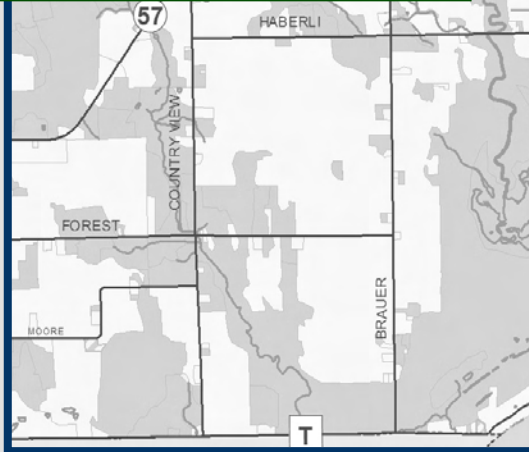
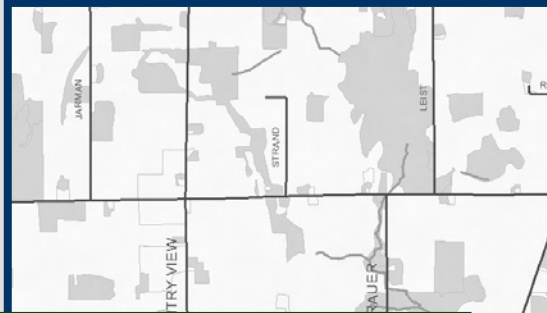


Comprehensive Plan *2028*



Town of Sevastopol
November, 2008

~ Planning for the Future

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TOWN OF SEVASTOPOL

Table of Contents

Introduction.....	1-1
Issues and Opportunities.....	2-1
Community Profile.. ..	3-1
Housing	4-1
Transportation	5-1
Utilities & Community Facilities	6-1
Agricultural, Natural & Cultural Resources.....	7-1
Economic Development	8-1
Existing Land Use	9-1
Future Land Use	10-1
Intergovernmental Cooperation.....	11-1
Implementation	12-1
Appendix.....	X-1

1.0 INTRODUCTION

Table of Contents

Where is the Town of Sevastopol?.....	1
Aerial View of Sevastopol, WI.....	1
Why We Are What We Are:	
A Short History of Sevastopol?.....	2
Sevastopol and The French Empire, British Empire, and United States of America.....	2
Early Settlement.....	3
First Survey of Sevastopol, April 1835	4
First Plat Map of Sevastopol, January 1835	5
Original Plat Map, 1860.....	6
Historic Post Offices in Sevastopol	8
How Did this Plan Get Started?..	10
What is Town Planning?	10
Planning is not.....	10
Why Develop a Plan?.....	11
How is this Plan Organized?	11
How Were Residents Involved?.....	12
Kick-Off Meeting- September 13, 2006	12
Vision Session- November 8, 2006	12
Mid-Course Mapping.....	13
Intergovernmental Meeting.....	13
Chapter Workshops	13
Media Releases and Web Site.....	13
Public Hearing	13
What Do Sevastopol Residents Value?	14

1.0**INTRODUCTION****Where is the Town of Sevastopol?**

The Town of Sevastopol is located in central Door County, Wisconsin. Sturgeon Bay is to the south, with County Road T defining the majority of the boundary. The remainder is the border of the northern side of the City of Sturgeon Bay. On the northern side of Sevastopol lie the Towns of Egg Harbor and Jacksonport; Egg Harbor occupies the northwest portion of the border, while Jacksonport the eastern portion. Townline Road is the boundary between these communities. To the east is Lake Michigan, and to the west are Green Bay and Sturgeon Bay. Sevastopol is a mixture of family farming operations, undeveloped natural areas, State and County parks, and rural residential development resting on 90.6 square miles. The Town is home to more than 2,600 people¹.

State Highways 42 and 57 run north/south through the Town providing quick access to the surrounding communities. County Roads T and B trace the shores of Lake Michigan and Green Bay/Sturgeon Bay, respectively, delivering access to the beaches and parks. Overall, the Town is serviced by a grid-like pattern of County and Town roads providing a logical and utilitarian transportation network.

AERIAL VIEW OF SEVASTOPOL, WI

SOURCE: Google Maps: <http://maps.google.com/maps?oi=map&q=Sevastopol,+WI>

¹ SOURCE: U.S. Census data: <http://www.census.gov/>

Why We Are What We Are: A Short History of Sevastopol²

When the great glacier receded ten thousand years ago, it revealed a landscape very different from what had been covered by ice eons before. The patterns of the lake systems we know today were formed as the glaciers receded. The glacial till was deposited leaving the rolling hills, valleys, lowlands, and exposed Niagara limestone bluffs, and bestowed to us the land of beauty we have inherited today.

Equally as interesting is the political history of our part of the country. From the earliest hunter-trapper who adventured deep into the interior searching for furs, to land-hungry immigrants in search of a new life, all were searching, usually unaware of the great international political drama that was swirling over this land. Following the War of Independence (1775-1781) the thirteen colonies became the United States. The vast expanse to the west, defined as the watershed of the Great Lakes and the Mississippi River, remained in contention. That is where the history of Sevastopol begins.

SEVASTOPOL, FROM NATIVE AMERICAN SETTLEMENTS TO FRENCH AND BRITISH EMPIRE TO THE UNITED STATES OF AMERICA

Long before Europeans discovered the Door Peninsula, Native American settlements both transient and permanent occupied much of the shore and woodland areas. An archaeological dig in the Whitefish Dunes State Park in 1992 revealed much of the very early history of human activity in this part of Sevastopol Town.

Early Woodland People were drawn to the area largely due to the abundance of various species of fish in the Lake Michigan Dunes area. Many of these groups were transient in nature taking advantage of abundance of fish and wildlife as food sources, then migrating south as the cold of winter approached. It wasn't until about 900 AD that the Oneota People established more permanent residences as evidenced by remains of charred lumps that contained corn flour. This domestication of corn and other vegetables such as squash and beans led archaeologists to conclude that these people built structures enabling them to be more permanent residents. It was these people that early French trappers and explorers would have encountered in their initial visits to the Whitefish Dunes Area.

The first white men were French trappers and explorers and missionaries. The great owners of Europe sought to enlarge their empires. By the fifteenth century, vast areas were claimed by France. We were part of the French Empire. After the French and Indian War, we became part of the British Empire and after the War of 1812 we became part of the great US of A.

In 1816, the voyage of the ship Washington, with U.S. troops aboard, was assigned to take the fort at the mouth of the Fox River. The fort was a strategic point that controlled the route into the interior to the Mississippi River. It was named Fort Augustus by the French in the early 1600s. Reminders of that era can be found. The first survey and land ownership patterns are evident in present day Green Bay's street layouts. Land was owned by the French and their unusual land layout can still be traced. The fort became, as we know presently, Fort Howard.

Considered to be the most significant achievement of the first Congress of the Confederation was the passage of the Northwest Ordinance of 1787. Based on the lines laid out by Thomas Jefferson, it required surveys of 5 States that would include Wisconsin. In our area the survey was completed in April of 1834 by a crew led by Sylvester Sibley (see maps on following pages). The documents were valuable because they recorded natural features and described in some detail the tree species and topography. They were in

² The text in this section was provided by Sevastopol resident George Evenson, 2007.

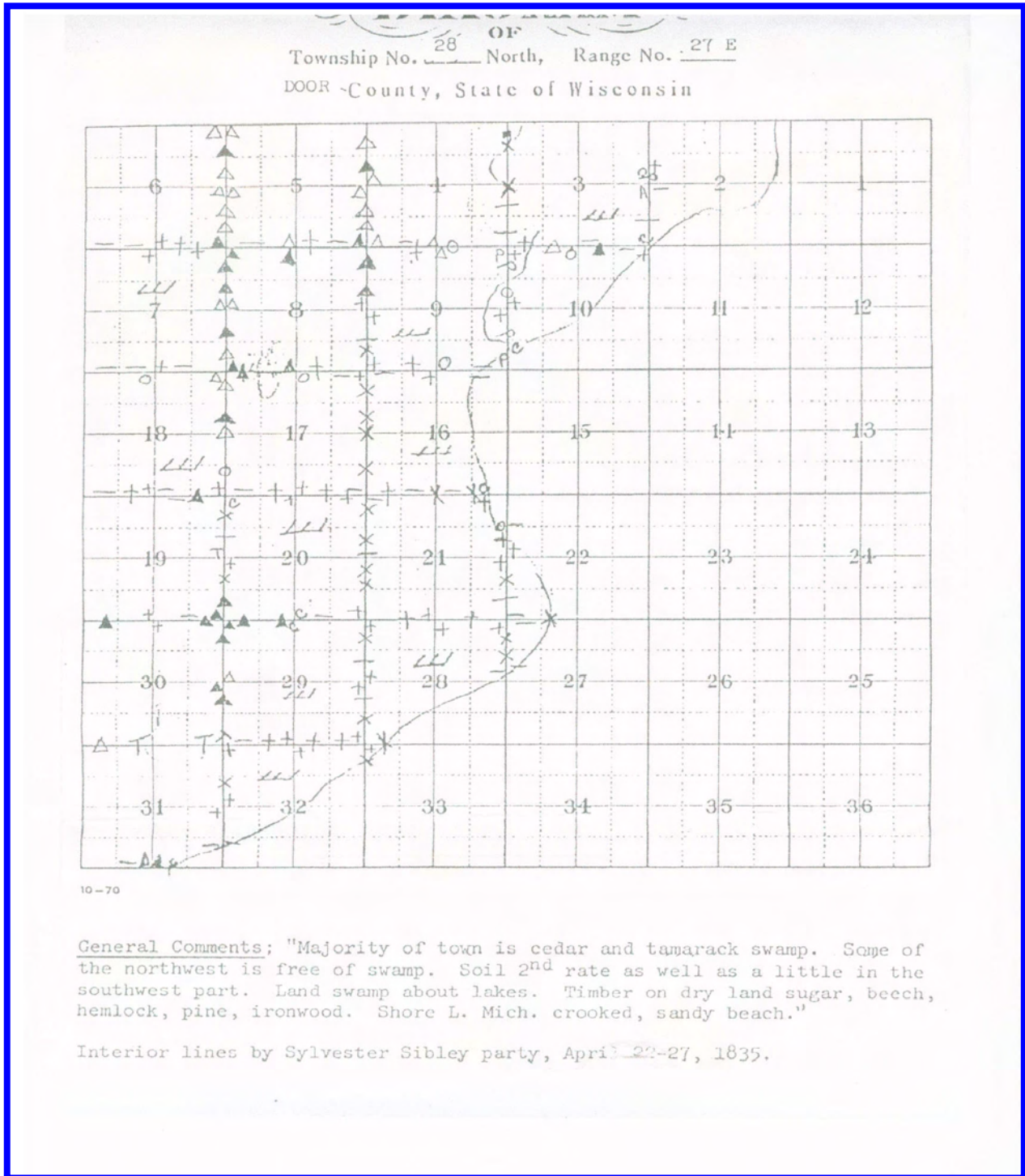
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great demand by lumber buyers and land speculators. But more importantly, the maps identified every parcel of land in the entire State of Wisconsin. The maps opened the way for the pioneers to find and lay claim to their land.

EARLY SETTLEMENT

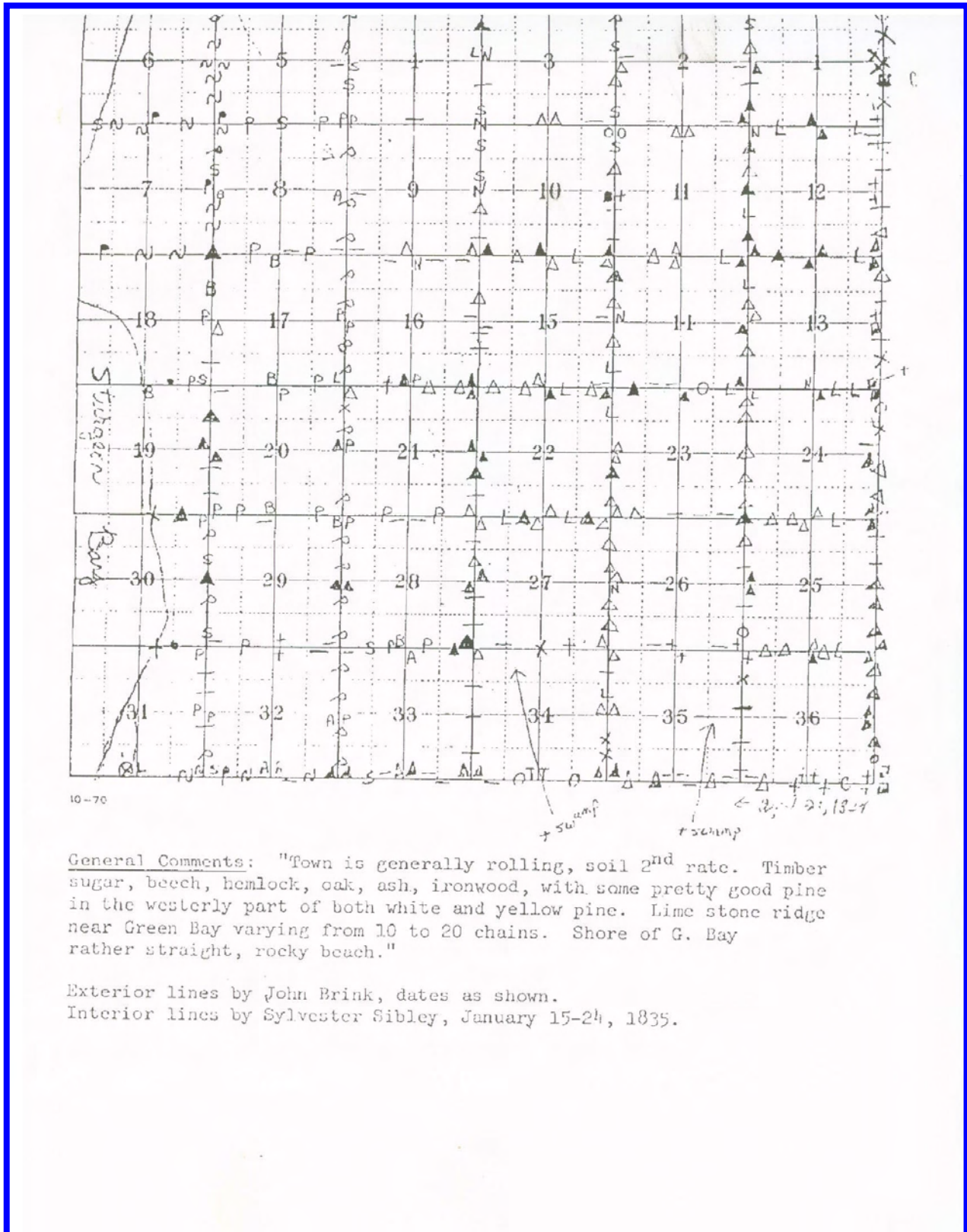
The first record of a white settler in Sevastopol is that of a man referred to as Mr. Lovejoy who came down from Canada in 1836. He settled on what is now known as Hibbard's Bluff at the mouth of Sturgeon Bay. Here he fished and furnished steamboats, but did not make an effort to farm the land. The eastern shore of what was to become Sevastopol was settled by John P. Clark in 1838. He purchased a 2,500-acre piece of property, including 9 miles of beach along Lake Michigan where he ran a very successful fishing operation.

FIRST SURVEY OF SEVASTOPOL, APRIL 1835³



³ The map is a copy of the exact drawing of the first survey done in 1834. There are two maps, because the east portion of Sevastopol was a separate Town. (A Town contained thirty six square miles.) The balance would have been the Town of Whitefish; but the citizens decided early in their history it was too small for a political subdivision so it was incorporated into Sevastopol, some time shortly after 1860. The markings along each side of the square mile indicate the species of trees at that point. Sylvester Sibley party, April 22-27, 1835.

FIRST PLAT MAP OF SEVASTOPOL, JANUARY 1835⁴



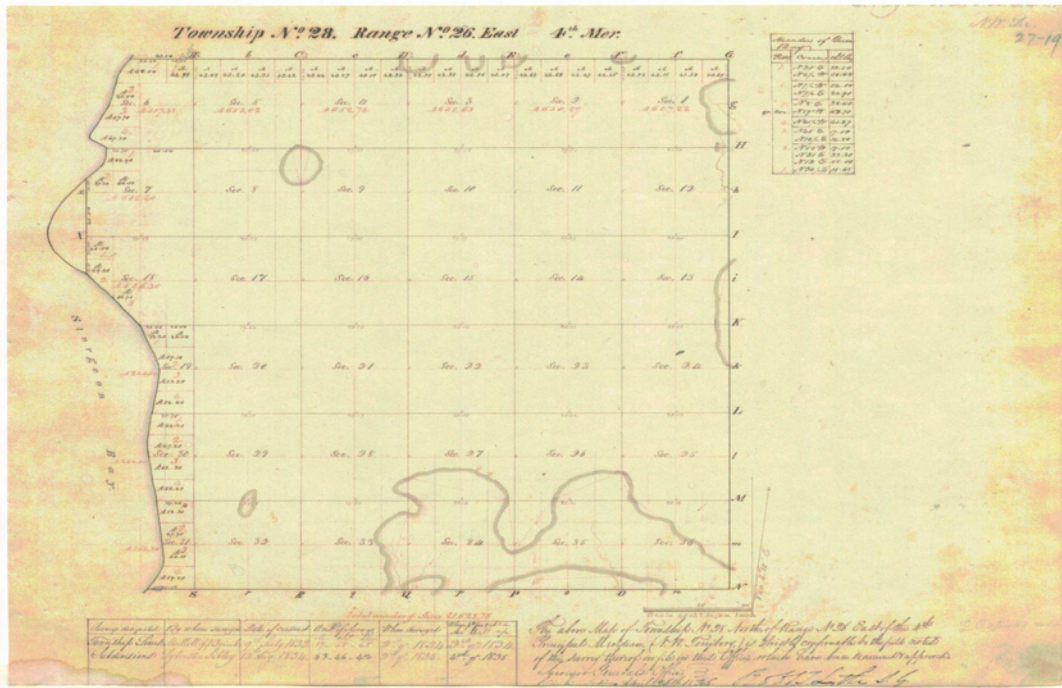
General Comments: "Town is generally rolling, soil 2nd rate. Timber sugar, beech, hemlock, oak, ash, ironwood, with some pretty good pine in the westerly part of both white and yellow pine. Lime stone ridge near Green Bay varying from 10 to 20 chains. Shore of G. Bay rather straight, rocky beach."

Exterior lines by John Brink, dates as shown.
 Interior lines by Sylvester Sibley, January 15-24, 1835.

⁴ The resulting official plat map used to identify property boundaries. Sylvester Sibley, January 15-24, 1835.

ORIGINAL PLAT MAP, 1860⁵

This image is an electronic representation of a historical document, and is provided in this format as a service. For a legally certified copy of the source document, please contact the State of Wisconsin Board of Commissioners of Public Lands in Madison, WI. This image was created by a partnership agreement with the U.S. Army Corps of Engineers. This is a print of an original plat map of the state of Wisconsin.
Map print of: Town 28 North, Range 26 East (002826EA)



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Map print of: Town 28 North, Range 27 East (002827EA)



⁵ A plat map from 1860 showing land patent transfers that had been issued.

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Early in its history, the Sevastopol area was home to 3 shipping points used to export wood products such as cordwood. They included Podunk, Lily Bay, and White Fish Bay. As noted, most of the first settlements were on the Bay and Lake as fishing sustained the residents. The sheer limestone bluffs and their proximity to navigable water encouraged quarrying, and it became a major employer from 1900 until the 1940s.

Beginning around 1856, however, settlers began clearing land to farm. Sawmills were beginning to offer settlers an opportunity to generate cash and to open areas for farming, to feed livestock and grow food for a family. In 1862 the Homestead Act was passed. This act enabled an immigrant to claim 80 acres of land. For a fee of eighteen dollars and the promise to improve the claim, he could have full ownership in 5 years.

Aside from the low-lying far eastern portion of the Town, the majority of the land was very good for agricultural applications. Immigrants from various nations including Germany, Ireland, England, Switzerland, Norway, France, and Canada labored to clear the woodlands. Although the Town began a fishing community, the hard work of the settlers had transformed the once heavily wooded area into one of the most productive farming areas in the State.

Fruit growing was tried and was found to be successful because of the mild temperatures attributed to the coastal waters of Green Bay and Lake Michigan. Quality was excellent and, because of the cash generated, the acreage grew rapidly. The highest production of red sour cherries was forty three million pounds in 1946. Because of increased land and labor costs, the production would never again reach that number. Sevastopol was the home of the world's largest cherry orchard--Martin Orchards. Reynolds Bros. and Gordon Orchards were smaller operations but significant growers and processors. Sevastopol saw small orchards develop. Ten to fifteen acres were common and offered dairy farms additional cash income. Sour Montmorency was the only variety grown. Today, few stumps survive the great surge that earned the area the name Cherryland.

The dairy cow population grew as the land was cleared. First, it provided milk for family use and butter for churning. The surplus was sold and traded for salt and sugar and household goods. A few hogs and a small flock of chickens kept even the largest families well fed. By 1900 enough milk was produced to support a cheese factory. Eventually, three factories thrived. Dairying became a viable industry, taking its place beside the orchards, quarrying and fishing.

With an increasing population, residents decided to officially organize the Town on November 17, 1859. Its first name was Laurieville, in honor of the prominent brothers that came from Buffalo in 1854. This name did not suit many of the residents, however, so J.P. Simon suggested Sebastopol in honor of the Russian seaport that took eleven months for the French and English to capture during the Crimean War. This name was agreed upon, but during its recording was misspelled, leaving the name reading Sevastopol, which it has remained.

By 1914 nearly all immigration had ceased. WWI closed the routes from Europe. The community from the central portion of the Town to the lakeshore was mostly German, Irish, and Scandinavian. Along the bay shore, Welsh, Scottish, English, and Yankees settled.

The Catholic Church congregation—St. Peter and Paul—was the largest. The church moved from an earlier site on Ripp Road in the late 1800's, to the present site in 1892. All graves were moved except 1—an infant grave. A marker placed on a stone identifies the site. The German Lutheran Church—St. John—organized 1888 originally located near the intersection of State Hwy. 57 and Ripp Road was moved in late 1894 to the present site near Valmy. There was also a small Moravian congregation at Whitefish Bay;

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the people moved on to Ephraim. Only a tiny graveyard remains located west of the old church on County T.

Sevastopol had good roads from its earliest history. Roads were needed to service the farms that were being built around each section. Eight eighty-acre farms could be arranged around each section. By counting the farms on the other side of the road, up to twenty eight-acre farms could face 4 miles of Town roads. Roads were cheap to build. Abundant stones and materials were nearby, and farmers could work off their property taxes by spending time with their teams and wagons hauling stone, first to the portable crushers, then by hauling the crushed stone to the road site. In 1945 the Town officials blacktopped all the Town roads for one hundred and fifty thousand dollars, at 4% interest taking a loan from The Bank of Sturgeon Bay. This loan enabled Sevastopol to become the first rural Town in Door County to have all its Town roads surfaced. This helped reduce the wear and tear on the school buses traveling rough crushed stone roads; and, much to the pleasure of the many local housekeepers, they kept the clouds of dust from constant traffic from settling on the hanging laundry and getting inside the houses.

In 1919 a group of local women decided that their children needed a high school education. There were 8 one-room schools, plus the Catholic Institute at St. Peter and Paul. These women, together with some help from the State Department of Public Instruction, proposed that seven schools be closed and a single grade through high school be built. The Cherry School did not participate because of their proximity to the Sturgeon Bay High School. Since a new electric line would be coming soon, the power would be available to provide the best of electric lights and power for pumps and heating. This was a novel idea, and when it was completed in 1924 it was to be the first consolidated public school in the United States, costing one hundred and twenty five thousand dollars. There were 226 grade school students and 61 in high school. In addition, public transportation was available to everyone, a quantum leap in rural education. In spring and fall, transportation consisted of rickety boxes, with seats along the sides, mounted on a truck chassis. In winter there were horse drawn sleighs with little wood burning stoves, to keep the chill away. Unfortunately, the names of the Pioneer women founders have been lost, but today's Sevastopol Consolidated School District is a monument to their foresight and tenacity and is alive and healthy today.

