the Sunshine House, there are at least three private (for-profit) entities providing transportation services within Door County. These companies are primarily providing transportation for medical purposes, with the cost of the ride borne by fares and state/federal medical assistance. Northeast Wisconsin Transportation Service Inc (NEW Transport) operates four (wheelchair accessible) vans within Door County and is also under contract with the Door County Senior Resource Center to provide rides to Door County residents to medical facilities and services located in Green Bay. In addition, Medivan of Green Bay operates four (wheelchair accessible) vans, and Para Tran of Sturgeon Bay operates one van and one minivan which is also wheelchair accessible.

Additionally, there are currently four taxicab services operating within the County which include one which provides service to the Ephraim area, one which services Washington Island, and two companies which provide service in the City of Sturgeon Bay. These companies operate on a minimum per trip and mileage based fare system.

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for "affordable transportation" that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities. Connections to intercity bus service routes can be made in the City of Green Bay.

Bicycle Transportation System

The Town has widened three roads for bicycle lanes:

- Gibraltar Road between STH 42 and CTH A
- Peninsula Players Road between STH 42 and CTH A
- Spring Road between Peninsula Players Road and CTH F

All roads in Peninsula State Park can be used by bicyclists but none have bike lanes. Approximately 10 miles of off-road, single-track, packed dirt bike paths are available for experienced bikers. The park charges for use of these paths. Use of an off-road, 5.1 mile, 3-foot wide packed gravel trail suitable for all bicyclists is free of charge.

Rail Transportation

There are no operating rail facilities located within Door County.

Port, Harbor and Marina Facilities

Private and publicly operated marinas and boat launch facilities are located in Fish Creek, Peninsula State Park, and in the Village of Ephraim. The services provided at these facilities range from simple boat launches with adjoining picnic or small park facilities to full service marinas.

Air Transportation

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Gibraltar is provided by Austin Straubel International Airport, owned and maintained by Brown County and located near the city of Green Bay. The facility is classified as a Air Carrier/Air Cargo (AC/AC) indicating that the airport can accommodate virtually all sizes and types of aircraft. Austin Straubel International Airport is a full service regional connector that is currently providing direct service flights to four major cities, including Milwaukee,

Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily.

Door County Cherryland Airport located in Sturgeon Bay provides a seasonal passenger service as well as corporate service for Door County. Cherryland Airport is classified as a Transport/Corporate (T/C) facility indicating that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes (piston or turboprop) used in commuter air service. Currently the facility has two asphalt paved runways 4,600 feet and 3,200 feet in length.

Washington Island Airport is classified as a Basic Utility-B (BU-B) airport facility indicating that the facility is designed to accommodate aircraft of less than 12,500 pounds gross weight with approach speeds below 121 knots and wingspans of less than 49 feet. Such aircraft can be either single-engine or twin-engine piston. The facility has two turf runways; 1,840 and 2,230 feet in length.

The Ephraim-Gibraltar Airport is located at 9667 Maple Grove Road in the north central portion of the Town. The airport is classified as a Basic Utility-A (BU-A) airport facility indicating that the facility is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots, and wingspans of less than 49 feet. Such aircraft are typically single-engine piston. The facility has one asphalt runway 2,700 feet long and one turf runway 2,364 feet long. The site has a 330 square foot building with five seasonal, part-time employees providing car rental, car parking, airport information, aviation fueling, and airport management services. Vehicle parking facilities are available at 20 short term and 23 long-term spots. The site has 16 hangars and parking for 24 airplanes (16 on pavement, 8 on grass).

There are currently 15 people on a waiting list for hangar space. The airport is in need of additional hangars, more short-term and long-term vehicle parking, and additional tie-down area. Sewer and water improvements are needed at the airport as well.

In addition to the three public use airport facilities, there are also eight privately owned airstrips or helicopter landing pads located within Door County. Generally, these small, private airport facilities offer minimal services, and are utilized by recreational fliers, or for emergency medical purposes. Private facilities are typically characterized by short (2,000' to 3,000') turf covered runways which can accommodate small single engine and light twin engine aircraft.

Roads and Highways

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the Town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic

volumes. The road system for the Town of Gibraltar shown in Map 5.1 has been functionally classified based on criteria identified in Table 5.1

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited. Arterial roads are further categorized into either *principal* or *minor* arterial roads based on traffic volumes. State Highway 42 (STH 42) is the only arterial highway located within the Town of Gibraltar.

State Highway 42 begins at the junction of STH 23 and STH 28 in the City of Sheboygan, travels north 137.76 miles through Sheboygan, Manitowoc, Kewaunee, and Door County before terminating at Northport, at the Washington Island ferry dock two miles east of Gills Rock. At Gills Rock there is a STH 42 Spur that is, by far, the shortest state trunk highway in Wisconsin, measuring approximately 1/13th of a mile, or about 400 feet long. It connects STH 42 in Gills Rock with the Island Clipper ferry dock about one block north of where STH 42 turns east toward Northport (and the Washington Island Ferry Line). This route is one of only three "SPUR"-designated state trunkline highways in the State.

Collector Roads

The primary function of those roads classified as *collectors* is to provide general *area to area* routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted. Collector roads are further delineated by classification as *major* or *minor* collectors.

In the Town of Gibraltar, CTH F, CTH A, and CTH EE are classified as *minor collector* roads. There are 12 miles of County trunk collector roads in the Town of Gibraltar.

Local Roads

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the Town are classified as local roads.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are 59 miles of local roads under the jurisdiction of the Town. Eleven of the 59 miles are within Peninsula State Park.

Table 5.1: Functional Class Criteria for Rural Roads

		Must meet any <u>two</u> of these (<u>or</u>) the parenthetical traffic volume alone for collectors			
Functional Classification	**Traffic Volume**	**Population Service**	**Land Use Service**	**Spacing**	**SUPPLEMENTAL** Or <u>must</u> meet <u>both</u> of these <u>plus 90 traffic volume</u>
Principal Arterial	> 3,000	Connect places 50,000 with other places 50,000 Connect places 5,000 with places 50,000	Provide area access recreational areas of the state	Maximum 30 miles	None for Principal Arterials
Minor Arterial	> 1,000	Connect places 5,000 with other places 5,000 Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation≥300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection 2. Major river crossing/restrictive topography
Major Collector	> 500 (> 2,000)	Connect places 1,000 with other places 1,000 Connect places 500 with places 1,000 or higher function route Connect places 500 with other places 500 or higher function route Connect places 100 with places 500 or higher function route	Provides access to smaller attractions (i.e., airports, schools, factories, parks, etc.)	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial
Minor Collector	>200 (>800)	Connect places 100 with other places 100 Connect places 50 with places 100 or higher function route	Serves same type of attractions as major collector	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76,* 1984; and Bay-Lake Regional Planning Commission, 2002.

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an *Annual Average Daily Traffic (AADT)* figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the Town of Gibraltar, traffic volumes were last counted in 2001. Counts were also taken in 1998 and 1995. The annual average daily traffic volume on principal and minor arterial roadways within the Town for those years are listed in Table 5.2, and are shown on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 5.2: Annual Average Daily Traffic Counts, 1995, 1998, 2001.

Highway - Counter Location	1995 ADT	1998 ADT	Number Increase 1995 to 1998	Percent Increase 1995 to 1998	2001 ADT	Number Increase 1998 to 2001	Percent Increase 1998 to 2001
STH 42 - north of CTH EE	4,900	5,000	100	2.00%	4,900	-100	-2.00%
STH 42 - at Fish Creek	6,300	4,200	-2,100	-33.30%	4,000	-200	-4.80%
STH 42 - southwest of Ephraim	4,800	3,400	-1,400	-29.20%	3,900	500	14.70%
STH 42 - at Ephraim	6,100	4,300	-1,800	-29.50%	4,300	0	0.00%
CTH EE - east of CTH A	520	650	130	25.00%	550	-100	-15.40%
CTH A - at CTH EE	1,300	1,200	-100	-7.70%	1,100	-100	-8.30%
CTH A - at S. Highland Road	1,500	1,300	-200	-13.30%	1,200	-100	-7.70%
CTH A - south of STH 42	1,000	840	-160	-16.00%	850	10	1.20%
CTH F - east of CTH A	1,100	940	-160	-14.50%	1,300	360	38.30%
CTH F - east of STH 42	1,600	1300	-300	-18.80%	1,100	-200	-15.40%

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data, 1995, 1998, 2001; Bay-Lake Regional Planning Commission, 2002.

Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 5.3). The maximum total capacity of a two-lane, two-way road (such as STH 42, CTH F, CTH A, and CTH EE) under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 5.3 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 5.3: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: *Highway Capacity Manual*, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

WisDOT traffic counts are conducted in Door County for only 48 hours in a three-year period and are scheduled for May and/or November. Seasonal variation in traffic volume calls into question the relevancy of this information to assess highway adequacy in the Town of Gibraltar.

Traffic Crashes

Vehicle crash reports are filed with the Door County Sheriff's Department and the Wisconsin Department of Transportation. The reports provide the detail of time, location, type, and severity of crash. These reports may indicate problems with the road's vertical and horizontal alignment, roadway construction, or the geometric design of the road. The number, location, and severity of crashes often indicate traffic safety issues that should be addressed.

Between January 1st, 2000 and December 31st, 2002, 147 crashes were reported in the Town of Gibraltar. There were no fatalities. 54 persons were injured in 39 crashes. 108 crashes resulted in property damage only. 57 crashes, 39 percent of the total reported, involved hitting deer. Eight crashes occurred on Town roads in Peninsula State Park.

Table 5.4: Vehicle Crash Severity - Town of Gibraltar, 2000, 2001, and 2002

Type of Crash	2000	2001	2002	Total
Intersection Crashes	3	4	6	13
Non-Intersection Crashes	44	40	50	134
Vehicle/Deer Crashes	12	24	21	57
Fixed Object Crashes	15	9	14	38
Fatalities	0	0	0	0
Crashes Resulting in Injury	15	7	17	39
Persons Injured	24	8	22	54
Property Damage Only	32	37	39	108
Multi-Vehicle Crashes (non-intersection)	12	8	9	29
Total Reported Crashes	47	44	56	147

Source: Door County Sheriff's Department, 2003.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include deer/vehicle crashes; vehicles leaving the road and sliding into a ditch; vehicles striking fixed-objects such as trees, fence posts, and signs; and crashes between a vehicle traveling on the roadway and another vehicle entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the immediate area of a particular intersection. Intersection accidents often indicate a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Table 5.5: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 2000, 2001, and 2002

Crash Location	Number of Crashes	Percent of Total
Intersection Crashes		
STH 42 and Town Roads	4	2.7
County Highways and County Highways	3	2.0
County Highways and Town Roads	3	2.0
Town Roads and Town Roads	2	1.4
Town Roads in Peninsula State Park	1	0.7
Sub-Total	13	8.8
Non-intersection Crashes		
STH 42	67	45.6
CTH A	14	9.5
CTH F	14	9.5
CTH EE	0	0.0
Town Roads	32	21.8
Town Roads in Peninsula State Park	7	4.8
Sub-Total	134	91.2
Total	147	100.0

Source: Door County Sheriff's Department, 2003.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on County highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Door County does not have nor does it plan to adopt a Controlled Access Ordinance.

Driveway Permits

Driveways to local Town roads may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow Towns to issue permits for all new driveways. The Town can prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc,) are unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems, and impede drainage from the road surface.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents

(who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one that most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

DESCRIPTION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

The Town's internal traffic circulation system is greatly influenced by the existing natural resource base and its coastal features including bays and estuaries of Lake Michigan. State Highway 42 provides essential north to south access through the western portion of the County and the Town, as does CTH A through the central portion of the Town. For the most part, the County trunk system, including CTH F and CTH EE serve as southeast to northwest and east to west collectors, respectively, and serve to funnel traffic from the Town roads to the state highway system.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the Town.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* that addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (r*esurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

Resurfacing entails provision of a new surface for a better ride and extended pavement life

Reconditioning entails addition of safety features such as wider lanes, or softening of curves and steep grades

Reconstruction entails complete replacement of roads including the road base and rebuilding roads to modern standards.

Within the Town, STH 42 is not currently scheduled for rehabilitation within WisDOT's current Six-Year Program.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the State's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system. The State has no plan to develop or expand the Ephraim-Gibraltar Airport.

State Railroad Plans

An update of the *State Rail Plan* is in progress. The *State Rail Plan* will include recommendations for both passenger rail service to the City of Green Bay from Milwaukee that would connect to the nationwide system and increased utilization and support for multi-modal facilities at major rail hubs such as Green Bay. The Plan would recommend utilization of an intercity bus transportation system to provide travelers with increased transportation choices for those areas, such as northern Door County, not currently served by rail. Increased utilization and state support for intermodal facilities (truck trailer and/or container on rail car facilities) would also provide additional choices for the shipment of goods to and from the region.

State, Regional and Local Bicycle Plans

The *Wisconsin Bicycle Transportation Plan 2020* has two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Plan objectives are structured around the 4E's of transportation safety:

Engineering (and planning)

Education

Enforcement

Encouragement

The implementation chapter identifies roles and responsibilities that should be assumed by WisDOT, counties, communities, and many other organizations, including the private sector.

The *Wisconsin Bicycle Transportation Plan 2020* identifies general bicycling conditions on state and County highways within the Town of Gibraltar and Door County. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. As part of the ongoing state bicycle facility planning process, the WisDOT conducted a bicycling conditions assessment that identified priority corridors and key linkages within the state including the Town of Gibraltar. The assessment indicated that due to width of pavement and volume of traffic, CTH A and CTH F provided undesirable conditions for bicycling; while CTH EE provided "best conditions for bicycling" within the Town. STH 42 (from the STH 42/STH 57 split north of Sturgeon Bay to Fish Creek) was identified as having moderate to high

car and truck volumes with five foot paved shoulders, indicating that less experienced cyclists should use care on this segment of the state highway. The segment of STH 42 between Fish Creek and Ephraim was identified as providing "undesirable conditions for bicyclist". The state plan assumes that all local Town roads are suitable for bicycling, basing that assumption on the low traffic volumes present on average Town roads.

The *Bay-Lake Region - Bicycle Facility Transportation Plan 2020,* adopted in June 2002*,* identified a system of connecting bicycle transportation routes and needed improvements to highways and roads connecting all municipalities and major destination points throughout the eight-county Bay-Lake region. The plan recommends the addition of wide paved shoulders (four to five feet) on CTH F and CTH A to accommodate bicyclists.

The *Door County Bicycle Transportation Capital Improvement Plan* was prepared by the Door County Chamber of Commerce Trails Committee. The Door County Highway Committee adopted the plan in December 2002. The plan identifies suitable roads for biking throughout the County. It does not, however, identify bike routes within cities and villages or state parks.

One of the objectives of the County plan is:

> Continually modify the County Bicycle Transportation Plan with the addition of each Municipal Bicycle Transportation Plan, as they become available.

Recommended highway improvements in the Town of Gibraltar are:

- Paved shoulders on County Trunk Highway A
- Paved shoulders on County Trunk Highway F

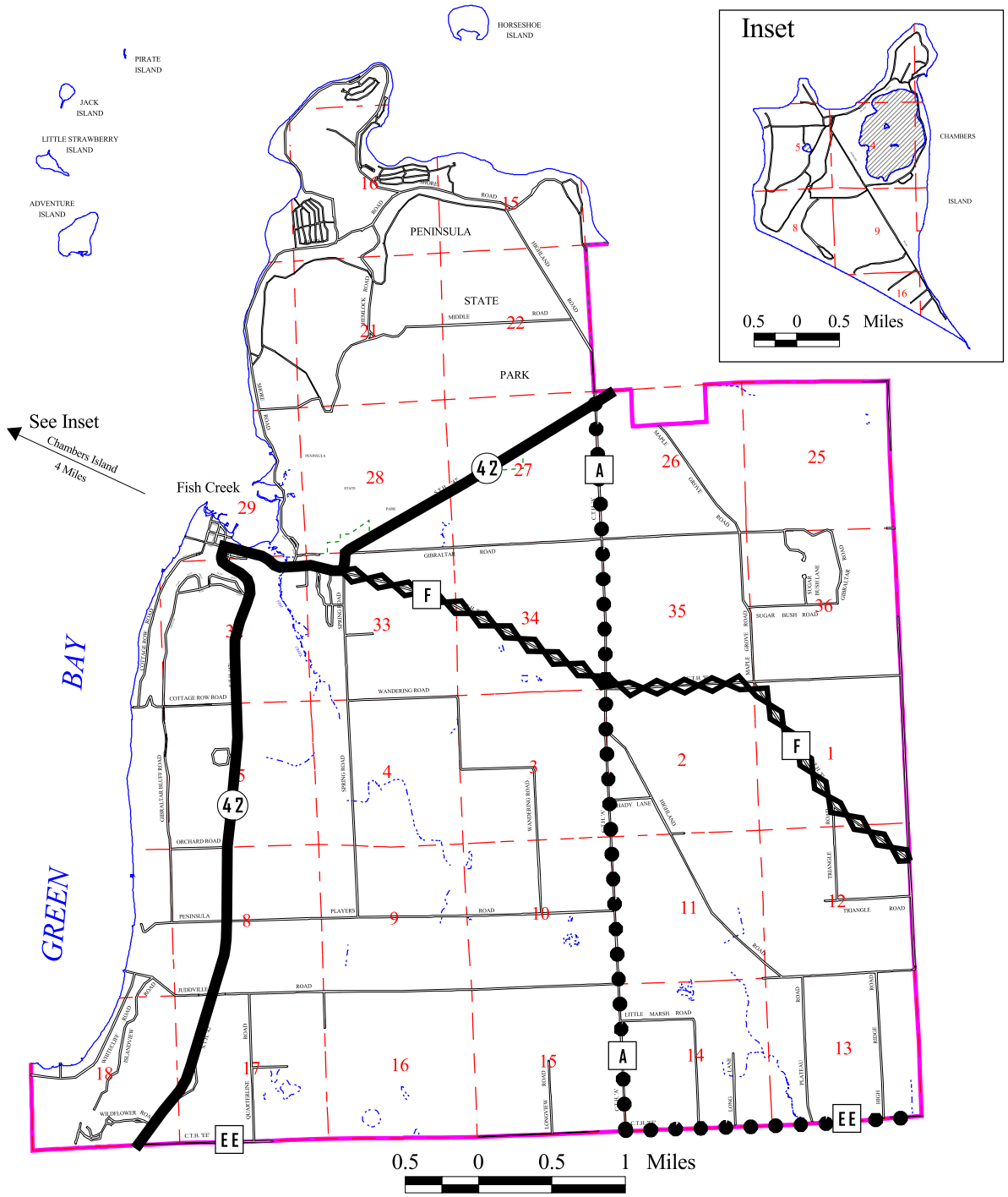
Paved shoulders should be a minimum of four feet wide to accommodate safe cycling and retrofitted as state and federal funding becomes available.

The plan also recommends these improvements in the Town:

1) Developing off-road bike trails along State Highway 42 and County Trunk A portions of the County route, as funding becomes available.
2) Posting bicycle route signs, which indicate the direction of the route and mileage to nearby communities.
3) Including, as addenda to the County Plan, bicycle transportation plans which are adopted by municipalities. Bicycle parking should be considered in municipal plans.

Map 5.1

Functional Classification of Roads
Town of Gibraltar
Door County, Wisconsin



Minor Arterial
Major Collector
Minor Collector

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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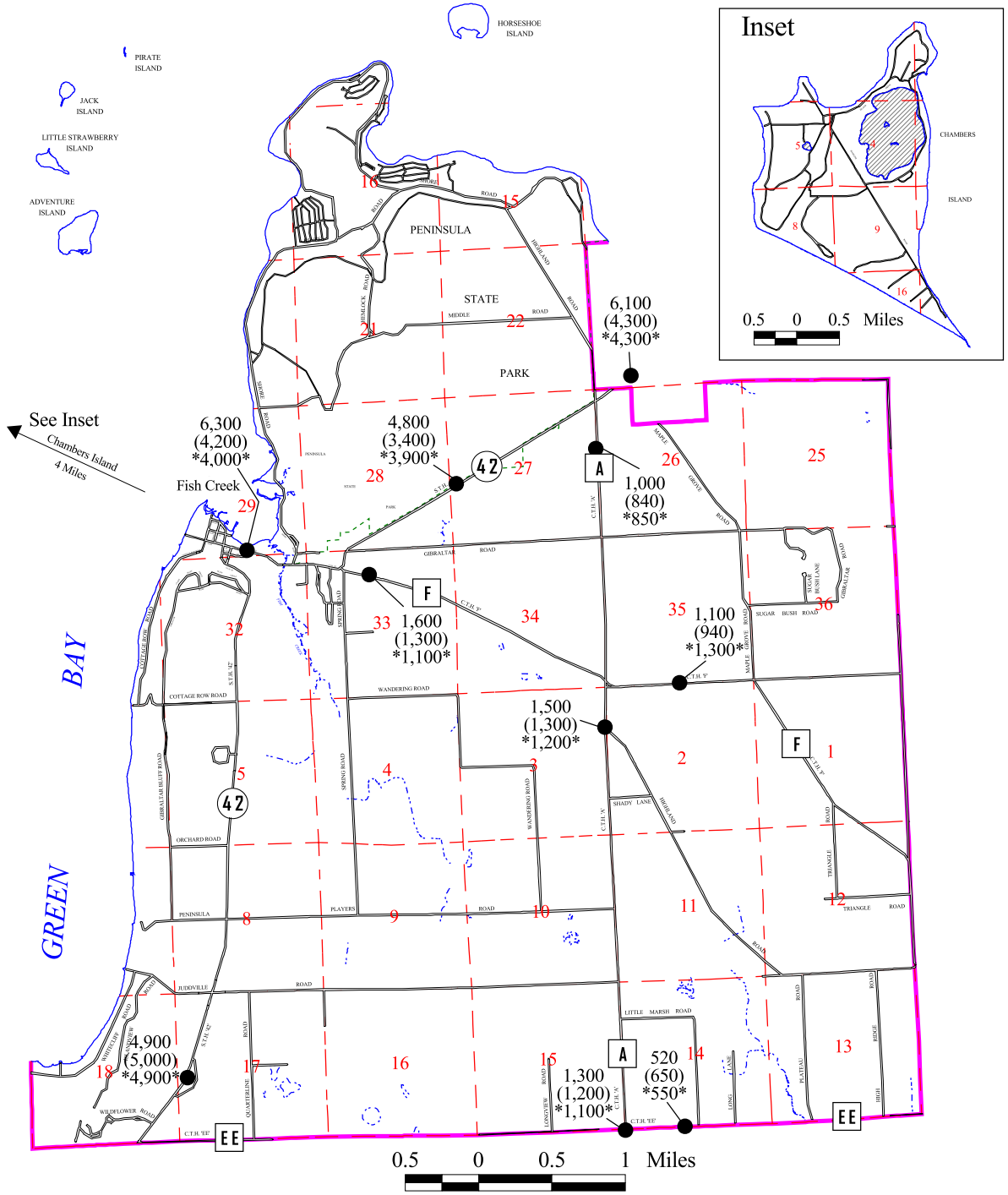
Source: WDOT, 1998; Door County;
Bay-Lake Regional Planning Commission, 2004.

Map 5.2

Traffic Volumes

Town of Gibraltar

Door County, Wisconsin



Count	Year
000	1995
(000)	1998
000	2001

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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Source: WDOT, 1995, 1998, 2001; Door County; Bay-Lake Regional Planning Commission, 2004.

Chapter 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Town of Gibraltar utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions and questionnaires filled out by the Town clerk/administrator, Town employees, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

SUMMARY AND IMPLICATIONS

Due to the Town of Gibraltar's rural nature, many of the services provided are located in other communities or are in cooperation with surrounding communities. Several of these services include: emergency services (police, fire, rescue), postal, library facilities, heath care, etc. Electric service for the Town is provided by Wisconsin Public Service. All residents in the Town maintain individual wells for water, in addition to their septic systems or holding tanks. The Town of Gibraltar is located within the Gibraltar School District. The bay of Green Bay is an important recreational area on the western edge of the Town. Gibraltar and its surrounding communities have many natural amenities that are currently utilized for recreation. It is recommended that the Town cooperate with Door County and other adjacent communities, if the Town would need to expand or develop additional recreational facilities for its residents and visitors.

As residential and commercial developments grow adjacent to the Village of Fish Creek and along State Highway 42, there may be a need to increase the number of services for those types of developments. In addition, the growth adjacent to the Village and highway may result in increasing numbers of individuals moving into more isolated areas of the Town where services may be difficult to obtain. As a result, there will be an increasing need for additional services, and the Town will need to consider future expansion and upgrading of its services and utilities.

UTILITY AND COMMUNITY FACILITY STRATEGY

UTILITIES

***GOAL 1*: Provide and promote the development of utilities to service the community and protect the environment.**

Objective 1.1: Preserve and protect the quality of ground and surface waters within the Town of Gibraltar.

Recommended Policy 1.1a: Merge Sanitary Districts No. 1 and No. 2 to create a managing agent that will have the ordinance-based authority to comprehensively monitor, inspect and assure the maintenance of on-site wastewater systems and

sanitary sewer services to ensure compliance with state, county and local standards.

Recommended Policy 1.1b: The Town Board shall designate the managing entity to annually secure necessary data from the Department of Natural Resources, the Door County Public Health Department and County Sanitarian's office and other credible sources to develop a report on water supply trends as means of developing and moving on corrective action strategies.

Recommended Policy 1.1c: Require that all abandoned wells in the Town are properly sealed. Educate residents and ensure the enforcement of applicable State and County laws and ordinances.

Recommended Policy 1.1d: Cooperate with other Northern Door Municipalities to protect and provide a safe water supply.

Recommended Policy 1.1e: Plan for the expiration of the Ephraim/Gibraltar Wastewater Treatment Agreement for Sanitary District Number 2.

Recommended Policy 1.1f: Implement measures to minimize storm water runoff into the Bay and other surface waters in the Town.

1. Direct storm water to detention ponds and/or settling basins to remove solids and filter water.
2. Educate developers and landowners on the advantages of grassy swales versus curb and gutter in slowing and reducing runoff and filtering contaminants.
3. Encourage the reduction of impervious surfaces to reduce storm water runoff.
4. Educate property owners on the detrimental effects of phosphorous and nitrogen from fertilizers on water quality.
5. Develop an ordinance to increase the required natural undisturbed area "buffer zones" on properties bordering the Bay and other surface waters in the Town.
6. Create and maintain a map of current stormwater collection system.

Recommended Policy 1.1g: Require all new construction developments adhere to minimum standards of storm sewer runoffs.

Recommended Policy 1.1h: Promote the construction of "cluster" wastewater treatment systems in areas unserviceable by sanitary sewers.

Recommended Policy 1.1i: Inventory the location of all above and belowground fuel tanks and abandoned and existing landfills. Develop means to ensure compliance with applicable state laws in regards to cleanup and abandonment.

Recommended Policy 1.1j: Protect all wetlands within the Town.

Objective 1.2: Provide and promote utility services specific to electrical, television, telephone, internet pager and E-mail services and other emerging technologies consistent with the planned development of the Town for resident citizens and visitor populations.

Recommended Policy 1.2a: Promote underground installations of electric, cable, and telephone to further discourage proliferation of above ground poles and wires.

Recommended Policy 1.2b: Work with other municipalities and electric utilities to provide safe and dependable electric service to meet the future needs of the private citizens and business community.

FACILITIES

Goal 1: **The Town of Gibraltar preserves and maintains public facilities and plans for expansions and improvements.**

Objective 1.1: Provide community facilities and services consistent with the growth of the Town.

Recommended Policy 1.1a: Study and if feasible create a regional fire commission to assure maximum collaboration and efficiencies between existing and future fire services.

Recommended Policy 1.1b: The Town should work with emergency government resources to plan for emergency shelter facilities that can accommodate displaced citizens and visitors when usual electric power sources are interrupted due to natural disasters or when other catastrophic situations occur.

Recommended Policy 1.1c: Acquire shoreland properties to increase public access to the water.

Recommended Policy 1.1d: Update the January 27, 1998 "Outdoor Recreation Plan" via the Parks and Lands Committee as a means of implementing previous recommendations and planning for future improvements, expansions and acquisitions.

Recommended Policy 1.1e: Collaborate with the school system and YMCA to maximize usage of facilities and programs.

Recommended Policy 1.1f: Support and promote the purchase of more land by the Town for cemeteries.

Objective 1.2: Encourage the development of health and residential service facilities to include daycare to meet the emerging needs of the community.

Recommended Policy 1.2a: Collaborate with the school system and the YMCA for the most feasible location for future child day care facilities to gain perspective on projected needs for child day care and to encourage provider locations at or near the school complex.

Recommended Policy 1.2b: Encourage the development of health care and elderly related facilities in the Comprehensive Plan.

BOARDS AND COMMITTEES INVENTORY

Gibraltar Town Board

The Gibraltar Town Board consists of the Town Chairperson and four Supervisors, along with the Clerk/Treasurer/Administrator. The Town Board should work for the benefit of the public, recognizing that public interests must be their prime concern.

Town of Gibraltar Planning Commission

The Town of Gibraltar Planning Commission contains five members. The Town Board established the Planning Commission to develop the Town's first comprehensive plan.

Ephraim-Gibraltar Airport Commission

The Ephraim-Gibraltar Airport Commission contains six members. The Commission was established to oversee the management of the Ephraim-Gibraltar Airport and to develop an airport plan.

Parks and Land Committee

The Parks and Land Committee contains five members. The Committee was established to oversee the management of the Town's parks and lands.

Harbor Commission

The Fish Creek Harbor Commission contains five members. The Commission was established to oversee the management of the municipal dock.

PUBLIC FACILITIES INVENTORY AND ANALYSIS

Electric Service

Wisconsin Public Service Corporation provides Gibraltar with electric power. Electrical power is transmitted through a 69,000-volt transmission line extending from Sturgeon Bay to substations located in Sister Bay and Egg Harbor. The system has a 14.4 kV phase to ground and a 24.9 kV phase-to-phase voltage capacity. The system was recently upgraded to 24.9 kV. There are approximately 1500 to 1750 customers currently being served in the Town.

Natural Gas

There is no natural gas service provided within the Town at this time; however, liquid propane service is provided by a number of private vendors.

Public Water System

The Town of Gibraltar does not have a public water system. Currently the Town has no plans to develop a public water system.

Aquifer Recharge Area

The Silurian dolomite system, containing the Niagaran and Alexandrian aquifers, is the major source of groundwater in the area. Well yields are highly variable and the primary problems are hardness, locally high iron concentrations, and contamination from surface sources.

Private Wells

See Objective 1.1 and Recommended Policies.

Sanitary Sewer Service

A sanitary sewer system is provided only in the Fish Creek Sanitary District No. 1. The district consists of approximately 680 acres and is primarily concrete manholes and PVC sewer mains between two and 17 years old. The remainder of the Town residents are served by private sewage disposal systems or holding tanks.

Capacity

The Wastewater Treatment facility has the capacity of 350,000 gallons per day with an average peak flow of 170,000 gallons per day. This is more than adequate to treat the existing 600 accounts in the Village of Fish Creek and the surrounding areas within the Fish Creek Sanitary District No. 1. The facility uses an activated sludge/aeration system commonly called an oxidation ditch. The collection system is a combination of gravity and low-pressure mains that direct flow to lift stations. The flow is then pumped to the sewage treatment plant through pressure mains. Effluent is discharged to the waters of Green Bay.

Existing Service Area

The existing service area is shown on Map 5.1 and covers the Village of Fish Creek, a residential area between Spring Road and State Highway 42, north on State Highway 42 to the Village of Ephraim, and south along the bay to Cottage Row Road.

Future Service Area

Fish Creek Sanitary District No. 1 currently maintains a 20-year growth plan.

System Needs

See Recommended Policy 1.1a, page 6-1.

Private On-site Wastewater Treatment Systems (POWTS)

Residents in Sanitary District No. 2 are served by private sewage disposal systems or holding tanks. A majority of the systems are conventional or mound systems with a scattering of experimental fill and at-grade systems and some in-ground pressure systems.

Storm Sewer System

The Town of Gibraltar allows stormwater to drain through a series of ditches and culverts along the Town roads as well as through a small storm sewer system in the Village of Fish Creek. The storm sewer system includes nearly 1,300 feet of primarily 12- and 24-inch culverts with some 10-, 15- and 18-inch pipes as well. Drainage into the system is through 13 grates of various sizes and shapes.

System Needs

See Recommended Policy 1.1h, page 6-2.

Solid Waste & Recycling Facilities

Refuse pick-up and disposal is provided by private contractors. The Town has a recycling program with a drop-off site located on Gibraltar Road. The site is open for collection of aluminum, glass, plastic, paper and cardboard on the 1st and 3rd Saturdays of each month during the summer and the 1st Saturday November through April. There are no future plans to change the solid waste or recycling services provided within the next 10 to 20 years.

Telecommunications Facilities

Verizon provides telephone service to the area. Verizon maintains a telephone facility on State Highway 42 just north of Juddville, and provides service for residential and commercial customers of the northern Door area. Cellular phone services are provided by Cellcom and Nextel who maintain a tower on State Highway 42 at County Highway F and US Cellular who maintains a tower on State Highway 42 at Gibraltar Bluff Road. The Town is presently served by a number of private Internet Providers, including high-speed satellite and wireless service.

Cable Television

Charter Communications provides cable television and fiber optic Internet access to subscribers in northern Door County. A number of satellite dish companies also provide service to Town residents.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

Cemeteries

There are two Town cemeteries in the Town of Gibraltar: Blossomberg Cemetery and Juddville Cemetery. The Blossomberg Cemetery is a more than 100-year-old burial site located in Peninsula State Park on Mengelberg Lane. The Juddville Cemetery is located on the western side of State Highway 42 north of Peninsula Players Road and currently has no plots available. The Blossomberg Cemetery currently has no plots available though incomplete burial records need to be updated to confirm the status of individual plots.

A Cemetery Burial and Marker Policy for the Town of Gibraltar has been adopted by the Gibraltar Town Board to limit a gravesite to one marker with multiple names with total names not to exceed six. Burials on a site are limited to one full body burial with up to five interred cremated remains above or six interred cremated remains on the site. The number of allowable burials on any site is dependent upon appropriate existing soil depth.

Child Care Facilities

Northern Door Child Care Center located in Sister Bay and the YMCA Northern Door Program Center provide childcare services for Town of Gibraltar citizens. Northern Door Child Care Center has capacity for 80 full time children. Current enrollment is approximately 69 children of whom 60 are part-time. The present facilities are considered to be adequate at this time. The YMCA provides summer programs and short-term babysitting services. Wisconsin State Statute allows for in-home daycare up to eight children for State licensed facilities. A declining school enrollment, an aging population and an affordable housing shortage, as well as a large seasonal workforce, make predicting future childcare needs difficult at this time.

Emergency Services

Ambulance and emergency medical service are provided by a Door County rescue squad which is headquartered at the Sister Bay Fire Station. The squad consists of two ambulances and eight paramedics serving northern Door County. The Gibraltar First Responders are equipped with defibrillators, oxygen and first aid supplies, to support and assist County emergency medical personnel.

Fire Station

The Town is protected by a "paid-on-call" fire department. Members each carry a pager unit capable of receiving calls from the 911-dispatch center in the County Communications Center.

The Fire Station is located in the middle of the Village of Fish Creek and was built in 1981. It houses the following equipment:

1. 1972 Mini-Pumper 4x4
2. 1991 Pumper w/1,250 gpm pump
3. 2003 Pumper w/2000 gpm pump
4. 1998 Tanker w/2,100 gal. Tank & 7 equipment compartments

An enhanced mutual aid agreement is in place with Ephraim and Baileys Harbor for cooperative fire protection services. The Town maintains a formal mutual-aid agreement with Jacksonport, Egg Harbor, Sister Bay and Liberty Grove to receive large amounts of water via tankers on a primary call basis for all structure fires. Other equipment and manpower is available upon request.

Chambers Island has a separate fire facility with a metal storage building and two fire trucks. The residents of the island respond to fire with support provided from the mainland fire station.

Insurance Service Office (ISO) Grading

The adequacy of fire protection within the Town is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

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

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2001, the Town of Gibraltar was rated 8 by the ISO. By comparison, the Town of Baileys Harbor, the Town of Liberty Grove, and the Village of Ephraim, received ratings of 8/9, 4/5, and 7, respectively. Table 6.1 illustrates these ratings.

Table 6.1: ISO Fire Protection Ratings, 2000

Municipality	Fire Protection Rating
Town of Gibraltar	8/9
Town of Liberty Grove	4/5
Town of Baileys Harbor	8/9
Village of Ephraim	7

Source: ISO Commercial Risk Service Inc. 1996: and Bay-Lake Regional Planning Commission, 2000.

Future Growth Considerations

The present fire protection facilities are not deemed adequate for protecting the community. The location of the Fire Station is difficult to get to and congested because of the traffic and the location of adjacent community facilities. It is also too small for storage of equipment and lacks adequate meeting/training space.

As a community grows, the need for adequate fire protection increases. Normally, newly developing residential and commercial areas are located further from the existing fire protection facilities, thereby increasing response times. A plan for the installation of new facilities should be determined prior to this growth. Property location/acquisition and water system improvements can be determined utilizing the Official Mapping and Capital Improvement Program procedures.

The location of a new fire protection facility can be based on several aspects. The rule utilized by the National Board of Underwriters recommends a maximum four-mile radius for service to a fire district, but different standards exist. The fire protection facility needs in the Town of Gibraltar can be evaluated with the standards given in Table 6.2.

Table 6.2: Recommended Distribution Standards for Fire Protection

	Suggested Service Radius	
Type of Land Use	Engine or Pumper Company	Ladder Company
Commercial/Industrial	0.75-1.0 miles	1.0 miles
Medium/High Density Residential (<100 ft between structures)	2.0 miles	3.0 miles
Scattered Residential (>100 ft between structures)	4.0 miles	4.0 miles

Source: Small Town Planning Handbook, American Planning Assoc., 1988; and Bay-Lake Regional Planning Commission, 2002.

Future improvements for fire protection facilities include building a new Fire Station and replacing a second pumper within the next ten years.

Library

The library is one of seven branches of the Door County Library System and a member of the Nicolet Federated Library System. The library is located at 4097 Main Street in the Village of Fish Creek. Off-street parking is provided at the site and the Town owns and maintains the building. The library is open year-round with extended summer hours. There is one librarian handling 900 to 1,000 volumes per month. The current facility is considered satisfactory because of its location though more shelving and storage is needed. The library needs updated electrical service to provide for more electronic equipment.

Health Care Facilities

Medical treatment is available in Fish Creek at the North Shore Medical Clinic. The facility was completed in December 2001 and provides care for the surrounding communities. The facility was built with room for expansion and will provide specialists on-site in the future. Scandia Village Retirement Center is located just north of the Town in Sister Bay to provide service to the elderly. Major medical services are available at the Door County Hospital in Sturgeon Bay.

Municipal Building

Gibraltar's administrative facilities are housed in the Town of Gibraltar Community Center located in Fish Creek. The Post Office, library and Information Center are also housed in the building. There is off-street parking provided at the Community Center both in front and in back of the building.

The Gibraltar Community Center was built in 1990 and is located at 4097 Main Street (State Highway 42) in Fish Creek. Facilities in the Community Center include: three office areas; a two storage rooms; and restroom facilities. The Fire Station is located in a separate structure adjacent to the Community Center. The Town needs larger office facilities to provide more workspace, meeting/conference and storage space.

The Gibraltar Town Hall was built around 1880. In 1925, it was moved to the waterfront, across the street from Clark Park at 4176 Maple Street in Fish Creek. Facilities in the Town Hall include: a meeting hall which serves as a community center; a kitchen; and restroom facilities.

Town maintenance equipment consists of three trucks, a tractor with a loader/snowblower, several mowers, and miscellaneous other small equipment located in the Town Shop on Gibraltar Road.

Parks and Open Spaces

There are currently eleven Town parks, and one State Park in the Town of Gibraltar. A complete discussion of the parks and open spaces in the Town of Gibraltar can be found in Chapter 2: Agricultural, Cultural and Natural Features. The YMCA Northern Program Center, Gibraltar Area Schools, Door Community Auditorium, American Folklore Theater, Peninsula Art School and Peninsula Players provide additional facilities and programs for Town citizens.

Future park and recreation improvements include: trails and restrooms at Fish Creek Park; conversion of the garage at Noble House to a ticket, gift and information area; update the existing dockhouse, restrooms and showers at the Town dock; add bike lanes to Town roads in the more rural portions of the Town.

Police Protection

Police protection is provided by a Town Officer. The Town Officer has a single police vehicle, and works out of the Gibraltar Town offices. The Town of Gibraltar also receives police protection from the Door County Sheriff's Department.

The Town needs office space for the Officer for evidence lockers, closet space and equipment.

Schools

Gibraltar Area School District

Gibraltar belongs to the Gibraltar Area School District whose facilities are located in the Village of Fish Creek. The Gibraltar Area School District includes a four-year high school with an enrollment of 222 students, a three-year middle school with an enrollment of 153 students, and Gibraltar Elementary School with 296 pupils in grades Pre-K to Fifth. It serves the communities of Gills Rock, Ellison Bay, Sister Bay, Ephraim, Fish Creek, Egg Harbor and Baileys Harbor. The District is governed by its own Board of Education and serves 670 children.

Other education facilities available include Peninsula Art School in Fish Creek, "The Clearing" located in Ellison Bay, and Northeastern Wisconsin Technical College located in Sturgeon Bay.

Other Facilities

Postal Service

The Post Office is housed in the Town of Gibraltar Community Center located in Fish Creek. The Fish Creek Post Office was built in 1990. The building contains 2,000 square feet of floor space and 630 lock boxes. A majority of the lock boxes are used during the summer, illustrating the effects of seasonal fluctuation in the population of the area. The Post Office could use space for an additional work window and more post office boxes.

Airport Facilities

The Ephraim-Gibraltar Airport is located at 9667 Maple Grove Road. The site has 330 square foot building with five seasonal, part-time employees providing car rental, car parking, airport information, aviation fueling, and airport management services. Vehicle parking facilities are available at 20 short spots and 23 long-term spots. The site has 16 hangars and parking for 24 airplanes (16 on pavement, 8 on grass).

There are currently 15 people on a waiting list for hanger space. The airport is in need of additional hangars, more short-term and long-term vehicle parking, and additional tie-down area. Sewer and water improvements are needed at the airport as well.

Art Facilities

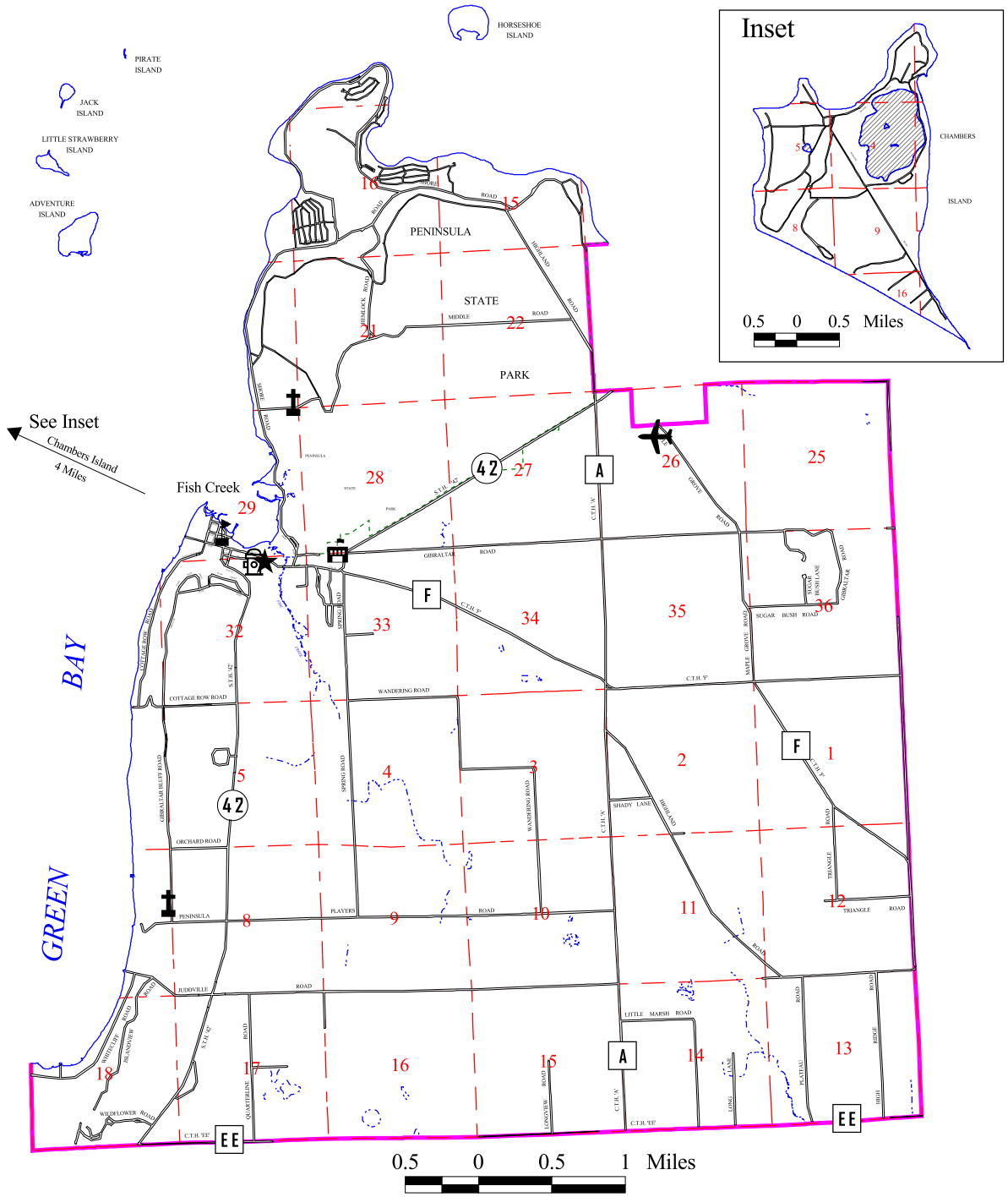
The Town of Gibraltar is unusual in that it has four art facilities within its boundaries. Facilities include the Door Community Auditorium, Peninsula Art School, Peninsula Players Theatre, and American Folklore Theatre.

Map 6.1

Community Facilities

Town of Gibraltar

Door County, Wisconsin



- Airport
- Cemetery
- School
- Town Hall
- Fire Station
- Municipal Buildings

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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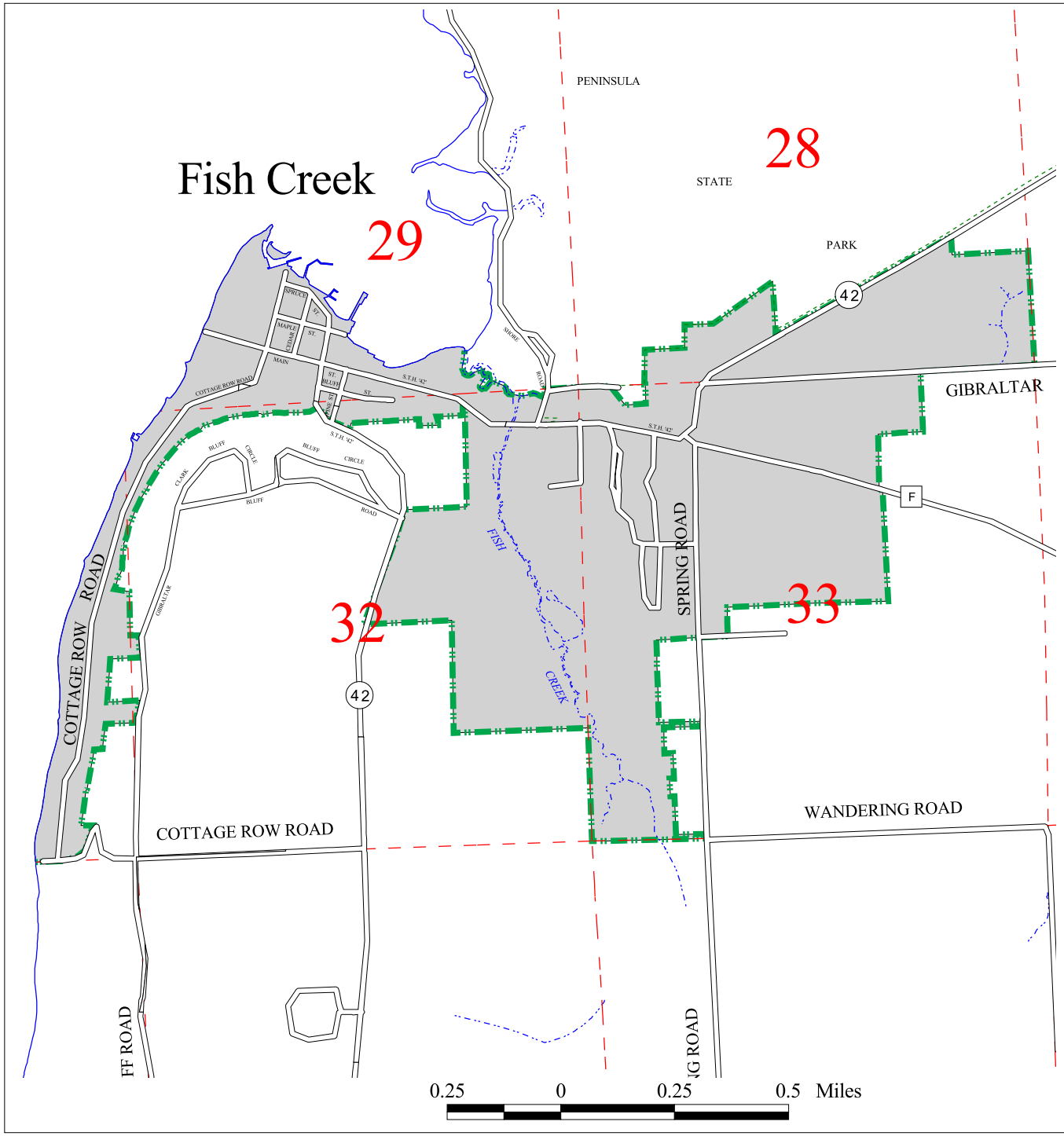
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Map 6.2

Fish Creek Sanitary District No. 1

Town of Gibraltar

Door County, Wisconsin



Sanitary District No. 1

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

Chapter 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Town of Gibraltar's relationship with neighboring communities and school districts can impact Town residents in terms of planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the Town address these situations in a productive manner. Because of the proximity of Peninsula State Park, Gibraltar School and the Ephraim-Gibraltar Airport, the Town of Gibraltar undertakes many intergovernmental actions.

INTERGOVERNMENTAL COOPERATION STRATEGY

Goal 1: **Promote cooperation between the Town of Gibraltar and any other governmental agency that makes decisions impacting the Town.**

Objective 1.1: Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries.

Recommended Policy 1.1a: Work with neighboring communities to identify shared natural features such as wetland recharge areas and natural habitat areas

Recommended Policy 1.1b: Plan with neighboring municipalities to ensure compatible land use along shared borders

Recommended Policy 1.1c: Encourage the exchange of municipal Board minutes and encourage leaders of neighboring communities to meet at least semi-annually to discuss issues of common concern

Recommended Policy 1.1d: Work with neighboring municipalities to identify and develop advantageous transportation corridors

Objective 1.2: Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities.

Recommended Policy 1.2a: Explore the possibility of jointly developing services including, but not limited to:

1. Fire protection
2. Police protection
3. Ambulance and First Responder services
4. Public transportation
5. Joint sanitary and water districts
6. Snow removal

Recommended Policy 1.2b: Explore the possibility of jointly developing facilities including, but not limited to:

1. Utilities
2. Joint sanitary and water treatment plants
3. Parks and recreational facilities
4. Marina and boat launches
5. Libraries
6. Shared municipal buildings
7. Animal shelter

Recommended Policy 1.2c: Explore the possibility of jointly developing programs including, but not limited to:

1. Waste and recycling
2. Building inspector
3. Beach maintenance and beach water quality testing
4. Household water testing
5. Cooperative efforts to spur legislative change
6. Child care programs
7. Cultural programs

Objective 1.3: Work with surrounding municipalities to address possible boundary issues to minimize conflict.

Recommended Policy 1.3a: Encourage open communication with neighboring towns and villages to facilitate the creation of co-planning areas along municipal borders.

Recommended Policy 1.3b: Encourage the development of border agreements with neighboring villages, if and when, annexation issues arise.

EXISTING ACTIVITIES

Adjacent Governmental Units

The Town of Gibraltar shares borders with five other municipalities. The municipalities include the Towns of Baileys Harbor, Liberty Grove, and Egg Harbor, and the Villages of Ephraim and Egg Harbor.

Relationship

The Town of Gibraltar has a good working relationship with the surrounding towns. Since towns are not incorporated, they cannot annex land. Therefore, the borders between the Town of Gibraltar and adjacent towns are fixed and boundary disputes are virtually nonexistent. There is cooperation with several of the adjacent communities in regards to the provision of public services such as emergency services (fire, ambulance, etc.).

The Town of Gibraltar and the Villages of Egg Harbor and Ephraim have a good working relationship. Periodic conflicts do occasionally occur, and efforts have been made to better the cooperation between the municipalities on land use issues. The Villages of Egg Harbor and Ephraim, being incorporated municipalities, also have the statutory power to annex land from the Town. This power could strain relations between the Town and the Villages.

Siting of Public Facilities

Ambulance and emergency medical service are provided by a Door County rescue squad which is headquartered at the Sister Bay fire station. The Gibraltar Fire Station is located in the middle of the Village of Fish Creek. A formal mutual-aid agreement is maintained with Baileys Harbor, Ephraim, Jacksonport, Egg Harbor, Sister Bay and Liberty Grove to receive large amounts of water via tankers on a primary call basis for all structure fires. The library in Fish Creek is one of seven branches of the Door County Library System and a member of the Nicolet Federated Library System. The Ephraim-Gibraltar Airport is located in the northern part of the Town and is jointly owned by the Village and Town. It serves much of northern Door County.

Sharing Public Services

Currently the Town of Gibraltar has several intergovernmental agreements with neighboring communities in regards to public services. The Town of Gibraltar and the Village of Ephraim have a Sanitary Agreement and joint ownership of the Ephraim/Gibraltar Airport. The Town of Gibraltar also has a services agreement with Peninsula State Park and a mutual aid agreement with the Village of Ephraim and the Town of Baileys Harbor. Gibraltar's ambulance services are provided by Emergency Services of Door County and are shared with the Village of Sister Bay and the Towns of Liberty Grove, Baileys Harbor and portions of Jacksonport and Egg Harbor. Law enforcement is provided by the Door County Sheriffs Department.

School District

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

Relationship

The Town of Gibraltar's relationship with the School District is good. The School District operates independently; however, the School District is among the taxing jurisdictions that directly affect the Town of Gibraltar. The school has been used for some planning committee meetings, and is part of an inter-library system.

Siting of School Facilities

The siting of new school facilities is conducted by the School District's elected Board. However, if the District contemplates facility improvements, the Town may want to become more involved to ensure that the goals and objectives of this plan can be met.

Sharing School Facilities

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

County

The Town of Gibraltar is located in Door County and therefore the County has some jurisdiction within the Town. In particular, the County has jurisdiction in the Town over zoning, land divisions, on-site sanitary systems, police protection with the Door County Sheriff's Department and public health issues. The Town and County need to continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect.

Region

The Town of Gibraltar is located in Door County and within the Bay-Lake Regional Planning Commission's jurisdiction, which is located in the northeast region of the State of Wisconsin.

State

The Town's relationship with the State of Wisconsin is an on-going one which deals with many issues and state agencies. Peninsula State Park has a Town road agreement regarding ownership.