As we wander the back roads, fields, woodlands and beaches, consider that you are only a temporary beneficiary of dreams, hard work and the sacrifices of numberless, nameless souls who passed before. We owe this legacy to the future, so tread gently, and respect the land.

HISTORIC POST OFFICES IN SEVASTOPOL

1. Sevastopol 1874-1902. Located in a log house located on the first farm, Northeast corner, at the intersection of County Road P and State Hwy. 42. The log house was moved to THE FARM, called the Bassford House in honor of the first postmaster who originally owned it.
2. Malakoff 1874-1879. Located on present State Hwy. 57 on the curve where the Berg house is today. It is interesting that the two Russian names were selected in the Town; there were no Russian inhabitants known to be here. Malakoff was a famous Russian General in the Crimean War.
3. Lily Bay 1879-1882.
4. Vossville 1883 at White Fish Bay. There was also a Vossville at Valmy 1883-1896.
5. Valmy 1899-1895. Valmy was named for a Village in France, where a great battle was fought.
6. Institute 1892-1895. First located in the Catholic Boarding School, The St. Aloyisos Institute, where the Village got its name; later the office was moved to the Wester Saloon, where Institute Saloon is currently located.

There were ten saloons in Sevastopol by 1920. There were also three cheese factories. All the cheese factories are gone, but all ten saloons are still operating, thanks to our strong German heritage. See chart below:

SEVASTOPOL—POPULATION STATISTICS

YEAR	TOTAL	AMERICAN			FOREIGN						FAMILIES		
		Wisconsin	Other States	Total	Canada	Germany	Ireland	Scandinavia	Other Lands	Total	American	Foreign	Total
1850													
1860	200	45	59	104	11	29	14	10	32	96	25	19	44
									England				
									12				
1870	325	149	54	203	8	36	29	12	37	122	7	51	58
									England				
									12				
1885	1,232			845	28	167	19	36	137	387	63	204	267
									England				
									29				
1895	1,576			1,196	34	164	23	55	104	380	61	180	241
									England				
									34				
1905	1,659*	1,243	99	1,342	57	147	11	43	59	317	163	142	305
									England				
									8				
1920	1,613	1,342	89	1,431	23	69	4	86	182	245	88	333
									Austria				
									30				

* Not including 50 in a convent.

How Did this Plan Get Started?

In 2005, the Town of Sevastopol decided to initiate the comprehensive planning process. This decision was made to ensure that the Town will continue to have a say in land uses decisions after 2010, as is stipulated in the Wisconsin Comprehensive Planning Law (1999 Wisconsin Act 9). The Town Board appointed the Comprehensive Plan Committee in June 2005. OMNNI Associates, Inc. was selected to facilitate a community-based planning program including visioning, Town strengths and weakness identification, and the development of GIS-based maps. This community-based planning approach helped the Town to identify and address important land use, resource protection and development issues facing the Town of Sevastopol.



What is Town Planning⁶?

- ❑ Planning i.e. in context of Smart Growth is an orderly, open approach to determine local needs, goals and priorities, and developing a guide for action.
- ❑ Planning is a concentrated effort by a community to reach a balance between the natural environment and residential, commercial, industrial and agricultural development.
- ❑ A Plan is a guide for public officials and private citizens to use in making informed decisions that will affect their community.
- ❑ Planning is a process that helps a community prepare for change rather than react to it.

Planning is not...

- ❑ An attempt to replace market forces of supply and demand. It helps shape and channel market forces by establishing certain guidelines to manage development.
- ❑ Action. A Plan is only a guide for action and implementation.

⁶ SOURCE: Mike Koles, Comprehensive Planning Fundamentals, UW-Extension, 2000.

- ❑ An instrument for immediate change. Change will occur incrementally as the Plan is implemented.
- ❑ Static. Good planning requires continual review of implementation successes and failures, citizen desires and the surrounding environment so that the Plan can be adjusted as needed.
- ❑ Zoning. A Comprehensive Plan is a foundation and guide for many tools that may be used to implement the Plan. Zoning is one of these tools. Utilities, capital improvements planning, and subdivision regulations are examples of other tools.

Why Develop a Plan?

This Plan is being constructed with the purpose of guiding and achieving coordinated and harmonious development of the Town. This development, with efficiency and economy, should promote public health, safety, order, convenience, prosperity and the general welfare in accordance with existing and future needs.

Development of this Plan is a telling sign that the Town of Sevastopol wishes to act proactively – to set its own ground rules for the types of development that will benefit the Town, maintain a rural atmosphere, and still provide flexibility for landowners and other decision-makers.

How is this Plan Organized?

This 20-year *Town of Sevastopol Comprehensive Plan* includes four major components:

- ❑ *A profile of the demographic, economic and housing characteristics of the Town;*
- ❑ *An inventory and assessment of the environment, community facilities, and natural resources;*
- ❑ *Visions, goals, objectives, policies and implementation strategies; and,*
- ❑ *A land use map that depicts the future land use patterns in the Town.*

This Plan was developed under the authority of 1999 Wisconsin Act 9, also known as Wisconsin’s “Smart Growth” Law. The law requires that a 20-year Comprehensive Plan be developed and adopted by all units of government that wish to have a role in land use issues. The law authorizes municipalities to prepare and adopt a Comprehensive Plan to serve as a guide for the development of their community.

DEFINITIONS

Vision: An overall statement related to the required Smart Growth elements expressing the Town’s expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

Goal: A statement that describes, usually in general terms, a desired future condition. Goals will address specific aspects of the vision.

Objective: A statement that describes a specific action or condition that is to be attained within a stated period of time and is a tool to achieve a goal. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a “to do” list to implement the Plan. To be effective, objectives must be evaluated regularly and updated as necessary.

Policy: A course of action, or rule of conduct, used to achieve the goals and objectives of the Plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

The *Town of Sevastopol Comprehensive Plan* is divided into a series of chapters following the nine (9) required elements defined in the Smart Growth Law:

1. Issues and Opportunities (Chapters 1, 2 & 3)
2. Housing (Chapter 4)
3. Transportation (Chapter 5)
4. Utilities and Community Facilities (Ch. 6)
5. Agricultural, Natural and Cultural Resources (Ch. 7)
6. Economic Development (Chapter 8)
7. Land Use (Chapters 9 and 10)
8. Intergovernmental Cooperation (Ch. 11)
9. Implementation (Chapter 12)



In addition, the State requires that these chapters be developed in concert with Wisconsin's fourteen goals for local planning. These goals are highlighted throughout this Plan.

How Were Residents Involved?

The *Town of Sevastopol Comprehensive Plan* was developed in an environment rich with opportunities for public input. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved. The following is a description of the primary opportunities for public input in the planning program process. The adopted *Public Participation Plan* is provided as an Appendix to this Plan.

KICK-OFF MEETING – SEPTEMBER 13, 2006

At this meeting, the public was informed of future opportunities to participate in the planning process. Attendants were asked to identify qualities of Sevastopol that they value and to identify Sevastopol's strengths, weaknesses, opportunities, and threats. Some basic 2000 U.S. Census Data was also presented. The meeting was held at the multi-purpose room at the Sevastopol School on September 13, 2006. Post card invitations were mailed to all residents prior to this meeting. Approximately fifty-one people attended the event.

VISION MEETING – NOVEMBER 8, 2006

After the Kick-Off Meeting, the Plan Committee, business owners, residents and other stakeholders had an Opportunity to develop an overall 2026 vision for the Town of Sevastopol. Together, these visions describe the desired future conditions in the Town.



Kick-Off Meeting, September 13, 2006

MID COURSE MAPPING PUBLIC FORUM – JUNE 28, 2007

During this event, participants had the opportunity to review and comment on draft maps from the Plan. In addition, OMNNI Associates facilitated a “cognitive mapping” exercise and visual preference survey during which participants were asked to draw their own future land use maps of the Town. A more detailed discussion of these activities is provided in **Chapter 10**.

INTERGOVERNMENTAL MEETING – FEBRUARY 20, 2008

At the meeting, invited intergovernmental partners were given the opportunity for mutual exchange of ideas and recommendations to address any conflicts. This meeting included a scenario-based exercise to facilitate discussion among participants.

CHAPTER WORKSHOPS

Throughout the planning program, the Plan Committee convened monthly to review draft text, maps, and other information pertinent to the planning program. Each of these working meetings was open to the public. At each chapter workshop, participants had the opportunity to discuss their concerns and ideas about each particular chapter, refine the chapter vision, and review a preliminary draft of the relevant chapter of the Plan. For each chapter meeting, a subsequent public work session was scheduled for the Plan Committee to finalize the draft chapter.

MEDIA RELEASES AND WEB SITE

Periodically during the planning process, media releases were provided to area newspapers to publicize the planning program. In addition, an interactive web site was provided via links from the OMNNI web site (www.omnni.com) in an effort to keep the public informed.

The web page offered meeting schedules, summaries of past meetings, draft maps and Plan chapters, and general education materials about Smart Growth Law. Throughout the program, the site was updated at least once a month to ensure that the information was current.

PUBLIC HEARING

At the public hearing, the OMNNI Associates gave a presentation summarizing the planning effort and recommendations. Following this presentation, the public had an opportunity to comment on the Plan.

What Do Sevastopol Residents Value?

During the “Kick-Off” meeting held in September 2006, participants were asked to identify the values that influence people to remain, take pride in, and become actively involved in the community. These value statements provide a direction for implementation of the *Town of Sevastopol Comprehensive Plan*. Furthermore, these values clearly indicate that residents share a strong sense of community identity and pride that is closely associated with the rural character and natural areas that make Sevastopol a desirable place to live.

- ❑ *Beautiful Bay and Lake Michigan shorelines.*
- ❑ *Diversity of the natural environment and wildlife.*
- ❑ *Quality, centrally located schools with significant parental involvement.*
- ❑ *Strong sense of community and unique Town character.*
- ❑ *Abundant recreational opportunities including County and State parks (Whitefish Dunes and Cave Point), hiking, biking, fishing, swimming, skiing, boating, golfing and snowmobiling.*
- ❑ *Quiet, small-Town atmosphere.*
- ❑ *Proximity to Sturgeon Bay and Green Bay urban areas.*
- ❑ *Access to a variety of cultural opportunities including concerts, galleries, and post-secondary education.*
- ❑ *Low crime rate; Sevastopol is a safe place to live.*
- ❑ *Relaxed lifestyle and friendliness of residents.*
- ❑ *Absence of large commercial development.*
- ❑ *Rugged Niagara Escarpment and other geographical features including Shivering Sands Creek and Clark Lake.*
- ❑ *Picturesque vistas of farmfields, meadows, woods, orchards and water.*
- ❑ *Historic Peninsular Agricultural Research station.*
- ❑ *Quality infrastructure and maintenance.*
- ❑ *Clean drinking water.*

2.0 ISSUES & OPPORTUNITIES

Table of Contents

Introduction.....	1
Visioning Process	1
SWOT Analysis	1
Cognitive Mapping	6
Vision Meeting	6

2.0

ISSUES & OPPORTUNITIES

Introduction

Wisconsin's comprehensive planning Law requires that **Chapter 2: Issues and Opportunities** provide background information about the community and overall visions to guide future development and redevelopment over a 20-year planning period. Specifically, **Chapter 2: Issues and Opportunities** must include population, household and employment forecasts, demographic trends, age distributions, education levels, income levels and employment characteristics. This chapter presents the overall vision for Sevastopol, including an assessment of local strengths, weaknesses, opportunities and threats (SWOT). The community characteristics and general background information that form the basis for the **Chapter 2: Issues and Opportunities** are included in **Chapter 3: Community Profile**.

Visioning Process

Rather than developing a series of policy statements, the Town participated in a visioning process to establish a framework from which to make future land use decisions. To identify community issues and opportunities, a four-step process was utilized. This process resulted in the development of individual vision statements for each of the 9 required smart growth planning chapters. What follows is a description of the activities and the major issues and opportunities identified through the issues and opportunities process.

SWOT EXERCISE

A SWOT assessment is a planning exercise used to get communities thinking about:

- where they have been;
- where they are;
- where they want to be in the future; and,
- how they want to get there.

The objective of the exercise was to find out how residents, business owners, appointed and elected officials viewed various aspects of the Town. This could include their feelings on physical things such as roads, utilities, etc., as well as "quality of life" issues. At the September 13, 2006 meeting, each participant was asked to list the Town's strengths, weaknesses, opportunities, and threats (SWOT). Each person could write as many items as he/she wished under each category. Residents were then provided an opportunity to share their ideas as part of the meeting facilitated by OMNNI Associates. The table summarizes the subjects stated and the number of responses for each.

What is a Vision?

Webster's Dictionary defines a vision as:

(1) sense of sight; (2) something supposedly seen by other than normal sight; something perceived in a dream; (3) mental image; (4) The ability to perceive something not actually visible, as through mental acuteness or keen foresight [a project made possible by one man's vision].

In planning, the term "vision" is an expression or idea of a desired future.

Strengths

- ❑ Natural – rural environment (21)
- ❑ Good neighbors (14)
- ❑ Water, shoreline (13)
- ❑ Nice place to live (11)
- ❑ Churches, school, hospitals (9)
- ❑ Recreation facilities (7)
- ❑ Good education (6)
- ❑ Mixture of farms, private homes, nurseries and orchards (6)
- ❑ Land use, zoning (5)
- ❑ Restaurants (4)
- ❑ Community involvement and interest in schools, sports and politics (4)
- ❑ Road system (4)
- ❑ Low crime (4)
- ❑ Clean groundwater (3)
- ❑ Good fishing (2)
- ❑ Good weather (2)
- ❑ Taverns and nightclubs (2)
- ❑ Hobbies
- ❑ Isolation
- ❑ Maintain no changes
- ❑ Tourism
- ❑ Little traffic



Weaknesses

- Lack of affordable housing (young, elderly, poor) (8)
- Low paying employment (7)
- Aging population (5)
- Land use, zoning (5)
- Inadequate fire protection (5)
- High taxes (4)
- Declining school population (3)
- Not wired uniformly (Internet and cable) (3)
- Lacking rural areas (3)
- Employment (3)
- Poor soil (lots of stones)
- Lack of mass transportation
- No big commercial development (2)
- Overpriced property (3)
- Overdevelopment of the Bay Shore property (2)
- Distance to shopping (2)
- Lack of direction in development
- Unwillingness to be open to outsiders (2)
- Dangerously vulnerable to changes (2)
- Transportation, transportation for the elderly (2)
- Little economic growth (2)
- Local government (2)
- Groundwater concerns (2)
- Schools
- Demands to change the character of the area
- Farmland and orchards for commercial development
- Constant complainers
- New survey of needs for the community is due
- Water supplies
- Small population
- Non-residents
- Town Board decisions
- Road maintenance
- Dependency of jobs in manufacturing industry
- Transient workers
- Fast growth
- Opportunities for young
- Little in way of racial diversity
- Lack of bike paths
- Political control
- Unable to use volunteers who weren't born here
- Law enforcement
- Business communities – too many restrictions

Opportunities

- Increase community recreation and cultural activities (8)
- Smart growth (6)
- Refine/Define natural, rural, and commercial areas for the future (5)
- Attract more business (3)
- Natural areas preserved (3)
- Quality of life (3)
- Education (3)
- Wind towers (3)
- Water power for energy (2)
- Maintain the balance of rural residential areas (2)
- Land available (2)
- Tourism (2)
- Employment (2)
- Small Town atmosphere (2)
- Improved public transportation and for private vehicles
- Communication infrastructure improvements – broadband Internet available to all
- Acquire more tracts of land to preserve
- Unique nature of area and remain accessible before being permanently destroyed by development
- Commercial development in rural community
- Signs/building – not lit up
- Signs should be of rustic nature
- Uniform storefronts
- Town tax rate
- Management
- Welcome wagon program
- Low income or affordable housing
- Pollution
- Exploration of organic farming
- Expansion of condos
- Larger shopping
- Retired volunteerism
- Neighborhood watch programs
- Sewage system
- Better communication

Threats

- Commercial development (7)
- Overdevelopment (6)
- Seasonal residents (4)
- School system under utilized and under funded (4)
- High taxes (3)
- Loss of affordable housing for young families (3)
- Declining youth population, moving/to provide a workforce (3)
- Annexation (3)
- Water quality – lake pollution (3)
- Expansion of condos (3)
- Groundwater quality (2)
- Water supply (2)
- Economic growth difficult (2)
- Traffic on 42/57 corridors (2)
- High taxes may force sales
- Poor attitudes
- Overuse, misuse of natural resources
- To remain rural
- Destruction of rural character
- Highway expansion
- Healthcare workers
- Not setting expectation for commercial buildings (trees, berms etc)
- City of Sturgeon Bay's annexation, zoning, and extraterritorial zoning
- Substandard construction
- Wind towers
- Independent development
- Influx of different culture
- Door County becomes a strip mall
- Lack of interest
- 42/57 commercial developments
- Town Board
- Fragmentation of farmland
- Invasive species of fish entering waterways
- Drugs and alcohol
- Abuse
- Loss of agriculture
- Loss of youth after finishing education
- Environmental threats – global warming
- Local government lack of backing policies/laws
- Potential groundwater contamination
- Loss of farms
- Low water levels
- Invasive species

COGNITIVE MAPPING

Cognitive mapping was another approach used during the development of this Plan to appreciate local stakeholder issues, concerns, and desires for Sevastopol.

At the Mid-Course Meeting, held on June 28, 2007, seventy-three participants were provided two maps of the Town of Sevastopol. On the first map, the individuals outlined portions of the Town based on their opinion of aesthetic appeal or special memories or experiences they have had.

On the second map, participants outlined those areas where they would like to see future commercial/industrial development, residential subdivision development, recreation areas, and open space.

Participants then worked in small groups to discuss their second map. Common areas, agreed by all group participants, were illustrated on a collective group map. At the conclusion of the meeting, each group presented these maps to all in attendance.

These maps were used in the development of the *Future Land Use Map* presented later in this Plan. This approach helps to provide residents and other stakeholders the opportunity to more clearly reflect community concerns and priorities for the future.

VISION MEETING

The Town of Sevastopol Vision Meeting was held on November 8, 2006 in the Sevastopol School multi-purpose room. The objective of the meeting was to have residents identify their *ideal* goals for what they want the community to look and function like in 2026; their visions in no way had to be realistic. This was accomplished by the residents completing a series of sentences relating to the various topics listed below. At the end of the Vision Meeting, residents were given three yellow dots, which they placed next to a vision they felt was particularly important. The number in parenthesis signifies the number of dots placed next to the particular vision (no number signifies no dots).

OMNNI used the responses to develop draft vision statements, which the Plan Committee reviewed during the presentation and discussion of draft Plan chapters. The final vision statements are provided throughout this Plan to introduce the remaining chapters.

What is a Cognitive Map?

A cognitive map, or mental map, is a map drawn by a person who geographically locates his or her memories, ideas and thoughts of a particular place. Since cognitive maps are based on individual's preferences and opinions there are no "right" or "wrong" maps. Cognitive maps are used to delineate geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc.

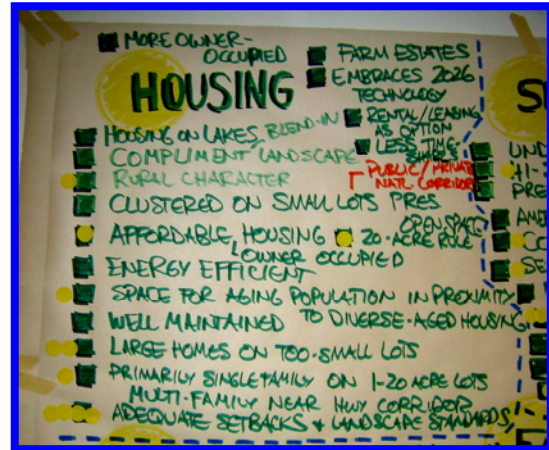


Participants at the Town of Sevastopol Mid-Course/Mapping Meeting

1. HOUSING

In 2026, attractive and desirable housing in Sevastopol includes:

- ❑ Enforcement of adequate setbacks and landscape standards (4)
- ❑ Reducing the number of new large homes on small lots (2)
- ❑ Maintaining rural character (1)
- ❑ Affordable, owner-occupied housing (1)
- ❑ Enforcing a 20-acre zoning rule (1)
- ❑ Space for aging population in proximity to diverse aged-housing (1)
- ❑ Allowing primarily single-family homes on 1-20 acre lots (1)
- ❑ More owner-occupied housing
- ❑ Preserving farm estates
- ❑ Embracing 2026 technology
- ❑ Rental/leasing as an option
- ❑ Less time-shares

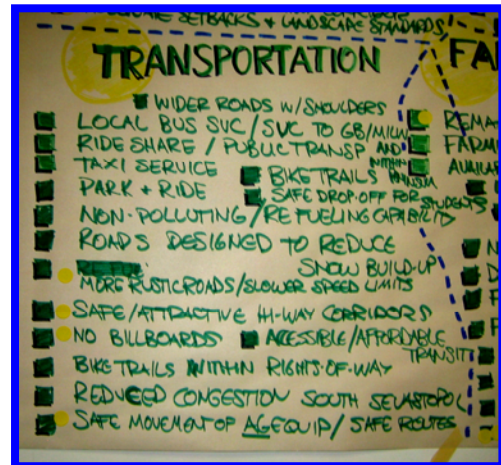


- ❑ Housing on lakes
- ❑ Complimenting/blending in with the landscape
- ❑ Clustering on small lots
- ❑ Energy efficient housing
- ❑ Multi-family near the STH corridors

2. TRANSPORTATION

In 2026, the transportation network includes:

- ❑ Rustic roads/slower speed limits (1)
- ❑ Safe/attractive highway corridors (1)
- ❑ No billboards (1)
- ❑ Safe movement of agricultural equipment/safe routes (1)
- ❑ Wider roads with shoulders
- ❑ Local bus service/service to Green Bay and Milwaukee
- ❑ Ride share/public transportation
- ❑ Taxi service
- ❑ Park and Ride
- ❑ Bike trails
- ❑ Safe drop offs for students
- ❑ Non-polluting transportation



- ❑ Roads designed to reduce snow build-up
- ❑ Accessible/affordable transportation
- ❑ Bike trails within right-of-ways
- ❑ Reduced congestion south of Sevastopol

3. SERVICES

In 2026, Sevastopol provides a variety of services to residents including:

- ❑ Adequate fire/public safety (3)
- ❑ Private wastewater (1)
- ❑ Hi-speed communications/Internet (1)
- ❑ Community center/Town Hall/auditorium (1)
- ❑ Sewage treatment/combined (1)

- ❑ Safe community water source (1)
- ❑ Self-generated alternative energy (1)
- ❑ Underground utility lines
- ❑ Schools
- ❑ American-made road snow melter
- ❑ Public water access
- ❑ Town-wide refuse collection
- ❑ Multiple recycling centers
- ❑ Adult education opportunities
- ❑ Community garden plot



4. FARMING

In 2026, farming in Sevastopol:

- ❑ Is supported by the Right-to-farm (3)
- ❑ Remains a viable component of the landscape (1)
- ❑ Doesn't negatively affect the environment and water quality
- ❑ Is available with adequate land base
- ❑ Follows limitations of confinement facilities/limits these problems
- ❑ Utilizes cropland as part of open space corridors
- ❑ Provides nutrient management incentives
- ❑ Includes dairy farms/orchards
- ❑ Has embraced change
- ❑ Includes family business/niche farming
- ❑ Utilizes PDR (purchase of development rights)/TDR (transfer of development



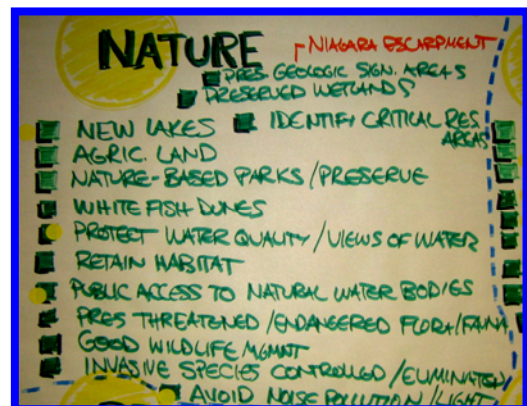
rights) to preserve agricultural lands (for more on PDR and TDR refer to **Chapter 7: Agricultural, Natural & Cultural Resources**)

- ❑ Is sustainable

5. NATURE

In 2026, the natural environment of Sevastopol:

- ❑ Has benefited from the creation of new artificial lakes (1)
- ❑ Protects water quality/views of water (1)
- ❑ Is made available by public access to natural water bodies (1)
- ❑ Is protected from noise/light pollution (1)
- ❑ Preserves geologically significant areas (Niagara Escarpment)
- ❑ Preserves wetlands
- ❑ Identifies critical resource areas
- ❑ Includes agricultural land



- ❑ Includes nature based parks and preserves
- ❑ Includes Whitefish Dunes State Park
- ❑ Retains habitat

11/6/2008

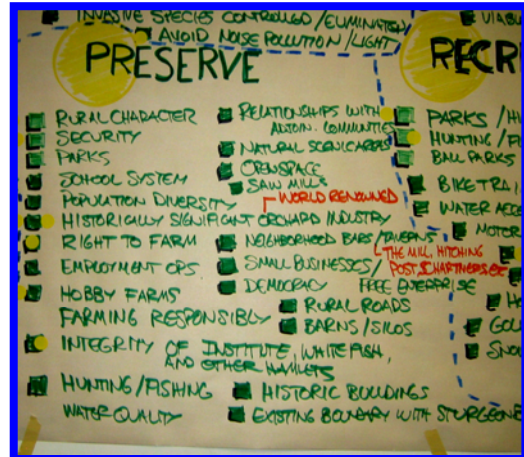
- ❑ Preserves threatened/endangered flora and fauna
- ❑ Has good wildlife management

- ❑ Invasive species are controlled/eliminated

6. PRESERVE

In 2026, Sevastopol has successfully preserved:

- ❑ Rural character (5)
- ❑ Historically and world renowned orchard industry (2)
- ❑ Security (1)
- ❑ Right-to-farm (1)
- ❑ Hobby farms/farming responsibly (1)
- ❑ Integrity of Institute, Whitefish Bay, and other hamlets (1)
- ❑ Parks
- ❑ School system
- ❑ Population diversity
- ❑ Employment opportunities
- ❑ Hunting, fishing, water quality
- ❑ Relationships with adjoining communities
- ❑ Natural and scenic areas
- ❑ Open space
- ❑ Saw mills
- ❑ Neighborhood bars/taverns



- ❑ Small businesses/free enterprise
- ❑ Democracy
- ❑ Rural roads
- ❑ Barns/silos
- ❑ Historic buildings
- ❑ Existing boundary with Sturgeon Bay

7. ECONOMIC

In 2026, economic development in the Town includes:

- ❑ Opportunities to support young families (2)
- ❑ Small business development (1)
- ❑ Home-based business (1)
- ❑ Farmers market (1)
- ❑ Limited commercialism (1)
- ❑ Telecommuting
- ❑ University/college
- ❑ Business located in established business centers
- ❑ Compatible with rural environment
- ❑ Orchards/vineyards

- ❑ Restrict size of development
- ❑ Viable forestry/logging/saw mills



8. RECREATION

In 2026, recreational opportunities in Sevastopol include:

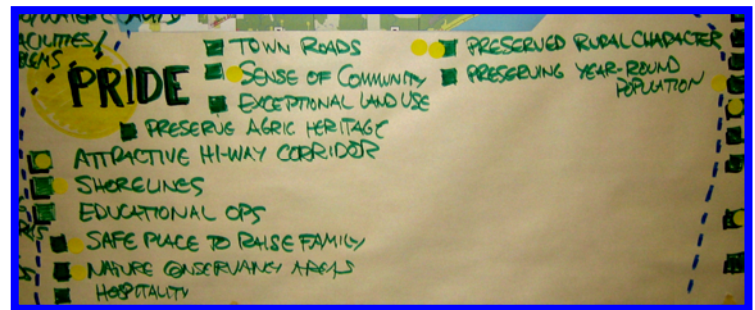
- Parks/hiking trails (1)
- Hunting/fishing (1)
- Dog parks (1)
- Bike trails
- Water access/boating
- Motor sports/ATV
- Ballparks
- Skiing/snow shoeing
- Horse trails
- Golfing/golf courses
- Snowmobile trails



9. PRIDE

In 2026, residents of Sevastopol take great pride in:

- Preserving year-round population (2)
- Attractive highway corridor (1)
- Sense of community (1)
- Shorelines (1)
- Safe place to raise a family (1)
- Nature conservancy areas (1)
- Exceptional land use
- Town roads
- Hospitality
- Preserved rural character



SEVASTOPOL 2026 VISIONS

NOVEMBER 8, 2006

HOUSING

- More character - Occupied
- From Estates - Embraces 206 Technology
- From Lakes - Right in
- Compliment landscape - Less sign
- Rural character - Public Art
- Clustered on small lots - Pres
- Appropriate housing - 20 acre rule
- Energy efficient - Lower occupancy
- Space for aging population in proximity
- Well maintained - to diverse-need housing
- Large homes on too-small lots
- Primarily singlefamily on 1-20 acre lots
- Multi-family near high corridors
- Adequate setbacks + landscape boundaries

SERVICES

- Private unwatered
- Underground utility lines
- High-speed internet / high-speed
- Preserve school communication
- Highway-wide road show center
- Community center / town hall
- Sewage treatment / combined
- Public water access
- Adequate fire protection / public
- Town-wide refuse collection
- Nature recycling centers
- Community water source / safe
- Self-generated alternative energy
- High school ops
- Community garden plot

ECONOMIC

- Telecommuting
- Proximity to high-tech
- University / college
- Small business development
- Home-based business
- Business located in
- Convenient virtual environment
- Cheerful / vineyards
- Limited commercial
- Restrict size
- Viable forestry / logging / saw mills

NATURE

- Wildlife
- Research wetlands
- Identify critical areas
- Native-based parks / preserve
- White fish lakes
- Protect water quality / views of water
- Retain habitat
- Public access to natural water bodies
- Preserve threatened / endangered fish / fauna
- Good wildlife habitat
- Invasive species control / elimination
- Avoid large recreation / utility

TRANSPORTATION

- Wider roads w/ shoulders
- Local bus svc / svc to Gilliam
- Ride share / public transit
- Taxi service
- Park + ride
- Non-polluting / fueling garages
- Roads designed to reduce
- More restrooms / bus stop units
- Safe / attractive highway corridors
- No billboards
- Big trails within right-of-way
- Reduced congestion south Sevastopol
- Safe movement of goods / safe routes

FARMING

- Remains a viable component of this
- Farming that doesn't use agro-chemicals
- Annual adequate land for crop / water / carry
- Limitation on confinement facilities
- Coop and part of
- Regulate dairies
- More night incubators
- Dairy farms / orchards
- Farming that uses
- Family business / more family
- Tax incentives to keep farms
- Pay for to preserve
- Sustainable
- Right to farm

PRESERVE

- Public character
- Security
- Parks
- School system
- Population diversity
- Historically significant occupied industry
- Right to farm
- Employment ops
- Hobby farms
- Farming regionally
- Integrity of Institute
- Hunting / fishing
- Water quality

RECREATION

- Parks / hike trails
- Hunting / fishing
- Bull pens
- 8 bike trails
- Water access / boats
- Motor sports / ATV
- Dog park
- Scenic / viewpoints
- Horse trails
- Golfing / golf courses
- Scenic / viewpoints
- Historic buildings
- Getting together with

3.0 COMMUNITY PROFILE

Table of Contents

Demographic Profile.....	1
Population Trends & Projections	1
Population Density.....	2
Population Characteristics	2
General Household Trends	3
Where are Residents Coming From?	4
Economic Profile.....	5
Labor Force.....	5
Major Employers	6
Income & Wages	8
Poverty Status	10
Education Attainment	11
General Economic Forecasts	11
Regional Employment Forecasts	12
Chamber Employment Forecasts	13
Local Employment Forecast	14

3.0

COMMUNITY PROFILE

Demographic Profile

The planning process for the Town of Sevastopol begins with a profile of the people who live, work and own property in the community. Specifically, this chapter examines the size, composition, and trends of the population. This demographic information is essential to understanding and forecasting the future population of the community as well as the need for development and community facilities and services since it is people who will demand better or maintained schools, roads, parks, jobs, and other public services.

POPULATION TRENDS & PROJECTIONS

The Town of Sevastopol has experienced population gains over the last 2 decades as demonstrated in **Table 1**. This growth rate is comparable to those of the communities surrounding Sevastopol aside from the Town of Egg Harbor, which has grown by roughly 45% since 1980. As of 2000, the Town of Sevastopol represented 9.5% of Door County's overall population.

The Town's growth in population has been modest over the past 20 years, growing by 5.8%, or 147 people. This type of growth rate is to be expected of a rural community given its setting and land uses. State highways 57 and 42 do offer the potential for increased commercial and residential development along this corridor as these roads provide accessible development area for employment, shopping and entertainment centers. Some members of the community will view additional residential and other economic growth in the community as necessary and beneficial to the residents and the tax base, while others may see them as threats to the small Town character of Sevastopol. Finding a balance between the "preservationists" and "pro-growth" advocates is but one strong reason for the creation of this Comprehensive Plan.

A Steady Growth Rate

The 2000 population of the Town of Sevastopol has grown by roughly 6% since the 1980 census. The community is expected to grow by 139 people to 2,806 from 2000-2025.

The primary purpose of this Plan is to provide a vision for the future of Sevastopol and a strategy to effectively prepare for residential and commercial development as well as opportunities the community will experience in the coming decades.

**TABLE 1
HISTORIC POPULATION AND GROWTH**

Location	1980	1990	2000	2005 Estimate	Actual Chg 1980-2000	% Change 1980-2000
Town of Sevastopol	2,520	2,552	2,667	2,751	147	5.8%
Town of Egg Harbor	825	1,019	1,194	1,306	369	44.7%
Town of Sturgeon Bay	863	853	865	877	2	0.2%
City of Sturgeon Bay	8,847	9,176	9,437	9,670	590	6.7%
Town of Nasewaupsee	1,899	1,798	1,873	1,888	-26	-1.4%
Town of Jacksonport	707	689	738	761	31	4.4%
Sevastopol's Share of County Population	10.1%	9.9%	9.5%	9.5%	-	-
Door County	25,029	25,690	27,961	29,023	2,932	11.7%
State of Wisconsin	4,705,642	4,891,769	5,363,715	5,563,896	658,073	14.0%

SOURCE: *Wisconsin Population 2030: A Report on Projected State, County and Municipal Populations and Households for the Period 2000-2030*, Wisconsin Department of Administration, March 2004.

Table 2 projects the population of Sevastopol through 2025. Comparisons to surrounding communities are presented for additional understanding of regional growth. Based on the information provided in **Table 2**, the Town population is expected to increase slightly over the next 20 years. This growth rate is similar to the Town of Jacksonport and Door County as a whole. The Towns of Sturgeon Bay and Nasewaupée, as well as the City of Sturgeon Bay, are projected to decrease in population over the next 20 years. The one community expected to experience a significant increase in population is the Town of Egg Harbor, holding with the pattern of the last 25 years. It should be noted, however, that if Sevastopol experiences significant growth in home and condominium construction associated with second home and tourism expansion, the Town’s population projection could be underestimated.

TABLE 2 POPULATION PROJECTIONS, 2005-2025							
Location	2005	2010	2015	2020	2025	# Change, 2005-2025	% Change, 2005-2025
Town of Sevastopol	2,751	2,838	2,873	2,873	2,806	55	2.0%
Town of Egg Harbor	1,306	1,418	1,502	1,564	1,584	278	21.3%
Town of Sturgeon Bay	877	889	886	873	841	-36	-4.1%
City of Sturgeon Bay	9,670	9,912	9,978	9,925	9,644	-26	-0.3%
Town of Nasewaupée	1,888	1,905	1,888	1,852	1,775	-113	-6.0%
Town of Jacksonport	761	786	795	796	777	16	2.1%
Sevastopol Share of County Population	0.66%	0.66%	0.66%	0.69%	0.66%	NA	NA
Door County	29,023	30,112	30,645	30,800	30,218	1,195	4.1%

SOURCE: *Wisconsin Population 2030: A Report on Projected State, County and Municipal Populations and Households for the Period 2000-2030*, Wisconsin Department of Administration, March 2004.

POPULATION DENSITY

The Town of Sevastopol covers approximately 90.6 square miles. The population per square mile is just over 30 persons. As people continue to move into the Town and current residents wish to build new homes within the community, additional areas will be developed for residential and commercial uses. It is anticipated that the majority of the new residential development will come in the form of single-family homes, with a significant percentage of those homes being “second” or vacation homes owned by people with a permanent residence outside of the Town.

POPULATION CHARACTERISTICS

Population figures and growth rates do not provide detailed insight about the actual characteristics of the population. To learn more about the people of the Town of Sevastopol, information about the race, gender, and age of the population must be examined.

In 2000, there were 1,348 males and 1,319 females living in the Town of Sevastopol, nearly a 50-50 split. The overwhelming majority (98.1%) of the residents reported their race as white in the 2000 U.S. Census. This information is consistent with the data from the 1990 census.

The median age of a Town of Sevastopol resident in 2000 was 43.3. This is similar to the surrounding communities and the County as a whole. The median age of Door County was 42.9, City of Sturgeon Bay 40.3, and Towns of Egg Harbor 42.6, Sturgeon Bay 43.8, Nasewaupee 43.3, and Jacksonport 43.4. The State of Wisconsin, on the other hand, has a median age significantly younger than that of the Door County region at 36.0 years. Or, stated conversely, Sevastopol's population is older than residents of the rest of the state.

Table 3 takes a look at the age distribution of Sevastopol residents and the changes between 1990 and 2000. The greatest increase was residents between the ages of 45 and 64. This age group is most likely to have already raised the majority of their children, which may explain the drop in the younger age groups, especially those aged 5 to 18. When looking at the growth in the age group 45 to 64, it should be noted that these residents will be retiring in the near future and over the next 20 years. This aging will likely continue to drive up the median age of residents of Sevastopol. Accordingly, consideration of the needs of the aging population is an important aspect of this Plan.

TABLE 3						
TOWN OF SEVASTOPOL AGE DISTRIBUTION						
Age	Year 1990		Year 2000		Change 1990 to 2000	
	# Residents	%Distribution	# Residents	%Distribution	# Residents	%Change
Under 5	185	7.2%	105	3.9%	-80	-43.2%
5-18	554	21.7%	549	20.6%	-5	-0.9%
19-24	152	6.0%	85	3.2%	-67	-44.1%
25-44	766	30.0%	678	25.4%	-88	-11.5%
45-64	521	20.4%	794	29.8%	273	52.4%
65+	374	14.7%	456	17.1%	82	21.9%
Total	2,552	100%	2,667	100%	--	--

SOURCE: 1990 & 2000 U.S. Census

GENERAL HOUSEHOLD TRENDS

A "household" can best be described as a person or group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters. National and state trends have all moved towards an increase in the number of households, along with a decrease in the average number of persons per household. The main reasons for this decrease in household size include:

- A decrease in birth rate;
- People waiting longer to get married;
- An increased divorce rate; and,
- An increase in the average life span thereby resulting in more elderly people living either alone or with another family member.

The Town of Sevastopol fits this trend. The number of persons per household in Sevastopol is slightly decreasing (see **Table 4**). This is significant since a decreased household size means that more housing units will be needed to support the population – even if the overall population remains the same. Specifically, the Town has experienced an increase of 150 households since 1990. However, during this same period the number of persons per housing unit has decreased. In 1990, there were 2.76 persons per household in the Town of Sevastopol, compared to 2.48 persons per household in 2000. Door County also experienced an increase in the number of households between 1990 and 2000 and a decrease in the

number of persons per household. Projections done by the Wisconsin Department of Administration show this trend continuing through 2025.

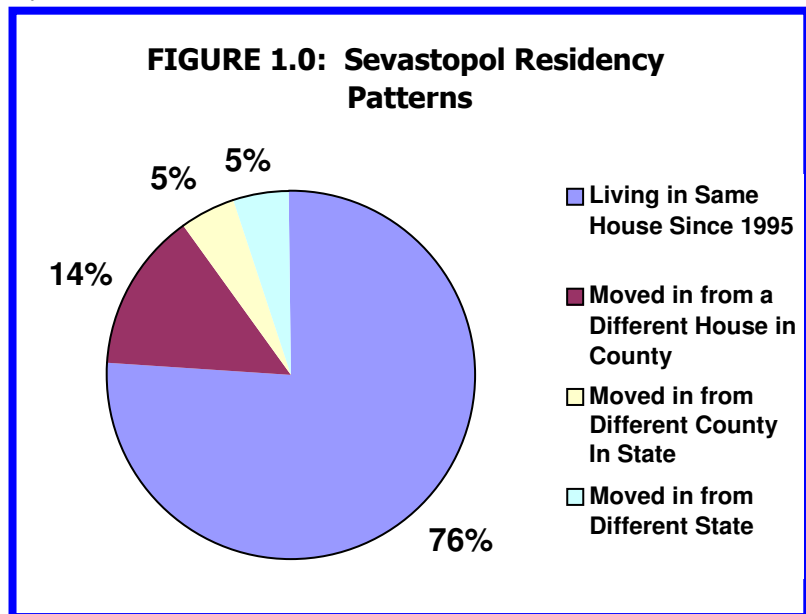
TABLE 4 HOUSEHOLD PROJECTIONS, 2005-2025						
Location	2000	2005	2010	2015	2020	2025
Total Number of Households						
Town of Sevastopol	1,076	1,145	1,227	1,284	1,320	1,318
Town of Egg Harbor	491	554	625	684	733	758
Town of Sturgeon Bay	356	373	392	404	409	403
City of Sturgeon Bay	4,048	4,269	4,543	4,723	4,819	4,757
Town of Nasewaupsee	778	809	848	869	876	858
Town of Jacksonport	304	324	347	362	373	372
Door County	11,828	12,664	13,648	14,356	14,832	14,838
Persons Per Household						
Town of Sevastopol	2.48	2.41	2.31	2.24	2.17	2.13
Town of Egg Harbor	2.43	2.36	2.26	2.19	2.13	2.09
Town of Sturgeon Bay	2.43	2.36	2.26	2.19	2.13	2.09
City of Sturgeon Bay	2.26	2.19	2.10	2.04	1.98	1.94
Town of Nasewaupsee	2.41	2.34	2.24	2.17	2.11	2.07
Town of Jacksonport	2.43	2.36	2.26	2.19	2.13	2.09
Door County	2.33	2.26	2.17	2.10	2.04	2.00

SOURCE: 2000 U.S. Census and Demographic Service Center, Wisconsin Dept. of Administration

According to the 2000 U.S. Census, there were 1,076 households (941 owner occupied; 135 renter occupied) in the Town of Sevastopol. The vast majority of households (76.7%) are family households (families). Of these family households the most common type was married couple family households (68.5%). Most of the married couple households (23.6%) did not have children under 18 years old. There are also a significant number of non-family households (19.7%) in the Town.

WHERE ARE RESIDENTS COMING FROM?

Figure 1.0 provides a breakdown of residency patterns between 1995 and 2000. Of the people residing in the Town in 2000, 76% lived in the same residence they occupied in 1995. Fourteen percent either changed residences in Sevastopol, or moved from another community in Door County. The remainder of the population moved into Sevastopol from a different county in the state or another state.



Economic Profile

Economic conditions have a direct impact on the supply, demand and costs for housing, infrastructure, and services within a community. Because of this, it is necessary to examine the economic situation in the Town to predict additional housing, infrastructure, and service needs. The following section profiles the local economic environment by examining various economic indicators, including per capita income, poverty rate, and unemployment rate.

To understand and appreciate the local economic picture in Sevastopol, it is necessary to look beyond the Town and examine characteristics of Door County. These comparisons provide significantly more information about the local economic situation than would a simple look at conditions only in the Town. Furthermore, these comparisons put economic characteristics into perspective. No community economy is separate from the regional economy around it. Given that, an understanding of the regional economy is very important, as strong fluctuations will impact the Town of Sevastopol.

The remaining portion of this chapter concentrates on Door County. The information presented is based on 1990 U.S. Census, 1992 U.S. Economic Census, 1997 U.S. Economic Census, 2000 U.S. Census and other relevant sources. Specific information available for the Town of Sevastopol is incorporated where available and appropriate.

LABOR FORCE

The labor force is the sum of a) employed and b) unemployed persons who are 16 years of age and older and actively seeking work. **Table 5** tracks the rate of employment and unemployment in Door County over the last several years. Although recovering, the increasing percentage of unemployed in the area reflects the national economic downturn that began in 2000.

Are You In The Labor Force?

The labor force is the sum of a) employed and b) unemployed persons who are 16 years of age and older, who are willingly and actively seeking work. Institutionalized populations are not included in the labor force.

The term used to describe the relationship between the labor force and population is “participation rate.” Door County has a participation rate that is in line with that of the State of Wisconsin, but higher than the United States as a whole. Door County’s labor force participation rate is 69.7%; the United States’ rate is 65.4%; the overall State of Wisconsin rate is 70.8%; and, Sevastopol’s participation rate is 67.1%.

TABLE 5 CIVILIAN LABOR FORCE DATA FOR DOOR COUNTY						
	2000	2001	2002	2003	2004	2005
1 Employed	15,873	16,351	16,404	15,794	15,766	16,004
2 Unemployed	637	788	874	1,244	1,010	915
3 Labor Force	16,510	17,139	17,278	17,038	16,776	16,919
Unemployment Rate	3.9%	4.6%	5.1%	7.3%	6.0%	5.4%

SOURCE: WIDWD, Local Area Unemployment Statistics Program, 2005

Participation rates are the result of both economic and demographic conditions of an area. Steady job growth in Door County has resulted in levels of unemployment that are comparable to those found in the U.S. or Wisconsin. The solid participation rates in Door County and Sevastopol are an indication that the County has a diverse mix of employment opportunities and a population willing to work the jobs.

MAJOR EMPLOYERS

Door County workers prefer to work within the County. Only 13% of all employed County residents work outside of the County. Brown County is the destination for almost half (47%) of these commuters. The other large destination for commuting Door County residents is Kewaunee County. About 28% (430) of the commuters head there to work. Most of these workers hold professional and management, and sales and office occupations, although many also work in production, transportation, and material moving occupations. Such destinations include Green Bay's healthcare, insurance, and paper industries.

Table 6 provides a detailed breakdown of commuting patterns in Door County. The main commuter routes through the County are State Highways 57 and 42. These highways travel through the middle of the County and offer easy accessibility from Town roads. Most of the residents who are commuting out of the County are driving to Brown and Kewaunee Counties.

TABLE 6 DOOR COUNTY COMMUTING PATTERNS: RESIDENTS THAT...			
	Travel to Door County from...	Live in Door County and commute to work in...	Net Gain (to Door County from other County) or Loss (from Door County to other County)
Door	-	12,058	-
Kewaunee	548	430	118
Brown	294	728	-434
Milwaukee	24	31	-7
Outagamie	21	43	-22
Dane	21	15	6
Dupage Co., IL	18	-	18
Manitowoc	17	38	-21
Winnebago	14	-	14
Oconto	12	17	-5
Waupaca	10	-	10
Other Out-of-State	0	84 ¹	-84
Elsewhere	43	155	-112

SOURCE: WI DWD, Bureau of Workforce Information. Wisconsin Commuting Patterns, 2000.

The Town of Sevastopol has a small amount of commercial and industrial development (refer to *Existing Land Use* map in **Chapter 9**). The reasons for limited non-residential development include:

- ❑ Lack of available infrastructure services (i.e. no water and sewer);
- ❑ A widespread population base; and,
- ❑ The Town's close proximity to the City of Sturgeon Bay.