INVENTORY OF PLANS AND AGREEMENTS

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

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

Extra-territorial subdivision regulation

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

Extra-territorial Zoning

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

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

On October 15, 2002, the Town of Gibraltar participated in an intergovernmental cooperation meeting held at the Gibraltar Town Hall with surrounding municipalities, the school district, UW-Extension, Door County, WDNR, and WisDOT to identify existing or potential conflicts in and around the area. Participants generated a list of issues and concerns relating to intergovernmental cooperation in the area. Participants were asked to answer the following four questions:

1. *What are some examples of Positive Intergovernmental Cooperation in the Area?*
2. *Identify Intergovernmental Cooperation "Geographic Hot Spots" or "Targets". What are the Existing or Potential Conflicts and Conflict areas?*
3. *What Other Issues and Opportunities are there that Require Intergovernmental Cooperation to be Successfully Handled?*
4. *Do you have any examples of Methods to Foster Intergovernmental Cooperation? What are your future plans? Future collaboration?*

The main issues identified during this session included:

1. Zoning and planning issues along geographic borders
2. Annexation issues
3. Regional size and capacity of Ephraim/Gibraltar Airport
4. Water quality in general
5. Water quantity concern
6. Development – Condominiums/subdivision - storm water runoff
7. Invasive/exotic species
8. Government competition for local property tax dollars
9. Transportation issues
   - Highway 42 issues – currently or if it should expand
   - Use of roads
   - Transportation corridors
   - Development along roads
   - Public transportation
10. Housing for low to middle income families and seasonal workers
11. Access to utilities
    - Electric
    - Telephone

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

PROPOSED CONFLICT RESOLUTION PROCESS

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

Possible Conflict Resolutions

1. Address particular issues through intergovernmental cooperation alliances such as Municipal Taxpayers Commission
2. Hold quarterly meetings with the Mid Door Alliance and with Kewaunee County, Northern Door
   - Fire Chiefs meeting
3. Establish cooperative efforts between communities
4. Provide mechanisms to help communicate some the informal discussions and contacts (i.e. WEB page)
5. Expand the airport coalition
   - Form regional commission to run airport
6. Expand meetings of County and Towns association to share information
7. Provide information on funding sources at a central location for organizations and communities
8. Have County join Regional Planning Commission
9. Use Land Trusts to preserve and acquire land & also could be municipality run
10. Plan for the whole community - Sturgeon Bay north
    - Northern Door Vision
11. Work with all communities, agencies, association, etc. on a vision for the future (Northern Door Economic Development)
    - Implement regular on-going dialogue
12. Work with PLACES (People, Land & Community Economic Solution)
13. Establish a trust to help address affordable housing issues (non-profit organization)
14. Need redundancy in electrical and high-speed communication systems.
15. Undertake a Northern Door impact analysis for impact fees
    - Cooperative study
16. Cooperative sewage treatment

Summary and Conclusions

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

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

Chapter 8 - LAND USE

INTRODUCTION

The Land Use portion of this plan is intended to present information on the current (2002) land use within the Town and to articulate the direction for future growth and development. The General Plan Design, contained within this chapter, identifies the wishes of the community on how development should occur within the plan's timeframe and it provides direction to residents, the business community, and government officials. The General Plan Design will serve as a detailed guide to the members of the Town Board in their decision making process.

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

LAND USE STRATEGY

Goal 1: **The Town of Gibraltar will maintain a land use plan that reflects current community values and provides for future expansion that will meet the social and economic needs of the entire Town, and which is reviewed and revised regularly. The plan will strive to protect visual character, promote environmental protection, conserve natural resources, provide for adequate services and facilities, and ensure compatibility of future land uses.**

Objective 1.1: Ensure that all growth and development occurs in a planned and coordinated manner that will conserve and protect the Town's scenic, cultural, historic, and rural character and charm for existing and future residents.

Recommended Policy 1.1b: Work with the County and neighboring Towns to update the County Zoning Ordinances and Subdivision Ordinance to be consistent with the Town's Comprehensive Plan.

Recommended Policy 1.1c: Encourage the use of conservation subdivisions in selected areas to maximize the preservation of open space, agricultural lands, orchards, and natural areas.

Recommended Policy 1.1d: Work with neighboring municipalities to ensure compatible growth within the Town's border areas.

Objective 1.2: Maintain and/or improve the quality of our water and its sources (wetlands, springs, streams, and lakes) within and around the Town.

Recommended Policy 1.2a: Require that no structure or road shall be constructed or fill added within 75 feet of all wetlands or of the footprint of the structure and limit development within 300 feet of wetlands that are located within an identified environmental corridor. Maintain buffers between development and any wetland or waterway to control erosion and runoff contamination.

Recommended Policy 1.2b: Require certified wetlands delineation of all proposed development sites, as a prerequisite to issuance of County and local building permits, using State definitions and standards.

Recommended Policy 1.2c: Promote the use of "cluster" wastewater treatment or other state of the art systems in areas where the Town determines they would be appropriate.

Recommended Policy 1.2d: All future development shall minimize storm water runoff and provide an approved storm water plan before a construction permit can be issued.

Objective 1.3: Ensure that all growth and development will respect and preserve the unique natural environment of the Town; its woodlands, the escarpment, the shoreline, and its open spaces characterized by a variety of housing types and densities, pedestrian accessibility of neighborhoods and parks, inclusion of open green spaces within developments, new trail ways, and environmental protection.

Recommended Policy 1.3a: Protect residential neighborhoods from impacts of non-residential uses not appropriate for the neighborhood.

Recommended Policy 1.3b: Infill development needs to be designed to be compatible with the established residential districts through transitions in housing density, screening, or other appropriate method.

Recommended Policy 1.3c: Provide for sufficient densities within the planning area to meet the current and future needs of the local population.

Recommended Policy 1.3d: Provide the potential for a broad range of housing choices to meet the needs of the community.

Recommended Policy 1.3e: Modified standards will be considered in areas that have been designated for conservation subdivision designs or open space designs such as:

1. Within the Town's identified Sewer Service Area
2. Adjacent to environmental corridors
3. Along major transportation corridors i.e. STH 42

Recommended Policy 1.3f: Utilize the environmental corridor designation of the General Plan Design to promote and preserve wildlife habitat and trails where appropriate.

Recommended Policy 1.3g: Recognize as Town policy, the importance of preserving ecologically significant areas such as Lost Lake, the Ephraim Swamp, the Fish Creek lowlands and the Ski Hill forest complex. Any proposed development surrounding these areas must consider both secondary and cumulative impacts to the environment.

Objective 1.4: Provide a range of land and housing opportunities that will meet the current and future social and economic needs of a diverse community which includes

people of all ages, abilities, and incomes, and which will encourage younger families to live and work in our Town.

Recommended Policy 1.4a: Rezone selected areas of the Town for housing development for low and moderate income households.

Recommended Policy 1.4b: Support the availability of attainable quality housing for people to purchase, lease to own, or rent.

Recommended Policy 1.4c: Encourage new developments to provide a balance of large and small lots and/or homes.

Recommended Policy 1.4d: Encourage mixed-use development and redevelopment, combining commercial and residential elements, particularly promoting housing for employees for local businesses.

Recommended Policy 1.4e: Accommodate low impact home-based business.

Objective 1.5: Encourage harmonious and well-planned commercial developments that will serve the needs of the Town, area residents and businesses.

Recommended Policy 1.5a: Areas already characterized by commercial development and where Town services and facilities are available should be given preference over scattered non-serviced areas.

Recommended Policy 1.5b: Encourage development of year-round businesses.

Recommended Policy 1.5c: Encourage new development that is consistent in character with the existing surrounding structures.

Recommended Policy 1.5d: Minimize the impact of development along the Highway 42 and other corridors.

Objective 1.6: Plan locations for light industry and businesses that have access to major traffic routes. By focusing development in these specific areas, the rural character of the Town will be better served.

Recommended Policy 1.6a: Future heavy industrial uses (as defined by the County Zoning Ordinance including electrical generation windmills) shall be directed to the locations within the County where heavy industrial parks exist.

Recommended Policy 1.6b: Ready access to adequate public sanitary sewer service, storm water drainage facilities, electric power, and communications should be available.

Recommended Policy 1.6c: The Town shall consider developing a set of design standards that should control any industrial or business development.

Objective 1.7: Designate areas for future public or private facilities for education, assembly, healthcare, childcare, cemeteries and/or related facilities, and for government facilities needed for administration or safety.

Objective 1.8: Establish and maintain an official map of the Town of Gibraltar, as a master plan for streets, roads, highways, parks, playgrounds, public cemeteries, waterways, wetlands, drainage ways, and other public utilities, with the precise

designation of right-of-way lines and site boundaries for both existing and proposed Town needs.

Recommended Policy 1.8a: Map and evaluate the current storm water system and plan for future expansion.

Recommended Policy 1.8b: Map and plan our present and future road and street needs.

Recommended Policy 1.8c: Map and plan our present and future bicycle and pedestrian pathways and trails.

Recommended Policy 1.8d: Map and plan the Town's future historic district.

INVENTORY OF EXISTING LAND USE CONTROLS

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

Existing Comprehensive Plans

This is the first comprehensive plan for the Town of Gibraltar. Several surrounding communities have completed plans, are considering developing a plan, or are in stages of developing a plan. The Village and Town of Egg Harbor, and the Town of Baileys Harbor all have existing comprehensive plans. The Village of Ephraim and Town of Liberty Grove are working on plans. These plans should be referenced to gather ideas as to how surrounding communities are progressing with "smart growth", and to help avoid any conflicts in future land use decisions.

Door County Comprehensive Plan

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

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

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

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

Door County Farmland Preservation Plan

The *Door County Farmland Preservation Plan*, adopted November 1983, identifies areas that are of prime agricultural importance for which the landowners may partake in allowable tax credits under the Farmland Preservation Program. Map 8.1 displays the Farmland Preservation Plan for the Town of Gibraltar.

Agricultural Preservation Areas

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

Transitional Areas

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

Environmental Areas

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

Excluded Areas

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

Zoning Ordinances

The Town of Gibraltar does not have a zoning ordinance of its own. Rather, it falls under the jurisdiction of the *Door County Zoning Ordinance*. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the County, and therefore the Town of Gibraltar, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

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

The County adopted a revised zoning ordinance in 1995 which is in effect in all but six of the towns located within the County. Within Door County, the towns of Forestville, Egg Harbor, Union, Gardner, and Nasewaupee do not currently have zoning in place other than in shoreland areas which are zoned under the County ordinance.

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

- Wetland (W). This district is intended to prevent the destruction and depletion of Door County's wetlands; to protect watercourses and navigable waters and the public rights therein; to maintain the purity of water in lakes and streams and to prevent pollution thereof; and to protect spawning grounds, fish, and habitats for wild flora and fauna. Furthermore, this district is intended to prevent the changing of the natural character of wetlands. Lot sizes of at least 10 acres are required for new lots.
- Natural Area (NA). This district is intended to conserve the existing, mostly undeveloped natural areas of Door County. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.
- Exclusive Agricultural (EA). This district is intended to protect the agricultural industry from scattered nonagricultural development that may displace agricultural uses and is, therefore, not intended to accommodate future nonagricultural growth. This district is intended to help implement recommendations of the *Door County Farmland Preservation Plan-1982*. It is intended that this district apply to lands included in productive farm operations and which have historically exhibited good crop yields, or are capable of such yields; have demonstrated productivity for dairying, livestock raising, and grazing; have been used for production of specialty crops such as tree and plant materials, fruits, and vegetables; or have been integral parts of such farm operations. Lot sizes of at least 35 acres are required for new lots.
- Prime Agricultural (PA). This district is intended to maintain and preserve agricultural lands that have historically demonstrated high agricultural productivity. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. This district is also intended to provide farmland owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least 20 acres are required for new lots.
- General Agricultural (GA). This district is intended to maintain agricultural lands that have historically demonstrated high agricultural productivity and to accommodate certain

nonagricultural uses that require spacious areas to operate or where natural resource exploitation occurs. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan - 1982*. Lot sizes of at least 20 acres are required for new lots.

- Countryside (CS). This district is intended for mostly rural areas of the interior of the County where a mixture of low density residential, agricultural, and rural commercial activity exists or is desirable. The district provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.
- Heartland-3.5 (HL3.5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural activity is desirable or existing. Lot sizes of at least 3.5 acres are required for new lots.
- Heartland-5 (HL5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. Lot sizes of at least 5 acres are required for new lots.
- Heartland-10 (HL10). This district is intended to help maintain the rural character of areas of the interior of Door County, particularly cleared and other open areas where agricultural activity has been diminishing. Lot sizes of at least 10 acres are required for new lots.
- Estate (ES). This district is intended to provide for single family residential and planned residential developments on large lots. Lot sizes of at least 5 acres are required for new lots.
- Single Family Residential-20,000 (SF20). This district is intended to provide for exclusive single family residential and planned residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer. Generally, these districts will be located along the waterfront and in or near existing communities where smaller lots are the norm.
- Single Family Residential-30,000 (SF30). This district is intended to provide for single family residential and planned residential development at slightly lower densities than in SF20 district. Lot sizes of at least 30,000 square feet are required for new lots. Generally, this district will be located along the waterfront and in or near existing communities.
- Small Estate Residential (SE). This district is intended to provide for single family residential and planned residential development on smaller lots than allowed in the Estate district. Lot sizes of at least 1½ acres are required for new lots.
- Rural Residential (RR). This district is intended to provide for single family and two family residential development on medium-sized lots. Lot sizes of at least 40,000 square feet are required for new lots. This district also permits manufactured home parks and home businesses. It will generally be located within the interior of the County.
- High Density Residential (HD). This district is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and

single family residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots that are not served by public sewer.

- Commercial Center (CC). This district is intended to provide centers for commercial and mixed use development and redevelopment. Lot sizes of at least 20,000 square feet are required for new lots that are not served by public sewer.
- Mixed Use Commercial (MC). This district permits both residential and commercial uses and is designed to accommodate those areas of Door County with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Lot sizes of at least 20,000 square feet are required for new lots that are not served by public sewer.
- Recreational Commercial (RC). This district is intended for Door County's resort areas, particularly areas where high concentrations of recreational uses are located or are appropriate. Lot sizes of at least 20,000 square feet are required for new lots.
- Light Industrial (LI). This district is intended to provide for manufacturing, warehousing, and other light industrial operations. This district can also be used for industrial or business parks. Lot sizes of at least 60,000 square feet are required for new lots.

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

Subdivision Ordinance

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

The ordinance regulates the combining of two or more parcels of land into one parcel of 10 acres or less and the subdivision of land where the act of division creates five or more parcels or building sites which are less than 10 acres in size within a five year period. The ordinance also regulates minor land division (certified survey map or commonly referred to as CSMs) where it is proposed to divide land into at least one but not more than four parcels or building sites of less than 10 acres. The ordinance also contains design standards for streets, curb and gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools provides a means of implementing the County's zoning. The Town of Gibraltar may request that the County allow it to augment the ordinance to be more restrictive in identified Town areas.

Official Map

Section 62.23(6)(b) of the *Wisconsin Statutes* provides that a town may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, roads, highways, parkways, parks, and playgrounds**.** The town may also include on its official map the locations of railway rights-of-way, public transit facilities, and those waterways which have been included in a comprehensive surface water drainage plan. Such a map has the force of law and is deemed to be conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways and the location and extent of existing and proposed

railway rights-of-way, public transit facilities, and parks and playgrounds shown on the map. It is important to note that in Wisconsin the official map enabling legislation is a subsection of the basic local planning enabling legislation, Section 62.23 is entitled "City planning," and as such is made applicable by references in other statutes to villages and towns as well as to cities.

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Gibraltar does not currently maintain an official map. Door County is in the process of completing a County wide parcel base map. The Town may want to utilize the County's parcel map as a possible start for an official map.

Erosion Control Plan

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

Shoreland and Floodplain Ordinances

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a County. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the County. Shoreland zones are those areas within 300 feet of a navigable river or stream, 1,000 feet of a navigable lake, pond or flowage or to the landward side of the 100-year floodplain, whichever distance is greater. Map 8.3 depicts the shoreland zone within the study area. Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated but may be permitted with specific design techniques. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Door County Zoning Ordinance.

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

The Door County Setback Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance,* and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes,

rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Gibraltar was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.4 (Appendix E contains detailed land use tabulations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1: Town of Gibraltar 2002 Land Use Summary

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
Residential	465.7	2.1%	9.58%
Single Family	422.5	1.9%	8.69%
Two Family	3.5	0.0%	0.07%
Multi-Family	31.0	0.1%	0.64%
Mobile Homes	6.7	0.0%	0.14%
Vacant Residential	2.0	0.0%	0.04%
Commercial	68.5	0.3%	1.41%
Industrial	124.6	0.6%	2.56%
Transportation	785.4	3.6%	16.16%
Communications/Utilities	12.6	0.1%	0.26%
Institutional/Governmental	24.2	0.1%	0.50%
Recreational	3,313.3	15.1%	68.16%
Agricultural Structures	66.5	0.3%	1.37%
Total Developed Acres	4,860.9	22.1%	100.0%
UNDEVELOPED			Percentage Undeveloped Land
Croplands/Pasture	3,332.3	15.1%	19.44%
Woodlands	10,836.0	49.3%	63.22%
Other Natural Areas	2,601.0	11.8%	15.18%
Water Features	370.4	1.7%	2.2%
Total Undeveloped Acres	17,139.7	77.9%	100.00%
Total Land Area	22,000.5	100.0%	

Source: Bay-Lake Regional Planning Commission, 2002.

Planning Area

The Town of Gibraltar encompasses approximately 22,000 total acres of land. Of this, 4,861 acres, or 22 percent of the Town, are developed, leaving 17,140 acres (78 percent) of undeveloped land. Of these undeveloped lands, the vast majority of the acreage are in woodlands and other undeveloped natural areas. It should also be noted that Peninsula State Park is classified within the developed land uses, though much of the land within the park boundaries is undeveloped.

Residential Land

Residential land accounts for approximately 9.5 percent of the developed land, but only two percent of the total land. It is the third largest developed land use in the Town. The 466 acres of residential land are found in Fish Creek and scattered throughout the Town. The majority of the residential land (91 percent) is classified as single family, with the remainder being two family, multi-family and mobile homes.

Commercial Land

Commercial land in the Town of Gibraltar totals 68 acres of land, or about one percent of the developed land in the Town. The community of Fish Creek is a commercial center of the Town with many other commercial structures scattered throughout the Town. Establishments within the Town include restaurants, shops, and galleries, as well as residential properties with small retail uses co-located.

Industrial Land

Land uses under this category include, small manufacturing operations, surface mining and other extractive activities, and private outdoor storage sheds. Within the Town, approximately 125 acres or 2.4 percent of the developed land are under this category. In the Town of Gibraltar, more than three-fourths of these uses are for sand and gravel pits, with the rest being contractors, manufacturing and private storage.

Transportation

Transportation accounts for the second largest developed category at 16 percent of the developed land or 785 acres. Transportation uses in the Town include the entire local road network and the Ephraim-Gibraltar Airport.

Communication/Utilities

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity, petroleum or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for only 12.6 acres.

Institutional/Governmental

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the Town this accounts for 24.2 acres of land including the Town Hall, municipal garage and several churches.

Parks and Recreational Opportunities

Land under this category accounts for 3,313 acres or 68.1 percent of the developed land and 15 percent of the total land uses within the Town making it the largest developed category. In this category, developed land is considered to be areas that are not available for further residential, commercial or industrial use. Included uses in this class are all the State, County and Town parks including Peninsula State Park as well as boat landings and water access sites.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures. These uses account for 66 acres of land, or 1.4 percent of the developed land in the Town. This is the third smallest use under the developed land. Agricultural structures are scattered throughout the Town of Gibraltar.

Croplands/Pasture

Land under this category includes use of land for the cultivation of plants, including grasses for grazing, pastures, orchards, land used for growth, husbandry or housing of plants and animals, and their products. This undeveloped land use accounts for 3,332 acres within the Town, or 15.1 percent of the undeveloped land (19.4 percent of the total land). Agricultural land is concentrated in the central and southeastern portions of the Town.

Natural Areas

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands and prairies. This category contains 2,601 acres or 11.8 percent of the undeveloped land in the Town and 15.1 percent of the total area. These areas are found in large tracts throughout the Town primarily adjacent to water features and woodlands.

Woodlands

Woodlands account for the largest use in the Town at 10,836 acres or 63 percent of the undeveloped land in the Town of Gibraltar. Woodlands are found adjacent to the bay as well as scattered throughout the Town.

Water Features

Water features account for just 370 acres (just over one percent of the undeveloped uses) within the Town. The majority of this comes from the various ponds scattered throughout the Town. Water resources are discussed in more detail in Chapter 2 of this document.

LAND SUPPLY

Amount

The amount of land available for development within Gibraltar is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 35-foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are approximately 14,110 acres of developable lands within the Town of Gibraltar.

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

Price

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

- Land - approx. $30,000 to $70,000 per lot;
- Residential Homes - median $225,000;
- Commercial Property - $100,000 per lot and up

The prices of these lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. The median price for waterfront properties was more than $480,000 in 2002. The pricing trend for the Town of Gibraltar is increasing on land as development pressures continue due to demand for additional seasonal property.

Demand

Based on building permit information from the Wisconsin Department of Administration and Door County, the Town of Gibraltar experienced 265 housing permits for new residential construction from 1990 to 2002. If this trend were to continue, the Town could expect more than 530 new homes by the year 2020. Additionally, the demand for additional seasonal housing in Door County and the Town of Gibraltar is likely to continue putting greater pressure on the Town to develop new residential areas.

LAND USE ISSUES AND CONFLICTS

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

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

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, the area identified for a possible industrial park is recommended for additional design standards, to be determined by the Town, and the location is set to allow the least impact on neighboring uses not conducive to industry.

ANTICIPATED LAND USE TRENDS

Analyzing data within past presented chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the Town's future growth and preservation. The Town Board will need to address these trends over the next two decades in order to reach the Town's desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the Town's goals, objectives, and policies, the issue identification and the Town wide survey results. Many of these trends are prevalent throughout the County and within adjacent communities.

1. The demand for larger lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
2. Residential developments within and adjacent to the Village of Fish Creek will continue at higher densities so that they can receive adequate services and to preserve the rural nature of the surrounding Town.
3. The Town of Gibraltar can expect a projected 340 additional dwelling units through the year 2020.
4. The Town's rural character will continue to feel pressure for conversion of agricultural and open space lands requiring additional mechanisms for preserving the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.
5. The use of on-site wastewater septic systems and individual groundwater wells will continue within the Town throughout the planning period.
6. As computer technology continues to advance in global information (Internet), home occupations will likely increase.
7. Commercial uses will continue to increase, with primary locations in Fish Creek, adjacent to the Villages of Ephraim and Egg Harbor, and along State Highway 42.
8. The Town will experience an increased demand for services, as the median population age continues to increase and additional people relocate to the Town from areas with greater services.

DEVELOPMENT STANDARDS

Environmental and Public Utility Considerations

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

Undeveloped lands exist within the Town, which will make it unnecessary to propose development within the Town's remaining "environmental corridors" as defined within the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the Town for future generations to enjoy. The Town has an abundance of these unique areas including wetlands, floodplains, and steep slopes which can add significantly to the

aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control.

The Town provides sanitary sewer service only within Fish Creek Sanitary District No. 1; the majority of the Town does not have municipal sewer and water. The plan indicates that individual property owners will continue to install and maintain their own wells; while those outside the sanitary district will continue to install and maintain their own on-site wastewater systems. The need for the protection of the watersheds and aquifers within the Town is thus required in order to provide Town residents with safe, usable water.

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

Planning Criteria

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. The criteria used by the Town, when developing the general plan design, was based upon values identified by the State, Door County and the Town of Gibraltar.

The following *State of Wisconsin criteria* are based upon Smart Growth criteria (s. 66.1001) highly encouraged within community plans:

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

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

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

1. Promote planned and orderly land use development.
2. Protect property values and the property tax base.
3. Fix reasonable dimensional requirements to which buildings, structures, and lots shall conform.
4. Prevent overcrowding of the land.
5. Advance uses of land in accordance with its character and suitability.
6. Provide property with access to adequate sunlight and clean air.
7. Aid in protection of groundwater and surface water.
8. Preserve wetlands.
9. Protect the beauty of landscapes.
10. Conserve flora and fauna habitats.
11. Preserve and enhance the County's rural characteristics.
12. Protect vegetative shore cover.
13. Promote safety and efficiency in the County's road transportation system.

General Plan Design Classifications and Strategies

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

The General Plan Design uses **17** classes of land use including two categories for Chambers Island. The intent of the plan is for these classifications to be consistent with the zoning districts within the Door County Zoning Ordinance that are in existence within the Town of Gibraltar, and to ease future implementation of the plan and coordination with the County. The General Plan Design Map's classifications, along with the Town's land use strategy for each of the classifications are identified below:

1. Shoreline & Single Family Residential
2. High Density Residential
3. Village Residential
4. Rural Residential
5. Woodland/Open Space
6. Agricultural
7. Chambers Island Woodlands
8. Chambers Island Shoreline Residential
9. Village Commercial
10. General Commercial
11. Light Industrial
12. Governmental/Institutional/Utilities
13. Parks/Recreation/Cultural
14. Natural Areas
15. Environmental Corridors/Wetlands
16. Primary Highway Corridor Overlay District
17. Secondary Highway Corridor Overlay District

1. Shoreline & Single Family Residential

A. Description: This classification is intended to provide for single family residential and planned residential development at fairly high density in or near existing communities and along the shoreline where smaller lots are more common. Minimum lot sizes for all new lots are one-half (1/2) acre or more for Shoreline and one and one-half (1 ½) acres or more for Single Family Residential.

B. Strategy: Residential developments should be steered towards population centers rather than allowing the developments to scatter throughout the Town. This will help to preserve the open spaces, views and natural settings throughout the Town. Residential developments near population centers potentially receive cost effective services such as sewer and water. Minimum lot sizes are one-half acre (1/2) or more for Shoreline, where many smaller lots already exist, and one and one-half (1 ½) acres or more for Single Family Residential, generally located further away from the bluff line and shore area.

2. High Density Residential

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

permitted. Single family residential lot sizes require a minimum of one-third (1/3) acre and multi-family development allows three (3) units per acre maximum for all new development.

B. Strategy: By concentrating this type of development near population centers and available utilities, the intent of high-density residential development is to preserve open spaces, view sheds, and natural settings. It is the intent of this classification to provide for higher density than those of Single Family Residential or Shoreline. Multi-family development is not intended to locate in centers of commercial activity. Single residential lot sizes require a minimum of one-third (1/3) acre and multi-family development allows three (3) units per acre maximum for all new development. Clustered high-density development could be used as a tool to preserve open spaces and natural areas.

3. Village Residential

A. Description: This classification is intended to provide for single family residential development at high densities and multiple occupancy developments for more attainable housing near population centers and available utilities. Minimum lot sizes of one-fourth (1/4) acre and maximum lots sizes of one-half (1/2) acre are required for single family residences and multiple occupancy developments for attainable housing at four units per acre for all new development.

B. Strategy: By locating this type of development near population centers and available utilities, the intent is to provide smaller more affordable lot sizes which are close to Village businesses and amenities, and encourage the development of some affordable rental units. Minimum lot sizes of one-fourth (1/4) acre and maximum lots sizes of one-half (1/2) acre are for single family residences and multiple occupancy developments for attainable housing at four units per acre for all new development.

4. Rural Residential 3.5

A. Description: This classification is intended for mostly rural areas of the Town where a mixture of residential and agricultural use is desired or existing. A minimum of three and one-half (3.5) acres or more is required for new lots.

B. Strategy: This classification is intended to preserve the Town's rural character and avoid conflict between land uses, while providing a transition from the population centers to the countryside. A minimum of three and one-half (3.5) acres or more is required for new lots. Rural clustering and the use of shared access roads could be used as a tool to preserve open spaces and natural areas. The Town will need to ensure that existing home businesses do not outgrow their current location.

5. Woodland/Open Space 5.0

A. Description: This classification is intended to conserve the existing, wooded or mostly wooded areas of the Town and act as a buffer between residential areas of higher density and the open spaces and natural areas of the Town. Lot sizes of at least five (5) acres are required for new lots.

B. Strategy: This classification is intended for mostly rural areas of the interior of the Town where a mixture of low-density residential, agricultural, and rural commercial activity exists or is desirable. Large woodland tracts, if they are to be developed, should be developed in such a way as to minimize the developmental impact on these features. Lot sizes of at least five (5) acres are required for new lots. Rural clustering and the use of shared access roads could be used as a tool for preservation.

6. Agricultural 5.0

A. Description: This classification is intended to preserve open space and the rural character of the Town while preserving land for agriculture and certain non-agricultural uses. Lot sizes of at least five (5) acres are required for new lots.