However, the potential for additional Town development does exist. The Town would like to maintain its rural, largely undeveloped character. Accordingly, the Town does not want to see a great deal of development along the State Highways 57 and 42 corridors. The Town encourages business development in the hamlets of Valmy and Institute, and south of the Town in Sturgeon Bay.

¹ Other out-of-state locations and their figures include: Cook Co., IL (42); St. Louis Co., MO (21); Lake Co., IL (11); and Kankakee Co., IL (10).

According to the 2000 U.S. Census, Town residents were employed in the following occupations:

- ❑ Management, professional and related (30.3%);
- ❑ Sales and office (24.4%);
- ❑ Production, transportation and material moving (18.2%);
- ❑ Construction, extraction and maintenance (12.4%);
- ❑ Service (12.0%); and,
- ❑ Farming, fishing and forestry (2.6%).

By industry, most (20.5%) of the Town's workers were employed in manufacturing trades (288 persons) in 2000. Below are the remaining industry types reported by residents:

- ❑ 210 residents were employed in education, health and social service industries (15.0%);
- ❑ 170 residents were working in construction related industries (12.1%);
- ❑ 155 were employed in arts, entertainment, recreation, accommodation and food service related industries (11.0%);
- ❑ 120 were employed in the retail trade (8.5%);
- ❑ 102 residents were working in agriculture, forestry, fishing, hunting and mining industries (7.3%);
- ❑ 97 were employed in finance, insurance, real estate, and rental and leasing industries (6.9%);
- ❑ 67 residents were working in professional, scientific, management, administration, and waste management service related industries (4.8%);
- ❑ 61 were employed in other services (besides public administration) (4.3%);
- ❑ 45 were working in transportation and warehousing, and utilities related industries (3.2%);
- ❑ 34 residents were employed in public administration industries (2.4%);
- ❑ 32 residents were working in wholesale trade industries (2.3%); and,
- ❑ 23 were employed in information related industries (1.6%).

Tables 7 and 8 highlight the top 10 industry groups and employers in Door County. There were roughly 1,127 employers in the county in 2000. Four of the top ten employers are government industries. Only 3 of the ten largest industry groups are in manufacturing which somewhat contradicts the fact that manufacturing is the leading employer of Town residents. Of these, two are in shipbuilding and the other in commercial and service machinery manufacturing. Other large employers include commercial banking and civic and social organizations, as well as discount department stores.

TABLE 7 TOP 10 INDUSTRY GROUPS IN DOOR COUNTY		
Industry Group	Employers	Employment
Food Services and Drinking Places	96	1,164
Transportation Equipment Manufacturing	*	*
Educational Services	10	810
Accommodation	67	551
Executive, Legislative, and Gen. Gov.	16	537
Machinery Manufacturing	5	494
Specialty Trade Contractors	77	462
Hospitals	*	*
Fabricated Metal Product Manufacturing	11	442
Membership Organizations & Assoc.	31	381
* Data withheld to protect employer confidentiality		

SOURCE: Door County Workforce Profile, December 2005. Employment figures from 2005.

TABLE 8 TOP 10 EMPLOYERS IN DOOR COUNTY		
Industry Group	Product or Service	Size
Manitowoc Marine Group LLC	Ship build & repair	250-499
Door County Memorial Hospital	General medical & surgical hospitals	250-499
County of Door	Executive & Legislative offices	250-499
Hatco Corp	Other commercial & service machinery mfg.	250-499
School District of Sturgeon Bay	Elementary & secondary schools	250-499
Southern Door Public School	Elementary & secondary schools	100-249
Door County Young Men's Christian	Civic & social organizations	100-249
Baylake Bank	Commercial banking	100-249
Palmer Johnson Yachts LLC	Boat building	100-249
Wal-Mart Associates Inc.	Discount department stores	100-249

SOURCE: Door County Workforce Profile, December 2005

INCOME & WAGES

Income is another factor that provides an indication of the economic vitality of an area (see **Tables 9, 10, and 11**). Household income includes the income of all persons 16 years and older in the household, whether they are related or not. Family income is the summation of the income of the householder and all members of the family that are 16 years old or older. **Table 10** provides a snapshot comparison for Sevastopol. These figures show a favorable comparison for the Town.

There are many different breakdowns of income:

- ❑ **Median household income** is the middle point of household incomes reported in a community (households include families, married couple households, and individual households).
- ❑ **Per capita income** is total income divided by the total number of residents, including children and other groups of individuals who do not actually earn income.
- ❑ **Median family income** is the middle income reported by families in the 2000 U.S. Census.

**MEDIAN INCOME
v. AVERAGE INCOME**

The U.S. Census Bureau data related to income is reported as a "median" figure. This represents the middle point of all incomes reported. It is not the same as an average or mean income. For example, if 4 people reported their income at \$40,000 and 1 person reported their income at \$100,000, the median income for these 5 people would be \$40,000. In the same scenario, the average income would be \$52,000, which does not accurately depict where the majority (4 people vs. only 1) reported their income.

The U.S. Census does not provide an average income figure. Moreover, it is not possible to calculate an average without access to every individual census form from Sevastopol where an income was reported. The U.S. Census Bureau privacy policies prohibit this level of access. It is anticipated that Sevastopol's average income figures would be higher than the median income.

TABLE 9 INCOME TRENDS				
		Door County	Wisconsin	Percent of State Income
1990	Median Household	\$26,259	\$29,442	89.2 %
	Median Family	\$30,913	\$35,082	88.1 %
	Per Capita	\$12,458	\$13,276	93.8 %
2000	Median Household	\$38,812	\$43,791	88.6 %
	Median Family	\$48,460	\$52,911	91.6 %
	Per Capita	\$21,356	\$21,271	100.4 %

SOURCE: U.S. Census 1990-2000

TABLE 10			
SEVASTOPOL 2000 INCOME COMPARISON			
	2000 Per Capita Income	2000 Median Household Income	2000 Median Family Income
Wisconsin	\$21,271	\$43,791	\$52,911
Door Co	\$21,356	\$38,812	\$48,460
Town of Sevastopol	\$24,150	\$47,227	\$52,125

SOURCE: U.S. Census 2000.

TABLE 11			
AVERAGE ANNUAL WAGE BY INDUSTRY 2005			
	Door County	Wisconsin	Door County as Percent of State Average
All Industries*	\$24,236	\$34,749	69.7%
Agriculture, Natural Resources	\$20,128	\$27,399	73.5%
Construction	\$33,378	\$41,258	80.9%
Manufacturing	\$34,475	\$44,145	78.1%
Trade, Trans., Utilities	\$21,506	\$30,088	71.5%
Information	*	\$41,759	NA
Financial Activities	\$27,066	\$45,103	60.0%
Professional & Business Services	\$29,932	\$39,580	75.6%
Education & Health	\$31,942	\$36,408	87.7%
Leisure & Hospitality	\$12,906	\$12,295	105.0%
Other Services	\$14,612	\$20,207	72.3%
Public Administration	\$23,841	\$36,347	65.6%

*Information wages were suppressed to maintain confidentiality

SOURCE: Wis. Dept. of Workforce Development, 2005.

Average annual wages by industry are shown in **Table 11**. Wages paid by employers in Door County are, on average, lower than the state by industry in every category aside from leisure and hospitality. Within Door County there are fourteen towns. **Table 12** compares the relative income position of the Town of Sevastopol to the other towns within the county. Based on 1990 U.S. Census data, the Town of Sevastopol ranked 1st in per capita income compared to the other thirteen towns. By 2000, the Town of Sevastopol's rank had slipped to 3rd behind Gibraltar and Union.

TABLE 12					
INCOME CHARACTERISTICS, 1990 and 2000					
Town Name	1990 Median Household Income	1990 Rank	2000 Median Household Income	Difference Between 1990 & 2000	2000 Rank
Baileys Harbor	\$25,809	11	\$41,350	\$15,541	12
Brussels	\$22,500	12	\$42,212	\$19,712	11
Clay Banks	\$30,938	2	\$42,708	\$11,770	8
Egg Harbor	\$26,853	9	\$43,098	\$16,245	7
Forestville	\$27,500	6	\$46,818	\$19,318	4
Gardner	\$22,357	13	\$39,063	\$16,706	13
Gibraltar	\$27,875	5	\$47,604	\$19,729	1
Jacksonport	\$30,221	4	\$42,404	\$12,183	10
Liberty Grove	\$26,957	8	\$43,472	\$16,515	5
Nasewaupée	\$26,434	10	\$43,292	\$16,858	6
Sevastopol	\$32,188	1	\$47,227	\$15,039	3
Sturgeon Bay	\$27,188	7	\$42,434	\$15,246	9
Union	\$30,781	3	\$47,604	\$16,823	1
Washington	\$21,204	14	\$31,146	\$9,942	14

SOURCE: 1990 and 2000 U.S. Census

POVERTY STATUS

According to the 2000 U.S. Census:

- ❑ 195 individuals living in Sevastopol were living below the poverty line in 1999;
- ❑ 28 of these individuals were age 65 or over and 77 were under the age of 18; and,
- ❑ 49 families were living below the poverty line in the Town of Sevastopol in 1999.

In total, 7.3% of the Town's population was living in poverty in 1999. This figure is roughly 1% higher than the statistic for Door County in 1999 at 6.3%.

Poverty guidelines are a base-level figure. They do not take into consideration the variation of local costs of housing, transportation, goods and services. To illustrate, although the poverty level for a family of four in Chicago is the same as that of a family of 4 in Sevastopol, the cost-of-living differences between the 2 communities would indicate a greater ability to "make ends meet" in the rural community in Door County.

EDUCATIONAL ATTAINMENT

A good indicator of the quality of life in a community is the educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. **Table 13** reveals that Sevastopol has a high level of educational attainment.

GENERAL ECONOMIC FORECASTS²

Community	Percent Who Have Completed High School or Higher Education	Percent Who Have Completed a Bachelor's Degree or Higher
Town of Sevastopol	91.0%	22.7%
Town of Egg Harbor	86.6%	21.2%
Town of Sturgeon Bay	89.3%	18.3%
City of Sturgeon Bay	86.0%	17.1%
Town of Nasewaupee	86.1%	16.9%
Town of Jacksonport	88.2%	24.3%
Door County	87.8%	21.4%
Wisconsin	85.0%	22.5%
United States	80.4%	24.4%

Source: U.S. Census Bureau

Door County has demonstrated a hardy local economy with employment rates that were comparable with state and national figures. The economy supports a variety of manufacturing and service industries, including shipbuilding, healthcare, and a strong tourism market (ranking 7th in the State bringing in about \$400 million per year³). Low-interest loan rates have encouraged housing construction and commercial development in select areas.

Demographic factors are a driving force in long-term economic projections. The growth rate of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories. The population projection used in the U.S. economic forecast is based on the U.S. Census Bureau's "middle" projection for the U.S. population. This projection is based upon specific assumptions about immigration, emigration, fertility, and mortality rates. The national fertility rate (the average number of births per woman upon completion of childbearing) is expected to rise from its current level of 2.0 to about 2.2 in 2025. Life expectancy for men and women will rise steadily from 74.1 and 79.8 years in 1999 to 77.6 and 83.6 years in 2025, respectively. Net immigration (including undocumented immigration) is estimated to fall from 960,000 persons in 1999 to 918,000 in 2025.

The age distribution of the population is another important part of the long-term economic outlook. As "baby boomers" (those born in 1945 – 1964) begin to retire, the share of the U.S. population aged 65 and over will jump from 13% in 2010 to nearly 19% by 2025, pushing outlay expenses for Social Security, Medicare, and Medicaid significantly higher. Furthermore, the growth rate of the working-age population will slow by more than that of the overall population.

The State of Wisconsin total population growth is expected to average 0.4% annually from 2001 to 2025. This rate is slightly below the 0.6% average from 1975-2000. Compared to the U.S. projected growth of 0.8% over the same period, Wisconsin is expected to continue the long-term trend of slower population growth than the nation as a whole. The adult population (those over the age of 17) in Wisconsin grew at an average annual rate of 1% over the past 25 years, but is expected to grow by only 0.5% per year from 2001 to 2025. Also in line with U.S. demographic trends, the aging population in Wisconsin (those 65 and

² Much of the information used to develop this section was from the Wisconsin Department of Revenue Long-Term Economic Forecast, 2001.

³ Bay Lake Regional Planning Commission 2030 Regional Comprehensive Plan, p.7-8, 2005.

over) is projected to grow at an average annual rate of 2% for the next 25 years, including 3% per year after 2010. This age group grew at an annual rate of 1.3% per year from 1975 to 2000 in Wisconsin.

An important element of the population projection that is very problematic for growth of the Wisconsin economy and the local economy in Door County is the prospect for a decline in the working age population after 2011. Statewide, the population aged 16 to 64 is projected to grow at an annual rate of 0.6% from 2000 to 2011, but will then decline at an annual rate of 0.4% from 2012 to 2025. The working age population grew at an annual rate of 0.9% from 1974 to 1999. The growth of the working age population has an immense effect on the growth of the labor force and employment.

As a result of the demographic shifts that will play out as “baby boomers” age and reach retirement, labor-force growth is expected to slow sharply over the next 20 years. First, increases in female participation will taper off, mostly because the participation rates for many female age groups are approaching those of males. Also, over time, a growing share of the population will reach retirement age, when the participation rate falls to about 12%. As a result, the Wisconsin labor force is expected to expand by 1.3% per year between 2000 and 2005, 0.8% per year from 2005 to 2014, and by only 0.4% per year from 2015 to 2025. Overall labor-force participation is expected to fall as the population increasingly moves into age groups with lower participation rates.

The overall dependency ratio (the ratio of those not in the labor force to those who are) will continue to decline for most of the next quarter-century, falling from 1.00 in 1989 to 0.91 by 2010, before rising to 1.01 by 2025. This ratio peaked at 1.65 in 1962, just after the peak of the baby boom. Clearly, the working population will *not* have to support proportionately more non-workers in the next 25 years than it has in the past. However, this assessment does not account for workers who support elderly parents and other retired workers.

There will be a change in the mix of non-workers, however, especially towards 2025. While the share of the population aged 65 and over has risen dramatically over the last 2 decades, the ratio of the number of elderly to the number of workers has so far remained stable. There were 24.4 persons aged 65 and over for every 100 persons in the labor force in 1971, versus 24.8 in 2000. This ratio should currently be about 24.3 (2006), but then jump to 27.9 in 2014 and to 37.6 by 2025, by which time most baby boomers will be of retirement age.

In summary, the United States, Wisconsin and Door County are expected to post noticeably slower economic growth over the next 25 years than during the past quarter-century. The primary contributing factors for this slowdown are already in place: labor force growth constrained by demographic forces that cannot be quickly reversed and relatively moderate growth of the capital stock.

For the Town of Sevastopol, these indicators are important because they may impact the quality of life for residents living in the area. In addition, these key economic indicators provide a gauge for the Town’s ability to support additional residential and any commercial or industrial development that may occur over the next 20 years.

REGIONAL EMPLOYMENT FORECASTS

To provide further analyses of employment forecasts for Sevastopol residents, an effort was made to review the economic development planning efforts of the Bay Lake Regional Planning Commission (BLRPC), as well as collect additional information from the Department of Revenue (DOR).

The Wisconsin Department of Revenue⁴ projects employment growth for Metropolitan Statistical Areas (MSAs). The MSAs Door County residents are most likely to travel to for work in the future include the Green Bay, Appleton, and Oshkosh-Neenah MSAs. The DOR projects a growth of 2% per year for 2007-2010 for Green Bay, Appleton is expected to see an annual increase in manufacturing jobs of 0.7% for 2007-2009, and the Oshkosh-Neenah MSA is expected to experience steady growth during the 2007-2010 period including 0.7% in manufacturing and a robust 4.3% in the education and healthcare sectors.

BLRPC presents employment projections for the period 2002-2012 covering 10 northeast Wisconsin Counties, Door County being one of them. Their study concluded a projected 11.2% increase in employment within the region during the 10-year span. They expect unemployment to remain steady at about 4.5-5.5%, and for some occupations to experience labor shortages. Manufacturing is expected to continue to be the leading employer in the area, although the rate of increase in job creation will slow to less than 1%, a lingering result of the economic downturn beginning in 2000. The service sector is expected to add about 19,200 jobs during the 2002-2012 projection period. Growth will occur in professional and technical jobs as well as business and healthcare. Tourism should also experience growth. Some job loss, however, is expected in the paper sector.

CHAMBER EMPLOYMENT FORECASTS

The Green Bay and Fox Cities Chambers of Commerce provide additional employment information for their respective markets. Again, this information is important to understanding employment forecasts impacting the Sevastopol community, as a significant number of residents of the Town commute to these areas to work.

The Green Bay Chamber of Commerce⁵ does little actual employment forecasting but does monitor historic trends in employment. Over the last 5 years, employment trends have closely reflected the forecasts included in the BLRPC Regional Comprehensive Plan. Unemployment rates in the last 5 years have averaged 4.1%, peaking in 2002 at 5.3%, a manifestation of the economic downturn beginning in 2000. The job losses have mainly occurred in manufacturing. However, unemployment rates fell in 2003 (4.9%) and 2004 (4.3%). The unemployment rate for the entire period has been lower than the state and national averages over the same time span. The Green Bay Chamber, based on comments from its membership, is hopeful that the unemployment rates will continue to decline back toward the 2.6% level experienced in the late 1990s within the next several years.

The Fox Cities Chamber of Commerce conducts an annual survey⁶ of its members in order to understand their staffing changes in the previous year and make predictions for the next. The most recent results from that survey reveal:

- ❑ In 2005, 53% of businesses predicted their staff size would increase during the coming year. According to the 2006 survey, 44% did indeed increase employment during 2004.
- ❑ With respect to the health of the Fox Cities' economy, 67.5% of businesses surveyed rated the economic vitality as good while 30% believe it to be average.
- ❑ In comparison to other U. S. Cities of similar size, 75% indicated the Fox Cities as a better place to conduct business.

⁴ SOURCE: Economic Outlook-Metropolitan Areas, Wisconsin Department of Revenue, 2006.

⁵ SOURCE: Green Bay Area Chamber of Commerce, Advance Economic Development, 2006.

⁶ SOURCE: Fox Cities Chamber of Commerce, 2006.

11/6/2008

- When asked about employment during the coming year, 49.5% of businesses expect to grow, with another 50% anticipating that they will remain the same.
- Expectations for employment growth in 2006 were less optimistic than the previous year. Of all businesses, 49.5% anticipated increased employment during the coming year compared to 53% the previous year. Fifty percent (50%) of this year's respondents believed staff levels will remain the same compared to 45% last year; two businesses expected a decrease. Manufacturing is the most optimistic with 64% of companies expecting an increase and zero companies forecasting a decline. The service category comes in second at 48%. Since manufacturing has lost more than 5,900 jobs in the local economy over the past five years, and over 90,000 jobs statewide, this is certainly good news for the area.

LOCAL EMPLOYMENT FORECAST

Based on available data described in this section, the assessment of community strengths and weaknesses for attracting economic development (refer to **Chapter 8: Economic Development**), and the anticipated impact associated with the successful implementation of the Smart Growth Plan, employment forecasts for Sevastopol residents are for slow but consistent job growth. The recovering manufacturing economy will bode well for Sevastopol given that a large number of residents are employed in this particular sector. Historically, the percentage of unemployed Town residents has been comparable to that of Door County as a whole. This trend is expected to continue. It must be noted, though, that the share of Sevastopol residents out of the labor force (i.e. retired) will also increase steadily through 2025.

4.0 HOUSING

Table of Contents

Introduction.....	1
Housing Vision	1
Existing Housing Supply	2
Future Housing	3
Senior Housing	3
Senior Housing Options.....	4
Age and Quality of Housing Stock	6
Occupancy	7
Cost of Housing	8
Housing Affordability Analysis	9
Manufactured Housing.....	9
Opportunities for Housing Choice	10
Housing Issues and Concerns	10
Vacation and Second Homes	11
Conservation Subdivision Designs	11
Sustainable Development & Green Building Design.....	13
House Locations on Lots	14
Affordable Housing in Sevastopol.....	15
Housing Programs	16
Federal Programs and Revenue Sources.....	16
State Programs and Revenue Sources.....	16
Coordination with Other Comprehensive Plan Chapters.....	17
Land Use – Chapter 9 and 10.....	17
Utilities and Community Facilities – Chapter 6.....	17
Transportation – Chapter 5	17
Economic Development – Chapter 8	17
Agricultural, Natural and Cultural Resources – Chapter 7	17

4.0 HOUSING



Introduction

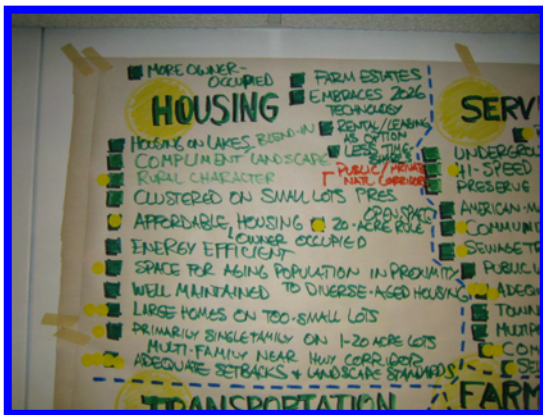
A quality housing stock that is well designed and safe is vital to a healthy community. The styles, sizes, and types of housing selections available give a community character and establish a connection between residents and their neighborhoods. In most instances, Towns have a high percentage of single-family homes, with few other housing choices available. This imbalance of housing choice raises concern as the population ages since other types of housing are often needed to meet the needs of seniors. In the process of developing the Comprehensive Plan for Sevastopol, the existing housing stock has been reviewed and recommendations made to meet the Town’s housing needs over the next 20 years. This Plan includes specific goals and objectives to ensure that local housing choices exist for all stages and conditions of life and the vision described below can be achieved.

To learn more about housing, also see these chapters...

- Information related to **lot sizes and subdivisions** is provided in Chapter 9: Existing Land Use.
- Information about **zoning** is provided in Chapter 9: Existing Land Use.
- Information about the **location and density of future housing** is provided in Chapter 10: Future Land Use.

Of the fourteen planning goals identified in the Comprehensive Planning Law, those listed below specifically relate to planning for local housing:

- ❑ 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.
- ❑ Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- ❑ Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.



Housing Vision

In 2025, Sevastopol offers rural residential living choices in harmony with the Town’s natural environment. Single-family homes are the primary housing choice with additional well designed and well constructed alternative housing styles meeting the needs of a diversity of residents. Local land use ordinances promote attractive housing with abundant green spaces, scenic views, trails, and other desired amenities.

Existing Housing Supply

In 1990, there were 1,427 housing units in the Town of Sevastopol. According to the 2000 U.S. Census, this number increased to 1,567 units. This translates to an 8.9% percent increase in the total housing stock in that 10-year span. In comparison, over the same period, the supply of housing in Door County as a whole increased by a comparable 8.6% (from 18,037 to 19,587, or 1,550 units). Sevastopol has been growing at a steady rate over the past 6 years as demonstrated by the number of new homes approved by the Town¹:

- | | | | | |
|-------------------|--|-------------------|--|-------------------|
| ❑ 2000 - 37 homes | | ❑ 2002 - 35 homes | | ❑ 2004 - 44 homes |
| ❑ 2001 - 34 homes | | ❑ 2003 - 40 homes | | ❑ 2005 - 32 homes |

The housing supply in the Town consists mostly of single-family homes. The Town recognizes that single-family homes may not fit the needs of or be desired by everyone. Some residents are not able to afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. Given the rural nature of Sevastopol and its limited infrastructure, higher density housing choices would require alternative water and wastewater systems unless an agreement was reached with Sturgeon Bay to provide municipal sewer and water (which would likely require annexation into Sturgeon Bay). Senior housing developments, townhomes, and housing designed for independent living are viable options in the community.

Twelve and one-half percent of the Town of Sevastopol housing supply is classified as rental-occupied housing (according to the 2000 Census). This figure is in-line with neighboring communities except for the City of Sturgeon Bay at 32.7%. To ensure some variety of housing choices remain available in the future, the Town will strive to maintain the balance of different housing types shown in **Table 14** (i.e. approximately 10% of the overall housing stock as something other than single-family detached residential).

TABLE 14 TOWN HOUSING TYPES		
Housing Type (Units in Structure)	# of Units in Town of Sevastopol	% of Total Town Housing Stock
Single-Family	1,469	93.7%
Duplex	8	0.5%
3 or 4 unit	31	2.0%
5 to 9 unit	15	1.0%
Mobile Homes	44	2.8%
Total	1,567	100%

SOURCE: 2000 U.S. Census

¹ Town of Sevastopol, 2006.

Future Housing

The preponderance of second- and vacation-homes in Sevastopol (and throughout Door County) complicates the process for identifying future housing supply needs. Typically, the necessity for additional future housing units is determined by dividing the projected population of a community by the anticipated number of persons per household (refer to **Chapter 3: Community Profile** for detailed population and housing data). That number reflects the total housing units necessary to meet the future needs of the community. If the number is larger than the current supply of available housing units, the Town has a potential future housing shortage. If smaller, the Town has a potential future housing surplus. Data from the 2000 U.S. Census and projections from WDOA and BLRPC for the Town of Sevastopol show:

□ 2000 Resident Population	2,667
□ 2000 Persons Per Household	2.48
□ Number of Housing Units in 2000	1,567
□ Anticipated Persons Per Household in 2025	2.13
□ Projected Number of Housing Units Needed in 2025	1,317
□ Anticipated 2025 Housing Unit Surplus	250

Using this information, the numbers seem to indicate that the current supply of housing units in Sevastopol is sufficient to meet the projected 2025 population of the community (surplus of 250 units). However, many of the units currently available in the Town are owned by out-of-town residents as second- or vacation-homes. In 2005, the Door County Real Property Listing Office (RPLo) compiled data regarding the number of improved lots (i.e. lots with a home or structure) in Sevastopol and whether those lots were owned by residents or non-residents of the County (data was not available as to whether the lots were owned by Sevastopol residents or those individuals residing in other parts of Door County). The RPLo data shows that:

- Of the 1,967 improved lots in Sevastopol in 2005, 1,322 (67%) were owned by residents of the County.
- The remaining 645 lots (33%) were owned by non-County residents.
- Of the 1,613 vacant lots in the Town, 930 (58%) were owned by residents and 683 (42%) were owned by non-residents.

When the RPLo numbers are included with the census and housing projections above the potential surplus shrinks to 5 units. As the population ages (see next Senior Housing section below), the average household size will continue to decline. Therefore, it is likely that the demand for future housing units will increase as the “baby boomer” generation moves into retirement age.

Senior Housing

Determining the need for senior housing in a community is not a simple task. Unfortunately, there is no clear formula or mathematical model available to determine need. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed-family congregate housing (i.e. apartments with residents of all age ranges). This trend holds true for seniors living in Sevastopol as well. The ability of a resident to remain at home is enhanced by organizations and services that are becoming more common. Examples of these visiting services include: “meals on wheels,” parish nursing programs, and home healthcare. In addition, building designs for life

(i.e. wider doorframes to accommodate future wheelchair access, first floor bedroom, etc.) can also extend the ability of a resident to live independently in their own home. However, for a variety of reasons some elderly cannot or will not live in a private home and will instead need to live in some type of senior housing arrangement.

Fortunately for residents, there are a wide variety of living options available in Door County including independent living condominiums, subsidized and non-subsidized independent living apartments, assisted living facilities and nursing facilities. The level of care offered to residents differentiates the facilities. The most intensive care environment is the nursing facility. The nearest facilities to Sevastopol are located in the City of Sturgeon Bay and include Pinecrest Village, Specialized Services, Door County Memorial Hospital (3rd floor), Cardinal Ridge Residential Care and Whispering Heights/Winds/Pines.

At the time of the 2000 Census, the number of residents over 65 was significant. However, a significant number of residents fell within the 45-65 age category. These individuals *will be* over the age of 65 within the 20-year planning period. As a result, it is anticipated that the number of seniors living in the Town will increase. Accordingly, local demand for senior housing may support the development of a retirement community or additional local assisted living facilities. Participants at the Vision exercise held November 8, 2006 listed housing for the elderly specifically as a desirable amenity in the Town by the Year 2026.

Until facilities are built in Town, seniors living in the community must either be able to live independently or with limited support from area programs, friends and families. Seniors may also reside with other family members living in the area. If these options are not acceptable, they may relocate to a care facility.



SENIOR HOUSING OPTIONS²

In recent years, a variety of alternative housing options for seniors have become available. Although no one of these can be considered the preferred housing alternative, a combination of various senior housing types will provide a way in which communities can address the challenges of adequate and desirable housing for seniors. This is important in that it offers ways in which an aging population can remain within the communities they know and love.

Age Restricted Retirement Communities³. There are an estimated 78 million “baby boomers” (those born 1945-1964) beginning to retire across the nation. Many will choose to stay in their current home, downsize to a smaller single-family home or purchase a condominium in a traditional residential neighborhood. There are also many looking to move into age-restricted housing. One type that is growing in popularity is active adult developments, which provide a housing atmosphere with many amenities including golf courses and fitness centers that the younger residents still enjoy (55 and older). Most importantly, aging residents can benefit from the relaxed environment with same-age neighbors without the hassle of maintenance (Homeowners Association usually takes care of this).

Active adult developments began back in the 1960s with communities such as Sun City in Arizona. Today, there are over 2,043 projects across the country. They range in size from 12 units to larger projects

² Much of the text in this section was excerpted from the *Seniorresource.com website*, 2006.

³ SOURCE: American Planning Association Magazine: December 2006.

such as the Sun City Summerlin development in Las Vegas that contains 7,900 units as part of a larger development.

Benefits of these developments include quality housing for those that do not yet require true senior style housing such as assisted living and nursing care. Communities often attract active adult developments because they reduce the impact on the transportation network and schools while increasing tax revenue. Some methods used to encourage the construction of active adult developments include rezoning, creating senior housing districts, planned unit development sites (PUDs), or creating overlay districts. In some instances communities will also provide density bonuses to attract developers. Developments like these could help meet the growing demand for “baby boomer” housing during the next 20 years.

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

Modular Home Communities. Modular home communities have both full-time residents and those that reside only part of the year. The lots and mobile units may be leased to, or owned by, the residents.

ECHO Housing (Elder Cottage Housing Opportunities). Elder Cottage Housing opportunity, Accessory Units, and Granny Flats refer to a housing option where seniors occupy a second living unit, or apartment with a separate entrance, on a single-family lot with another family. Generally, they are permitted by the municipality to foster affordable housing or aid families with elderly parents unable to live completely alone. The owner of the home or the renting party may be a senior.

Shared Housing. Seniors can share their home with another senior. Professional organizations which specialize in these arrangements match the two parties based on needs on one side with abilities to provide on the other side. Most of the organizations that provide these services are non-profit and supported from sources other than those seeking help.

Continuing Care Retirement Communities (CCRCs). CCRCs or communities offering Life Care are designed to provide active seniors an independent lifestyle and a private home from which to enjoy it, regardless of future medical needs. They may require buy-in or an up-front annuity purchase followed by monthly payments covering services, amenities, and necessary medical care. They provide the availability of multiple layers of care, without the uncertainty of wondering where you will live.

Congregate Housing. Congregate communities offer independent living in private separate apartments and the opportunity to share activities of daily living with other residents. They may offer rental or ownership options.

Assisted Living. Assisted Living (or Residential Care for the Elderly) offers help with non-medical aspects of daily activities in an atmosphere of separate, private living units. It is similar to Congregate Care albeit for residents less able to function independently in all aspects of their daily life. Licensing is usually required for Assisted Living facilities.

What is the UDC?

The State's Uniform Dwelling Code (UDC) for one and two-family homes has been enforced statewide as of January 1, 2005. Previously, municipalities with 2,500 residents or less could decide whether to enforce the UDC. The law requires that builders or prospective new homeowners of one and two-family dwellings obtain a Wisconsin Uniform Building Permit before construction from the municipality, County or State-contracted inspection agency that is enforcing the code. The complete code is available from the Wisconsin Department of Commerce web site at: www.commerce.state.wi.us.

Board and Care / Residential Care. Board and Care, sometimes referred to as Residential Care, is usually offered in converted homes. It provides a home-like setting with supervision for 4-10 senior residents.

Skilled Nursing Facilities (Nursing Homes). Skilled Nursing Facilities may be freestanding or part of a senior community and may offer congregate or assisted living options. It may specialize in either short-term acute care or long-term care.



Examples of newer (top) and older (bottom) homes in the Town of Sevastopol.

Age and Quality of Housing Stock

A good indicator of the quality of the available housing in a community is the age of the housing stock. **Table 15** lists the number of units and the corresponding percent of housing stock by year built. Half of the Town’s housing has been constructed since 1970 and a little over 15% since 1990. About a quarter of the Town’s housing was built before 1939 and is more than 60 years old. These figures are important for 2 reasons. First, it demonstrates that the majority of the Town’s housing is relatively modern – built with modern building products/technologies and to modern code requirements. At the same time, a significant share of the Town’s housing is older. While this does not necessarily mean that these older homes are in poor condition, it does indicate that the need for maintenance is greater than in a community with a newer housing stock.

The Town of Sevastopol has adopted the Uniform Dwelling Code (UDC). See page 4-5 box. Enforcement of the UDC and general building inspections are performed by Independent Inspections out of Waukesha, WI. Inspections will help promote quality housing in the Town.

Age alone is not the best measure of housing condition. To be more accurate, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a “windshield survey” because it entails driving or walking through the community and evaluating each housing unit based on visual appearance. The theory behind this survey is that exterior condition generally correlates with interior conditions. A basic windshield survey of the Town was conducted by OMNNI in the summer of 2006. Based on this assessment, the following predominant types of homes were found:

- ❑ **Rural Subdivisions and Hamlets.** There are a few rural subdivisions on the northwest side of Town west of County Highway HH. Denser development resides in the hamlets of Valmy and Institute.

TABLE 15 AGE OF HOUSING STOCK		
Year Structure Built	# of Units in the Town	% of Total Town Housing Stock
1990 to 2000	238	15.2%
1980 to 1989	252	16.1%
1970 to 1979	293	18.7%
1960 to 1969	135	8.6%
1940 to 1959	291	18.6%
1939 or Earlier	358	22.8%
Total	1,567	100.0%

SOURCE: 2000 U.S. Census

- ❑ **Scattered, Rural Residences.** These homes are spread throughout the Town, primarily along Town roads, where it is easier to secure a driveway permit (as compared to the State highway and County trunk highways). Some of these homes were built for the children of the farmer, while others constructed more recently by independent buyers.
- ❑ **Farmhouses.** Historic family farmhouses are scattered throughout much of the Town.

Certainly, there are other types of housing, including mobile homes. However, these types of housing choices are not as dominant on the landscape, nor are they expected to become a significant housing choice in the future.



Occupancy

In order for a housing market to operate efficiently, it must possess an adequate supply of available housing units (for sale or rent). A housing market's supply of available units must be sufficient to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for households to change their housing because of a change in household size or status.

According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for the owned portion of a housing stock and 5.0% for the rented portion) is required to allow for an adequate housing choice among consumers. The 2005 available vacancy rate for Wisconsin is 9.0% for rentals and 1.6% for owner occupants (U.S. Census Bureau, 2005). Vacancy rates vary from one community to the next. High vacancy rates demonstrate an adequate supply, which is good in the respect that this will offer competition and may result in lower housing prices.

In 2000, the vacancy rate for owner-occupied housing units in the Town was 1.2% and the rental vacancy rate was 7.5%. The owner-occupied rate held constant since 1990, but the rental vacancy rate has dropped from the 1990 level of 9.8%. By comparison, owner-occupied housing unit vacancy rate in Door County was 1.4% in 2000 and the rental vacancy rate was 9.2%. With such a low vacancy rate for owner-occupied units, people moving into Sevastopol typically need to build a home in order to relocate here.

Cost of Housing

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. The 1990 U.S. Census indicated that the median value of an owner-occupied home in Door County was \$66,500 and the median value in the Town of Sevastopol was \$80,100 (price does not include land value). **Table 16** compares the 2000 median home values for the Towns of Door County. Housing values in the Town of Sevastopol ranked 5th among the fourteen Towns in the County. Between 1990 and 2000, the median home value of a home in Sevastopol nearly doubled.

Town	2000 Median Home Value	Rank
Sevastopol	\$156,800	5
Baileys Harbor	\$164,600	4
Brussels	\$94,800	13
Clay Banks	\$125,000	10
Egg Harbor	\$165,400	3
Forestville	\$92,500	14
Gardner	\$122,200	12
Gibraltar	\$209,100	1
Jacksonport	\$156,800	6
Liberty Grove	\$167,200	2
Nasewaupee	\$125,400	9
Sturgeon Bay	\$133,900	8
Union	\$124,100	11
Washington	\$134,400	7
Average	\$140,871	N/A

SOURCE: 2000 U.S. Census

Table 17 provides a breakdown of value of owner-occupied units in the Town of Sevastopol. This table does not reflect units built since 2000. When considering rental housing, there were 135 renter-occupied housing units in the Town in 2000. Many of these units are single-family homes but also include a multi-family apartment building along Highways 42/57 and some two-family rentals (i.e. split farmhouses). Based on 2000 U.S. Census data, the median monthly contract rent rate in Sevastopol was \$557. This rate does not include utilities. The rate of \$557 is considerably more than the 2000 median monthly contract rent rate for Door County as a whole at \$481 per month, or neighboring City of Sturgeon Bay at \$452.

Cost Range	Number of Town Units	% of Town Housing
Less than \$50,000	11	1.7%
\$50,000 to \$99,999	133	20.1%
\$100,000 to \$149,999	168	25.4%
\$150,000 to \$199,999	99	13.0%
\$200,000 to \$299,000	102	15.4%
\$300,000 to \$499,000	109	16.5%
\$500,000 +	40	6.1%
Total	662	100.0%

SOURCE: 2000 U.S. Census – Based on 220 Town Housing Units Reporting from Long Census Form

Housing Affordability Analysis



Understanding affordability requires more analysis than simply looking at the cost of housing. The greater question is, “*does the cost of housing match the ability of residents to pay for it?*”

Housing affordability also requires access to employment and transportation to allow residents to sustain a decent wage to afford mortgage and rent payments. These issues are discussed more in the Transportation (5) and Economic Development (8) Chapters.



There are several ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). Their method involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income. Under HUD standards, residents should be able to live in safe and decent housing for no more than 30% of their household income.

ABOVE: Examples of quality manufactured housing with attached garages, appropriate roof pitch, front porches, and located on a foundation, crawl space or basement.
SOURCE: <http://www.championhomes.net/search/home.asp>

In 2000, the median annual household income for Sevastopol was \$47,227, and the median monthly income was \$3,935. Thirty percent (30%) of the median monthly income yields \$1,180 to be used towards housing costs. The median value of a home in the Town in 2000 was \$156,800, with the median monthly mortgage payment of \$886. The median monthly

contract rent rate was \$557. Both of these figures are well under \$1,180. However, once utility costs (i.e. water, gas, electric, phone) are factored in, the cost of owning a single-family home will approach the 30% threshold. In addition, one must also consider maintenance and improvement expenses as well as the fact that the income and housing costs do not reflect taxes.

Manufactured Housing

One method to promote more affordable housing is to encourage quality manufactured housing. Not to be confused with mobile homes, manufactured housing has grown in popularity in recent years. The Town does not encourage mobile home park development or additional mobile homes on individual lots.

Manufactured housing is considered a viable affordable housing choice only if units are similar in size, appearance, and quality to area stick-built housing. Any manufactured housing units must conform to local building and zoning restrictions. Once placed on the property, the manufactured home *should* look like 70% of site built housing located within a half mile of it. Other requirements that should be considered in order for manufactured housing to blend in with site built homes include: an attached garage and placement on a foundation as well as basement or crawl space as a site built home would be required. There are two-story models of manufactured homes available.

Manufactured housing is far more affordable than site built housing because homes are built in a factory, which eliminates delays and costs associated with weather, thus improving efficiency. These conditions result in significant cost savings. Manufactured homes typically cost about \$40 a square foot, while site built homes are around \$90 or \$100 per square foot.

Another strategy that could be further considered to maintain an affordable housing supply is to actually limit the size of new housing constructed in the Town (or at least a percentage of new housing). However, adopting this strategy may cause concerns among property rights proponents in the community.

Opportunities for Housing Choice

Opportunities for low-income housing are limited in Sevastopol. The existing housing supply consists primarily of single-family dwellings with a small number of mobile homes scattered throughout the Town. A good portion of the new home development has been higher end. The *Door County Zoning Ordinance (DCZO)* covers manufactured homes and manufactured home parks (the names the DCZO uses to include mobile homes). Such *homes* are Permitted Uses in four zoning districts (CS = Countryside; Heartland = HL 3.5, HL 5, and HL 10; RR = Rural Residential; HD = High Density Residential); and such *parks* are permitted as Conditional Uses.

Nearby assisted living and nursing facilities in Sturgeon Bay offer care for aging individuals that can no longer live independently.

The basic reasons for limited housing choices in Sevastopol are that the community is rural in nature and land prices are increasing in this desirable living area. The Town's development is made up mainly of low-density, single-family residential units. People interested in living in the Town can purchase lots ranging in minimum size from 20,000 square feet (single-family) to 20 acres (prime agricultural). The cost of land, added with the cost of drilling a well and installing, is substantial and hampers affordable housing opportunities. The pattern of low-density development is not anticipated to change significantly during the life of this Plan given the fact that the Town has no sanitary district to accommodate denser development (unless the Town would annex to Sturgeon Bay).

Housing Issues and Concerns

Significant amounts of new residential development will, if unguided, change the character of Sevastopol. Concern about increased growth and its impact on the rural character of the Town was an important motivation for developing this Plan. The following options may be considered as a strategy to maintain the community's rural character:

- ❑ Retain farmland and open/undeveloped lands (this topic is discussed more in **Chapter 7: Agricultural, Natural & Cultural Resources**);
- ❑ Control new development related to vacation/second home properties;
- ❑ Require conservation design for all new subdivision development;
- ❑ Locate homes in the most appropriate place within a new parcel; and,
- ❑ Adopt more restrictive zoning requirements (this topic is discussed more in **Chapters 9 and 10: Land Use**).



Conservation Subdivision Examples in Wisconsin: The Preserve at Hunter's Lake in Ottawa, Wisconsin (left); Lost Creek in Delafield, Wisconsin (right).

VACATION AND SECOND HOMES⁴

Each year more than 2.1 million people visit Door County, making it one of the top ten tourist destinations in North America. Reasons for visiting the Peninsula include beaches and water recreation, State and County parks, golfing, culture and restaurants, and hotel and bed and breakfast accommodations.

With all of these attractions, Door County is presented with what some see as an opportunity and others see as a nuisance: development pressure. Residents from other parts of the State as well as residents from all over the Midwest and the nation are looking to Door County for a second home, vacation rental or retirement home. As this demand increases over the next 20 years, property values will rise. This will tempt farmers nearing retirement, and those who are not, to sell their land. Many farmers have children who do not wish to carry on the family operation, and many farmers could use the money as a pension. There are concerns about this type of development. For example, it will alter the rural character of the area. Subdivisions full of large homes will replace the wide-open views provided by agricultural lands and open spaces. This will detract from the sense of place possessed by Sevastopol. It may also take away the ability of local residents to purchase land and build a home, as the land values may rise out of their price range as more developments are constructed with expensive homes.

CONSERVATION SUBDIVISION DESIGNS

During the SWOT and Vision exercises, residents expressed a desire to preserve the unique landscape that makes Sevastopol a special place to live. They do not want to see important natural features lost in order to make way for development but also understand there will be the need for new development in the future. The *Door County Zoning Ordinance* describes in its Chapter 6 Planned Residential Development requirements for one type of such property usage.

Another way to achieve the desired balance is with conservation subdivision design. Conservation subdivisions provide developers with a marketable alternative to conventional subdivision design. They allow for profitable and desirable development while simultaneously preserving the important natural and cultural features present on a given piece of property (woodland, farmland, historic structures, etc).

In a conservation subdivision, homes are “clustered” together on smaller lots so that a significant proportion of the land is protected.

- Typically, at least 40% of the site will be *permanently* protected from future development. This 40% may be *in addition* to those areas that are undevelopable (i.e. wetlands, floodplains, steep slopes).

⁴ SOURCE: Door County Chamber of Commerce and Visitors Bureau, 2006.

- ❑ Protection and maintenance of the conserved area can be accomplished through a conservation easement held by a conservancy, land trust, homeowners association, or government body.
- ❑ The protected land should be left as natural wildlife habitat, open space, or farmland.
- ❑ The development of recreation trails is also encouraged.

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

Benefits over conventional design include:

Social / Recreational

- ❑ *Provision of amenities* including trails, sports fields, and even tennis courts and swimming pools in some instances.

Economic

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

Environmental / Hydrological

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

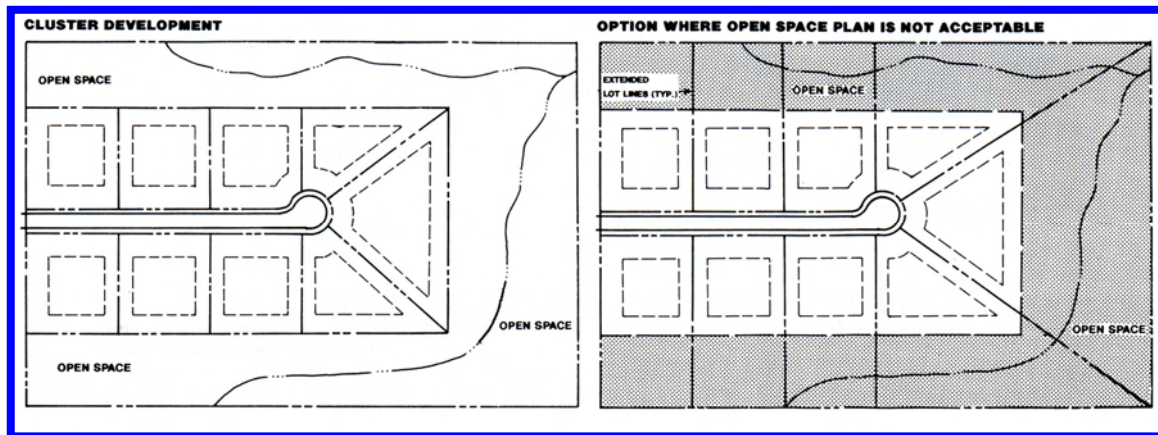
HOW IS A CONSERVATION SUBDIVISION CREATED?

- 1. Develop a Yield Plan.** This Plan essentially shows how many homes could be developed if a traditional subdivision layout were used.
- 2. Identify Primary And Secondary Conservation Areas.** Primary areas include those areas typically protected by code or ordinance such as wetlands, floodplains, steep slopes, and stormwater management areas. Secondary conservation areas include other areas of local importance typically not protected by code or ordinance: farmland, woodlands, scenic views, etc.
- 3. Locate the Home Sites.**
- 4. Locate Roads, Sidewalks and Trails.**
- 5. Draw the Lot Lines.**

In the typical conservation subdivision, the landowner or developer agrees to preserve the undeveloped area as common open space. The open space is protected through a *conservation easement*. This is a restriction against further development on a portion of a parcel. During the design stages, individual lot sizes are reduced and the surrounding land is held in common ownership, usually maintained by a homeowners association. The overall density of development remains the same (there are the same number of homes in a conservation development as in a traditional development), unless the developer has been awarded a density bonus. This is often the result of the community rewarding the developer for preserving more than the minimum required open space. By doing so, the community may choose to allow the developer to sell a few extra lots out of the property.

In some situations, however, it is not feasible to reduce the lot size to develop a conservation subdivision. In these situations, lot lines can be extended so that there is no common open space, but rather private open space. Areas beyond the home sites can then be deed-restricted against further development, keeping

the property open without creating a “common” open space. These developments do not benefit from a trail network or common playfields but do achieve the goal of preserving a large area of open space.