B. Strategy: This classification provides for residential development at lower densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and are compatible with surrounding rural land. Residential development in these areas should be limited so that it does not negatively affect the function or the look of the Town's unique rural character. Lot sizes of at least five (5) acres are required for new lots. Rural clustering and the use of shared access roads could be used as a tool for preservation.

7. Chambers Island Woodland

A. Description: This classification is intended to conserve the existing, wooded or mostly wooded areas of Chambers Island. Lot sizes of at least ten (10) acres are required for new lots.

B. Strategy: This classification is intended for mostly undeveloped areas of the interior of Chambers Island where low-density residential development is desirable. Large woodland tracts, if they are to be developed, should be developed in such a way as to minimize the developmental impact on these features. Lot sizes of at least ten (10) acres are required for new lots. Rural clustering and the use of shared access roads could be used as a tool for preservation.

8. Chambers Island Shoreline Residential

A. Description: This classification is intended to provide for single family residential development at medium densities along the shoreline of Chambers Island where smaller lots are more common. A minimum of three (3) acres or more is required for new lots.

B. Strategy: The strategic goal is to help preserve the open spaces, views and natural settings of Chambers Island while avoiding conflicts between land uses. A minimum of three (3) acres or more is required for new lots. Rural clustering and the use of shared access roads could be used as a tool to preserve open spaces and natural areas.

9. Village Commercial

A. Description: This district is intended to be the primary center for commercial development, permitting both residential and commercial uses while maintaining the unique historical character of the unincorporated Village of Fish Creek.

B. Strategy: This classification is intended to permit but is not limited to, a wide variety of retail, service and office uses in an area which has been the commercial center of the Town for many years, and in a manner which would promote pedestrian traffic rather than vehicular traffic. Multi-family development is not intended to be located in centers of commercial activity. Design review standards should be established for all new development in this district. Multi-occupational development may be permitted construction according to the design standards.

10. General Commercial

A. Description: This classification permits both residential and commercial uses and is designed to accommodate those areas of the Town of Gibraltar with a mixture of uses.

B. Strategy: Typically, this area will be located within or near existing population centers and will accommodate neighborhood type businesses such as but not limited to, restaurants, gas stations, grocery stores, farm markets, galleries, retail shops, etc. This classification recognizes areas of existing local business and can be used as a transition between business centers and residential areas. Multi-family development is not intended to be located in these areas. Signage, landscaping, lighting, parking and access standards should fit the Town's rural character. Decisions to allow commercial development in noncommercial areas should be limited.

11. Light Industrial

A. Description: This classification is intended to provide for manufacturing, warehousing, and other light industrial operations and also includes existing industrial uses including nonmetallic mining (gravel & sand pits). This classification is not intended for heavy industrial use.

B. Strategy: It is also intended that this district be used for the location of businesses such as but not limited to trade or contractor establishments, commercial storage facilities and similar businesses. Such uses may be subject to requirements that will reasonably ensure compatibility and should not be detrimental to the surrounding area or to the Town as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. As with commercial development, when light industrial development is proposed within the Town, the Town Plan Commission and Town Board should monitor this type of development. Signage, landscaping, lighting, parking and access standards should fit the Town's rural character.

12. Governmental / Institutional / Utilities

A. Description: This classification identifies churches, cemeteries, schools, airport, governmental facilities, public and private institutions and utility sites.

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

13. Parks / Recreation / Cultural

A. Description: This classification designates parks and recreational and cultural facilities.

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

14. Natural Areas/Environmental Corridors

A. Description: This classification is intended to conserve the existing, mostly undeveloped natural areas and environmental corridors within the Town of Gibraltar, or other areas where natural features are considered significant. Lot sizes of at least 15 acres are required for new lots.

B. Strategy: The Town of Gibraltar has many significant natural features including wetlands, large stands of trees, floodplains, lakes, and creeks. This classification is intended to preserve these natural areas of the Town to maintain its rural character while protecting the quality of its ground water. Commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Residential development in these areas should have a minimal affect on wildlife habitats and the rural nature of the area. Lot sizes of at least 15 acres are required for new lots. The Town should recognize as policy, the importance of preserving ecologically significant areas such as the Lost Lake complex, the Ephraim Swamp, the Fish Creek lowlands, and the Ski Hill forest complex. Any proposed development surrounding these areas must consider both secondary and cumulative impacts to the environment

15. Wetlands

Description: This classification is intended to prevent the destruction and depletion of wetlands within the Town of Gibraltar while protecting the quality and quantity of its ground water, and to prevent the changing of the natural character of these wetlands. Surrounding contiguous wetlands, a wetlands buffer of 300 feet shall act as a transitional area where development is limited. No roads or buildings may be constructed, fill added, or agriculture practiced within 75 feet of all wetlands. The setback and buffer areas are each measured from the edge of the wetlands. The Town should direct development away from these areas as much as possible. Current wetland boundaries coincide with the wetland boundaries as shown on the most recent version of the Wisconsin Wetland Inventory maps for Door County which have been prepared by the Wisconsin Department of Natural Resources.

B. Strategy: This classification is intended to preserve and protect environmental corridors and wetlands of the Town to maintain and improve natural processes such as flood control, water retention and or groundwater recharge. This plan recommends that environmental corridors and wetlands within the Town remain in their natural state or be minimally modified for possible recreational use only. Surrounding contiguous wetlands, a wetlands buffer of 300 feet shall act as a transitional area where development is limited. No roads or buildings may be constructed, fill added, or agriculture practiced within 75 feet of all wetlands. The setback and

buffer areas are each measured from the edge of the wetlands. The Town should direct development away from these areas as much as possible. Continued harvesting of forest products with associated temporary roads will be allowed.

16. Primary Highway Corridor Overlay District

A. Description: The Primary Highway Corridor Overlay District is defined as an area encompassing those primary highways where due to traffic volume, traffic speed, and safety concerns, additional land use controls and buffering of land development from the roadway is warranted. The Primary Highway Corridor Overlay District is designed to be an overlay to other classifications within the General Plan Design.

B. Strategy: Southern Highway Corridor: The STH 42 - Southern Highway Corridor encompasses the segment of STH 42 from the southern Town line north to Fish Creek. The function of STH 42 is to move traffic at relatively high speeds between communities and regions and, therefore, development with direct access to STH 42 should be limited. A buffer should be established on either side of the corridor to preserve the visual character of the area. Cluster developments should be encouraged adjacent to this corridor. Shared driveways should be encouraged and driveway access a distance from the STH 42 intersection.

C. Strategy: Northern Highway Corridor: The STH 42 - Northern Highway Corridor Overlay District encompasses the segment of STH 42 from Gibraltar School north to the Town line. The STH 42 - Northern Highway Corridor overlay should encourage safe movement of traffic at the existing speeds. A buffer should be established on the south side of the corridor to preserve the visual character of the area. Cluster developments and shared driveways should be encouraged adjacent to this corridor.

17. Secondary Highway Corridor Overlay District

A. Description: The Secondary Highway Corridor Overlay District is defined as an area encompassing collector and local roads where, due to traffic volume, traffic speed, and safety concerns, additional land access controls and buffering of land development from the roadway is warranted. The Secondary Highway Corridor Overlay District is designed to be an overlay to other classifications within the General Plan Design. Based on function, traffic volume and speed; CTH A, CTH F, Spring Road and Peninsula Players Road are identified as Secondary Highway Corridors.

B. Strategy: The intent of this classification is to assist in preserving the visual characteristics of these rural areas, maintaining a reasonable speed limit, and providing for safe use by bicycles and pedestrians. Controls could include, but are not limited to, minimum driveway spacing; vegetative screening between the road-right-of-way and development; addition of paved road shoulders (4 to 5 feet) to accommodate bicyclist and pedestrians; reduced speed limits in areas of development; landscaping of parking areas; and the use of shared driveways.

DESIGN YEAR LAND USE PROJECTIONS

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and Town-wide survey results. Over a 24-month period, the Town Planning Committee met more than 30 times to review Town data and growth options. From these meetings and presentation to the public, a 2020 General Plan Design was developed and approved.

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

FIVE YEAR INCREMENTAL LAND USE PROJECTIONS

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

The methodology used to project the Town's future residential land use acreage employed the projected housing needs presented in Chapter 3 of this document, an assumed dwelling unit per 1.9 acres ratio for each housing type, and a multiplication factor of (2.0) to allow for market flexibility. Based on this methodology, the Town would need to accommodate approximately 133 acres for future residential development over the next five years, 158 acres between 2005 and 2010, 173 acres between 2010 and 2015, and 222 acres between 2015 and 2020.

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the Town (14:1) based on the 2000 land use inventory. Based on this methodology, the Town would need to accommodate about 10 acres for future commercial development over the next five years, 11 between 2005 and 2010, 12 acres between 2010 and 2015, and 16 acres between 2015 to 2020 for a total of 49 acres of future commercial development. The Town has allocated approximately 250 acres for commercial uses on the 2020 General Plan Design. The larger commercial acreage allocation on the plan design is due in large part to the highway exposure and the close proximity to the Village of Fish Creek. It is the hope that this will attract more commercial businesses to the area and help create more jobs. These areas designated as commercial will also allow for proper parking facilities and adequate buffers between the different business types.

Industrial lands are projected in the same manner as the commercial lands. According to the 2000 land use inventory, the current ratio of residential acreage to industrial land use acreage in the Town is 11:1. Therefore the Town would need to accommodate about 12 acres for future

industrial development over the next five years, 14 between 2005 and 2010, 16 acres between 2010 and 2015, and 20 acres between 2015 to 2020 for a total of 62 acres of future industrial development. The Town has allocated approximately 125 acres for industrial uses on the 2020 General Plan Design.

IDENTIFIED "SMART GROWTH" AREAS

During the planning process, the Town of Gibraltar Plan Committee developed a recommended land use plan (Map 8.5) which identifies how the Town will develop and preserve its lands throughout the planning period. During this process the Plan Committee identified areas that are considered "smart growth areas". According to s.16.965, Wis. Stats., a "smart growth area" is "an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs." The "smart growth areas" within the Town of Gibraltar are found adjacent to the Village of Fish Creek. Locating these areas near existing development within the Town allows for more orderly and efficient development patterns. In addition, these lands will allow for a mixture of uses (residential, industrial, commercial, recreational, etc.), and are in close proximity to urban services such as public sewer and water. Locating higher density development adjacent to Fish Creek also assists the Town in maintaining its rural character. Allowing lower densities throughout the remainder of the Town offers the opportunity to preserve the many valuable natural areas and agricultural lands that make up the Town of Gibraltar's landscape.

SUMMARY

Overall, the Town of Gibraltar 2020 General Plan Design is the result of approximately three years of preparation and work done by the Town of Gibraltar Planning Committee which generally worked towards several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- steering developments to areas of within the Town in order to minimize land use conflicts;
- understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
- promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
- preserving productive farmlands within the Town;
- maintaining the towns rural and open space character;
- steering more intensive development toward the Village of Fish Creek in order to promote more efficient development patterns;
- cooperating with the Village of Ephraim, Village and Town of Egg Harbor and other surrounding towns;

- identifying enough land to accommodate a variety of development over a 20-year planning period.

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

Table 8.2 contains a summary of the year 2020 land uses which have been designated in the General Plan Design for the Town of Gibraltar along with their approximate acreage totals. It is important to note that the 2020 acres are by area and not by individual land uses, resulting in different acreage calculations than those acreage totals found in the 2000 land use inventory.

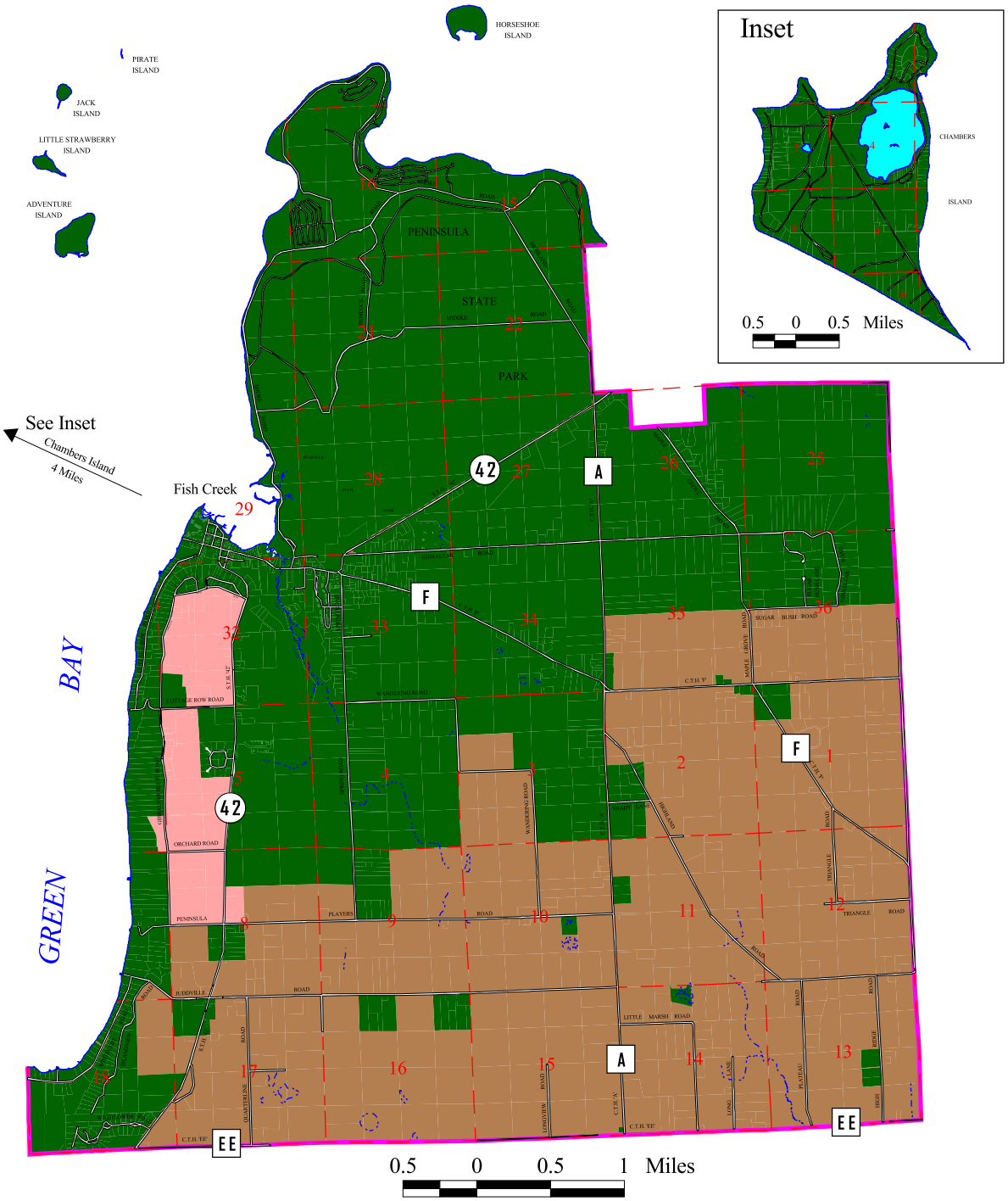
Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Gibraltar

General Plan Design Categories	Acres
Shoreline Residential	129
Single Family Residential	1,080
High Density Residential	410
Village Residential	113
Rural Residential 3.5	3,444
Woodlands/Open Space 5.0	2,235
Agricultural 5.0	4,453
Chambers Island Woodlands	1,297
Chambers Island Residential	743
Village Commercial	63
General Commercial	189
Light Industrial/Non-Metallic Mining	125
Governmental/Institutional/Utilities	278
Parks/Recreation/Cultural	3,059
Natural Areas	536
Environmental Corridors/Wetlands	2,796
Water Features	366
Roads	685
Total	22,001

Source: Bay-Lake Regional Planning Commission, 2004.

Map 8.1

Farmland Preservation Plan
Town of Gibraltar
Door County, Wisconsin



Secondary Farmland Preservation Areas
Excluded Areas
Transition Areas

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

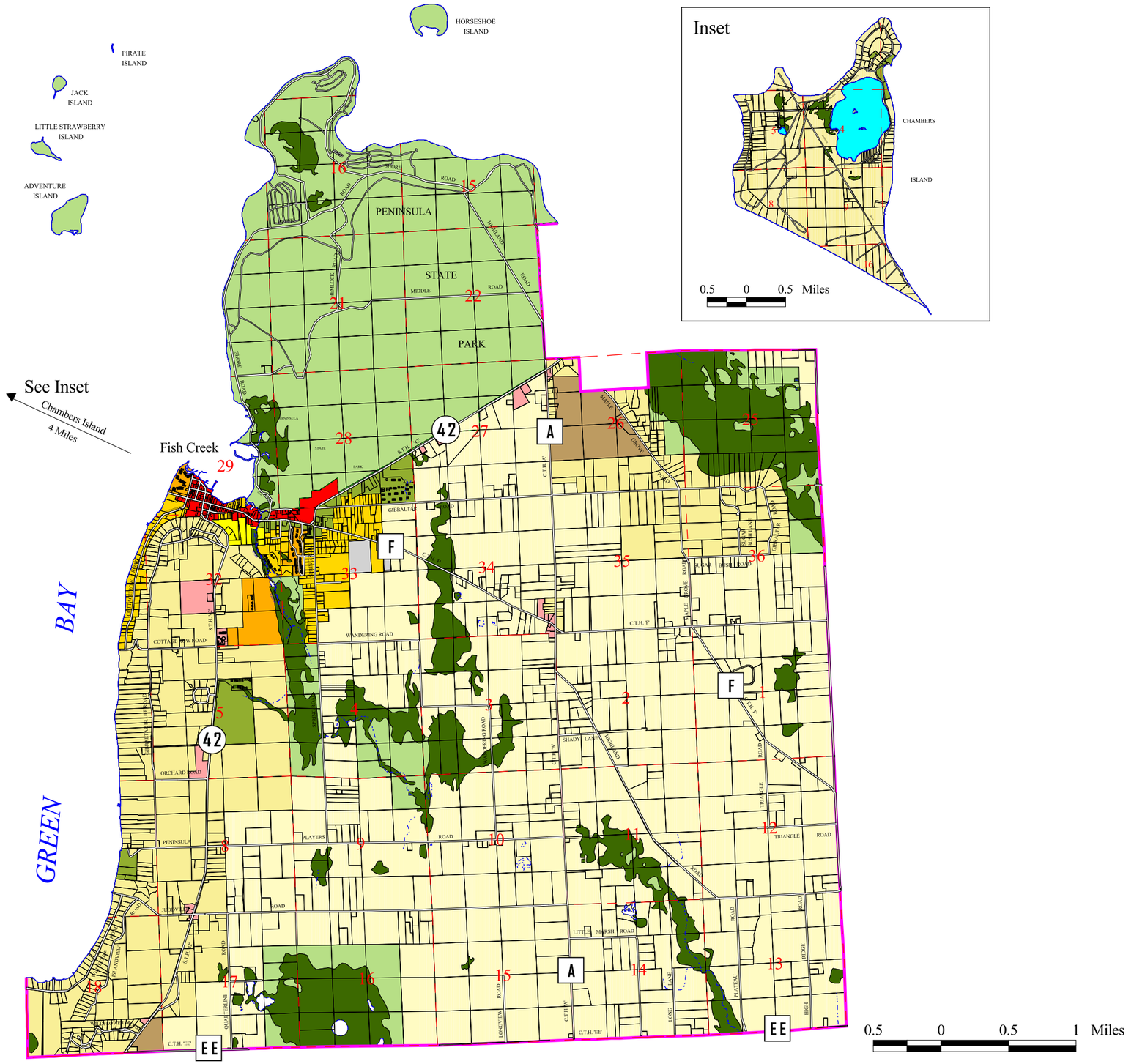
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

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Source: Door County Farmland Pres. Plan, 1982; Bay-Lake Regional Planning Commission, 2004.

Map 8.2

Zoning
Town of Gibraltar
Door County, Wisconsin



- Small Estate Residential (SE)
- Heartland 3.5 (HL3.5)
- Single Family Residential-20,000 ft2 (SF20)
- Single Family Residential-30,000 ft2 (SF30)
- High Density Residential (HD)
- Commercial Center (CC)
- Mixed Commercial (MC)
- Recreational Commercial (RC)
- Light Industrial (I-1)
- General Agricultural (GA)
- Natural Area (NA)
- Wetland (W)

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

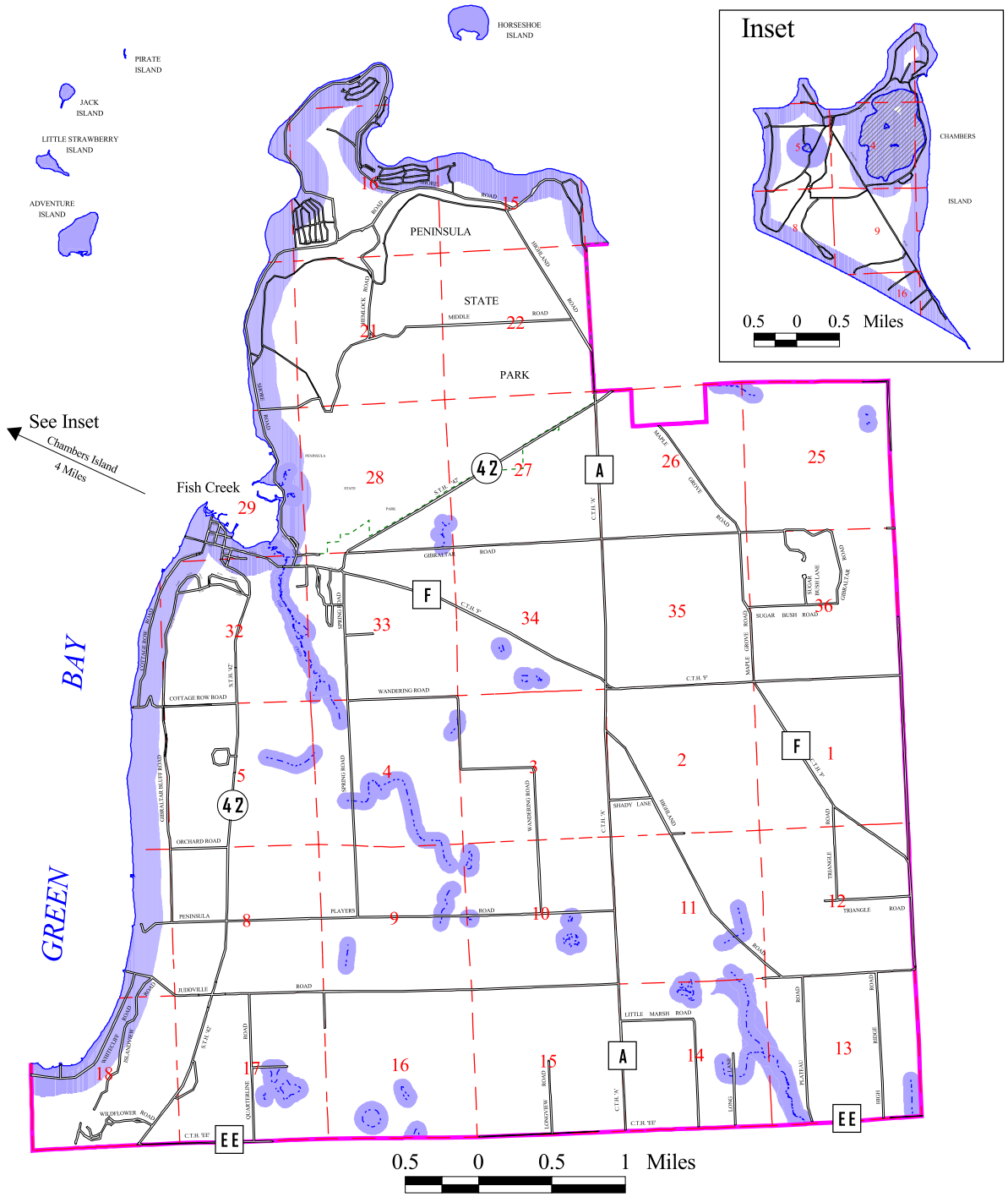
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Map 8.3

Shorelands

Town of Gibraltar

Door County, Wisconsin



Shorelands

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

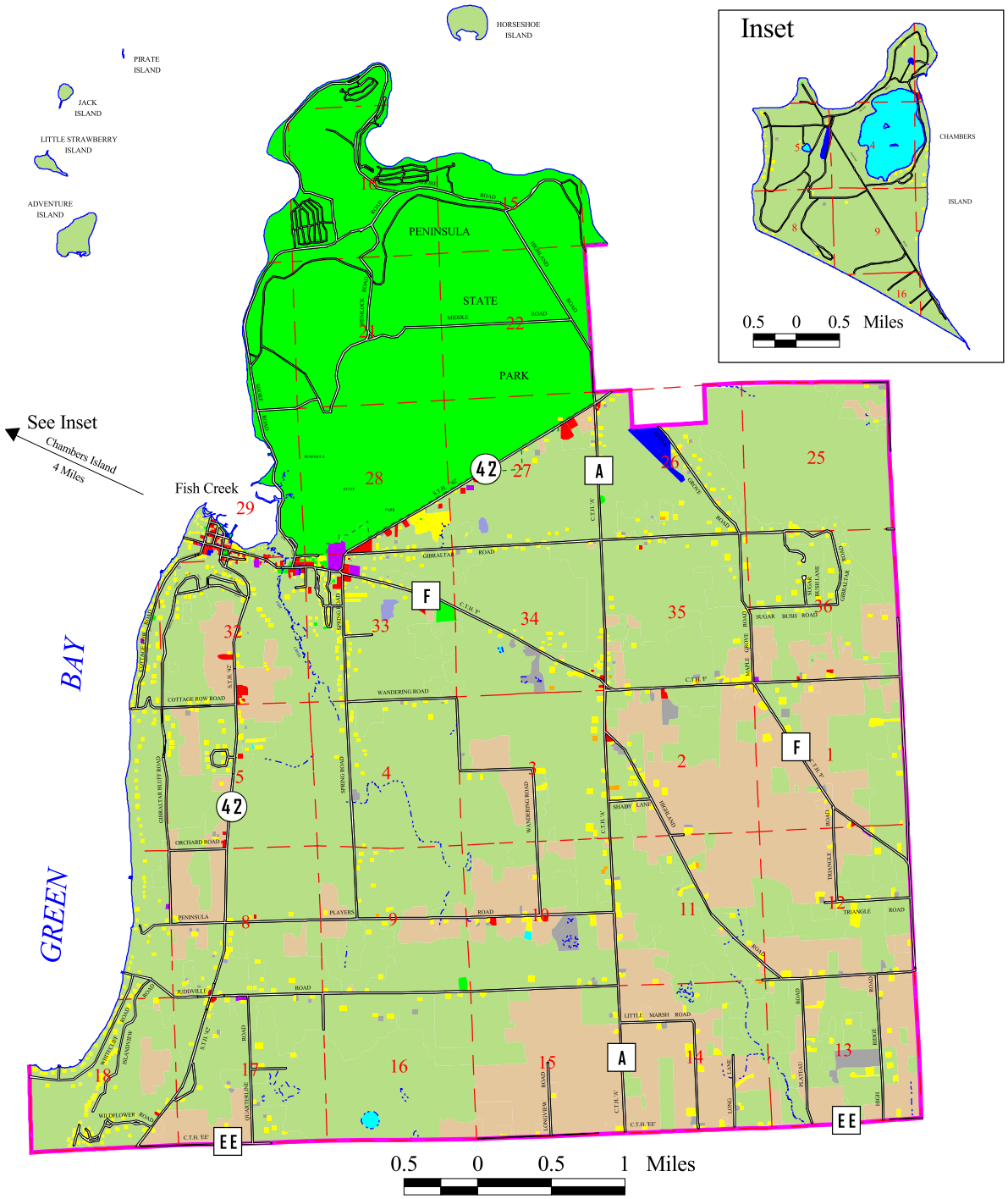
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Map 8.4

2001 Land Use

Town of Gibraltar

Door County, Wisconsin



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Agricultural
- Water Features
- Woodlands, Wetlands Undeveloped Open Space