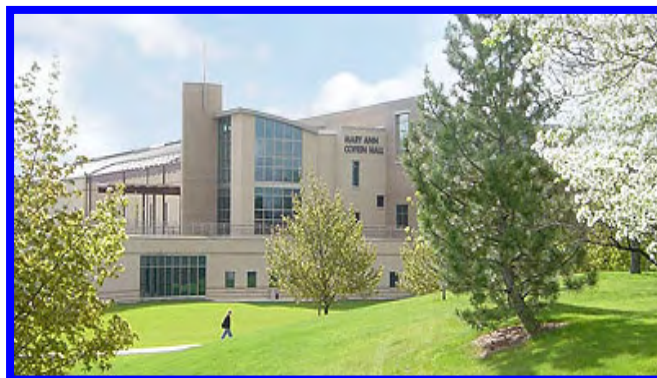


SOURCE: Fred Hever, *Preserving Rural Character*, American Planning Association PAS Report No. 429.

SUSTAINABLE DEVELOPMENT & GREEN BUILDING DESIGN⁵

Another way for communities to become more environmentally sound while simultaneously becoming more efficient and differentiating themselves from surrounding communities is to work to implement sustainable practices and green building design. There are several different avenues that municipalities can take that will increase their sustainability, or ability to maintain services and grow with minimal long-term impact on the environment and resident health. These avenues can take place on an individual or community level and include:

- ❑ **Construction** – using renewable building materials as much as possible (including lumber certified by the Forest Stewardship Council), diverting construction waste from landfills for recycling and/or reuse, recycling furniture and appliances, buying locally manufactured products, controlling construction site runoff, and maintaining healthy air quality during construction;
- ❑ **Energy** – purchase renewable energy from utilities such as through the Nature Wise Program with Wisconsin Public Service Corporation, install fluorescent fixtures and light sensitive switches, purchase Energy Star products, insulate buildings properly, maintain a slightly warmer temperature in the summer and slightly cooler temperature in the winter;
- ❑ **Transportation** – car pool, utilize public and alternative transit when possible, consolidate trips, drive a fuel-efficient vehicle, have tires



A photo of Mary Ann Cofrin Hall located on U.W. Green Bay Campus.

Mary Ann Cofrin Hall is a Green Building featuring:

- Winter Garden Atrium:** A vision glass installation on one wall creates electricity from daylight, while allowing enough light to create a pleasant, comfortable environment for students to relax.
- Lenfestey Family Courtyard:** Features a rainwater catchment and irrigation system to support native plantings.
- Photovoltaic Metal Roof:** Light harnessed by this roof generates around 15,000 kilowatt-hours of electricity annually.
- Solar Wall:** This wall uses direct sunlight to preheat ventilation air.

⁵ SOURCE: <http://www.usgbc.org/>

- properly inflated and vehicles properly maintained;
- ❑ **Stormwater / water quality** - preserve wetlands, do not build in the floodplain, preserve drainage swales and low-lying areas as well as aquifer recharge zones, minimize application of chemicals to lawns and crops, minimize impervious surface area and runoff (possibly install pervious pavements), install biofiltration buffer strips in large parking lots, and include rain gardens as a requirement for all new development;
- ❑ **Parks and natural areas** – preserve open space and natural areas;
- ❑ **Purchasing** – buy environmentally friendly products. These include cleaners, paints, furniture, carpeting etc. that have been certified by organizations such as Green Seal, Green Guard Environmental Institute etc. or received the Energy Star rating;
- ❑ **Implementation** – form a committee that will research opportunities for the community and municipal government to implement sustainable initiatives.

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

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

By undertaking sustainability initiatives and instituting green building design when possible, not only could Sevastopol lessen its impact on the environment and become a more efficient community, but it would also be handing down a cleaner Town to future residents. The community could be recognized for a commitment to environmental issues and receive positive publicity. The Town would also qualify for a growing array of State and local government initiatives if certain standards are met.

HOUSE LOCATIONS ON LOTS

The location of a house on a parcel can have a significant impact on the rural character of the area surrounding it. Being sensitive to the location of a house on a parcel is another way of helping to minimize the impact of new development on the natural environment and rural setting. Some specific siting *suggestions* are listed below.

If desired by the Town, these suggestions *could be* incorporated into a subdivision ordinance as requirements.

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

- ❑ When possible, new houses should not be placed in the middle of open farm fields.
- ❑ Residences should be located adjacent to tree lines and wooded field edges, if available. If not, houses should be clustered on the edges of farm fields.
- ❑ Property should be evaluated to identify land that can continue to be actively farmed or protect vital wildlife habitat. Houses should be clustered away from this area.

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

To retain rural features and protect rural character:

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

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

- ❑ Roads should be constructed to follow contours and their lengths minimized.
- ❑ Large trees should be left intact (roads should be outside of the drip line).
- ❑ Disturbance for the construction of roads and other improvements should be kept at a minimum.
- ❑ Disturbance on individual lots (i.e. lawn area) should be limited.
- ❑ Drainage swales should be left intact.



AFFORDABLE HOUSING IN SEVASTOPOL

The issue of affordable housing is a concern throughout the communities of Door County. Due to the high demand for second- and vacation-homes, and the seasonal demands of a strong tourist economy, many people find it difficult to find housing at a price they can afford. One tool that local governments can use to increase the supply of affordable housing is *inclusionary zoning*. Inclusionary zoning can be a controversial strategy. Incorporated into the zoning or subdivision ordinance, inclusionary zoning encourages or requires that a certain percentage of the units in a new development (or a neighborhood) be affordably priced. The standard of affordability is determined by the mean and median incomes of residents (or prospective workers) within the community. A variety of issues must be considered prior to making a decision to move forward with inclusionary zoning standards. They include:

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

- ❑ **Duration of Affordability** – Many communities that adopt inclusionary zoning standards require that the housing units remain affordable for a predetermined time frame (often 15-20 years).
- ❑ **On-site vs. Off-site** – The local government must decide whether the inclusionary standards will be set on-site (in that the percentage of affordable units must be part of the development project) or allowed off-site (allowing the developer to construct an equivalent number of homes somewhere else in the community).⁶

Housing Programs

A number of Federal and State housing programs are available to help the Town promote the development of housing for individuals with lower incomes, senior housing, and housing for people with special needs.

FEDERAL PROGRAMS AND REVENUE SOURCES

HUD (Department of Housing and Urban Development) is the Federal agency primarily responsible for housing programs and community development. Though many of its programs are directed to larger Cities and urban areas, the Town would qualify for some available funds. Specifically, HUD provides money to non-entitlement (i.e. communities with populations less than 50,000) communities through grants. In the State of Wisconsin, The Division of Housing and Intergovernmental Relations (DHIR), within the Department of Administration, is responsible for the distribution of these Federal funds. It awards the funds through a competitive proposal process.

The United States Department of Agriculture-Rural Development (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development. These funds may prove helpful in the development of a senior housing facility.

STATE PROGRAMS AND REVENUE SOURCES

Beyond the funds distributed through HUD, the DHIR administers several State funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to construct houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies.

The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the DHIR, it receives no direct State-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multi-family housing as well. Specific programs evolve and change with the needs of the housing market.

⁶ Much of the text included in this section was excerpted from *Zoning Practice, Issue #12, Affordable Housing*, December, 2006.

Coordination with Other Comprehensive Plan Chapters

Housing is the primary developed land use in the Town of Sevastopol. As such, it directly affects most other chapters of this Comprehensive Plan. The goals and policies set forth in this Housing Chapter will affect these chapters and vice versa. Therefore, it is important that the chapters are consistent and support one another.

LAND USE – CHAPTERS 9 AND 10

Land use dictates the amount of land available for housing, as well as its location, type and density. The *Future Land Use* map devotes acres to residential use over the next 20 years in accordance with desired density restrictions.

UTILITIES AND COMMUNITY FACILITIES – CHAPTER 6

Recommended improvements such as roads, parks, trails, and schools all must be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use* map as closely as possible and plan for future improvements in a *Capital Improvements Plan and Budget* as recommended in **Chapter 6: Utilities and Community Facilities**. This approach will greatly enhance the efficiency of capital improvements and services.

TRANSPORTATION – CHAPTER 5

The location of housing affects commuting patterns and transportation costs. The location of housing influences which roads people drive or whether they need to drive at all. These factors were carefully considered in **Chapter 5: Transportation** to ensure compatibility with projected residential development.

ECONOMIC DEVELOPMENT – CHAPTER 8

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply is affordable to residents. For this reason, an affordability analysis is presented in this chapter (pages 4-9). Furthermore, given that housing is the primary developed land use in the community, quality local housing directly impacts the Town's ability to finance needed improvements to support the local economy through collection of property taxes.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES – CHAPTER 7

The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing. These competing interests are balanced through the land suitability analysis information presented in **Chapter 7: Agricultural, Natural and Cultural Resources**. This information helps to ensure that housing is located in areas that will have the least impact possible on existing farming areas and important natural resources, while still supporting additional residential development needs.

5.0 TRANSPORTATION

Table of Contents

Introduction.....	1
Transportation Vision	1
Vision & SWOT Exercises	1
Inventory of Existing Transportation Facilities.....	2
Walking & Bicycling Concerns (2)	Mass Transit (3)
Trails (2)	Water Transportation (4)
Bicycle Routs/Corridors (2)	Airports (4)
Snowmobile Trails (3)	Truck Transportation (4)
Railroad Corridors (3)	Streets and Highways (5)
Transportation Network Map	6
Summary of Existing Transportation Plans.....	7
Federal Transportation Planning (7)	Bay Lake Regional Planning Commission (12)
WDNR State Recreational Trail Network Plan (7)	Door County Transportation Planning Efforts (12)
Trails Map (8)	PASER Rating System Report (12)
Wisconsin State Bicycle Plan 2020 (9)	Comparison to State and Regional Plans (13)
Wisconsin Sate Highway Plan 2020 (10)	
Midwest Regional Rail Initiative Plan (11)	
Transportation Issues and Concerns	14
Future of STH 42 and 57 Corridors	14
Maintain Rural Road Character	15
Connectivity.....	15
Trail Development.....	16
Creating a Walkable Community	17
Driveway and Culvert Ordinances.....	18
Transportation Budgeting	18
Transportation Programs	18
General Transportation Aid	18
Rustic Roads	19
Local Transportation Enhancement Program	20
Local Roads Improvement Program	20
Coordination with Other Required Plan Chapters	20
Issues and Opportunities – Chapter 2	21
Housing – Chapter 4	21
Agricultural, Natural and Cultural Resources – Chapter 7	21
Economic Development – Chapter 8	21
Land Use – Chapter 9 and 10.....	22
Intergovernmental Cooperation – Chapter 11.....	22

5.0

TRANSPORTATION



Introduction

This chapter provides information about existing and proposed transportation facilities and plans in the Town of Sevastopol.

Wisconsin’s Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The Town of Sevastopol believes that those goals listed below specifically relate to planning for transportation:

- ❑ Encouragement of neighborhood designs that support a range of transportation choices.
- ❑ Encouragement of coordination and cooperation among nearby units of government.
- ❑ 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.

Transportation Vision

In 2025, trails and walkways are an integral part of the recreation and transportation network, providing connections between neighborhoods, hamlets, schools, parks, and neighboring communities. Although personal vehicles remain the primary choice for transportation, walkers, bicyclists, horse riders, and snowmobile and ATV enthusiasts enjoy a network of trails linking the community with surrounding areas. A well-maintained system of Town roads, County roads, and State highways provide for the safe and efficient movement of people and goods.

VISION & SWOT EXERCISES

During the SWOT exercise conducted as part of the Kick-Off Meeting held on September 13, 2006, the well-maintained and scenic road network was identified as a *strength* of the Town. Residents appreciate their proximity to Green Bay, with highway 57 being the artery that carries traffic to and from the area. The lack of mass transportation and transit for the elderly was identified as transportation *weaknesses* by some participants. Although some residents identified the road network as a *strength*, others felt it was a *weakness*. The primary transportation *opportunities* identified by residents at the Kick-Off Meeting were the construction of hiking and biking trails and to offer a public transportation system to supplement private motor vehicle traffic. Strip commercial development and increased traffic in the 42/57 corridors were considered *threats* by some residents.



Portion of the Wall Graphic created November 8, 2006 at the Vision Meeting.

Inventory of Existing Transportation Facilities

Transportation facilities in Sevastopol range from rural roads to State highways. Residents enjoy easy access to STHs 42 and 57, and rely mainly on personal vehicles to meet their transportation needs. Other modes of transit, including light rail and air transportation, are not available or likely to be developed during the next 20 years.

WALKING & BICYCLING CONCERNS

The safest areas for walking in the Town are within existing subdivisions, the hamlets of Valmy and Institute, and the County and State parks. Town and County roads have limited shoulder areas and posted speed limits of 45 miles per hour or more in most areas. These conditions hinder safe pedestrian travel. Walking to places of work, shopping areas, or entertainment venues is not realistic for most residents given that nearly all goods and services are located several miles away (in nearby communities). As a result, Town residents without access to vehicles will continue to face transportation challenges.

TRAILS

At this time, there are no State trails that run through Sevastopol. The well-known Ahnapee State Trail begins just to the south of the Town in the City of Sturgeon Bay. From there, the trail travels south and west for a distance of thirty miles along the Ahnapee River to Algoma and Casco in Kewaunee County. The trail allows horses, hiking, bicycling, skiing, and snowmobiling. The current trail network in Sevastopol is limited to the State and County parks with hiking and walking opportunities at Cave Point County Park and Whitefish Dunes State Park. The Sevastopol School also has a walking trail and oval track.



BICYCLE ROUTES / CORRIDORS

Currently, rustic roads are the only bicycle routes in Sevastopol. The Wisconsin Department of Transportation (WisDOT) has completed a statewide bicycling conditions assessment to identify key bicycle linkages in each County. The assessment offers recommendations without officially establishing bicycle routes. Potential bicycle routes identified along State highways are planned and maintained by WisDOT. The bicycle conditions assessment is based on:

- ❑ Road width (i.e. ability to accommodate a shoulder path);
- ❑ Traffic volume;

- ❑ Truck traffic as a percentage of all traffic (secondary consideration); and,
- ❑ Site distance restrictions (secondary restriction).

WisDOT limited the scope of its assessment to County and State corridors. WisDOT generally considers Town roads acceptable for bicycling given their limited traffic flows. In the Town of Sevastopol, WisDOT identified the following as having the best conditions for cycling routes:

- ❑ CTH T (from Town Line Road to 57 and then from Valmy south and east)
- ❑ CTH WD (from 57 east to Cave Point)
- ❑ CTH P (from 42 to Institute)
- ❑ CTH B (from Dunn Road north)
- ❑ CTH HH (from Gordon Road north to STH 42)

Where appropriate, recommendations from this assessment are included on the *Transportation Network* map presented in this chapter.



SNOWMOBILE TRAILS

Though a seasonal transportation choice primarily used for recreational purposes, residents of Sevastopol have access to snowmobile trails. Several clubs in nearby communities work to establish and maintain trails throughout the area. These local clubs include the Sturgeon Bay Door Drifters, the Door Pioneer Trailblazers and Egg Harbor Door Central Snowgoers.

RAILROAD CORRIDORS

There are no rail corridors running through the Town, nor are there plans to establish new rail lines in the future. The nearest active rail corridor runs from Green Bay to Luxemburg and is owned and operated by Canadian National. There are, however, out-of-service corridors running from Luxemburg to Algoma and from Luxemburg to Kewaunee that are currently being considered for the rails-to-trails program. Additional information can be found at the Door County parks website at: <http://map.co.door.wi.us/parks/>.

MASS TRANSIT

Mass transit via bus, high-speed rail, or other means is not currently available in the Town of Sevastopol. Given the relatively low-density of development in the Town, it is not likely to be established in the next 20 years since the land use densities necessary to support public transit are not likely to be present. Residents unable to provide for their own transportation must rely on the assistance of friends or family or hire private providers to meet their needs. This situation is of some concern given the increasing numbers of elderly residents living in the Town. Information about available transportation choices (including transportation through faith-based organizations such as organized rides) could be made available to seniors via a Town newsletter and/or Town web site.

WATER TRANSPORTATION

There are several significant bodies of water to which Sevastopol residents have access. These include Lake Michigan, Clark Lake, and Sturgeon and Green Bays. Other smaller lakes include Arbter, Schwartz, and Dunes Lakes. Dolans and Lily Bay Creeks are also notable water features in the Town. Additional information about these features is provided in **Chapter 7: Agricultural, Natural and Cultural Resources** of this Plan. The nearest port facilities to the Town of Sevastopol are located in Sturgeon Bay and the City of Green Bay. The Town offers 4 boat launches: Lily Bay (County facility, partially in the Town of Sturgeon Bay), Whitefish Bay, Olde Stone Quarry (County facility), and Clark Lake (bordering with Town of Jacksonport).



AIRPORTS

The nearest commercial airport to the Town is the Door County Cherryland Airport. The airport is classified as a Transport/Corporate¹ airport. Airports with this designation are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes used in commuter air service. Cherryland is located 2 miles west of the City of Sturgeon Bay in the Town of NasEAUPEE. The airport includes 2 runways and offers fuel, parking, and airframe and power plant services. Austin Straubel International Airport is the primary facility used by Town residents for commercial flights. Austin Straubel, located in Green Bay, is classified as a passenger, air cargo, and general utility airport.



ABOVE: Cherryland Airport. SOURCE: Lucas Crouch, 2003

According to the WisDOT State Airport System 2020 Plan, Door County Cherryland Airport will continue to be classified as a Transport/Corporate airport and provide air carrier and air cargo service through 2020 and beyond. The airport will remain an important part of the State's air passenger system.

TRUCK TRANSPORTATION

State highways 42 and 57 are the primary trucking routes through Sevastopol, although they are not officially designated as truck routes by WisDOT. This designation is based on the design of the roadway and its ability to withstand truck weight and traffic.

The Wisconsin Statutes define standards for the length, width and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance. Sevastopol has the option of designating roadways, through ordinance, as "Class B Highways" (see box previous page). Currently, there are no "Class B Highways" in the Town.

CLASS B HIGHWAYS

May include County and Town roads, or portions thereof, on which no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60% of the listed capacity weight of the roadway. For additional information, refer to Wisconsin Statutes, Chapter 348.

¹ SOURCE: WisDOT: *Wisconsin State Airport System Plan 2020*.

STREETS AND HIGHWAYS



Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. For example, *arterials* accommodate the movement of vehicles, while *local roads* are designed to provide direct access to individual parcels of land. *Collectors* serve both local and through traffic by providing a connection between *arterials* and *local roads*.

Facilities classified under the Federal Aids Secondary System (County trunks and State highways) qualify for Federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to communities for construction and maintenance. Federal aids cannot exceed 85% of expenditures based on a 3-year average.

Principal Arterials. STH 42/57 south of the merging point at E. Jorns Road is classified as a principal arterial in Sevastopol.

Minor Arterials. STHs 42 and 57 north of E. Jorns Road are considered minor arterials. These roads were identified as areas of concern at the Kick-Off Meeting in September 2006. Residents felt development should be guided in this corridor to avoid strip commercial and big-box development.

Major Collectors. County Highway B is considered a major collector in the Town of Sevastopol, as is CTH WD (Clark Lake Road) running from Cave Point to STH 57.

Minor Collectors. Minor collectors in Sevastopol include CTH T (from the northern Town limits to STH 57 and continuing from Valmy to STH 42/57 along the southern border), and CTH HH from STH 42 south to Sturgeon Bay.

Local Roads. The remaining roads in the Town are local, low-use roads. They provide access to farms, residential areas, and business uses within the Town.

All the roads described in this section are illustrated on the *Transportation Network* map shown on the following page. The most current available traffic count information at key Town intersections is also provided on the map.

The Town values the road network given its central role in meeting the transportation needs of residents. In order to ensure a safe and effective transportation network, the Town Board evaluates the roads on a yearly basis and prioritizes improvements with assistance from a representative from the Door County Highway Commission.

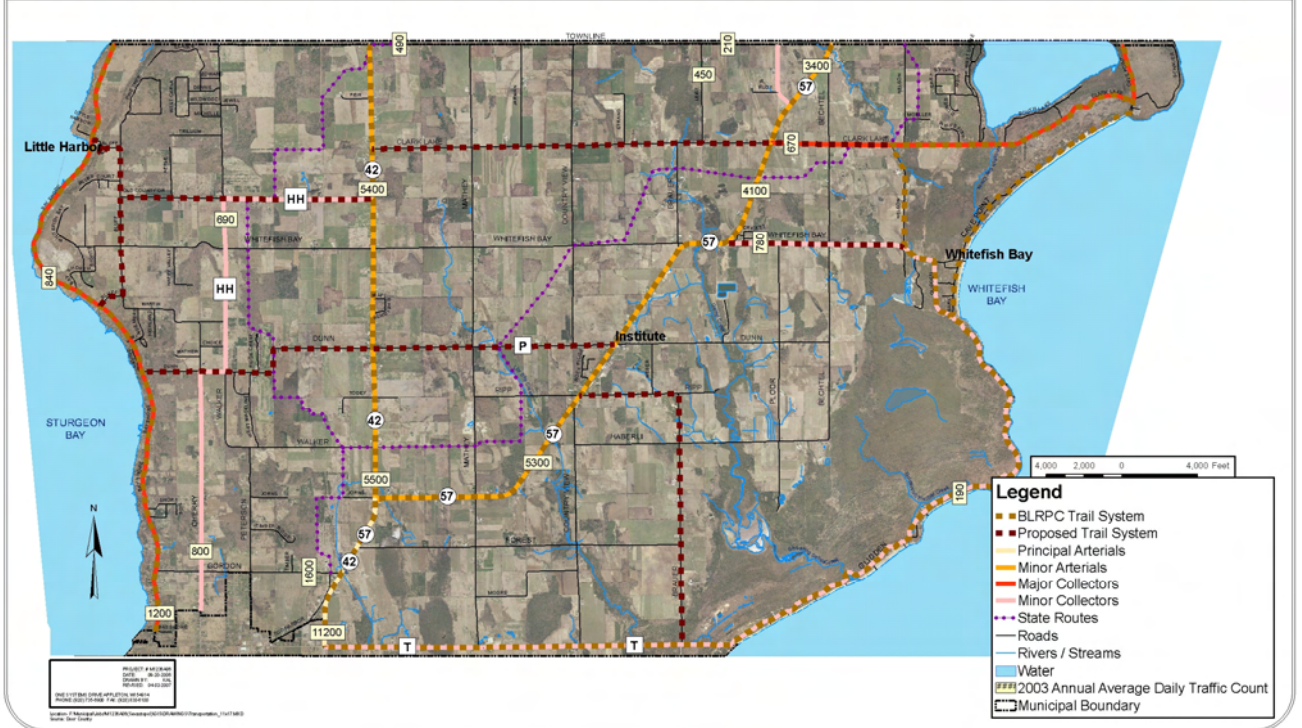
WHAT'S THE DIFFERENCE?

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land.

- ✓ **Principal Arterials** – serve interstate and interregional trips.
- ✓ **Minor Arterials** – accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- ✓ **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- ✓ **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- ✓ **Local Roads** – provide direct access to residential, commercial and industrial development.

TRANSPORTATION NETWORK

TRANSPORTATION NETWORK TOWN OF SEVASTOPOL



Summary of Existing Transportation Plans

This section summarizes existing Federal, State, and Regional plans affecting the Town of Sevastopol.

FEDERAL TRANSPORTATION PLANNING

A number of Federal and State policies guide the planning, development, maintenance, and operation of the transportation network. Implementation activities are accomplished through the development of regulations. The Federal regulations most closely related to this chapter include:

- ❑ Title VI, Civil Rights Act, and specifically the Americans with Disabilities Act of 1990 (ADA) and the Executive Order concerning Environmental Justice;
- ❑ Clean Air Act;
- ❑ Planning requirements under the Transportation Efficiency Act of 1991 (ISTEA), and the subsequent Transportation Equity Act of 1998 (TEA-21); and,
- ❑ Federal historic preservation regulations, which affect transportation planning, project development and construction.

The most recent Federal transportation planning efforts are included within the Transportation Equity Act for the 21st Century (TEA-21), and its 2005 reauthorization Safe, Accountable, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). This act largely reaffirms the tenets of the ISTEA (the previous Federal transportation act). The legislation sets out all Federal transportation funding programs and their planning requirements. Monies from ISTEA and TEA-21 were used to finance the STH 57 reconstruction project.

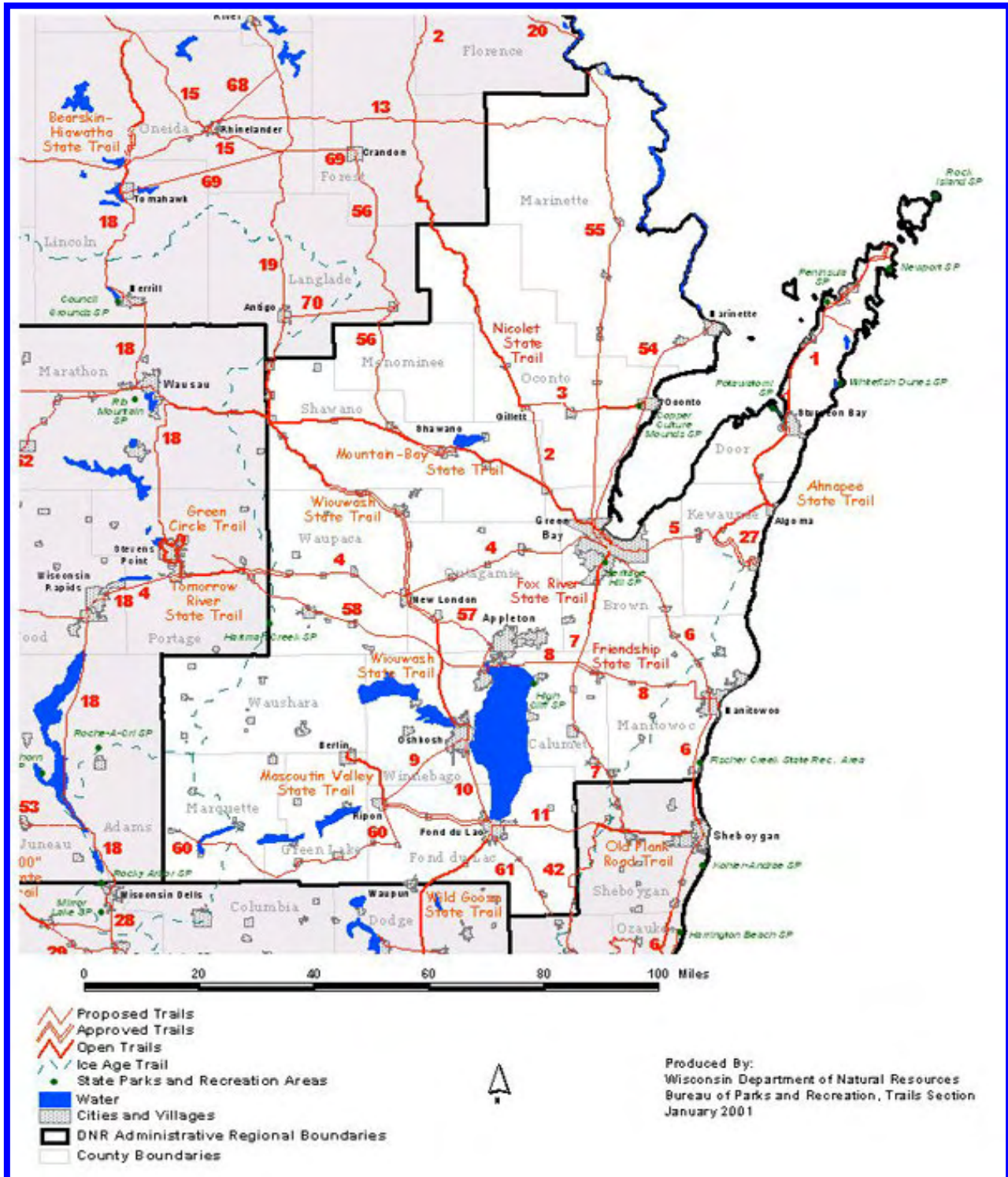
WDNR STATE RECREATIONAL TRAIL NETWORK PLAN²

The *State Recreational Trail Network Plan* (see following page) was drafted by the Wisconsin Department of Natural Resources (WDNR) and approved by the Wisconsin Natural Resources Board. The Plan provides a long-term vision for establishing a comprehensive trail network through Wisconsin. It identifies existing and proposed trails and connections that would serve as the main corridors for a statewide trail system. The Plan does not include every trail in Wisconsin, just the major arteries. It focuses mainly on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors that link places where people live and play, natural areas, public lands, and other destination nodes.

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

² SOURCE: Text modeled from language provided on *WDNR State Recreational Trail Network Plan* website, 2005.

STATE RECREATIONAL TRAIL NETWORK PLAN



SOURCE: Wisconsin Department of Natural Resources State Recreational Trails Network Plan, 2005.

WISCONSIN STATE BICYCLE PLAN 2020³

The *Wisconsin Bicycle Transportation Plan 2020* was drafted by WisDOT in December 1998. The vision statement in the Plan is, “To establish bicycling as a viable, convenient and safe transportation choice throughout Wisconsin.” The document included nine chapters: (1) Plan Vision, (2) Goals and Objectives, (3) Current Bicycling Conditions, (4) Benefits and Impacts of Bicycling, (5) Public Involvement, (6) Intercity, (7) Urban/Suburban, (8) Bicycle Safety, and, (9) Implementation. In the implementation section, WisDOT identified the roles and responsibilities of various levels of State and local government. Local governments are encouraged to:

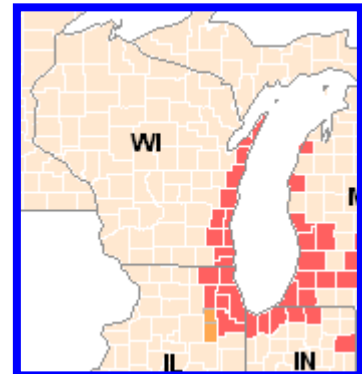
- ❑ Develop, revise, and update long-term bicycle plans and maps;
- ❑ Consider the needs of bicyclists in all street projects and build bicycle facilities accordingly;
- ❑ Promote and offer bicycle safety programs;
- ❑ Consider providing locker room facilities for employees;
- ❑ Consider bicycle racks on buses;
- ❑ Encourage business involvement as a means to increase bicycle commuting and other functional trips; and,
- ❑ Help promote bike to work/school days.



Sevastopol’s abundance of long, straight town roads with clear sightlines provides great opportunities for cyclists.

Sevastopol’s ability to support trail development is closely tied to its support for planned trails identified within the *WDNR State Recreational Trail Network Plan*, coordination with Door County with respect to planned County Trunk Highway upgrades, and coordination with local developers and citizen groups who may consider trails as part of subdivision developments or in other areas.

Air Quality⁴. Door County is listed by the U.S. Environmental Protection Agency (USEPA) as a non-attainment area for ozone. Ozone forms when nitrogen oxides (NOX) and volatile organic compounds (VOCs) combine in the presence of heat and sunlight. Sources of NOX and VOCs include auto and industrial emissions, gasoline vapor, and chemical solvents.



Map showing 8-hour non-attainment Counties for Ozone.

The pollution emitters that are the primary causes of Door County’s seasonal air quality concerns do not originate in the County, but emanate from sources further south in the urbanized areas of Milwaukee, Chicago, and Gary, Indiana. Pollutants originating in these areas drift northward along the western shore of Lake Michigan as a result of prevailing summer wind patterns. In days when ozone concentrations are high (ozone action days), residents should minimize the time spent outdoors, particularly from mid-morning to late-afternoon, in order to avoid lung irritation caused by poor air quality. In 2004, the EPA designated those Counties across the United States that violated the 8-hour ozone National Ambient Air Quality Standard as part of the *Clean Air Rules of 2004*.

³ SOURCE: WisDOT: *Wisconsin Bicycle Transportation Plan 2020*.

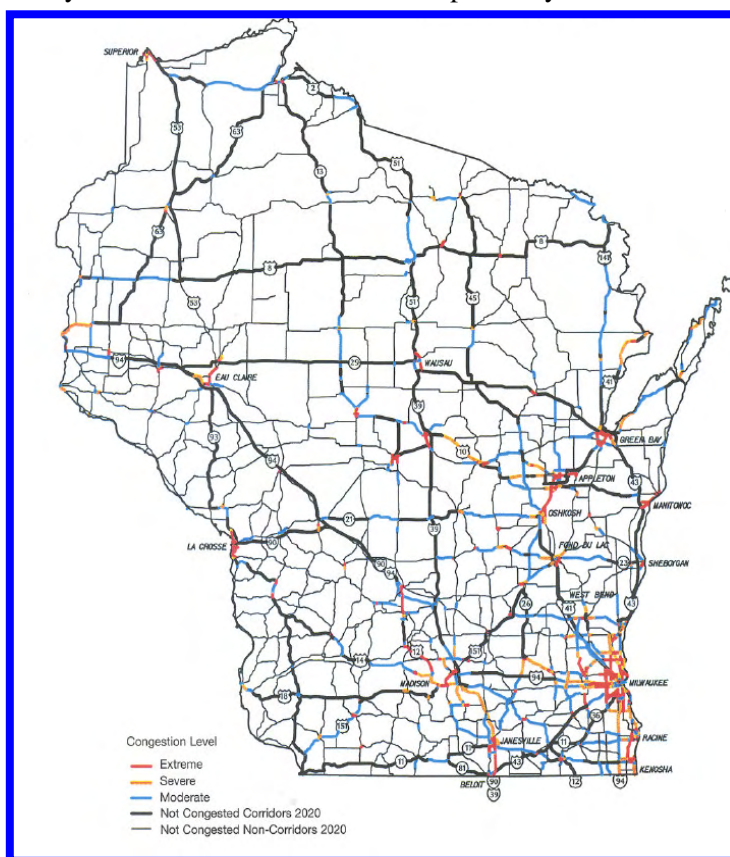
⁴ SOURCE: EPA, 2006.

WISCONSIN STATE HIGHWAY PLAN 2020⁵

Wisconsin's State Trunk Highway system consists of approximately 11,800 miles of roads. The system is aging and deteriorating while traffic levels are increasing. In response, WisDOT developed the *WisDOT State Highway Plan 2020* - a strategic Plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The Plan is updated every six years to reflect changing technologies, travel demand, and economic conditions in Wisconsin.

The reconstruction of STH 57 was undertaken as a result of the *WisDOT State Highway Plan 2020*. STH 57 is classified as a connector highway in the *WisDOT State Highway Plan 2020*, which means it has been designated as a highly important State roadway that carries high volumes of auto and heavy truck traffic. The expansion of STH 57 between Green Bay and Stone Road should be completed by November 2008.

Additional information regarding the latest planning efforts on the part of WisDOT, including *Connections 2030*, can be found at: <http://www.dot.wisconsin.gov/projects/state/connections2030.htm>.



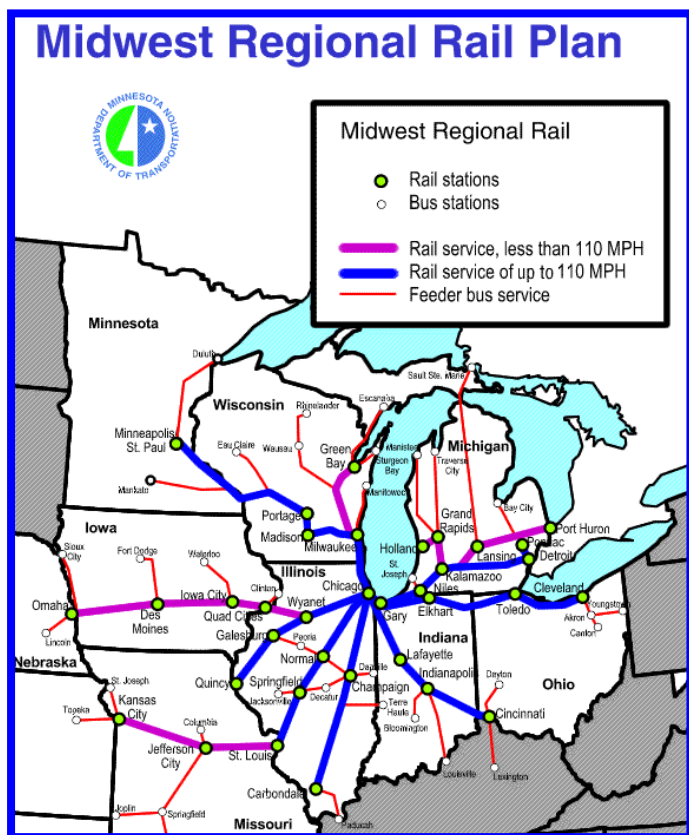
Traffic congestion in 2020 assuming no improvements. SOURCE: WisDOT:

⁵ SOURCE: WisDOT

MIDWEST REGIONAL RAIL INITIATIVE PLAN⁶

The Midwest Regional Rail Initiative (MWRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into the Midwest Regional Rail System (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements are intended to improve travel in the Midwest. These elements include:

- ❑ Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.
- ❑ Operation of “hub-and-spoke” passenger rail system through Chicago to locations throughout the Midwest.
- ❑ Introduction of modern train equipment operating at speeds up to 110 mph.
- ❑ Provision of multi-modal connections to improve system access.
- ❑ Improvements in reliability and on-time performance.



The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-St. Paul/Green Bay Route would be \$1.86 billion, including infrastructure (i.e. tracks) and train equipment (i.e. passenger cars). If the Plan is carried out, residents of Sevastopol will be able to access a bus in Sturgeon Bay, which will connect in Green Bay to a high-speed rail line. An estimated one-way fare from Green Bay to Chicago for non-business is \$57, with business rates at \$76. The current schedule provided in the MWRRS Plan (contingent upon Federal funding) calls for the entire project to be completely on-line by 2012. The first phase of the MWRRS Plan calls for 110 mph rail service between Madison, Milwaukee, and Chicago.

⁶ SOURCE: *Midwest Regional Rail System*, 2004.

BAY LAKE REGIONAL PLANNING COMMISSION (BLRPC)⁷

The *Bay Lake Regional Planning Commission 2030 Regional Comprehensive Plan* promotes a transportation goal “to provide an efficient, integrated and intermodal transportation system for the Bay Lake Region.” The Transportation Chapter provides an inventory of WisDOT programs that offer financial and technical assistance for planning and operating transportation facilities and an inventory of existing facilities and applicable State and Regional transportation Plans (from road to rail and air). It should be noted, however, that much of the chapter does not directly apply to the transportation facilities in the Town (i.e. rail, air, bus etc.).

The overall goal for the Regional transportation program is to be consistent with the vision and goals set forth by Sevastopol. The Town will work with BLRPC in order to coordinate plans and promote a transportation network that will meet the needs of residents over the 20-year planning period and beyond.

DOOR COUNTY TRANSPORTATION PLANNING EFFORTS

The primary planning tool for transportation improvements in Door County is the five-year Capital Improvements Plan (CIP). The selection and listing of projects is based on PASER ratings (see below). This Plan is adjusted each year to identify major projects and financial commitments to be undertaken during the next year. In Door County, the majority of the transportation projects are surface restoration projects, or resurfacing. Rural roads rarely need full reconstruction.

The Town of Sevastopol will continue to coordinate with Door County any planned transportation improvements within the Town.

PASER RATING SYSTEM REPORT

The Sevastopol Town Board (with assistance from the Door County Highway Commission) conducts an annual evaluation of the condition of local roads in accordance with WisDOT requirements using Pavement Surface Evaluation and Rating (PASER). PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for smaller governmental unit planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated on a scale of 1 – 10 based on their condition. Gravel roads are rated 1-5.

It is important to understand that the roads were rated in segments. As a result, a portion of a particular road may rank as 7, while a different segment may only rank as 5. These fluctuations can greatly impact the overall need for construction improvements.

⁷ SOURCE: Bay Lake Regional Planning Commission: *Bay Lake Regional Planning Commission 2030 Regional Comprehensive Plan*

Paved Roads	Rating	Need(s)
	Rating 9 & 10	no maintenance required
	Rating 7 & 8	routine maintenance, crack sealing and minor patching
	Rating 5 & 6	preservative treatments (seal coating)
	Rating 3 & 4	structural improvement and leveling (overlay or recycling)
	Rating 1 & 2	reconstruction

Gravel Roads	Rating	Need(s)
	Rating 5	no maintenance required
	Rating 4	good; routine maintenance
	Rating 3	fair; ditch improvements and culvert maintenance; gravel in some areas
	Rating 2	poor; new aggregate; ditch reconstruction and culvert maintenance
	Rating 1	failed; rebuilding

Table 18 provides the total number of miles of roadway (both paved and, the very few, gravel, with the latter numbers converted to the paved 1 – 10) in the Town by each PASER rating, as well as the percentage of all roads for each category. According to the PASER manual, it is recommended that communities strive to attain a rating of 7 for all paved roads.

TABLE 18 MILES OF ROADWAY BY PASER RATINGS		
PASER RATING	Road Miles	Percentage of All Roads
1	0.02	0.02%
2	1.21	1.44%
3	2.00	2.39%
4	1.41	1.68%
5	8.96	10.69%
6	7.15	8.53%
7	12.02	14.34%
8	20.21	24.11%
9	21.98	26.22%
10	8.88	10.59%
Total	83.84	100%

SOURCE: Town of Sevastopol, 2005

To complete the majority of maintenance projects identified by the Town Board, Sevastopol contracts with the Door County Highway Department. Projects include road maintenance, construction, mowing, snow-plowing, and traffic signage. Private contractors are utilized for tree trimming, crack-filling, roadbed work, sand and gravel work, and the like.

COMPARISON TO STATE AND REGIONAL PLANS

Jurisdiction over transportation facilities and services is divided among several layers of government. planning for the transportation network in the Town of Sevastopol requires coordination among these jurisdictions. During the development of this Plan, the Town researched Regional and State transportation plans, policies, and programs (several of which are highlighted in this section). The most significant current transportation project in the area is the reconstruction of STH 57.

The transportation goals, policies, objectives, and programs in this Plan seek to complement Regional transportation goals, objectives, policies, and programs by providing local transportation facilities and services that connect to County, Regional, and State facilities. Moreover, the goals seek to recognize existing and expand future partnerships between Sevastopol and Door County, WisDOT, WDNR and neighboring communities.

Transportation Issues and Concerns

Below is a discussion of area transportation issues and concerns raised during the planning process. Actions to address these items are found in the Transportation section of **Chapter 12: Implementation**.

FUTURE OF STH 42 AND 57 CORRIDORS

WisDOT is in the process of updating a three-party agreement with the City of Sturgeon Bay and Door County. WisDOT will study the corridor including intersections in the Town of Sevastopol to consider short term improvements. For the long-term, WisDOT will evaluate the capacity of the STH 42/57 corridor including the consideration of a second Bayview Bridge.

WisDOT is currently in the process of reconstructing STH 57 beginning one mile north of the intersection of STHs 54 and 57 in Brown County and extending to the intersection of STHs 57 and 42 south of Sturgeon Bay. This estimated \$72.5 million project is critical to the area in order to relieve the congestion experienced in the Region resulting from an estimated 2.1 million people traveling to the popular tourist destination each year. It is also important to enhance the efficient delivery of goods and services to and from the County.

STH 42 splits off from 57 just north of Sturgeon Bay and travels up the western side of Sevastopol and into Egg Harbor. STH 57 journeys up the eastern side of the County through the hamlets of Institute and Valmy and into Jacksonport. These 2 highways are necessary to collect and move traffic and goods. At the same time, however, they represent a potential threat to the community in terms of linear commercial development that may occur along the corridors. This type of development can be referred to as *corridor creep*. Corridor creep occurs along newly constructed or expanded highways and results in linear development patterns that dramatically reduce views of surrounding agricultural lands and open spaces. An alternative to corridor creep is *commercial node development*. Both corridor creep and commercial node development will be discussed in greater detail in **Chapters 9 and 10: Land Use**.

Increased development could disrupt the rural character of the community and threaten important natural and cultural resources. Possible negative impacts of the expansion include:

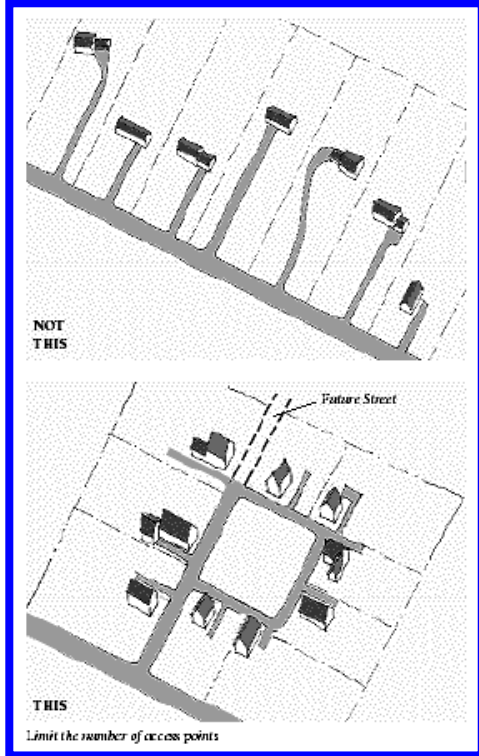
- ❑ Traffic congestion that would accompany additional development;
- ❑ Loss of rural character and scenic drive;
- ❑ Impacts on natural habitats;
- ❑ Loss of farmland;
- ❑ Possibility of unattractive strip-type development; and,
- ❑ Threat of big-box development.

The primary indirect impact of the widening of STH 57 to four lanes is that it will make for a faster and more reliable commute between Sevastopol and Green Bay. As a result, Sevastopol may experience an increase in housing demand resulting from shorter commute times between the Town and larger employment centers.

WisDOT and the Town will need future coordination to ensure the *Future Land Use* map and short and longer term highway studies are compatible.

WisDOT is partnering with the WDNR and the Door County Parks Department to extend the Ahnapee State Trail north from Utah Street to Michigan Street.

MAINTAIN RURAL ROAD CHARACTER



One technique to maintain rural roadside character and control traffic access is to utilize managed roadway access techniques. Roadway access refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps to promote safe and efficient travel and minimizes disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roads, shared driveways and streets are encouraged (see diagram at left). This concept could be used for residential and commercial development along STHs 42 and 57 as well.

Driveway/roadway spacing is determined based on the posted speed limit, not property lines. The table details possible spacing requirements Sevastopol may want to consider enforcing on local roads.

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90 - 125
30	155
35	185
40	225
45+	300

SOURCE: E. Humstone & J. Campoli; Access Management: A Guide for Roadway Corridors, Planning Commissioners Journal, Winter 1998.