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

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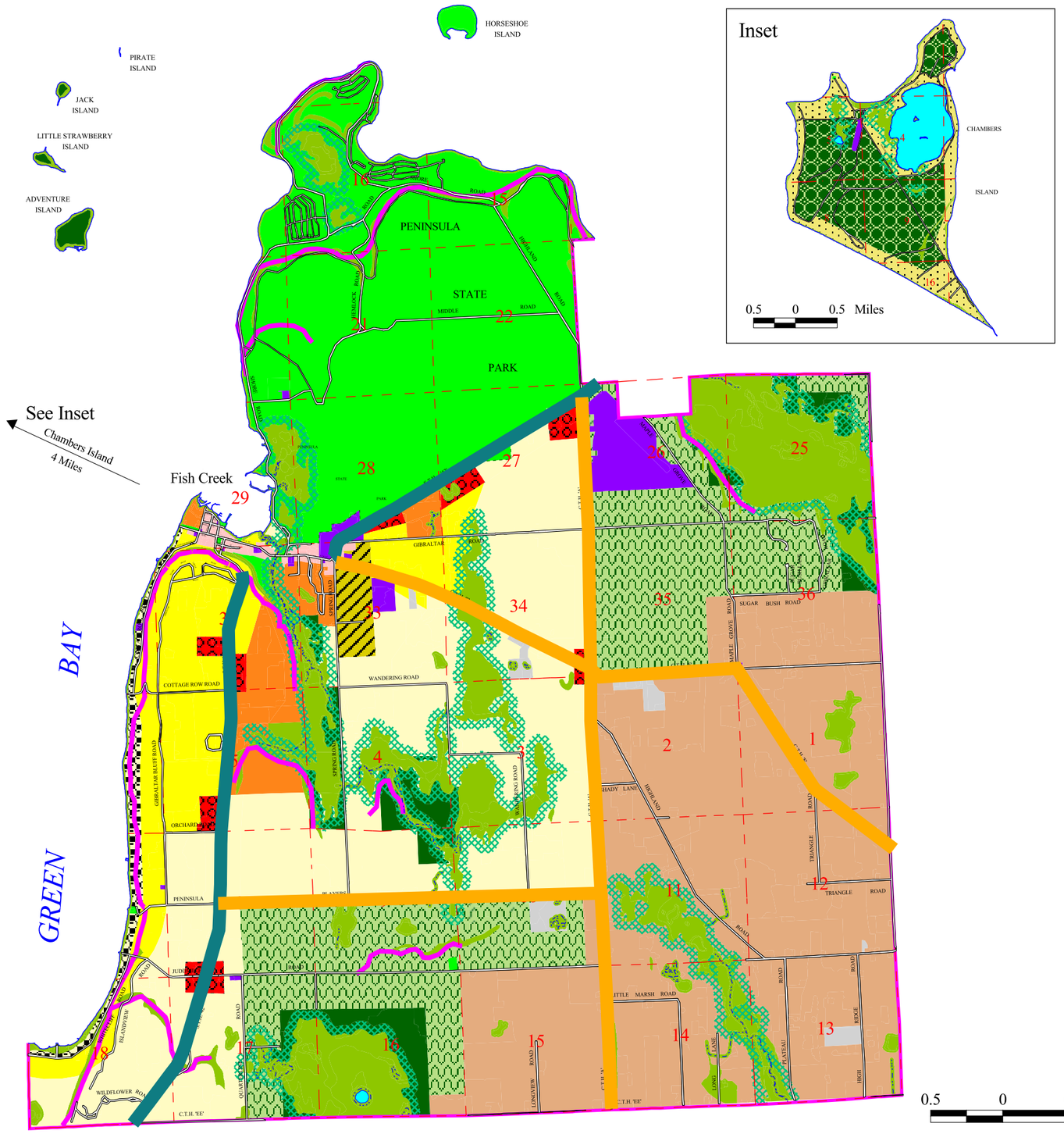
Map 8.5

2020 General Plan Design

This is not a Zoning Map

Town of Gibraltar

Door County, Wisconsin



- Single Family Residential
- Shoreline Residential
- High Density Residential
- Village Residential
- Rural Residential
- Woodlands/Open Space
- Agricultural
- Chambers Island Woodlands
- Chambers Island Shoreline Residential
- Village Commercial
- General Commercial
- Light Industrial/Nonmetallic Mining
- Governmental/Institutional/Utilities
- Parks/Recreation/Cultural
- Natural Areas
- 300-Foot Natural Area Buffer
- Environmental Corridor/Wetlands
- Primary Highway Corridor Overlay
- Secondary Highway Corridor Overlay
- Niagara Escarpment

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

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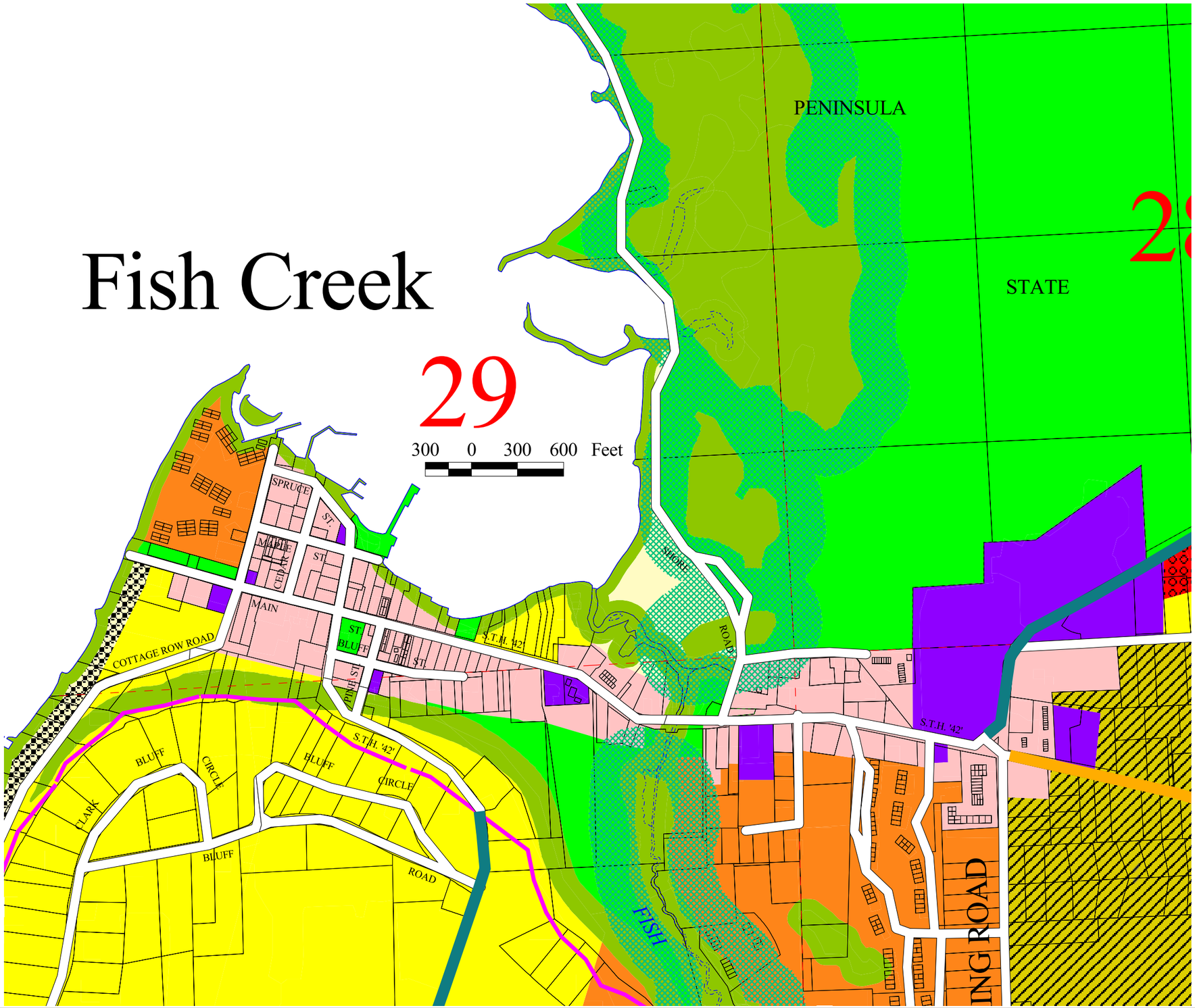
Map 8.6

2020 General Plan Design

This is not a Zoning Map

Village of Fish Creek
Town of Gibraltar

Door County, Wisconsin



- Single Family Residential
- Shoreline Residential
- High Density Residential
- Village Residential
- Rural Residential
- Woodlands/Open Space
- Agricultural
- Chambers Island Woodlands
- Chambers Island Shoreline Residential
- Village Commercial
- General Commercial
- Light Industrial/Nonmetallic Mining
- Governmental/Institutional/Utilities
- Parks/Recreation/Cultural
- Natural Areas
- 300-Foot Natural Area Buffer
- Environmental Corridor/Wetlands
- Primary Highway Corridor Overlay
- Secondary Highway Corridor Overlay
- Niagara Escarpment

Map Features

- State Highway
- County Highway
- Local Road
- Surface Water Features
- Mackaysee Lake
- Section Lines
- State Park
- Town Boundary

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

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Chapter 9 - IMPLEMENTATION

INTRODUCTION

The final element in a comprehensive planning program is the implementation of the approved Town of Gibraltar 20-Year Comprehensive Plan. Implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an Official Map;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the Town, for example, a rezoning request or a capital expenditure, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

This chapter provides information on the comprehensive plan amendment/update process and its overall use by the Town of Gibraltar. More specific information on various statutory powers which the Town may utilize to implement the 20-Year Comprehensive Plan is also included in this chapter.

Role of the Plan

The comprehensive plan must be in conformance with land controls governing the Town. When reviewing any petition or amending any land controls within the Town, the plan shall be reviewed and a recommendation derived from the plan's identified statements, goals, objectives, vision statement and General Plan Design. If a decision needs to be made which is inconsistent with the comprehensive plan, then the plan must be amended to include this change in policy before the decision can take effect.

Role of the Elected Officials

The elected officials must make their decisions from the standpoint of overall community welfare - tempered by site-specific factors. They must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the recommendations of advisory boards, with their own judgment.

LAND USE PLANNING RECOMMENDATIONS

Zoning

The Town of Gibraltar is under the authority of the Door County Zoning Ordinance administered by Door County, Wisconsin. Many future land use classifications may require rezoning to become effective. The Town will also need to stand firm on minimum zoning standards.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility of text and realignment of boundaries within various districts should take place. The Town of Gibraltar should work with Door County in amending the County Zoning to reflect the Town's needs, which may mean the development of additional zoning districts and or overlays.
- Work with the County as necessary in identifying standards for lighting and landscaping in order to best protect the rural look of the Town.

Official Maps

Under §62.23(6), the city council/village board/town board (under village powers) "..may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. " Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

- Given the rural character and abundance of open spaces in the Town of Gibraltar, the Town may choose to begin the official map process in specific areas. As an example, areas where more intensive development is to take place, (Fish Creek, adjacent to Ephraim) as opposed to the entire Town. Further, developers would be required to ensure the Town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the Town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.
- Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the Villages of Ephraim and Egg Harbor currently has a right to exercise extra-territorial plat review over the Town, and thereby influence the division of land within 1.5 miles of its border with the Town. The Town would have discretion in the design of the development plan and in most instances the Villages of Ephraim or Egg Harbor would have approval authority of any Area Development Plans within 1.5 miles of each village. If approved, the plans would be incorporated as part of the official map.

Erosion and Storm Water Control Ordinances

Under § 61.354 of the Wisconsin Statutes, the Town may enact a construction site erosion control and storm water management zoning ordinance. Door County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The Town of Gibraltar should support this type of ordinance and work with the County to develop, adopt, and ensure compliance by developers. In the future, the Town may wish to enforce such an ordinance themselves, though it is not recommended that the Town undertake this responsibility within the planning period.

Economic Development Committee

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community's business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- Door County has an Economic Development Corporation. It is recommended that the commercial and industrial needs of the Town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth. The Door County Economic Development Corporation manages the Door County Revolving Loan Fund which provides low interest loans for business development and expansion

Building/Housing Codes

The Town should work closely with Door County in the enforcement of all applicable building/housing codes to ensure that properties are adequately maintained to preserve the rural character of the Town and to protect property values. This is important especially for those older areas within the Town and for properties that are not owner occupied. The Town should review the codes with the County to determine their effectiveness within the Town.

Sanitary Codes

The Town will need to work with Door County to ensure that strict compliance with all sanitary codes is adhered to within the Town. Groundwater protection is of great importance to the Town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. The Town will review code enforcement with the County to determine its effectiveness within the Town, and the Town will stay informed on any future changes to code minimum standards which may affect residents and their lands.

COMPREHENSIVE PLAN DEVELOPMENT PROCESS

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing a community nominal group process as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. To encourage public comment in the plan, a public participation resolution provided for open houses and newsletters (See Appendix A). The identified vision, goals and strategies expressed within this plan were utilized to determine the final General Plan Design as well as the specified implementation actions the Town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

PROCESS FOR UPDATING PLAN

As directed by s66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following s66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

IMPLEMENTATION TIMELINE & WORK PLAN

The goals established in this plan will be implemented over a twenty year planning period beginning in 2004 and running through the year 2024. They represent priorities for land use management for the Town of Gibraltar. The objectives provide more detailed and readily measurable steps toward reaching each goal.

The following work plan has been developed to implement these goals and objectives. The plan outlines the entity responsible for each objective, cooperating agencies, expected funding source, and a timeline for implementation. The work plan should be evaluated and revised as needed an annual basis. The Planning Commission established a priority list for each element. These priority items are noted with an (*) in the work plan.

The work plan activities listed in the following tables represent both on-going and individual initiatives.

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
GOAL 1: ***Agricultural & Natural Resources*** The Town of Gibraltar's natural areas and resources: land, water and air as well as plant and animal life and habitat: are preserved, protected, conserved, restored, enhanced and maintained for future generations.				
Objective 1.1: Preserve and protect all wetlands within the Town.				
Identify all wetlands within the Town using the state definitions and standards.	Planning Commission	WDNR	WDNR	2004-2005
Educate all parties involved, including but not limited to Town Board supervisors and Town employees, property owners, developers, contractors, builders, business owners and realtors to the location, importance, and legal measures necessary to protect wetlands.	Planning Commission	Town Board	WDNR	2004 then On-Going
*Require certified wetlands delineation of all proposed development sites, as a prerequisite to issuance of County and local building permits. Delineation shall be completed using the State definitions and standards.	Planning Commission	Town Board, Door County		On-Going
* As an overlay to the Door County Zoning ordinance, no road or structures should be constructed or fill added within 75 feet of all wetlands and limit development within 300 feet of wetlands that are located within an identified environmental corridor.	Planning Commission	Town Board, Door County		2004 then On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.2: Preserve and protect the quality of ground and surface waters within the Town.				
Implement measures to protect groundwater quality in the Town. 1. Require registration of all wells in the Town of Gibraltar and encourage annual well water testing for bacteria and lead with results to be reported to the Town Office. Monitor the quality of drinking water, including but not limited to bacteria and lead, from private, commercial and public wells within the Town. 2. Inventory the location of all above and belowground fuel tanks and abandoned and existing landfills. Develop means to ensure compliance with applicable state laws in regards to cleanup and abandonment. 3. Require that all abandoned wells in the Town are properly sealed. Educate residents and ensure the enforcement of applicable state and County laws and ordinances. *4. Identify and protect through zoning overlays critical ground water recharge areas.	Planning Commission	Town Board, Door County Soil & Water Conservation Dept. (DCSWCD), Door County Planning & Zoning (DCPZ)	WDNR	1-5 years
*Inventory the type and status of every sewage disposal system within the Town every five years, and require needed upgrades on failing systems within 12 months.	Planning Commission	Town Board, Door County Sanitarian	WDNR	1-3 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
*Develop a Town managed utility district for on-site wastewater systems as per utilities recommendations.	Planning Commission	Town Board		2-5 years
Promote or require the construction of "cluster" wastewater treatment and other state of the art systems in areas where the Town determines they would be most appropriate for ensuring effective treatment practices.	Planning Commission	Town Board	WDNR	On-Going
*Implement measures to minimize storm water runoff into the Bay and other surface waters in the Town. See Utilities and Facilities Resources 1.1h.	Planning Commission	Town Board, DCSWCD, DCPZ, WDNR	EPA, WDNR	2-10 years
*Require the certified delineation of rock holes, crevices, and caves as a prerequisite to the issuance of a County or local building permit. In addition, ensure enforcement of County and state rules relating to the filling of crevices and rock holes within the Town.	Planning Commission	Town Board, DCSWCD, DCPZ, WDNR		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
*Continue monitoring and collecting data on Fish Creek; its watershed and Fish Creek Harbor.	Planning Commission	Town Board, Door County Soil & Water Conservation Dept. (DCSWCD)	WCMP	On-Going
Objective 1.3: Protection and preservation of environmental corridors, (as defined on page 2-26 of narrative) green space, forests, environmentally sensitive areas, endangered species, parks and wildlife habitat in the Town.				
Identify, inventory and map environmental corridors, open space, forests, environmentally sensitive areas, vistas, geological features, archaeological sites and endangered species within the Town.	Planning Commission	Town Board, DCSWCD, EPA, WDNR	WCMP, WDNR	2-5 years
*1. Recognize, as a matter of Town policy, the importance of preserving ecologically significant areas such as the Lost Lake, the Ephraim Swamp, the Fish Creek lowlands and the Ski Hill forest complex. 2. Identify in as much as possible environmental corridors. 3. Determine factors that could threaten or compromise the integrity of identified sensitive areas. 4. Develop an action plan for the long term protection of the above.	Planning Commission	Town Board, DCSWCD, EPA, WDNR	WCMP, WDNR	2-5 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Develop a long-range, prioritized plan for the acquisition of land for parks and natural areas within the Town.	Planning Commission	DCSWCD, WDNR	WCMP	2-5 years
Develop guidelines for property owners to maximize the protection and stewardship of wooded areas.	Planning Commission	DCSWCD, EPA, WDNR	WCMP, WDNR, DATCP	2-5 years
Develop measures to preserve and increase public access to the Green Bay shoreline.	Planning Commission	DCSWCD, EPA, WDNR	WCMP, WDNR	2-10 years
Educate residents on the need to protect natural areas from invasive species and engage them in the eradication efforts.	Planning Commission	Town Board, DCSWCD, WDNR	WCMP, WDNR	2-5 years
Educate the public and encourage public access to public and private lands for the purpose of hunting.	Planning Commission	Town Board, WDNR		On-Going
Objective 1.4: Preserve and improve the Town's air quality.				
Annually distribute to Town residents educational materials related to outdoor burning, including applicable laws and ordinances, the hazards associated with illegal burning practices, and alternatives to outdoor burning.	Planning Commission	WDNR, EPA		On-Going
Enforce penalties for non compliance and develop other methods to ensure Town residents compliance with applicable laws and ordinances related to outdoor burning including burn barrels.	Planning Commission	EPA, WDNR	EPA	On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Develop a Board policy which supports local, state and federal measures to protect air quality.	Town Board	DCSWCD, EPA, WDNR		On-Going
GOAL 2: ***Agricultural & Natural Resources*** Preservation and protection of the Town's unique rural character.				
Objective 2.1: Promote development and activities that protect the Town's rural character.				
Plan for development that protects the Town's "rural character".	Planning Commission	Town Board		5-10 Years
Encourage the use of conservation subdivisions in selected areas to maximize the preservation of open space, agricultural land and natural areas.	Planning Commission	Door County, State of Wisconsin		On-Going
Encourage development that minimizes visual impact.	Planning Commission	Door County, State of Wisconsin		On-Going
Develop the means to minimize corridor development between Egg Harbor, Fish Creek and Ephraim.	Planning Commission	Door County, State of Wisconsin		On-Going
Work closely with surrounding municipalities to develop compatible land use and zoning regulations that enhance and protect the rural character of the surrounding countryside.	Planning Commission	Town Board, Egg Harbor, Ephraim, Baileys Harbor, Door County, State of Wisconsin		On-Going
Educate property owners to the use of development patterns that reflect "rural character".	Planning Commission	DCSWCD		On-Going
Develop Town long-range tree preservation and planting plan.	Planning Commission	DCSWCD, WDNR		2-5 years
Objective 2.2: Support land protection and conservation				
Develop a land protection plan.	Planning Commission	DCSWCD, WDNR		1-3 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 2.3: Minimize and discourage light pollution and trespass while preserving the safety of Town residents and visitors. Refer to Cultural Resources Objective 1.2.				
Objective 2.4: Preserve the rural character of the Town through the strict control of signage. Refer to Cultural Resources Objective 1.3.				
Objective 2.5: Promote environmentally and visually screened sources of infrastructure materials within the Town (i.e. sand, gravel and stone)				
Inventory existing and potential sites that could provide materials for the next 20-year period.	Planning Commission	DCSWCD, WDNR, WGNHS		On-Going
After environmental review and the hearing of neighboring property owners, develop a zoning overlay which earmarks sites where mineral extraction will be allowed.	Planning Commission	Town Board, DCSWCD, WDNR, WGNHS		On-Going
Objective 2.6: Minimize conflicting land uses.				
GOAL 3: ***Agricultural & Natural Resources*** Sustain the Town's agricultural heritage and economy.				
Objective 3.1: Promote the conservation of agricultural land within the Town and adjacent environs.				
Encourage sustained agricultural use of land within and surrounding the Town.	Planning Commission	DCSWCD		On-Going
Promote the preservation of orchards to substantiate the Town's agricultural heritage.	Planning Commission	DCSWCD		On-Going
GOAL 1: ***Cultural Resources*** Enhance the quality of life through the identification, preservation and protection of cultural resources that are significant for their cultural, scenic, historical, architectural, and archaeological value as an integral part of the Town of Gibraltar.				
Objective 1.1 Ensure that these cultural resources are identified.)				
Develop a plan for development that preserves open/green space, historical buildings, and historical sites.	Planning Commission	State Historical Society, Local Historical Societies, Door County Planning Dept		2-5 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.2: Minimize and discourage light pollution and trespass while preserving the safety of Town residents and visitors.				
Identify sources of light pollution and light trespass in the Town.	Planning Commission	WPS		1-3 years
Develop an outdoor lighting policy for the Town of Gibraltar to include: Buildings and structures Recreational area Parking lots Landscape lighting Billboards and advertising signs Street lighting Product display area lighting Building overhangs and open canopies Walkways Set standards for outdoor lighting that, while providing a level of safety for vehicular and pedestrian traffic does not excessively interfere with nighttime viewing and avoid glare and light trespass onto private property.	Planning Commission	Town Board, Door County		1-3 years
Develop ordinances that implement the latest standards and technology of non-polluting lighting for all new residential and commercial construction.	Planning Commission	Door County Planning		2-5 years
Objective 1.3: Preserve the rural character of the Town through the strict control of signage.				
Study the possibility of eliminating all billboards.	Planning Commission	Door County Planning		2-8 years
Develop a uniform system of rustic "directional" signs guiding visitors to local businesses and points of interest.	Planning Commission	Door County Planning		2-8 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
GOAL 2: ***Cultural Resources*** Identify, preserve and protect the cultural and historical resources throughout the Town.				
Objective 2.1: Preserve the unique "Historical Character" of Fish Creek by developing an Historic District Plan.				
Objective 2.2: Include preservation of cultural and historical resources as an integral part of the Town's Economic Development Plan. (See Economic Development Plan)				
Using guidelines from the State of Wisconsin Historical Program, establish an Historical District. Preserve the building design, landscaping, lighting, advertising signs, and the natural resources characteristic of this designated area.	Planning Commission	Local Historical Societies, SHS		1-5 years
*****Develop a zoning overlay for the Town of Gibraltar incorporating these historical and cultural resources.	Planning Commission	Local Historical Societies, SHS		1-5 years
Encourage the continued usage of area/buildings of historical and cultural heritage.	Planning Commission	Local Historical Societies, SHS		On-Going
GOAL 3: ***Cultural Resources*** Protect and enhance the character, quality and livability of the community by identifying and preserving the historical environment, and cultural environment.				
Objective 3.1: Increase awareness of historical resources, buildings and sites.				
Create a brochure of Historical Buildings and Sites (including a map) within the Town of Gibraltar.	Local Historical Societies	Planning Commission		2-4 years
GOAL 4: ***Cultural Resources*** Support the development of cultural resources within the Community.				
Objective 4.1: Preserve and support Cultural Resources - art within the Community.				
Objective 4.2: Promote and support community recreational activities.				

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
GOAL 5: ***Cultural Resources*** Preserve the natural and rural character of present and future cemeteries. (See Utilities and Community Facilities)				
GOAL 1: ***Population & Housing*** The Town of Gibraltar is a community in which people of diverse ages and economic backgrounds can attain housing.				
Objective 1.1: Increase the supply of housing that is affordable to low and moderate income households.				
*Promote housing for employees of local businesses.	Planning Commission	Town Board		1-5 years to address then On-Going
*Allow density bonus for providing on-site employee housing.	Planning Commission	Town Board, DC Planning		1-10 years
Rezone selected areas of the Town for housing development for low and moderate income households.	Planning Commission	Town Board, DC Planning		2-20 years
Allow density bonus for cluster housing developments with shared septic system.	Planning Commission	Town Board		On-Going
Provide local property tax and other incentives for construction of housing for seasonal workers and low income households.	Planning Commission	Town Board		On-Going
Work intergovernmentally to provide links to affordable housing resources.	Planning Commission	Town Board		On-Going
Develop active relationship with affordable housing resources.	Planning Commission	Town Board		1-3 years
*Link affordable housing resources to Town web site.	Planning Commission	Door County		1-2 years
Objective 1.2: Encourage the settlement of young people and their families in the Town of Gibraltar.				
Encourage the development of year round, middle-income producing jobs.	Planning Commission	Door County		On-Going
Encourage accommodation of transitional population.	Planning Commission	Door County		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Expand opportunities for education internships in the Town.	Planning Commission	Door County		On-Going
Objective 1.3: Promote the development of physical accessibility to accommodate the needs of the aging and mobility impaired population.				
*Encourage Town businesses to meet physical accessibility (ADA) standards.	Planning Commission	Town Board		On-Going
*Modify Town facilities to meet physical accessibility (ADA) standards.	Planning Commission	Town Board		3-10 years
Educate homeowners and builders regarding building options for physical accessibility standards.	Planning Commission	Town Board		On-Going
Objective 1.4: Develop a section of the Fish Creek Library devoted to social/housing resources.				
*Require one Planning Commission (Commission) member to attend an affordable housing conference on an annual basis.	Planning Commission	Town Board		On-Going
Work intergovernmentally to create and maintain a "one-stop" resource center for social assistance including housing.	Planning Commission	Town Board		2-5 years
Objective 1.5: Promote development of elderly housing.				

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
GOAL 1: ***Economic Development*** The Town of Gibraltar promotes year around employment with a diverse mix of businesses that include existing, expanded and new businesses, while recognizing that tourism will continue to be an important part of the local economy.				
Objective 1.1: Provide an adequate workforce.				
Support the availability of attainable quality housing for people to purchase, lease to own, or rent.	Planning Commission	Town Board		On-Going
Promote workforce training and internships through expanded NWTC course offerings at Gibraltar School.	Planning Commission	Town Board		On-Going
Objective 1.2: Promote the Town of Gibraltar/Fish Creek and the local area as a viable location in which to live, work and purchase goods/services.				
*Create and promote Gibraltar's economic development plan.	Planning Commission	Town Board		2-5 years
Promote information technology advancement.	Planning Commission	Town Board		On-Going
Encourage development of assisted living facilities in the Town of Gibraltar.	Planning Commission	Town Board		On-Going
Work with local providers to ensure quality public services (Internet/phone, cable and electric).	Planning Commission	Town Board, DC Planning, WPS		On-Going
Encourage year-round community involvement from residents.	Planning Commission	Planning Commission, DC Planning		On-Going
Encourage development of businesses that produce local agricultural, forest and fisheries products.	Planning Commission	Town Board		On-Going
Cooperate with adjacent communities to promote business and job opportunities.	Planning Commission	Planning Commission, DC Planning		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.3: Recognize and support retention and creation of businesses that meet community needs.				
Create an Economic Development Committee to work with the Door County Economic Development Corporation to encourage and develop new businesses and new business strategies. 1. Identify the Town of Gibraltar's distinctive market niche. 2. Assist community by identifying needed businesses. 3. Provide information and assistance in securing business loans. 4. Locate and provide information on finances, tax incentives, energy efficiency, and small business loan information. 5. Promote the local wintertime economy. 6. Advise the Gibraltar Town Board on the purchase of properties in order to promote and assist desired growth and/or businesses. 7. Explore the creation of a community development corporation - a not-for-profit entity that acts as developer in providing affordable housing and support for start-up businesses.	Planning Commission	Town Board, DCEDC		2-6 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
8. Create a BID (business improvement district) in the Town to enable development of the business infrastructure and revitalize the commercial streetscape. 9. Promote the creation of an Historic District. 10. Support the Fish Creek Civic Association marketing of area businesses and activities. 11. Support Door County Economic Development Corporation business incubator services. 12. Conduct a needs assessment study for impact fees that would support expanded needs resulting from new development. 13. Recommend alternative uses and potential opportunities for the Gibraltar Town Hall. 14. Develop programs that encourage business sharing, cooperation, affiliations, intergovernmental partnerships, shared office resources, etc. 15. Establish agricultural enterprise as a priority in the Town's economic development plan and encourage the production of value- added agricultural and forest products.	Planning Commission	Town Board, DCEDC		2-6 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
16. Support maritime-related businesses. 17. Ensure that artists and arts and crafts businesses are a priority in the Town's economic development plan. 18. Encourage programs that teach networking and sharing of information through group activities, a community bulletin board, web site, etc.	Planning Commission	Town Board, DCEDC		2-6 years
Objective 1.4: Promote economic development that has little or no environmental impact.				
Provide forums for new ideas on desirable economic development.	Planning Commission	Town Board, DCEDC		2-6 years
*****Review current regulations governing home occupations.	Planning Commission	Town Board, Door County		1-5 years
*****Examine allowed uses in zoning districts and determine the desirability of additional uses and districts.	Planning Commission	Town Board, Door County		1-3 years
Develop an environmental review process to guide decision-making about proposed new development.	Planning Commission	Town Board, WDNR	WDNR	2-6 years
Objective 1.5: Work with the business community to find ways of better meeting the needs of the general public.				
Objective 1.6: Address community issues that relate to strengthening the local economy.				
Ensure that adequate infrastructure is in place to support businesses - utilities, sidewalks, roads, etc.	Planning Commission	Town Board		On-Going
Ensure that development standards (zoning) guide all new development.	Planning Commission	Town Board		On-Going
Ensure that all new development within the historical district complies with the Town's historic preservation standards.	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Support improved transportation, services for commuters.	Planning Commission	Town Board, Door County		On-Going
Develop a master plan for the Village of Fish Creek addressing design and economic development.	Planning Commission	Town Board		2-5 years
Improve traffic and pedestrian circulation in the Town.	Planning Commission	Town Board, DC Planning	WisDOT	3-10 years
GOAL 1: *Transportation* The Town of Gibraltar seeks to maximize a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that maintains the aesthetic essence of the community.				
Objective 1.1: Develop a transportation system that is harmonious with surrounding land uses.				
Objective 1.2: Assure that safety issues are addressed.				
Objective 1.3: Provide for adequate traffic controls and convenient, efficient vehicular movement throughout the Town with emphasis on the STH 42 corridor.				
***Objective 1.4: Provide a safe system of walking paths and non-motorized vehicle trails.*				
Objective 1.5: Plan for and designate future road rights-of-way within the Town.				
Objective 1.6: Provide public transportation emphasizing the elderly and handicapped population.				
The use of land for transportation shall be in accordance with the Town's land use plan.	Planning Commission	Town Board		On-Going
Locate transportation facilities to minimize impacts on existing development and natural features.	Planning Commission	WisDOT, County Highway		On-Going
Maintain abandoned utility corridors for future transportation facilities for bicycles, pedestrians, and small recreational vehicles.	Planning Commission	WisDOT	WDNR, WisDOT	On-Going
*Identify and address any problematic or dangerous intersections within the Town.	Planning Commission	WisDOT		2-3 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
*Construct bicycle lanes or wide curb lanes on higher volume roads to provide a comfortable margin of safety.	Planning Commission	Town Board, WisDOT		On-Going
Encourage intergovernmental cooperation for the development of public transportation.	Planning Commission			On-Going
*Require "curb cuts" on all Village sidewalk corners.	Planning Commission			2-5 years
Develop a long-range maintenance and improvement program for Town roads.	Planning Commission			2-5 years
Provide an ongoing assessment of Town road safety and efficiency.	Planning Commission			2-5 years
Work with the Door County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to STH 42 and major collector roads.	Planning Commission	WisDOT, Door County		2-5 years
GOAL 1: ***Utilities*** Provide and promote the development of utilities to service the community and protect the environment.				
Objective 1.1 Preserve and protect the quality of ground and surface waters within the Town of Gibraltar.				
*Merge Sanitary Districts No. 1 and No. 2 to create a managing agent that will have the ordinance-based authority to comprehensively monitor, inspect and assure the maintenance of on-site wastewater systems and sanitary sewer services to ensure compliance with state, County and local standards.	Town Board	Door County, Fish Creek Sanitary District, WDNR		1-2 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
The Town Board shall designate the managing entity to annually secure necessary data from the Department of Natural Resources, the Door County Public Health Department and County Sanitarian's office and other credible sources to develop a report on water supply trends as means of developing and moving on corrective action strategies.	Town Board	Planning Commission, WDNR, Door County Health Department, County Sanitarian		1-5 years
Require that all abandoned wells in the Town are properly sealed. Educate residents and ensure the enforcement of applicable State and County laws and ordinances.	Town Board	Planning Commission		On-Going
Cooperate with other Northern Door Municipalities to protect and provide a safe water supply.	Town Board	Planning Commission		On-Going
*Plan for the expiration of the Ephraim/Gibraltar Wastewater Treatment Agreement for Sanitary District Number 2.	Town Board	Planning Commission, Fish Creek Sanitary District, WDNR		1-2 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Implement measures to minimize storm water runoff into the Bay and other surface waters in the Town: *1. Direct storm water to detention ponds and/or settling basins to remove solids and filter water. *2. Educate developers and landowners on the advantages of grassy swales versus curb and gutter in slowing and reducing runoff and filtering contaminants. *3. Encourage the reduction of impervious surfaces to reduce storm water runoff. *4. Educate property owners on the detrimental effects of phosphorous and nitrogen from fertilizers on water quality. *5. Develop an ordinance to increase the required natural undisturbed area "buffer zones" on properties bordering the Bay and other surface waters in the Town. *6. Create and maintain a map of current stormwater collection system.	Planning Commission	Town Board		On-Going
*Require all new construction developments adhere to minimum standards of storm sewer runoffs.	Planning Commission	Town Board WDNR		On-Going
Promote the construction of "cluster" wastewater treatment systems in areas unserviceable by sanitary sewers.	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Inventory the location of all above and belowground fuel tanks and abandoned and existing landfills. Develop means to ensure compliance with applicable state laws in regards to cleanup and abandonment.	Planning Commission	Town Board, County	WDNR	On-Going
Protect all wetlands within the Town.	Planning Commission	Town Board		On-Going
Objective 1.2: To provide and promote utility services specific to electrical, television, telephone, internet pager and E-mail services and other emerging technologies consistent with the planned development of the Town for resident citizens and visitor populations.				
Promote underground installations of electric, cable, and telephone to further discourage proliferation of above ground poles and wires.	Planning Commission	Town Board, County		On-Going
Work with other municipalities and electric utilities to provide safe and dependable electric service to meet the future needs of the private citizens and business community.	Planning Commission	Town Board, County		On-Going
GOAL 1: ***Community Facilities*** The Town of Gibraltar preserves and maintains public facilities and plans for expansions and improvements.				
Objective 1.1: Provide community facilities and services consistent with the growth of the Town.				
Study and if feasible create a regional fire commission to assure maximum collaboration and efficiencies between existing and future fire services.	Town Board	Planning Commission, Village of Ephraim, Town of Baileys Harbor		1-10 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
The Town should work with emergency government resources to plan for emergency shelter facilities that can accommodate displaced citizens and visitors when usual electric power sources are interrupted due to natural disasters or when other catastrophic situations occur.	Town Board	Planning Commission, Door County Emergency Management, Red Cross	WEM	On-Going
Acquire shoreland properties to increase public access to the water.	Town Board	Planning Commission, Harbor Commission, Parks & Land Committee	WDNR, WCMP	On-Going
*Update the January 27, 1998 "Outdoor Recreation Plan" via the Parks and Lands Committee as a means of implementing previous Recommended Policies and planning for future improvements, expansions and acquisitions.	Parks & Land Committee	Planning Commission	WDNR, WCMP	1-5 years
Collaborate with the school system and YMCA to maximize usage of facilities and programs.	Town Board, Planning Commission	Gibraltar Schools, YMCA		On-Going
Support and promote the purchase of more land by the Town for cemeteries.	Parks & Land Committee	Planning Commission		5-20 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.2: Encourage the development of health and residential service facilities to include daycare to meet the emerging needs of the community.				
Collaborate with the school system and the YMCA on the most feasible location for future child day care facilities. To gain perspective on projected needs for child day care and to encourage provider locations at or near the school complex.	Town Board, Planning Commission	Gibraltar Schools, YMCA		3-10 years
Encourage the development of health care and elderly related facilities in the Comprehensive Plan.	Planning Commission	Town Board		On-Going
GOAL 1: Intergovernmental Cooperation Promote cooperation between the Town of Gibraltar and any other governmental agency that makes decisions impacting the Town.				
Objective 1.1: Work with neighboring communities to discuss any unique natural features and other land uses which span municipal boundaries.				
Work with neighboring communities to identify shared natural features such as wetland recharge areas and natural habitat areas.	Town Board	Planning Commission		1-20 years
Plan with neighboring municipalities to ensure compatible land use along shared borders.	Town Board	Planning Commission		1-20 years
Encourage the exchange of municipal Board minutes and encourage leaders of neighboring communities to meet at least semi-annually to discuss issues of common concern.	Town Board	Planning Commission		1-20 years
Work with neighboring municipalities to identify and develop advantageous transportation corridors.	Town Board	Planning Commission		1-20 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.2: Explore the possibility of sharing municipal services, facilities, and programs with neighboring municipalities.				
Explore the possibility of jointly developing services including, but not limited to: 1. Fire protection 2. Police protection 3. Ambulance and First Responder services 4. Public transportation 5. Joint sanitary and water districts 6. Snow removal	Town Board	Planning Commission		1-20 years
Explore the possibility of jointly developing facilities including, but not limited to: 1. Utilities 2. Joint sanitary and water treatment plants 3. Parks and recreational facilities 4. Marina and boat launches 5. Libraries 6. Shared municipal buildings 7. Animal shelter	Town Board	Planning Commission		1-20 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Explore the possibility of jointly developing programs including, but not limited to: 1. Waste and recycling 2. Building inspector 3. Beach maintenance and beach water quality testing 4. Household water testing 5. Cooperative efforts to spur legislative change 6. Child care programs 7. Cultural programs	Town Board	Planning Commission		1-20 years
Objective 1.3: Work with surrounding municipalities to address possible boundary issues to minimize conflict.				
Encourage open communication with neighboring towns and villages to facilitate the creation of co-planning areas along municipal borders.	Town Board	Planning Commission		1-20 years
Encourage the development of border agreements with neighboring villages, if and when, annexation issues arise.	Town Board	Planning Commission		1-20 years

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
GOAL 1: ***Land Use*** The Town of Gibraltar will maintain a land use plan that reflects current community values and provides for future expansion that will meet the social and economic needs of the entire Town, and which is reviewed and revised regularly. The plan will strive to protect visual character, promote environmental protection, conserve natural resources, provide for adequate services and facilities, and ensure compatibility of future land uses.				
Objective 1.1: Ensure that all growth and development occurs in a planned and coordinated manner that will conserve and protect the Town's scenic, cultural, historic, and rural character and charm for existing and future residents.				
*****Work with the County and neighboring Towns to update the County Zoning Ordinances and Subdivision Ordinance to be consistent with the Town's Comprehensive Plan.	Planning Commission	Town Board, Door County		1-5 years
Encourage the use of conservation subdivisions in selected areas to maximize the preservation of open space, agricultural lands, orchards, and natural areas.	Planning Commission	Town Board		On-Going
Work with neighboring municipalities to ensure compatible growth within the Town's border areas.	Town Board	Planning Commission		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.2: Maintain and/or improve the quality of our water and its sources (wetlands, springs, streams, and lakes) within and around the Town.				
Require that no structure or road shall be constructed or fill added within 75 feet of all wetlands or of the footprint of the structure and limit development within 300 feet of wetlands that are located within an identified environmental corridor. Maintain buffers between development and any wetland or waterway to control erosion and runoff contamination.	Planning Commission	Town Board		On-Going
Require certified wetlands delineation of all proposed development sites, as a prerequisite to issuance of County and local building permits, using State definitions and standards.	Planning Commission	Town Board		On-Going
Promote the use of "cluster" wastewater treatment or other state of the art systems in areas where the Town determines they would be appropriate.	Planning Commission	Town Board		On-Going
All future development shall minimize storm water runoff and provide an approved storm water plan before a construction permit can be issued.	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Objective 1.3: Ensure that all growth and development will respect and preserve the unique natural environment of the Town; its woodlands, the escarpment, the shoreline, and its open spaces characterized by a variety of housing types and densities, pedestrian accessibility of neighborhoods and parks, inclusion of open green spaces within developments, new trail ways, and environmental protection.				
Protect residential neighborhoods from impacts of non-residential uses not appropriate for the neighborhood.	Planning Commission	Town Board		On-Going
Infill development needs to be designed to be compatible with the established residential districts through transitions in housing density, screening, or other appropriate method.	Planning Commission	Town Board		On-Going
Provide for sufficient densities within the planning area to meet the current and future needs of the local population.	Planning Commission	Town Board		2-20 years
Provide the potential for a broad range of housing choices to meet the needs of the community.	Planning Commission	Town Board		On-Going
Modified standards will be considered in areas that have been designated for conservation subdivision designs or open space designs such as: 1. Within the Town's identified Sewer Service Area 2. Adjacent to environmental corridors 3. Along major transportation corridors i.e. STH 42	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Utilize the environmental corridor designation of the General Plan Design to promote and preserve wildlife habitat and trails where appropriate.	Planning Commission	Town Board		On-Going
Recognize as Town policy, the importance of preserving ecologically significant areas such as Lost Lake, the Ephraim Swamp, the Fish Creek lowlands and the Ski Hill forest complex. Any proposed development surrounding these areas must consider both secondary and cumulative impacts to the environment.	Town Board	Planning Commission		On-Going
Objective 1.4: Provide a range of land and housing opportunities that will meet the current and future social and economic needs of a diverse community which includes people of all ages, abilities, and incomes, and which will encourage younger families to live and work in our Town.				
Rezone selected areas of the Town for housing development for low and middle income households.	Planning Commission	Town Board		2-7 years
Support the availability of attainable quality housing for people to purchase, lease to own, or rent.	Planning Commission	Town Board		On-Going
Encourage new developments to provide a balance of large and small lots and/or homes.	Planning Commission	Town Board		On-Going
Encourage mixed-use development and redevelopment, combining commercial and residential elements, particularly promoting housing for employees for local businesses.	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Accommodate low impact home-based business.	Planning Commission	Town Board		On-Going
Objective 1.5: Encourage harmonious and well-planned commercial developments that will serve the needs of the Town, area residents and businesses.				
Areas already characterized by commercial development and where Town businesses and facilities are available should be given preference over scattered non-serviced areas.	Planning Commission	Town Board		On-Going
Encourage development of year-round businesses.	Planning Commission	Town Board		On-Going
Encourage new development that is consistent in character with the existing surrounding structures.	Planning Commission	Town Board		On-Going
Minimize the impact of development along the Highway 42 and other corridors.	Planning Commission	Town Board		On-Going
Objective 1.6: Plan locations for light industry and businesses that have access to major traffic routes but are not appropriate for the rural character of the Town. By focusing development in these specific areas, the rural character of the Town will be better served.				
Future heavy industrial uses (as defined by the County Zoning Ordinance including electrical generation windmills) shall be directed to the locations within the County where heavy industrial parks exist.	Planning Commission	Town Board		On-Going
Ready access to adequate public sanitary sewer service, storm water drainage facilities, electric power, and communications should be available.	Planning Commission	Town Board		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
*The Town shall consider developing a set of design standards that should control any industrial or business development.	Planning Commission	Town Board, Door County		2-5 years
**Objective 1.7: Establish and maintain an official map of the Town of Gibraltar, as a master plan for streets, roads, highways, parks, playgrounds, public cemeteries, waterways, wetlands, drainage ways, and other public utilities, with the precise designation of right-of-way lines and site boundaries for both existing and proposed Town needs.*				
Map and evaluate the current storm water system and plan for future expansion.	Planning Commission	Town Board		2-4 years
Map and plan our present and future road and street needs.	Planning Commission	Town Board		2-4 years
Map and plan our present and future bicycle and pedestrian pathways and trails.	Planning Commission	Town Board, Parks & Land Committee		2-4 years
Map and plan the Town's future historic district.	Planning Commission	Town Board, Local Historic Societies		2-4 years

List of Abbreviations:
DC – Door County
DCEDC – Door County Economic Development Corporation
DCEM – Door County Emergency Management
DC Planning – Door County Planning Department
DCSWCD – Door County Soil & Water Conservation Department
EDA – Economic Development Administration
EPA – Environmental Protection Agency
FCSD – Fish Creek Sanitary District
RC – Red Cross
WisDOT – Wisconsin Department of Transportation
WDNR – Wisconsin Department of Natural Resources
WCMP – Wisconsin Coastal Management Program

APPENDIX A

COMMUNITY SURVEY RESULTS

Bay-Lake Regional Planning Commission

Citizens Survey Results

Purpose of Survey

The survey process was initiated at behest of the Town Board of Supervisors of the Township of Gibraltar. The Board had noted the need for a long term planning process for the Township. A mailed survey of opinions on a variety of issues of importance for the future was deemed the best way to begin the planning process. The Board noted that the survey would only be a *starting point* in the planning process. The Board appointed a three person committee to design the survey, oversee the data collection report the results to the Board.

Methodology

Beginning in late October 1998, the Survey Committee met in open session on a weekly basis. Several interested citizens attended several of the meetings and made valuable contributions toward the survey design. The survey formats and specific items used by other Townships were reviewed. The Committee began to build a sample pool of potential items for inclusion in the survey. Two key decisions were made which guided the survey building; one, was to have a fairly lengthy survey and two, to be overly inclusive in selecting respondents for the survey. The format which finally evolved was a seven point Likert type scaling format for each question. A section of the survey was dedicated to collecting descriptive data on the subject pool. The other section was designed to elicit more subjective impressions of the Township and utilized a 70 mm scaling device. Respondents was also invited to make written comments about any issues of particular importance to them regarding the Township and its future.

The subject pool was drawn from two sources; one, the most recent voter registration list for the Township, and two, the real property owners list, i.e. the tax roll for the Township. The two lists were cross indexed to eliminate duplication as much as possible. The Committee decided that *each person residing in a household* would be surveyed. The Committee attempted to survey every person 18 years or older. Each respondent was instructed to complete the survey independently of any other person.

The survey was pretested on 30 persons. The Committee reviewed those results and made necessary modifications to format and content. On the average the survey took approximately 20 minutes to complete. The final form of the survey was approved by the Town Board in open session prior to mailing.

The survey was mailed together with a stamped, self addressed return envelope to 2200 persons. 50 surveys were not able to be delivered, leaving a potential respondent pool of 2150 persons. The surveys were mailed in mid February 1999. The vast majority of the data was returned by mid March 1999. A total of 1044 persons returned completed

surveys, yielding a response rate of 48.6%. One mailing was done with no attempt made to contact nonrespondents. The Committee was satisfied with the rate of return since most one-time mailed surveys yield a response rate of 20-30%.

Demographic Data

The median age of the sample is 55 years with only 1.8% being under 30 years of age and nearly 25% being over the age of 65. 54% of the respondents were male. 41.4% of the sample are residents of the Township. Of the nonresidents, 90% claim residence in either Illinois or other parts of Wisconsin. Over 96% of the respondents own property in the Township. The median *personal income not household income* reported was between $30,000 - $50,000 per year while 21.1 of the sample reported a *personal income* of greater than $100,000 per year. Approximately 66% of the sample reported having received a college degree or beyond. Professionals and business owners make up 60% of the sample. Retired persons count for 34.5% of the sample. Only 17% of the sample reported having children under 18 years of age living at home. For residents the median length of residence in the Town has been 12 years. For nonresidents the median length of time coming to the Town has been 25 years.

Because of the importance of the tourism industry and the perceived impact tourism has on the life of the Town question were asked specifically about that industry. Approximately 70% of the respondents derive no income from the tourism industry, while approximately 7% of the respondents derive 100% of their income from tourism. About 15% of the respondents are employed to some degree by the tourism industry. Even though a minority of the respondents are involved with tourism, the overall feelings towards the tourism industry as rated by the respondents can be characterized as positive. 72% of the respondents indicated somewhat to extremely positive feelings towards the tourism industry.

Survey Results

There are many ways to characterize the data obtained from the survey. One problem which confronted the Committee was to find the appropriate starting point to best understand the data. The Committee decided that the one starting point was to *rank order* those survey items which showed the greatest degree of consensus among the respondents in terms of *agreement*. The percentages of those indicating they agreed somewhat, agreed or strongly agreed were summed together. The summed percentages were then rank ordered.

Rank Order of Items
General Issues

Rank	Item	Percentage
1	Do more to protect the quality of water supply	94.3

2	Control large billboards	92.6
3	Preserve scenic views	93.1
4	Preserve and protect wetlands	87.9
5	Protect quality of water in Fish Creek harbor	87.7
6	Problem with number of MOD's in place, underway or planned	86.4
7	Protect shoreline from further development	85.1
8	Protect undeveloped areas	83.9
9	Problem with types and amount of development taking place	82.8
10	Encourage better use of signs in township	82.7
11	Preserve historic building and structures	80.6
12	Preserve agricultural areas	80.3
13	Replace shoreline development with open space	77.6
14	Problem with lack of planning to manage growth	75.8
15	Lack of housing for seasonal workers	61.4
16	Increase public parking in Fish Creek	55.8
17	Lack of low cost housing	41.4
18	Number of businesses in operation	35.7
19	Problem with increasing number of single family residences	34.1
20	Problem with upkeep and condition of village grounds	23.8

Sufficiency of Township Services

Note: Agreement indicates perceived insufficiency

Rank	Item	Percentage
1	Cemetery Space	28.2
2	Public Parking within Fish Creek	40.5
3	Public Restrooms	43.1
4	Space for government services including mtg.	57.9
5	Docking for boats	58.7
6	Police Protection	
7	Emergency Medical Services	60.8
8	Fire Protection	65.6
9	Public highways	75.2

Support for Increasing Recreational Activities

Rank	Item	Percentage
1	Expansion of biking trails	71.5
2	Expansion of hiking trails	71.4
3	Expansion of playgrounds	53.9
4	Expansion of sports fields	41.5
5	Expansion of water sports	35.0

6	Expansion of aircraft facilities	14.4
7	Expansion of amusement parks	12.0

Water and Sewer Issues

Rank	Item	Percentage
1	Mandatory inspection of well and septic	65.2
2	Elimination of holding tanks > 10,000 gal.	60.8
3	Expansion of current sewer system	59.0
4	Development of a public water supply	53.4

Use of Moneys

Rank	Item	Percentage
1	Increase cost sharing with other Town and Villages for large scale services	80.0
2	Outright purchase of land to protect it from development	76.5
3	Purchase of *development rights* to protect a piece of property from further development	74.0
4	Changing routes of roads to bypass villages	43.2
5	Increasing number and extent of roads	20.2

Zoning Issues

Rank	Item	Percentage
1	Making county zoning more restrictive	61.9
2	Having Township zoning in addition to county zoning	52.7
3	Maintaining current county zoning standards	33.1
4	Having Township zoning in place of county zoning	23.2
5	Making county zoning less restrictive	11.0
6	Withdrawal from county zoning	10.4
7	No zoning other than state mandated shoreland zoning	6.3

Note: Respondents were asked to rate their degree of knowledge regarding zoning issues 64% stated they had only some or limited knowledge. This result clearly points to need for greater public education in these matters.

Impressionistic feelings and perceptions of the Town in general

Friendly	Unfriendly
Noisy	Quiet
Clean	Dirty
Stable	Unstable
Expensive	Inexpensive
Undeveloped	Developed
Ugly	Beautiful
Congested	Uncongested
Leisurely	Hurried
Future Directed	Past Directed
Orderly	Disorderly
Safe	Dangerous

Respondents were asked to rate their subjective feelings on each of the above items. A score could range from 0 to 66. A score of 33 would indicate neutral feelings about the items. The graph shown above shows the mean score of the respondents on each of the items.

Written Comments

Approximately 40% of the respondents took the time to make additional comments on matters of interest to them. Many of the comments reiterated issues covered on the survey itself while many covered areas not touched on in the survey. The committee sorted all of the comments into categories which numbered 27. The length of comments ranged from three or four words to as much as a typed page. A total of 665 comments were sorted by the committee. Shown below is the categories and their rank on the percentage of total comments which fell in that category.

Rank	Category	Percentage
1	Over-development of condominiums	13.8
2	Over-development in general	13.4
3	Preservation of land and views	8.4
4	Traffic routes and traffic control	4.0
5	Business issues both positive and negative	5.3
6	Need for road improvements	4.4

7.5	Water quantity and quality	3.9
7.5	Docks and waterfront issues	3.9
9	Need for greater information about Township matters	3.4
10	Zoning issues	3.3
11	Parking issues	2.9
12.5	Concerns about billboards and signage	2.8
12.5	Need for bike trails and other trails and paths	2.8
14.0	Garbage collection and recycling	2.6
15.5	Concerns about emergency services	2.4
15.5	High taxes	2.4
17.5	Sanitation and sewage	2.0
17.5	Preservation of old or historic buildings	2.0
19.5	High cost of living in Township	1.8
19.5	Greater activities for children and youth	1.8
21.0	Airport Issues	1.3
22.0	Chambers Island Issues	1.2
24.5	School Issues	< 1.0
24.5	Cemetery Space	< 1.0
24.5	Housing issues	< 1.0
24.5	Need for public transportation	< 1.0

Summary

The data so far reported is by no means exhaustive of what is possible or will be accomplished by the Committee. The foregoing is meant as an introduction and hopefully will assist readers in better interpretation of the work of the Committee to come.

Town of Gibraltar

P.O. Box 192 • Fish Creek, WI 54212 • 920-868-1714

1-22-99

Dear Neighbor,

The Town Board of Supervisors appointed a committee in September, 1998 to survey as many persons as possible who reside or own property in the Town of Gibraltar. The purpose of the survey is to initiate a long term planning process for the Township. The Township needs your views on a number of issues and asks that you complete the enclosed questionnaire and return it as soon as possible in the stamped, addressed envelope provided. The Survey Committee has found that it takes most people approximately 20 minutes to complete the questionnaire.

Your responses will be grouped together with other citizens for the purpose of analysis. Please **do not place your name, address or other identifying information** on any of the materials.

The Survey Committee has tried to be as complete as possible in identifying persons to receive the questionnaire but some persons may have been missed. In know of any one 18 years or older who has not received a copy of the questionnaire, please call or write with their name and address to:

The Citizens Survey Committee
The Town of Gibraltar
P.O. Box 192
Fish Creek, Wi. 54212

Phone: 920-868-1714 8:00 a.m. - 1:00 p.m. Mon. - Fri.

and a copy of the questionnaire will be mailed to that person immediately.

Again, the Survey Committee thanks you for your participation in helping to plan for the long term future of the Township of Gibraltar.

With best wishes,

Merrell P. Runquist
Supervisor, Town of Gibraltar and
Chair, Citizens Survey Committee

Citizen Survey Questionnaire

Introduction and Instructions: Your help is needed to help determine the future of the Township of Gibraltar. On the following pages you are asked to fill out the attached questionnaire giving your own and no one else's opinion on a number of issues affecting the future of our Township. Please do not discuss your answers with anyone else until you have completed the questionnaire. You are also asked to complete a section describing certain things about yourself. Please be assured that all responses will be held in confidence. Do not put your name, address, phone number or anyother identifying information on the questionnaire. Your answers will be grouped together with several hundred other respondents. The results of the questionnaire will be used by the Planning Committee and the Town Board of Supervisors of Gibraltar to assist in drawing up a long range plan for the Township.

Please examine carefully the scale immediately below:

Strongly Agree	**Agree**	**Agree Somewhat**	**Neutral**	**Somewhat Disagree**	**Disagree**	**Strongly Disagree**
1	**2**	**3**	**4**	**5**	**6**	**7**

Each number on the scale corresponds to a degree of opinion immediately above it. On each questionnaire item please place the number from the scale which corresponds to your degree of opinion about that item. For example, if you strongly disagree with an item place the number **7** in the blank next to that item, or if you agree somewhat with an item place the number **3** in that blank and so forth. When you have completed all the items and the personal information section, place the completed questionnaire in the self-addressed, stamped envelop and mail it back to us as soon as possible.

Thank you in advance for your help.

The Citizen's Survey Committee

I. The Township needs to do more to:

a). Protect the quality of water in Fish Creek harbor .....____
b). Protect the shoreline areas from further development.....____
c). Replace shoreline development with open spaces as it becomes available ____
d). Preserve historic building and structures.....____
e). Protect the quality of the water supply.....____

f). Increase public parking within the village of Fish Creek ..... ____
g). Preserve scenic views ..... ____
h). Preserve agricultural areas ..... ____
i). Protect undeveloped areas ..... ____
j) Preserve and protect wetland areas ..... ____
k). Control large billboards ..... ____
l). Encourage better use of signs throughout the township..... ____

II. There is currently a problem in our Township with:

a). The amount and types of development taking place ..... ____
b). The number of multiple occupancy developments in place, underway or being planned ..... ____
c). The increasing number of single family residences outside the village of Fish Creek ..... ____
d). The number of businesses which are currently in operation ..... ____
e). The lack of planning to manage future growth and development ..... ____
f). The lack of available and affordable housing for seasonal workers ..... ____
g). The lack of low cost housing ..... ____
h). The general condition and upkeep of village grounds ..... ____

III. Our Township has sufficient:

a). Fire protection ..... ____
b). Police protection ..... ____
c). Emergency medical services ..... ____
d). Space for government services including public meetings ..... ____
e). Public highways ..... ____
f). Docking for boats ..... ____
g). Public restrooms ..... ____
h). Cemetery space ..... ____
i). Public parking within the village of Fish Creek ..... ____

IV. I would support:

a). The elimination of large holding tanks (over 10,000 gallons) ..... ____
b). The expansion of the current sewer system ..... ____
c). The mandatory inspection of all private wells and septic systems ..... ____
d). The development of a public water supply ..... ____
e). Increasing joint efforts with other townships and villages to share the costs of expensive, large scale services ..... ____
f). The use of tax money, state and federal grants and donations for the following projects:

1). Outright purchase of land to protect it from further development ____

2). The purchase of "development rights" to a piece of property to protect it from further development ..... ____
3). Increasing the number and extent of roads in the township ..... ____
4). Changing the routes of roads to bypass villages where possible ____

g). The development or expansion of the following recreational areas:

l). Hiking trails .....____
2).Water sports ..... ____
3). Playgrounds ..... ____
4). Biking trails ..... ____
5). Sports fields ..... ____
6). Recreational aircraft facilities ..... ____
7). Amusement parks ..... ____

V. I would support:

a). The current county zoning ordinance without major changes .....____
b). Changing the county zoning ordinance to make it more restrictive .....____
c). Changing the county zoning ordinance to make it less restrictive .....____
d). Withdrawal from the county zoning ordinance .....____
e). Instituting a Township zoning ordinance in addition to the county zoning ordinance .....____
f). Instituting a Township zoning ordinance in place of the county zoning ordinance .....____
g). Having no zoning other than the state mandated shoreland zoning ..... ____

Please rate the extent of your knowledge of county zoning rules on the scale below:

Limited Knowledge	Some Knowledge	Fairly Knowledgeable	Knowledgeable	Quite Knowledgeable
1	2	3	4	5

VI. Please indicate your general feelings about the Town of Gibraltar on the lines below. As much as possible, indicate your first impression of each item. Please make a mark on each line between the two words which indicates the extent you feel one way or the other about each item. The midpoint of the line would indicate that your feelings are neutral about the item.

Example: Good ____/____ Bad

Friendly	_____	Unfriendly
Noisy	_____	Quiet
Clean	_____	Dirty
Stable	_____	Unstable
Expensive	_____	Inexpensive
Undeveloped	_____	Developed
Ugly	_____	Beautiful
Congested	_____	Uncongested
Leisurely	_____	Hurried
Future Directed	_____	Past Directed
Orderly	_____	Disorderly
Safe	_____	Dangerous

Please describe below the Township issues of importance to you now and in the future which were not touched upon in this survey (use additional sheets of paper if necessary):

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

Please complete the following information:

Age: ____ Sex: Male ___ Female ___ Education: Less than H.S. ___ H.S. Grad. _____
Tech. School Grad. ____ Coll. Grad. ____ Coll. Post Grad. ____

Number of children under 18 years of age living in your household in Gibraltar _____
Are you registered or eligible to vote in Gibraltar? Yes ___ No ___
If not a Gibraltar voter what is your state of residence for voting purposes? _____
Are you a property owner in Gibraltar? Yes ___ No ___
Do you rent your residence in Gibraltar? Yes __ No ___
Were you born in Door County? Yes ___ No ___
What has been the approximate length of your residence in Gibraltar? Years ___ Months__
If not a resident of Gibraltar, approximately how long have you been visiting here? Years ____ Months ___

Current Employment Status: (Please check only one)

a). Employed in Door County ____
b). Employed outside of Door County ____
c). Unemployed but not retired ____
d). Retired ___

What is your usual and customary occupation? If retired what was your usual and customary occupation ? (please check only one)

a). Student ___
b). Homemaker ___
c). Business Owner ____
d). Salesperson ____
e). Waitperson/Bartender ____
f). Maid ____
g). Skilled tradesperson or technician ___
h). Equipment operator ___
i). Semi-skilled person ___
j). Professional ___
k). Government employee ___
l). Artist ___
m). None ____
n). Other _____ (please specify)

Annual Income: Please indicate your **personal income from all sources.** Please **do not** include your spouse's income.

a). Less than $5000 .....____
b). $5000 to $10000.....____
c). $10000 to $15000.....____
d). $15000 to $20000 .....____
e). $20000 to $30000.....____
f). $30000 to $50000..... ____

g). $50000 to $100000 .... ____
h). Greater than $100000..____

Tourism Industry:

a). Are you employed in the tourism industry ? Yes ___ No ___
b). What percentage of your annual income is derived from the tourism industry? _____%
c). Please indicate your degree of feelings about the tourism industry by placing a mark along the line below. As before, the midpoint of the line would indicate your feelings are neutral.

Very Positive _____ Very Negative

You have now completed the survey questionnaire. The Survey Committee of the Town of Gibraltar greatly appreciates your assistance in the important undertaking of planning for our Town's future. Results of the research will be mailed to all persons who initially received the questionnaire.

APPENDIX B

WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION

Bay-Lake Regional Planning Commission

Town of Gibraltar
Door County, Wisconsin

Procedures
for Public Participation
for Adoption or Amendment of the
Town of Gibraltar
Comprehensive Plan

For Town Board Approval, September 2001

TOWN OF GIBRALTAR
Door County
COMPREHENSIVE PLAN
"WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION"

PURPOSE

In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

PLAN COMMITTEE AND COMMITTEE MEETINGS

The Town of Gibraltar has established a Comprehensive Plan Committee to develop and review a comprehensive plan. This body will adopt the plan by resolution and petition the Town Board to adopt the plan by ordinance.

All meetings of the Comprehensive Plan Committee will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Door County.

The duties of the Comprehensive Plan Committee may be assumed by the Town Plan Commission.

COMMUNITY SURVEY AND NOMINAL GROUP EXERCISE

The Town Wide Survey that was conducted with the assistance of the Door County UW Extension will guide the Comprehensive Plan Committee and Town in developing the comprehensive plan and each of its components. The Town will conduct a nominal group exercise as part of the preparation and update of the Comprehensive Plan and any subsequent updates to the plan as appropriate.

OPEN HOUSES

A minimum of two (2) "Open Houses" shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the "midway" point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity

preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Gibraltar who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Town Hall. Written comments on the plan from members of public will be accepted by the town board at any time prior to the public hearing and at the public hearing.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB site.

STATE STATUTES

Where there is a conflict with the these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

AMENDMENTS

The Town Board may amend these procedures from time to time.

Town of Gibraltar,
Door County, Wisconsin
Resolution No. 10

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

WHEREAS, the Town of Gibraltar is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

WHEREAS, the Town of Gibraltar may amend the Comprehensive Plan from time to time, and ;

WHEREAS, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

WHEREAS, the Town has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Gibraltar Comprehensive Plan

NOW THEREFORE BE IT RESOLVED, the Town Board of Supervisors of the Town of Gibraltar officially adopts Procedures for Public Participation for Adoption or Amendment of the Town of Gibraltar Comprehensive Plan

Adopted this 3rd of Oct. 2001

Approved:

Town Chairperson

Attest:

Town Clerk

APPENDIX C

NOMINAL GROUP PROCESS

Bay-Lake Regional Planning Commission

OCTOBER 21, 2001
TOWN OF GIBRALTAR
NOMINAL GROUP SURVEY RESULTS

Background

On Thursday, October 11, 2001 58 citizens of the town of Gibraltar, members of the Town Plan Committee and Town Board were involved in a Nominal Group Process at the Gibraltar High School Cafeteria in order to produce a list of issues and concerns regarding future development in the town of Gibraltar. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group.

The list is important to the planning process as it will be used in formulating goals and objectives for the Town of Gibraltar Land Use Plan. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Planning Committee during the planning and research phase.

Nominal Group Process

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"

2. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded and posted for all the group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).

3. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for their own ideas.

4. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is than asked to identify their top five choices. The most important issue is given a score of five points, the second most important four points and so on, with the least important issue scoring one point. These scores are then recorded and tallied. The scores are then totaled to identify the five major issues facing the town of Gibraltar, as well as several other issues that need to be addressed in the plan.

The participants were separated into five groups. The following lists identify every issue or concern that was brought up by the individual groups and voted on in rank order. Each groups top five were then *combined and voted on by the entire group* to identify the five major issues or concerns facing the town of Gibraltar.

Group 1

Score	Issue/Concern Regarding Future Development in Gibraltar
72	Take measures to slow growth
4	Preserve orchards/green space/open space/farmlands/fallow land/access to water
3	Provide affordable housing
3	Address water quality
2	Provide a traffic by-pass
	Concentrate commercial development in central business district

Group 2

Score	Issue/Concern Regarding Future Development in Gibraltar
12	Create Town Planning Commission
10	Draft zoning that protects natural resources
9	Preserve corridors and roads
8	Solve parking and traffic problems
4	Maintain fire, police and ambulance services

Group 3

Score	Issue/Concern Regarding Future Development in Gibraltar
79	Preserve green space
13	Maintain water quality: Harbor surface, Aquifer
7	Limit environmental and cultural impacts of growth (population) & development
	Diversify tourist economy to even out income levels of those who live & work here
	Maintain town infrastructure
	a. geographic area
	b. consider alternative waste-handling systems

Group 4

Score	Issue/Concern Regarding Future Development in Gibraltar
53	Preserve water quality
16	Limit growth & Historic Preservation ordinance for any new construction or reconstruction
16	Identify plan & protect areas that should not be developed
12	Create an architectural review board
10	Limit or regulate condo development
5	Develop a long-range plan to acquire waterfront property for public use in Fish Creek
6	Provide adequate emergency services

Group 5

Score	Issue/Concern Regarding Future Development in Gibraltar
9	Concern about drinking water quality
8	Preserve existing natural areas, wetlands, watersheds, wilderness areas
7	Preserve open space/farmland preservation
6	Developers need to present plans to citizens beforehand and they need to give back $ or land
1	a. Freeze taxes for existing residents to keep them here Need ability to purchase development rights Research other tourist areas to learn from them and see what they've done, then educate town – Hire outside consultants to hear opposing views.

Most Important Issues as Decided and Voted on by the Entire Group
(After Combining Each Group's Top Five)

Rank	Score	Issue/Concern Regarding Future Development in Gibraltar
1	*79*	1. Preserve water quality
2	*72*	2. Preserve green and open space
3	*53*	3. Limit growth
4	*46*	4. Limit environmental and cultural impacts of growth
5	*40*	5. Draft historic preservation ordinance for new building
6	*32*	6. Develop long range plan to acquire waterfront property
7	*30*	7. Create town plan commission
8	*24*	8. Create an architectural review board

APPENDIX D

RARE, THREATENED, AND ENDANGERED SPECIES AND NATURAL COMMUNITIES IN DOOR COUNTY

Bay-Lake Regional Planning Commission

DOOR COUNTY THREATENED AND ENDANGERED SPECIES

GROUP	SCIENTIFIC NAME	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USESA STATUS
Animal	*Glyphyalinia rhoadsi*	Sculpted glyph	1997	S2	G5	SC/N	
Animal	*Glyphyalinia wheatleyi*	Bright glyph	1995	S1	G5	SC/N	
Animal	*Hendersonia occulta*	Cherrystone drop	1998	S3	G4	THR	
Animal	*Paravitrea multidentata*	Dentate supercoil	1998	S2S3	G4G5	SC/N	
Animal	*Striatura ferrea*	Black striate	1997	S2	G4G5	SC/N	
Animal	*Striatura milium*	Fine-ribbed striate	1995	S4	G4		
Animal	*Succinea bakeri*	A land snail	1997	SU	G?	SC/N	
Animal	*Vertigo elatior*	Tapered vertigo	1997	S3	G?	SC/N	
Animal	*Vertigo hubrichti*	Midwest pleistocene vertigo	1998	S1	G2	END	
Animal	*Vertigo iowaensis*	Iowa pleistocene vertigo	1998	S1S2	G2	SC/N	
Animal	*Vertigo nylanderi*	Deep-throated vertigo	1997	S1	G?	SC/N	
Animal	*Vertigo paradoxa*	Mystery vertigo	1997	S1	G2G4	SC/N	
Animal	*Zoogenetes harpa*	Boreal top	1997	S1	G?	SC/N	
Animal	*Catinella exile*	Pleistocene catinella	1995	S2	G1G2	SC/N	
Animal	*Cionella morseana*	Appalachian pillar	1997	S2	G4G5	SC/N	
Animal	*Guppya sterkii*	Brilliant granule	1997	S2S3	G4G5	SC/N	
Animal	*Orconectes propinquus*	Northern clearwater crayfish	1999	SU	G5	SC/N	
Animal	*Somatochlora hineana*	Hine's emerald	2001	S1	G2G3	END	LE
Animal	*Vitrina angelicae*	Transparent vitrine snail	1996	S1	G?	SC/N	
Animal	*Accipiter gentilis*	Northern goshawk	2000	S2N,S2B	G5	SC/M	
Animal	*Acipenser fulvescens*	Lake sturgeon	1914	S3	G3G4	SC/H	
Animal	*Acris crepitans blanchardi*	Blanchard's cricket frog	1983	S1	G5T5	END	
Animal	*Aeshna clepsydra*	Mottled darner	1991	S2	G4	SC/N	
Animal	*Ammodramus henslowii*	Henslow's sparrow	1994	S2S3B,SZN	G4	THR	
Animal	*Ammodramus leconteii*	Le Conte's sparrow	1993	S2B,SZN	G4	SC/M	
Animal	*Ammodramus savannarum*	Grasshopper sparrow	1998	S3B,SZN	G5	SC/M	
Animal	*Bartramia longicauda*	Upland sandpiper	1984	S2B,SZN	G5	SC/M	
Animal	*Botaurus lentiginosus*	American bittern	1998	S3B,SZN	G4	SC/M	
Animal	*Bucephala clangula*	Common goldeneye	1997	S2B,SZN	G5	SC/M	
Animal	*Buteo lineatus*	Red-shouldered hawk	1998	S1N,S3S4B	G5	THR	
Animal	*Caenis youngi*	A caenid mayfly	1999	S2S3	G4	SC/N	
Animal	*Charadrius melodus*	Piping plover	1948	S1	G3	END	LE
Animal	*Chromagrion conditum*	Aurora damselfly	1991	S3	G5	SC/N	
Animal	*Cicindela hirticollis rhodensis*	Beach-dune tiger beetle	1999	S2	G5T4	SC/N	
Animal	*Cordulegaster obliqua*	Arrowhead spiketail	1999	S3	G4	SC/N	
Animal	*Coregonus artedi*	Lake herring	1914	S3	G5	SC/N	
Animal	*Coturnicops noveboracensis*	Yellow rail	1989	S1B,SZN	G4	THR	
Animal	*Cymbiodyta acuminata*	A water scavenger beetle	1999	S3	G?	SC/N	
Animal	*Dendroica caerulescens*	Black-throated blue warbler	1997	S3B,SZN	G5	SC/M	
Animal	*Dendroica tigrina*	Cape May warbler	1999	S3B,SZN	G5	SC/M	
Animal	*Diadophis punctatus edwardsii*	Northern ringneck snake	1991	S3?	G5T5	SC/H	
Animal	*Emydoidea blandingii*	Blanding's turtle	1990	S3	G4	THR	
Animal	*Epiaeschna heros*	Swamp darner	1993	S2S3	G5	SC/N	
Animal	*Euphyes bimacula*	Two-spotted skipper	1982	S2S3	G4	SC/N	
Animal	*Euphyes dion*	Dion skipper	1990	S3	G4	SC/N	
Animal	*Fundulus diaphanus*	Banded killifish	1965	S3	G5	SC/N	

GROUP	*SCIENTIFIC NAME*	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USESA STATUS
Animal	*Grammia oithona*	Oithona tiger moth	1991	S2	G4	SC/N	
Animal	*Grammia phyllira*	Phyllira tiger moth	1991	S2	G4	SC/N	
Animal	*Hydrobius melaenum*	A water scavenging beetle	1999	SU	G?	SC/N	
Animal	*Hydrometra martini*	A water measurer	1999	S3	G5	SC/N	
Animal	*Hydroporus vittatus*	A predaceous diving beetle	1999	S3	G?	SC/N	
Animal	*Ilybius ignarus*	Diving beetle	1999	S3	G?	SC/N	
Animal	*Ischnura hastata*	Citrine forktail	1991	S2	G5	SC/N	
Animal	*Lanius ludovicianus*	Loggerhead shrike	1983	S1B,SZN	G4	END	
Animal	*Lestes eurinus*	Amber-winged spreadwing	1992	S3	G4	SC/N	
Animal	*Luxilus chrysocephalus*	Striped shiner	1962	S1	G5	END	
Animal	*Lycaena dorcas*	Dorcas copper	2000	S2	G5	SC/N	
Animal	*Matus bicarinatus*	A predaceous diving beetle	1999	S2S3	G?	SC/N	
Animal	*Melanerpes erythrocephalus*	Red-headed woodpecker	1982	S3B,SZN	G5	SC/M	
Animal	*Mergus merganser*	Common merganser	1998	S3B,SZN	G5	SC/M	
Animal	*Mergus serrator*	Red-breasted merganser	1998	S3B,SZN	G5	SC/M	
Animal	*Nycticorax nycticorax*	Black-crowned night-heron	1979	S2B,SZN	G5	SC/M	
Animal	*Somatochlora elongata*	Ski-tailed emerald	1990	S2S3	G5	SC/N	
Animal	*Somatochlora forcipata*	Forcipate emerald	1990	S2S3	G5	SC/N	
Animal	*Somatochlora franklini*	Delicate emerald	1991	S2S3	G5	SC/N	
Animal	*Sturnella neglecta*	Western meadowlark	1992	S3S4B,SZN	G5	SC/M	
Animal	*Thamnophis sauritus*	Northern ribbon snake	1963	S1?	G5	END	
Animal	*Trimerotropis huroniana*	Lake Huron locust	1999	S1	G2G3	END	
Animal	*Vermivora peregrina*	Tennessee warbler	1994	S1B,SZN	G5	SC/M	
Animal	*Vertigo morsei*	Six-whorl vertigo	1997	S1	G?	SC/N	
Animal	*Wilsonia citrina*	Hooded warbler	1995	S2B,SZN	G5	THR	
Community	*Alvar*		2000	S1	G2	NA	
Community	*Great Lakes alkaline rockshore*		2000	S2	G3	NA	
Community	*Moist cliff*		2000	S4		NA	
Community	*Springs and spring runs, hard*		1976	S4	GU	NA	
Community	*Talus forest*		1999	S1		NA	
Community	*Alder thicket*		1976	S4	G4	NA	
Community	*Boreal forest*		2000	S2	G3?	NA	
Community	*Boreal rich fen*		2000	S2	G4G5	NA	
Community	*Emergent aquatic*		2000	S4	G4	NA	
Community	*Forested ridge and swale*		2001	S2	G3	NA	
Community	*Forested seep*		1998	S2		NA	
Community	*Great lakes beach*		1999	S2	G3	NA	
Community	*Great lakes dune*		2001	S2	G3	NA	
Community	*Hardwood swamp*		1999	S3	G4	NA	
Community	*Interdunal wetland*		1988	S1	G2?	NA	
Community	*Lake--shallow, hard, drainage*		2000	SU	GU	NA	
Community	*Lake--shallow, hard, seepage*		1998	SU	GU	NA	
Community	*Lake--shallow, very hard, drainage*	marl	1988	S2	GU	NA	
Community	*Northern dry-mesic forest*		1999	S3	G4	NA	
Community	*Northern mesic forest*		2000	S4	G4	NA	
Community	*Northern sedge meadow*		2000	S3	G4	NA	

GROUP	*SCIENTIFIC NAME*	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USESA STATUS
Community	*Northern wet forest*		1976	S4	G4	NA	
Community	*Northern wet-mesic forest*		2001	S3S4	G3?	NA	
Community	*Open bog*		1976	S4	G5	NA	
Community	*Shore fen*		2000	S2		NA	
Community	*Shrub-carr*		1999	S4	G5	NA	
Community	*Southern hardwood swamp*		1999	S2	G4?	NA	
Community	*Southern mesic forest*		1998	S3	G3?	NA	
Community	*Southern sedge meadow*		2000	S3	G4	NA	
Other	*Bat hibernaculum*		1986	S3		SC	
Plant	*Draba arabisans*	Rock whitlow-grass	2000	S1	G4	SC	
Plant	*Draba lanceolata*	Lanceolate whitlow-cress	1934	S1	G3G5	END	
Plant	*Acer pensylvanicum*	Striped maple	1998	S1	G5	SC	
Plant	*Asplenium viride*	Green spleenwort	1999	S1	G4	END	
Plant	*Botrychium spathulatum*	Spoon-leaf moonwort	1982	S1	G3	SC	
Plant	*Carex concinna*	Beautiful sedge	1999	S1	G4G5	THR	
Plant	*Carex garberi*	Elk sedge	2000	S1	G4	THR	
Plant	*Carex platyphylla*	Broad-leaf sedge	2000	S2	G5	SC	
Plant	*Cirsium pitcheri*	Dune thistle	2001	S2	G3	THR	LT
Plant	*Festuca occidentalis*	Western fescue	2000	S1S2	G5	THR	
Plant	*Iris lacustris*	Dwarf lake iris	2000	S2	G3	THR	LT
Plant	*Parnassia parviflora*	Small-flower grass-of-parnassus	1995	S1	G4	END	
Plant	*Pterospora andromedea*	Giant pinedrops	1999	S1	G5	END	
Plant	*Selaginella selaginoides*	Low spike-moss	1994	S1	G5	END	
Plant	*Tanacetum huronense*	Lake Huron tansy	1982	S1	G4G5	END	
Plant	*Trisetum melicoides*	Purple false oats	1997	S1	G4	END	
Plant	*Viola rostrata*	Long-spur violet	2000	S2	G5	SC	
Plant	*Adlumia fungosa*	Climbing fumitory	2000	S3	G4	SC	
Plant	*Amerorchis rotundifolia*	Round-leaved orchis	1985	S1	G5	THR	
Plant	*Arethusa bulbosa*	Swamp-pink	1996	S3	G4	SC	
Plant	*Asplenium trichomanes*	Maidenhair spleenwort	2000	S3	G5	SC	
Plant	*Astragalus neglectus*	Cooper's milkvetch	2000	S1	G4	END	
Plant	*Botrychium lunaria*	Moonwort grape-fern	1997	S1	G5	END	
Plant	*Botrychium minganense*	Mingan's moonwort	1998	S2	G4	SC	
Plant	*Cakile edentula*	American sea-rocket	2000	S3	G5	SC	
Plant	*Calamagrostis stricta*	Slim-stem small-reedgrass	2000	S3	G5	SC	
Plant	*Calamintha arkansana*	Low calamint	2000	S2	G5	SC	
Plant	*Calamovilfa longifolia var magna*	Sand reed-grass	2000	S2	G5T3T5	THR	
Plant	*Calypso bulbosa*	Fairy slipper	1973	S3	G5	THR	
Plant	*Cardamine pratensis*	Cuckooflower	2000	S3	G5	SC	
Plant	*Carex backii*	Rocky Mountain sedge	1916	S2	G4	SC	
Plant	*Carex capillaris*	Hair-like sedge	2000	S1	G5	SC	
Plant	*Carex crawei*	Crawe sedge	2000	S3	G5	SC	
Plant	*Carex exilis*	Coast sedge	1998	S1	G5	THR	
Plant	*Carex formosa*	Handsome sedge	2000	S2	G4	THR	
Plant	*Carex gynocrates*	Northern bog sedge	2000	S2	G5	SC	
Plant	*Carex livida var radicaulis*	Livid sedge	2000	S2	G5T5	SC	
Plant	*Carex prasina*	Drooping sedge	1999	S2S3	G4	THR	
Plant	*Carex richardsonii*	Richardson sedge	2000	S3	G4	SC	
Plant	*Carex vaginata*	Sheathed sedge	2000	S1	G5	SC	
Plant	*Corallorhiza odontorhiza*	Autumn coral-root	1998	S3	G5	SC	

GROUP	*SCIENTIFIC NAME*	COMMON NAME	DATE	SRANK	GRANK	WI STATUS	USESA STATUS
Plant	*Cypripedium arietinum*	Ram's-head lady's-slipper	1997	S2	G3	THR	
Plant	*Cypripedium parviflorum*	Small yellow lady's-slipper	1999	S3	G5	SC	
Plant	*Cypripedium reginae*	Showy lady's-slipper	2000	S3	G4	SC	
Plant	*Deschampsia cespitosa*	Tufted hairgrass	2000	S3	G5	SC	
Plant	*Deschampsia flexuosa*	Crinkled hairgrass	2000	S3	G5	SC	
Plant	*Drosera linearis*	Slenderleaf sundew	1995	S1	G4	THR	
Plant	*Dryopteris expansa*	Spreading woodfern	1997	S1	G5	SC	
Plant	*Eleocharis quinqueflora*	Few-flower spikerush	2000	S2	G5	SC	
Plant	*Elymus lanceolatus ssp psammophilus*	Thickspike	2000	S2	G5T3	THR	
Plant	*Epilobium palustre*	Marsh willow-herb	1983	S3	G5	SC	
Plant	*Epilobium strictum*	Downy willow-herb	1926	S2S3	G5?	SC	
Plant	*Equisetum palustre*	Marsh horsetail	1983	S2	G5	SC	
Plant	*Equisetum variegatum*	Variegated horsetail	2000	S3	G5	SC	
Plant	*Euphorbia polygonifolia*	Seaside spurge	2000	S2	G5?	SC	
Plant	*Gentianopsis procera*	Lesser fringed gentian	2000	S3	G5	SC	
Plant	*Geocaulon lividum*	Northern comandra	1999	S1	G5	END	
Plant	*Gymnocarpium robertianum*	Limestone oak fern	1979	S2	G5	SC	
Plant	*Leucophysalis grandiflora*	Large-flowered ground-cherry	2001	S2	G3?	SC	
Plant	*Malaxis brachypoda*	White adder's-mouth	2000	S3	G4Q	SC	
Plant	*Medeola virginiana*	Indian cucumber-root	1931	S3	G5	SC	
Plant	*Ophioglossum pusillum*	Adder's-tongue	1950	S3	G5	SC	
Plant	*Orobanche uniflora*	One-flowered broomrape	2001	S3	G5	SC	
Plant	*Osmorhiza chilensis*	Chilean sweet cicely	1999	S3	G5	SC	
Plant	*Platanthera dilatata*	Leafy white orchis	1999	S3	G5	SC	
Plant	*Platanthera flava var herbiola*	Pale green orchid	1987	S2	G4T4Q	THR	
Plant	*Platanthera hookeri*	Hooker orchis	1998	S3	G5	SC	
Plant	*Platanthera orbiculata*	Large roundleaf orchid	2000	S3	G5?	SC	
Plant	*Polystichum acrostichoides*	Christmas fern	1975	S2	G5	SC	
Plant	*Primula mistassinica*	Bird's-eye primrose	2000	S3	G5	SC	
Plant	*Ranunculus gmelinii*	Small yellow water crowfoot	1938	S1	G5	END	
Plant	*Rhynchospora fusca*	Brown beakrush	1999	S2	G4G5	SC	
Plant	*Ribes hudsonianum*	Northern black currant	1999	S3	G5	SC	
Plant	*Ribes oxyacanthoides*	Canada gooseberry	1926	S1	G5	THR	
Plant	*Scirpus cespitosus*	Tufted club-rush	1999	S2	G5	THR	
Plant	*Senecio congestus*	Marsh ragwort	1935	SH	G5	SC	
Plant	*Solidago ohioensis*	Ohio goldenrod	2000	S3	G4	SC	
Plant	*Solidago simplex var gillmanii*	Sticky goldenrod	2000	S2	G5T3?	THR	
Plant	*Tofieldia glutinosa*	Sticky false-asphodel	1999	S3	G5	THR	
Plant	*Triglochin maritima*	Common bog arrow-grass	2000	S3	G5	SC	
Plant	*Triglochin palustris*	Slender bog arrow-grass	2000	S3	G5	SC	
Plant	*Utricularia geminiscapa*	Hidden-fruited bladderwort	1972	S3	G4G5	SC	

Scientific Name: Scientific name used by the Wisconsin Natural Heritage Inventory Program.
Common Name: Standard, contrived, or agreed upon common names.
Global Rank: Global element rank. Refer to the Rank Definition Sheet.
State Rank: State element rank. Refer to the Rank Definition Sheet.

US Status:
Federal protection status in Wisconsin, designated by the Office of Endangered Species, U.S. Fish and Wildlife Service through the U.S. Endangered Species Act:
LE = listed endangered
LT = listed threatened
XN = non-essential experimental populations
LT,PD = listed threatened, proposed for de-listing
C = candidate for future listing

WI Status:
Protection category designated by the Wisconsin DNR:
END = endangered
THR = threatened
SC = Special Concern

WDNR and federal regulations regarding Special Concern species range from full protection to no protection. The current categories and their respective level of protection are:
SC/P = fully protected
SC/N = no laws regulating use, possession, or harvesting
SC/H = take regulated by establishment of open closed seasons
SC/FL = federally protected as endangered or threatened, but not so designated by WDNR
SC/M = fully protected by federal and state laws under the Migratory Bird Act

Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

GLOBAL ELEMENT RANKS:
G1 = Critically imperiled globally because of extreme rarity5 or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extinction.
G2 = Imperiled globally because of rarity6 to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extinction throughout its range.
G3 = Either very rare and local throughout its range or found locallyeven abundantly at some of its locations in a restricted rangee.g., a single state or physiographic region or because of other factors making it vulnerable to extinction throughout its range; in terms of occurrences, in the range of 21 to 100.
G4 = Apparently globally secure, though it may be quite rare in parts of its range, especially at the periphery.
G5 = Demonstrably secure globally, though it may be quite rare in parts of its range, especially at the periphery.
GH = Of historical occurrence throughout its range, i.e., formerly part of the established biota, with the expectation that it may be rediscovered.
GU = Possibly in peril range-wide, but their status is uncertain. More information is needed.
GX = Believed to be extinct throughout its rangee.g. Passenger pigeon with virtually no likelihood that it will be rediscovered.
G? = Not ranked.
Species with a questionable taxonomic assignment are given a "Q" after the global rank. Subspecies and varieties are given subranks composed of the letter "T" plus a number or letter. The definition of the second character of the subrank parallels that of the full global rank.Examples: a rare subspecies of a rare species is ranked G1T1; a rare subspecies of a common species is ranked G5T1.

STATE ELEMENT RANKS
S1 = Critically imperiled in Wisconsin because of extreme rarity 5 or fewer occurrences or very few remaining individuals or acres or because of some factors making it especially vulnerable to extirpation from the state.
S2 = Imperiled in Wisconsin because of rarity 6 to 20 occurrences or few remaining individuals or acres or because of some factors making it very vulnerable to extirpation from the state.
S3 = Rare or uncommon in Wisconsin 21 to 100 occurrences.
S4 = Apparently secure in Wisconsin, with many occurrences.
S5 = Demonstrably secure in Wisconsin and essentially ineradicable under present conditions.
SA = Accidental occurring only once or a few times or casual occurring more regularly although not every year; a few of these species typically long-distance migrants such as some birds and butterflies may have even bred on one or more of the occasions when they were recorded.
SE = An exotic established in the state; may be native elsewhere in North America.
SH = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.
SN = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin. This category includes migratory birds and bats that pass through twice a year or, may remain in the winter or, in a few cases, the summer along with certain lepidoptera which regularly migrate to Wisconsin where they reproduce, but then completely die out every year with no return migration. Species in this category are so widely and unreliably distributed during migration or in winter that no small set of sites could be set aside with the hope of significantly furthering their conservation.
SZ = Not of significant conservation concern in Wisconsin, invariably because there are no definable occurrences in the state, although the taxon is native and appears regularly in the state. An SZ rank will generally be used for long-distance migrants whose occurrence during their migrations are too irregular in terms of repeated visitation to the same locations, transitory, and dispersed to be reliably identified, mapped, and protected. Typically, the SZ rank applies to a non-breeding population.
SR = Reported from Wisconsin, but without persuasive documentation which would provide a basis for either accepting or rejecting the report. Some of these are very recent discoveries for which the program hasn't yet received first-hand information; others are old, obscure reports that are hard to dismiss because the habitat is now destroyed.
SRF = Reported falsely in error from Wisconsin but this error is persisting in the literature.
SU = Possibly in peril in the state, but their status is uncertain. More information is needed.
SX = Apparently extirpated from the state.

APPENDIX E

DETAILED LAND USE

Bay-Lake Regional Planning Commission

CODE	LAND USE CLASSIFICATION	ACRES
100	**RESIDENTIAL**	
110	Single Family Residential	422.5
130	Two Family	3.5
150	Multi-Family	31.0
180	Mobile Homes	6.7
190	Land Under Residential Development	0.2
199	Vacant Residence	2.0
200	**COMMERCIAL**	
210	Retail Sales	65.9
250	Retail Services	2.6
299	Vacant Commercial	0.0
300	**INDUSTRIAL**	
310	Manufacturing	0.8
360	Extractive	78.4
381	Open Storage	6.4
382	Enclosed Storage	38.4
399	Vacant Industrial	0.5
400	**TRANSPORTATION**	
410	Motor Vehicle Related	
413	County Highways	591.7
414	Local Streets and Roads	139.1
417	Off-Street Parking	6.5
460	Air Related	47.6
480	Marine Related	0.5
500	**COMMUNICATION/UTILITIES**	
510	Generation/Processing of Communication/Utilities	0.6
535	Water Supply Filter Treatment Plants	8.0
546	Radio/Television Transmission Towers/Antennae	0.3
586	Auto Salvage/Recycling/Disposals	3.7
600	**INSTITUTIONAL/GOVERNMENTAL FACILITIES**	
610	Administrative Institutions/Governmental Facilities	0.2
611	Administrative Buildings	1.5
630	Safety Institutions/Govenmental Facilities	
631	Police/Fire Stations/Offices	0.4
640	Educational Institutions/Governmental Facilities	
642	Primary Schools	12.8
645	Vocational Schools	3.2
660	Health Institutions/Governmental Facilities	
663	Clinics	1.0
684	Fraternal Organizations/Clubhouses	0.8
690	Religious and Related Facilities	0.3
691	Churches/Temples/Synagogues	2.0
694	Cemeteries	2.0

CODE	LAND USE CLASSIFICATION	ACRES
700	**OUTDOOR RECREATION**	
721	Designated Historic/Cultural/Archaeological Sites	0.8
730	Land Related Activities	
731	Campgrounds	1.4
736	Parks/Parkways/Forest-Related Picnic Areas	3,292.9
741	Playfields/Ball Diamonds/Volleyball Courts	10.8
745	Swimming/Wading Pools	0.1
746	Tennis Courts	1.3
766	Archery/Gun/Skeet Ranges	3.4
780	Water Related Activities	0.1
783	Marinas	1.8
784	Lighthouse	0.7
800	**AGRICULTURE/SILVICULTURE**	
810	Croplands/Pastures	2,919.6
830	Long-Term Specialty Crops	412.7
870	Farm Buildings/Accessories	66.4
899	Vacant Agricultural	0.2
900	**NATURAL AREAS**	
910	Water	
912	Reservoirs and Ponds	370.4
950	Other Natural Areas	2,600.6
951	Woodlands	10,836.0
954	Beaches	0.4
	TOTAL	22,000.7

APPENDIX F

GLOSSARY OF TERMS

Bay-Lake Regional Planning Commission

Planning and Zoning Definitions

Alley: a permanently reserved public or private secondary means of access to an abutting property.

Accessory Structure: a detached subordinate structure located on the same lot as and incidental to the principal structure.

Accessory Use: a use incidental to and on the same lot as a principal use. *See also "accessory structure" and "principal building".*

Acre: a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.

Administrative Appeal (Appeal): a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.

Adverse Impact: a negative consequence to the physical, social, or economic environment.

Affordable Housing: housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See* s. COMM 202.01, Wis. Admin. Code.

Agriculture: the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats* .

Amendment: a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See* s. 59.69, *Wis. Stats* .

Amenities: features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.

Americans with Disabilities Act (ADA): a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.

Amortization: a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.

Annexation: the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, *Wis. Stats.*

Appellate Body: a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.

Aquatic and Terrestrial Resources Inventory (ATRI): a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin's landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.

Aquifer: a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.

Aquifer Recharge Area: the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.

Architectural Control/ Review: regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.

Area Variance (Variance): the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, *Wis. Stats* .

Arterial: a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.

Benchmark: a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan's goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

Berm: A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

Best Management Practices (BMPs): the conservation measures and management practices intended to lessen or avoid a development's impact on surrounding land and water.

Billboard: a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.

Block: a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.

Board of Appeals/ Board of Adjustment (BOA): a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

Brownfields: lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

Buffer Area: an area separating two incompatible types of development or a development and sensitive natural resources.

Build Out: the maximum, theoretical development of land as permitted under zoning regulations.

Build Out Analysis: a projection, based on the maximum, theoretical development of all lands, of the impact of a community's cumulative growth.

Building Line: the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

Building Scale: the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.

Bulk Regulations: standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

Business Improvement Districts (BID): an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See* s. 66.1109(1)(b), *Wis. Stats.*

Business Incubator: retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

By Right: a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

Capital Improvement: a physical asset that is large in scale or high in cost.

Capital Improvements Plan/ Capital Improvements Program (CIP): a city's or county's proposal of all future development projects and their respective cost estimates listed according to priority.

Census Tract: a relatively permanent county subdivision delineated to present census data.

Central Business District (CBD): the primary, downtown commercial center of a city.

Certificate of Appropriateness: a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.

Certificate of Compliance: an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

Clear Zone: an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See* s.19.81- 19.98, *Wis. Stats* .

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See* s.16.358 and 560.045, *Wis. Stats*.

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than $38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See* s.*560.70, Wis. Stats. See also "enterprise development zone"*.

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats*. Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development's impacts.

Concurrency Test: an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See* s.703.02, *Wis. Stat* .

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

Conservation Easement: a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See* s. 700.40, *Wis. Stats.*

Contested Case: a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross- examine witnesses who testify.

Contiguous Properties: properties sharing a property line.

Cooperative Agreement: an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see* ss. 66.0307, 150.84, *and* 299.80, *Wis. Stats. for specific examples of authorized agreements* .

Dedication: the transfer of property from private to public ownership.

Deed Restriction: a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

Design Guideline: an activity standard that preserves the historic or architectural character of a site or building.

Design Review/ Control: an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development's impact on a community

Design Standards: criteria requiring specific dimensional standards or construction techniques. *See also "performance standards"*.

Detachment: the transposition of land from a municipality back into a township. *See* s. 66.0227, *Wis. Stats.*

Developer: a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

Development: an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

Development Values: the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

District: a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

Down Zoning: a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also "up zoning"*.

Dwelling Unit: the space in a building that comprises the living facilities for one family. *See also "multifamily," "single- family attached," and "single- family detached dwelling"*.

Easement: written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also "conservation easement"***.**

Ecological Impact: a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Economic Unit: units of land that, although they may be separated from one another physically, are considered one economically.

Eminent Domain: the right of a government unit to take private property for public use with appropriate compensation to the owner. *See* ch. 32, *Wis. Stats* .

Enabling Act: legislation authorizing a government agency to do something that was previously forbidden. *See also "takings"*.

Enterprise Development Zone: zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is "site specific," applying to only one business, and is eligible for a maximum of $3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See* s.*560.70, Wis. Stats. See also "community development zone"*.

Environmental Corridors: linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmental Impact Ordinance: a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

Environmental Impact Report (EIR): a report that assesses an area's environmental characteristics and then determines the impact that a proposed development will have.

Environmental Impact Statement (EIS): a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91- 190, 42 USC 4331, NR 150, Wis. Admin. Code.

Environmental Nodes: discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

Estate Management Strategies: strategies enacted during a landowner's lifetime or upon her death to help preserve family lands and farms.

Ex parte Contact: communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.

Exactions: compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community's zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

Executive Session: *See "closed session".*

Extraterritorial Zoning: a local government's authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1 st , 2 nd , and 3 rd class cities extends 3 miles beyond the corporate limits. The limit extends 1-½ miles beyond the municipal boundary for 4 th class cities and villages. *See* s.62.23(7a), *Wis. Stats* .

Exurban Area: the area beyond a city's suburbs.

Fee Simple Acquisition: the purchase of property via cash payment.

Fee Simple Interest in Property: absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See "rights".*

Fiscal Impact Analysis: the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

Fiscal Impact Report: a report projecting the costs and revenues that will result from a proposed development.

Floating Zone: an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

Floodplains: land that has been or may be covered by flood water during a 'regional flood' as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway: the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.*

This term is generally associated with fl owing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions.

Front Lot Line: the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

Gentrification: the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.

Geographic Information System (GIS): computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.

Geologic Review: an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

Gift Credit: a dollar or in- kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

Global Positioning System (GPS): a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

Green Spaces: *See "open spaces".*

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community's growth.

Hamlet: a predominantly rural, residential settlement that compactly accommodates development.

Hamlet Lot: a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

Hazardous Substance: any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*

Heavy Industry: the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also "light industry".*

Highly Erodible Soils: soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

Historic Area: an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

Historic Preservation: the research, protection, restoration, and rehabilitation of historic properties.

Historic Property: a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats. See* s.13.48(1m)(a), *Wis. Stats* .

Homeowner's Association: a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

Home Rule: constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a "strong" home rule state.

Incorporation: orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*

Impact Fees: cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community's costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*

Impervious Surface: a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

Improvements: the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

Incentive Zoning: the granting of additional development possibilities to a developer because of the developer's provision of a public benefit.

Industrial District: a district designated as manufacturing, research and development, or industrial park.

Infill: the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also "redevelopment"*.

Infrastructure: public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

Installment Sale: a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA): a federal transportation act that authorized the first 23 "high priority corridors" of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

Intelligent Transportation System (ITS): a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

Interim Zone of Influence: a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

Interim Zone/ Development Controls: *See "moratorium"*.

Judicial Appeal: the review of a local zoning decision by the state judicial system.

Land: soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

Land Banking: the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

Land Exchange: a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

Land- use Intensity System (LUI): a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

Land- use Inventory: a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

Land- use Plan: the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*

Landfill: a disposal facility for solid wastes. *See* ch.289, *Wis. Stats* .

Land Trust: a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Large- Lot Zoning: a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

Leapfrog Development: new development separated from existing development by substantial vacant land.

Leaseback: *See "purchase/ leaseback"*.

Level of Service (LOS): a measurement of the quantity and quality of public facilities.

Light Industry: the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also "heavy industry"*.

Limited Development: the development of one portion of a property to finance the protection of another portion.

Lot: a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also "through lot"*.

Lot Area: the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

Lot Averaging: the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

Lot- by- Lot Development: a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

Lot Coverage: the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

Lot Depth: the average horizontal distance between the front and rear lot lines.

Lot Line: the property lines at the perimeter of a lot.

Lot Width: the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

LULU: a locally unwanted land use. *See also "NIMBY," "NIABY," and "NIMTOO".*

Main Street Program: a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

Manufactured Housing: a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*

Map: a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

Mini- Lot Development: a development containing lots that do not meet the minimum size or other requirements.

Mitigation: the process of compensating for the damages or adverse impacts of a development.

Mitigation Plan: imposed development conditions intended to compensate for the adverse impacts of the development.

Mixed- Use Development: a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Modernization: the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

Moratorium: a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: a building or portion occupied by three or more families living independently of each other.

Multimodal Transportation: an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

Municipality: a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

National Environmental Policy Act (NEPA): a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also "environmental impact statement" and "Wisconsin Environmental Policy Act (WEPA)".*

National Register of Historic Places in Wisconsin: places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

Neighborhood Plan: a plan that provides specific design or property- use regulations in a particular neighborhood or district.

Neighborhood Unit: the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

Neotraditional Development: a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also "New Urbanism" and "smart growth".*

Net Acre: an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

New Urbanism: an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also "Neotraditional development" and "smart growth".*

NIABY: Not in anyone's backyard. *See also "LULU," "NIMBY," and "NIMTOO".*

NIMBY: Not in my backyard. *See also "LULU," "NIABY," and "NIMTOO".*

NIMTOO: Not in my term of office. *See also "LULU," "NIMBY," and "NIABY".*

Nonconforming Activity: an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

Nonconforming Building: any building that does not meet the limitations on building size or location on a lot for its use and district.

Nonconforming by Dimension: a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

Nonconforming Lot: a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

Nonconforming Use: a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

Noncontributing Building: a building or structure that does not add to the historic architecture or association or cultural values of the area.

Office Park: a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

Open Session: a meeting that is in accordance with Wisconsin's 'Open Meetings Law.' *See* s.19.85- 19.98, *Wis. Stats* .

Open (Green) Spaces: a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also "common open spaces"*.

Ordinance: a local law; a legislative enactment of a local governing body.

Orthophoto Quad: an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth's surface, to reflect as accurately as possible the actual topography of the earth's surface.

Outright Donation: the donation of land to a unit of government or a qualified charitable land conservation management organization.

Outright purchase: the acquisition of land for the benefit of the public.

Overlay Zone: an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

Parcel: *See "lot"*.

Pedestrian Friendly: a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

Performance Standards: general criteria established to limit the impact of land uses or development. *See also "design standards"*.

Pervious Surface: a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

Planned Unit Development: land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Plan Commission: an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

Plat: a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

Point System: numerical values assigned to a development's impacts on a community's resources.

Political Subdivision: a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

Pre- acquisition: a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

Preservation: leaving a resource undisturbed and free from harm or damage. While 'preservation' is often used interchangeably with 'conservation,' the latter entails a connotation of prudent resource use.

Primary Metropolitan Statistical Area (PMSA): a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also "metropolitan statistical area" and "consolidated metropolitan statistical area"*.

Prime Agricultural Land: land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See* ch.91, *Wis. Stats.*

Prime Farmland: farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See* ch.91, *Wis. Stats.*

Principal Building: the building, including all parts connected, where the primary use of the lot is conducted.

Private Road: a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

Privately Owned Waste- Treatment Systems (POWTS): sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

Public Dedication: reserving land in a subdivision for public use such as a school or park.

Public Road: public property dedicated and reserved for street traffic.

Purchase of Development Rights (PDR): a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also "rights" and "transfer of development rights"*.

Purchase/ Leaseback: an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

Quarter, Quarter Zoning: a development standard that limits nonfarm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).

Quasi- Judicial Decisions: "resembling a court;" quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

Quasi- Public Use/ Facility: a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

Rear- lot Line: a lot line, opposite the front lot line, that generally does not abut a public roadway.

Redevelopment: any proposed replacement of existing development. *See also "infill"*.

Redevelopment Authority: an authority, known as the "redevelopment authority of the city of [city name]**,**" created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See* s.66.1333 (3)(a) 1, *Wis. Stats* .

Reforestation: the planting or replanting of forest plants.

Regional Plan: a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Requests for Proposals (RFP): a document describing a project or services and soliciting bids for a consultant's or contractor's performance.

Requests for Qualifications (RFQ): a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

Reservation of Site: *See "public dedication"*.

Reserved Life Estate: an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

Revolving Fund: a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single- family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single- family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve

open space and other environmental amenities. The term is also used to refer to Wisconsin's comprehensive planning law. *See* s.66.1001, *Wis. Stats. See also "New Urbanism" and "Neotraditional development"*.

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community's or region's well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: *See "conditional use"*.

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include 'a stand of hardwood' or 'a stand of timber.'

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. *See also "tax abatement"*.

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, "nor shall private property be taken for public use, without just compensation." Such actions include regulations that have the effect of "taking" property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found "takings" in the following circumstances:

- *where a landowner has been denied "all economically viable use" of the land;*
- *where a regulation forced a landowner to allow someone else to enter onto the property;*
- *where the regulation imposes burdens or costs on a landowner that do not bear a "reasonable relationship" to the impacts of the project on the community; and*
- *where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.*

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. *See also "summary abatement"*.

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year's equalized value of all taxable property in the district. In any year, a tax increment is "positive" if the value increment is positive and "negative" if the value increment is negative. *See* s.66.1105, *Wis. Stats.*

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* *See* s.66.1105, *Wis. Stats.*

Town: the political unit of government; a body corporate and politic, with those powers granted by law. *See* ch. 60, *Wis. Stats.*

Township: all land areas in a county not incorporated into municipalities (cities and villages).

Tract: an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

Traditional Neighborhood: a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also "Neotraditional development" and "New Urbanism"*.

Traffic Calming: the process of increasing pedestrian safety via decreasing automobile speed and volume.

Traffic Impact Analysis: an analysis of the impacts of traffic generated by a development.

Traffic Impact Mitigation Measure: an improvement by a developer intended to reduce the traffic impact created by a development.

Transfer of Development Rights: a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also "rights" and "purchase of development rights"*.

Transit- Oriented Development (TOD): moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.

Transitional Use: a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

TRANSLINKS 21: a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

Transportation Demand Management (TDM): a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

Transportation enhancements (ISTEA & TEA- 21): funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

Underlying Zoning District: a term referring to a zoning district when it is affected by an overly district.

Undevelopable: an area that cannot be developed due to topographic or geologic soil conditions.

Unified Development Code: the combining of development regulations into a single zoning code.

Universal Transverse Mercator Grid (UTM): a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

Unnecessary Hardship: a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

Up Zoning: changing the zoning designation of an area to allow higher densities or less restrictive use. *See also "down zoning".*

Urban Area: the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

Urban Forest: all trees and associated vegetation in and around a city, village, or concentrated development.

Urban Growth Area: an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

Urban Growth Boundary: the perimeter of an urban growth area.

Urban Sprawl: low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

Utility Facilities: any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

Variance: a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See* s.59.99(7 *), Wis. Stats.*

Vehicle Miles Traveled (VMT): a measure of automobile and roadway use.

Village: an incorporated area with a population under 5,000. *See* ch. 61, *Wis. Stats.*

Watershed: the area where precipitation drains to a single body of water such as a river, wetland, or lake.

Wellhead Protection: a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

Wetlands Reserve Program: a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

Wildlife Habitat Incentives Program: a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also "environmental impact statement" and "National Environmental Policy Act (NEPA)". See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

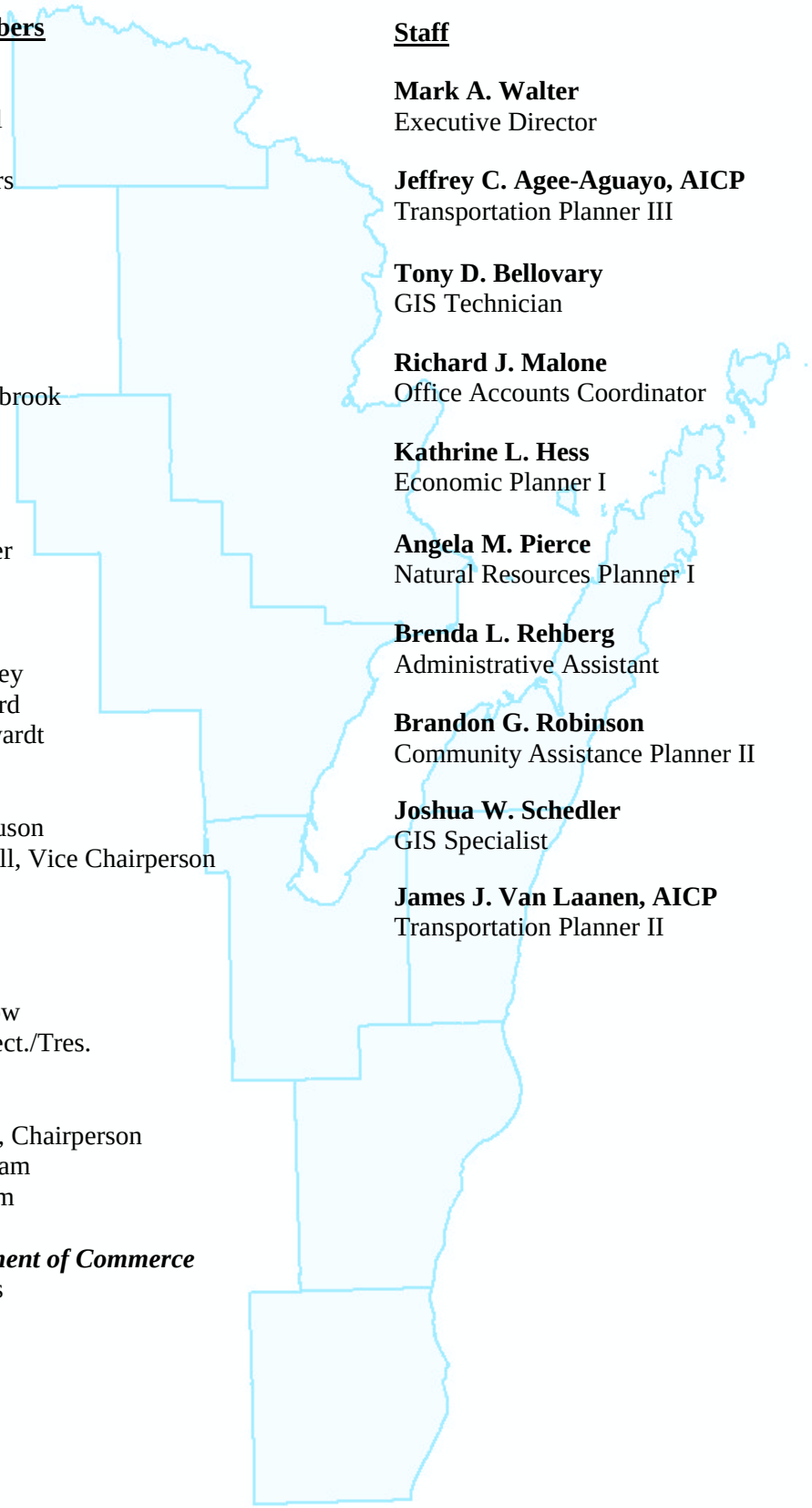
Zoning Permit: a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

Bay-Lake Regional Planning Commission

July, 2004



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