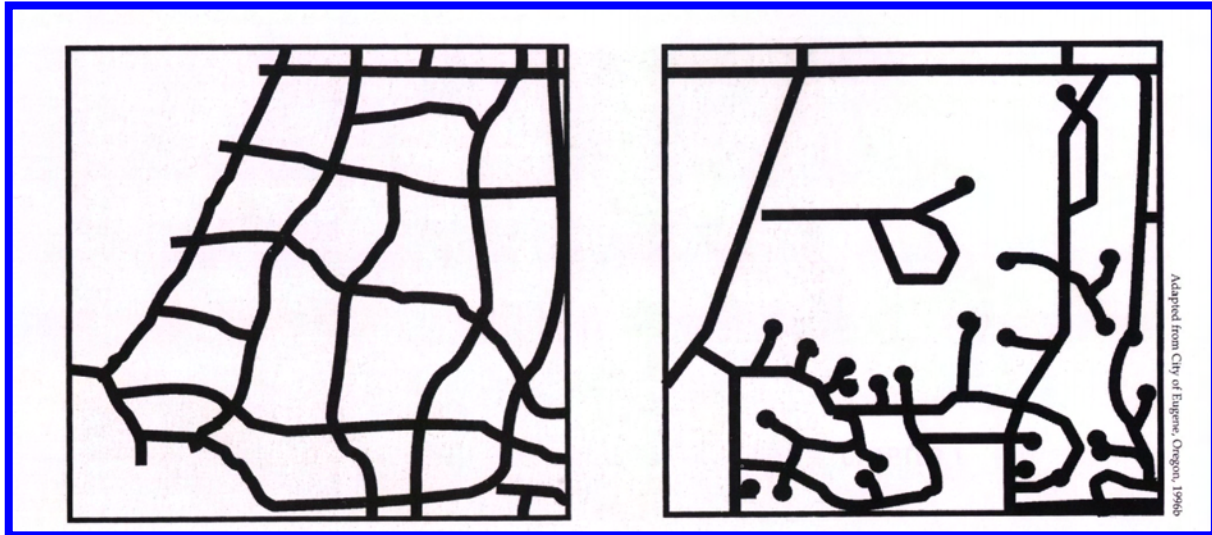
CONNECTIVITY

One concern shared by planners, emergency responders, and residents is connectivity. Decreases in connectivity occur when new developments contain an abundance of cul-de-sacs and other one way ingress and egress routes. See “maps” on next page. In reviewing the *Transportation Network* map, the overall road network of Sevastopol is actually well connected with relatively few dead end roads. To ensure that the Town maintains a high level of connectivity, the Town should:

- ❑ Encourage developers to minimize cul-de-sacs in new developments, and to make sure that long looping roads have ingress/egress access points.
- ❑ Monitor traffic patterns to evaluate long-term needs for future road connections between section roads. Today, a good portion of the Town’s roads are laid out along section lines (spaced approximately 1 mile apart). As density in the Town increases it may be necessary to consider internal connection roads. These internal connection roads are typically spaced at ½ mile intervals.

What is Connectivity?

The purpose of a street network is to connect spatially separated places and to enable movement from one place to another. With few exceptions, a local street network connects every place in a community to every other place in the community. But, depending on the design of the network, the quality of those connections will vary. A community with good connectivity will have many connections. A community with poor connectivity will have many dead-end roads.



(Left) A high-connectivity street network. (Right) A low-connectivity street network. SOURCE: Planning for Street Connectivity, PAS Report 515, by Susan Handy, Robert G. Paterson & Kent Butler, 2003

TRAIL DEVELOPMENT

Several participants at the Kick-Off and Vision Meetings held in the fall of 2006 identified trail development as an opportunity in the Town of Sevastopol. Residents are interested in improving opportunities for walking and cycling safely throughout the community. To successfully establish trails and bicycle routes, the Town of Sevastopol should coordinate with Door County, WisDOT, WDNR, BLRPC, and neighboring communities. The Town must also communicate with residents to identify routes that are both desirable for trail users and acceptable to landowners.

The rural nature of the Town provides many opportunities for community trail development. The Door County Chamber of Commerce is advocating the extension of the Ahnapee State Trail from Sturgeon Bay northward. If developed, this trail would provide connections between Sevastopol and the northern part of the County, as well as south through Sturgeon Bay and into Southern Door and Kewaunee Counties.

Unfortunately, since Door County lacks railroad corridors, there is no opportunity for a rails-to-trails effort. This will require that trails occur along highway and Town road rights-of-way, via easements from private property owners, or within future residential development projects.

In addition to dedicated trails, roads with bicycle lanes or marked bicycle routes are possible on Town roads with low traffic counts and adequate site line distance. These routes would provide alternative ways to travel throughout the Town. Presently, CTHs B and T are designated as *publicly defined bicycle routes* (officially recognized) in the *Bicycle Transportation Facilities Plan* published by the Bay Lake Regional

What is an Official Map?
 An official map is one of the oldest plan implementation devices at the disposal of a local community. It is used to manage the problem of reserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of any local municipality may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway right-of-ways, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive.

Planning Commission. The *Bicycle Transportation Facilities Plan* recommends STHs 42 and 57 as future bicycle routes. However, some improvements would have to occur for this to happen⁸.

Funding opportunities exist through WDNR and WisDOT to help finance trail and bicycle route projects. To help support trail development efforts, the Town of Sevastopol should consider including trail routes on any *Official Map* (see box on previous page) adopted by the Town. The WisDOT “Safe Routes to School Program” provides funding for the development of pedestrian and bicycle facilities. For additional information, please visit www.dot.wisconsin.gov/localgov/aid/saferoutes.htm.

It is important to note that not all residents favor trails and bicycle routes. Two common issues expressed by residents opposed to trails are the potential for decreases in property values and impacts on private property (i.e. vandalism and crime). Studies have shown that trails in northeast Wisconsin (and across the nation) increase property values for homes located along established trail routes and increase exposure (and profits) for local businesses that have trail access. Vandalism and crime rates decrease as a result of the frequency of trail use⁹.

TABLE 19 RECOMMENDED TRAIL / ROUTE IMPROVEMENT PROJECTS			
Facility	Segment	Potential Project Description	Purpose
Trail	CTH B	Develop a paved shoulder along CTH B, traveling north from Sturgeon Bay (meeting with Ahnapee State Trail in Sturgeon Bay).	Will provide a continuation of the Ahnapee State Trail; ultimately running from Kewaunee County through Door County.
Bike Route	STH 42	Addition of 5' paved shoulder.	To provide a rural route for bicyclists living in Sevastopol and other areas of Door County to connect between Sturgeon Bay and communities northwest.
Bike Route	STH 57	Addition of 5' paved shoulder.	To provide a rural route for bicyclists living in Sevastopol and other areas of Door County to connect between Sturgeon Bay and communities northeast.

CREATING A WALKABLE COMMUNITY¹⁰

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

- ❑ Providing linkages (including walkways, trails, and roadways) between neighborhoods and to destination nodes. People need to have choices for traveling. Offering well-maintained roads, walkways, and trails provides improved access for residents. To accomplish this, Sevastopol can coordinate with Door County to establish designated bicycle routes on Town and County roads. This can be accomplished by adding a bicycle lane (paved shoulder) or by marking roads with low traffic counts and good site lines with bicycle route signs. There is also the possibility of purchasing easements and paving paths *through* properties. These routes and trails are identified on the *Transportation Network* map.

⁸ SOURCE: BLRPC: *Bicycle Transportation Facilities Plan*.

⁹ SOURCE: Fox River Trail Study, Brown County Planning Commission December 2001.

¹⁰ SOURCE: Based on the information available from Walkable Communities, Inc., as prepared by Dan Burden, a nationally recognized authority on bicycle and pedestrian facilities and programs.

- ❑ Coordination with WisDOT, Door County, Sturgeon Bay, and the Towns of Egg Harbor and Jacksonport to establish trail/bicycle routes adjacent to the STH 42 and 57 corridors. These routes are desirable as they would provide direct routes connecting Sturgeon Bay and southern Door County with the northern parts of the County.
- ❑ Enforce low speed streets in residential areas (i.e. the hamlets of Institute and Valmy). To promote a walkable community, motorists must respect speed limits in all areas, but particularly near areas where the public may congregate (i.e. in subdivisions and trail crossings).

DRIVEWAY AND CULVERT ORDINANCES

An issue of concern often expressed in townships is the length and distance between driveways. Extremely long driveways can present safety concerns with respect to emergency fire vehicle access and visibility during an emergency. Driveways that are located too close together can also present problems. A local driveway and culvert ordinance regulates the length and location of driveways and the minimum design standards for culverts. These ordinances typically require people interested in development to first obtain a driveway permit from the Town. Accordingly, the local driveway permit can then become the first step in pursuing development. Sevastopol employs such an ordinance that regulates driveway and culvert construction.

TRANSPORTATION BUDGETING

Another long-standing transportation concern is that of road maintenance and improvements costs. Town road projects are a major expense and can consume a large share of the Town budget. This Plan recommends strategies to help Sevastopol to effectively budget for these costs over time.

As stated earlier, the Town evaluates and prioritizes which roads need maintenance through an annual “tour” of Sevastopol. The Board then plans for improvements at special and budget meetings. One way to formalize this process and have it become more forward-looking is to implement a *Capital Improvements Plan (CIP)*. These Plans typically plan for 5 years into the future. To develop a CIP it is necessary to first identify and then prioritize capital expenditures. An estimated cost and means of financing each capital expenditure is then documented. The desired expenditures are compared to the budget to determine annual spending priorities. This process helps to ensure that improvements are made in a logical order. Door County employs a CIP to prioritize transportation improvements.

Transportation Programs¹¹

GENERAL TRANSPORTATION AID

General Transportation Aid is the second largest program in the WisDOT budget. The program returns about 30% of all State-collected transportation revenues (i.e. fuel taxes and vehicle registration fees), and helps to offset the cost of County and municipal road construction, maintenance, and other transportation-related costs. State aid is provided to each County and municipality that pays 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” was \$1,862 for 2006.

¹¹ SOURCES for Transportation Programs: WisDOT; Bay Lake Regional Planning Commission: *Bay Lake Regional Planning Commission 2030 Regional Comprehensive Plan*.

RUSTIC ROADS

The Wisconsin Legislature established the Rustic Roads Program in 1973 to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads. Unique brown and yellow signs mark the routes of all officially designated Rustic Roads. These routes provide bikers, hikers, and motorists an opportunity to leisurely travel through Wisconsin's scenic countryside. The Town may submit an application to WisDOT to have one or more of its roads designated. CTH T (Glidden Drive) is currently listed as a rustic road. To qualify for the Rustic Roads Program, a road:



- ❑ Should have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in combination uniquely set this road apart from other roads;
- ❑ Should be a lightly traveled local road that serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features;
- ❑ Should be one not scheduled nor anticipated for major improvements which would change its rustic characteristics; and,
- ❑ Should have, preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route.

In order to begin the process for further Rustic Road designation, the Town should identify candidate roads it would like to see included in the Rustic Roads system. The next step would be to initiate and circulate petitions among resident property owners along the candidate road. WisDOT encourages local governments to work with civic, recreational, and environmental groups to publicize and encourage the success of the Rustic Roads Program. An application for Rustic Roads designation can be found by visiting the WisDOT website at www.dot.wisconsin.gov/travel/scenic/rusticroads.

LOCAL TRANSPORTATION ENHANCEMENT PROGRAM

The Local Transportation Enhancement Program provides funding to local governments and State agencies for efforts that will improve a transportation project. Under the program, Federal funds account for up to 80% of the project. WisDOT administers the money based on twelve eligible project categories:

- ❑ Providing facilities for bicycles and pedestrians;
- ❑ Offering 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 due to highway runoff or reducing vehicle caused wildlife mortality; and,
- ❑ Establishing transportation museums.

LOCAL ROADS IMPROVEMENT PROGRAM

Established in 1991, this biennial WisDOT reimbursement program provides up to 50% funding to local units of government for the costs associated with improving seriously deteriorating County highways, Town roads, and municipal streets in Cities and Villages under the authority of the local government. Projects are required to have a minimum design life of ten years. Applications are submitted through the County highway commissioners by November 15 of the odd numbered years, and all funds are distributed in the first year.

There are 3 entitlement components for funding road improvements:

- ❑ County Highway Improvement component (CHIP)
- ❑ Town Road Improvement component (TRIP); and,
- ❑ Cities and Villages under Municipal Street Improvement component (MSIP).

In addition, there are three discretionary programs that allow Towns, Villages, Cities and Counties to apply for additional funds for high-cost projects. The Town Road Discretionary component program allows applications from Towns when the project costs more than \$100,000; Villages, Cities and Counties are allowed to apply when the amount is over \$250,000 under their respective programs.

Coordination with Other Comprehensive Plan Chapters

ISSUES AND OPPORTUNITIES – CHAPTER 2

Chapter 2: Issues and Opportunities establishes the framework for planning. The chapter lists strengths, weaknesses, opportunities and threats, as well as important local values identified by residents. These ideas provide the basis for developing this Plan. The Transportation Vision presented in this chapter was created in response to the strengths, weaknesses, opportunities, threats and values outlined in **Chapter 2: Issues and Opportunities**. This Transportation Vision will guide the manner in which the Town considers and approves changes to the transportation network. To realize the vision presented in this chapter, the Town should focus on maintaining its quality roadways, establishing pedestrian and bicycle routes and trails, and evaluating transportation options for seniors.

HOUSING – CHAPTER 4

Every new home generates an estimated ten vehicle trips per day¹². These include trips by the resident(s) to school, work, shopping, and other destinations, as well as trips by school busses, postal route drivers, private delivery services, service repair providers, etc. to the home. Transportation impacts should continue to be considered with any new subdivision and commercial development projects. As necessary, the Town may want to require traffic impact studies (at the expense of the developer) to ensure that new development will not overwhelm existing transportation facilities.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES – CHAPTER 7

The critical question with respect to **Chapter 5: Transportation** is: how will changes to the transportation system impact the preservation/protection of environmental resources? Given the development limitations presented by the local wetlands, floodplains and geologic features in Sevastopol, new road construction (and associated development) must continue to respect these attributes in accordance with Sevastopol's codes and ordinances. This is particularly the case along the eastern part of Town where Dunes, Schwartz, Arbter, and Clark Lakes and their associated wetlands are located.

ECONOMIC DEVELOPMENT – CHAPTER 8

Transportation access offers economic opportunities. At the Kick-Off Meeting, residents expressed an interest in allowing limited business development along the highway corridors to capitalize on the high volume of traffic (i.e. customer base). At the same time, it is important not to line the corridors with linear development. Instead, attractive commercial buildings should be clustered at key locations (commercial node development), leaving the majority of the corridor area (and surrounding views) in its current state.

¹² SOURCE: Institute of Transportation Engineers Trip Generation Manual.

LAND USE – CHAPTER 9 AND 10

What steps will be taken to ensure that transportation decisions and land use decisions are compatible? Although transportation is not the only influence on land use, it is important to be aware that decisions regarding the transportation system may affect land use both directly and indirectly. Direct impacts are caused by the construction of a new transportation facility, changes to an existing facility, and/or decisions to change traffic patterns along a facility. These may result in positive or negative impacts. The reconstruction and expansion of STHs 42 and 57 will likely affect Sevastopol more than any other land use change in the recent past.

INTERGOVERNMENTAL COOPERATION – CHAPTER 11

The Town of Sevastopol has a strong history of intergovernmental cooperation. The Town coordinates road maintenance work, including general maintenance, construction, mowing and traffic signage, with the County. The Town also has a contract with the County to handle snowplowing. An additional opportunity exists to expand coordination efforts with WisDOT, Door County, BLRPC, and neighboring communities to establish new trails and bicycle routes.

6.0 UTILITIES & COMMUNITY FACILITIES

Table of Contents

Introduction.....	1
Utilities and Community Facilities Vision	1
Utilities Inventory: Location, Use & Capacity	1
Wastewater Collection & Treatment Facility (2)	Electricity and Natural Gas (5)
Stormwater Management (3)	Alternative Energy Sources (5)
Water Supply (4)	
Community Facilities Inventory	6
Park and Recreation Facilities (6)	Library (10)
Communication Facilities (8)	Senior Services (10)
Cemeteries (9)	School District Facilities (11)
Health Care Facilities (9)	Higher Education (12)
Childcare Facilities (10)	Town Hall (12)
	Town Landfill Site (12)
Community Services Inventory	12
Solid Waste Disposal and Recycling	12
Police Protection.....	12
Fire Protection	13
First Responders	15
Ambulance Service.....	15
Utilities and Community Facilities Map.....	16
Utilities and Community Facilities Issues & Opportunities	17
Town Hall	17
Groundwater Quality	17
Limited High-Speed Internet	17
School Enrollment Concerns	18
Utilities and Community Facilities Programs	18
Water and Wastewater Grant and Loan Program	18
State Trust Fund Loan Program.....	18
Rural Development Community Facility Grants	19
State Stewardship Fund	19
Capital Improvements Program	19
Coordination with Other Comprehensive Plan Chapters.....	19
Housing – Chapter 4	20
Economic Development – Chapter 8.....	20
Land Use Chapter – Chapter 9 and 10.....	20
Intergovernmental Cooperation – Chapter 11.....	20

6.0

UTILITIES & COMMUNITY FACILITIES



Introduction

Utilities and community facilities are important factors in determining development potential and quality of life. The information contained in this chapter, coupled with demographic trends and projections, provides a realistic picture of service supply and demand. The information regarding community facilities and utilities provided here was carefully considered in the development of the *Future Land Use* map.

To learn more, also see...

- Chapter 7: Agricultural, Natural and Cultural Resources for information about **groundwater and soils**.
- Chapter 4: Housing for information about **senior housing** choices.
- Chapter 5: Transportation for information about **planned trails** and capital improvement planning.

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. Those listed below specifically relate to planning for utilities and community facilities in Sevastopol:

- ❑ Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- ❑ Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- ❑ Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.

Utilities and Community Facilities Vision

In 2025, the Town of Sevastopol coordinates with neighboring local governments and the County to ensure that Town residents have easy access to efficient services and quality facilities. The Town's property taxes have been maintained at a stable level by controlling debt, maintaining Town equipment, and carefully planning expenditures. The Town has been able to reduce costs and improve efficiencies in services by entering into shared service agreements with neighboring communities.

Utilities Inventory: Location, Use & Capacity

This section documents those utilities provided by the Town, Door County, neighboring communities and private providers.

WASTEWATER COLLECTION & TREATMENT FACILITY

Most development in the Town of Sevastopol is accommodated with private on-site wastewater treatment systems (POWTS). These systems must comply with the State plumbing code (COMM 83), to ensure that on-site systems do not threaten groundwater resources and to keep each permitted system functioning properly over the course of its lifetime. These systems must be properly permitted by the County and maintained as required by County Ordinances¹.

WI Fund Grant

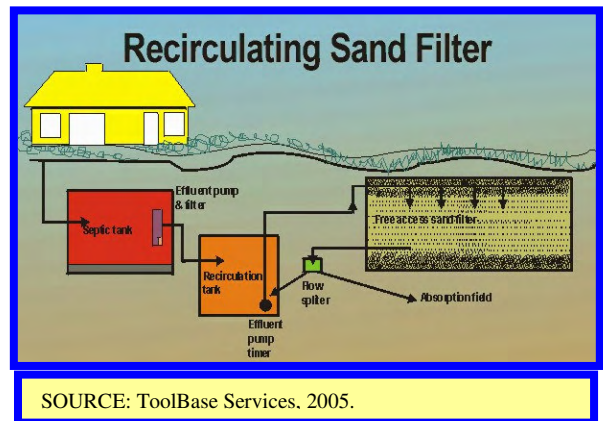
The WI Fund provides financial assistance to homeowners in the rehabilitation or replacement of failing septic systems. The type of septic failure, household income, and State funding determines grant eligibility. For additional information, contact the Door County Zoning Department or the WI Department of Commerce.

Sanitary District #1 was organized in February of 1970 and is comprised of 2 lift stations, mains, and stabilization ponds in the hamlet of Valmy. The district encompasses unincorporated Institute (4509 to 4660 STH 57, and west on CTH P to 4829 and east on Dunn to 4712, and 4485 Rock Ridge Road). The district serves buildings up to 200 feet away from the center-line of CTH P or STH 57. The other part of Sanitary District #1 is in unincorporated Valmy. The district ranges from 4901 to 4939 STH 57 and 4451 to 4393 Whitefish Bay Road; Valmy Trails Lodge at 4499 Whitefish Bay; all of Butterfly, Grasshopper and Crickett; Blount at 4627; and Valmy Road 4915 to 4921. For complete legal descriptions and maps contact the Town Board.

Properties outside of Sanitary District #1 are served by POWTS, and all properties in the Town are served by private wells. The cost of developing a Town-wide municipal wastewater treatment system is not practical given the scattered development located within Sevastopol. However, clustered, alternative sanitary facilities can provide an environmentally-friendly wastewater treatment system at a fraction of the cost of on-site systems. Options for clustered sanitary systems for future development include re-circulating sand filters, constructed wetlands, and The Living Machine System, among others.

□ Re-circulating Sand / Gravel Filters

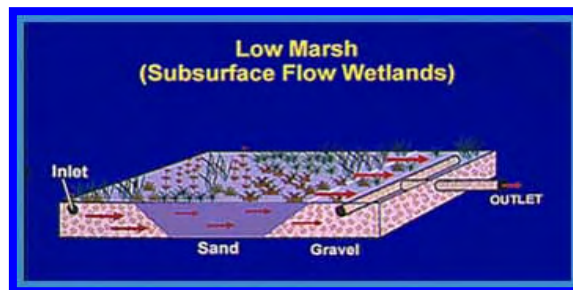
Re-circulating sand/gravel filters (RS/GF) offer an economically viable, environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RS/GF system include a septic tank, recirculation tank, and sand or gravel filter. Water discharged from the system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



¹ SOURCE: Door County Ordinance States that septic systems must be pumped once every three years.

❑ **Constructed Wetlands**

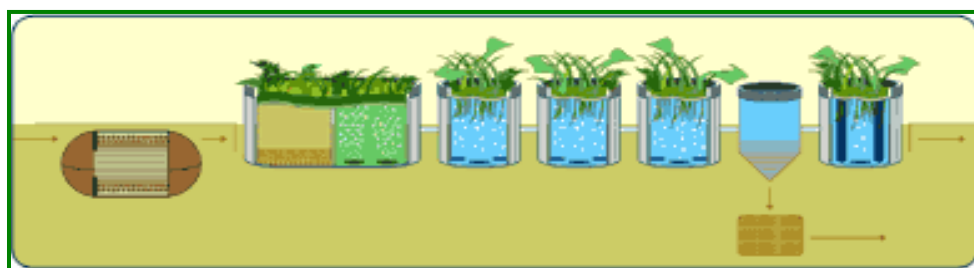
Constructed wetlands have been used as effective wastewater treatment systems for more than thirty years. They have become the dominant treatment system for communities in the Minneapolis metropolitan region not served by municipal wastewater treatment. Although there are a variety of wetland-based systems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



SOURCE: North American Wetlands Engineering, 2004.

❑ **Living Machines®**

Living Machines are a patented wastewater treatment system that is growing in popularity around the world. They entail a series of tanks teeming with live plants, trees, grasses, algae, fish, shrimp, snails and a diversity of microorganisms and bacteria. Each tank is a mini-ecosystem designed to eat or break down waste. The process takes about 4 days to turn wastewater crystal clear. It is chemical-free, odor-free, and, compared to conventional wastewater treatment, costs less financially and ecologically². Living Machines are permitted systems and are currently in use at the Conserve School in Land O' Lakes, at Cedar Grove Cheese Factory in Cedar Grove, and at Edgewood College in Madison.



SOURCE: Living Machines, Inc., 2001.

The Town supports the continued use of POWTS, as approved by the Town and County. Based on soil conditions, current and anticipated development densities, State laws governing POWTS and anticipated future technologies in private waste disposal, a municipal sanitary system is not needed for the Town.

STORMWATER MANAGEMENT

Open grass-lined natural drainage ways slow the flow of stormwater, reduce erosion, filter pollutants, and allow infiltration of the groundwater in Sevastopol. As has been the tradition, Sevastopol will continue to use open, grass-lined drainage ways as its primary tool for stormwater control in the rural areas of the Town (as compared to curb and gutter found in Institute and Valmy). This will require periodic clearing of ditches to remove overgrown areas in order to facilitate

Stormwater Runoff

What is stormwater runoff? It is water from rainstorms or snowmelt that flows over the land rather than evaporating or soaking into the ground. Areas with more impervious surface (i.e. roads, sidewalks, rooftops and parking lots) generate more stormwater runoff.

² SOURCE: *The Living Machine*, Jeff Wolovitz, Penn State Department of Research and Policy, 2000.

stormwater flow. The Town will seek to notify adjacent property owners of clearing plans and respect natural habitat areas to the greatest degree feasible in brush removal efforts.

Given the agricultural and rural residential character of Sevastopol, existing practices will meet most future development needs. When future residential development occurs, the Town will consider a variety of stormwater treatment options in order to ensure that ground and surface water quality is protected. To protect critical water resources, the Town will pursue the following activities:

- ❑ **Watershed Planning.** All watershed planning activities in the Town of Sevastopol will be coordinated with the Door County Soil and Water Conservation Department to identify critical habitats, aquatic corridors and water pollution areas.
- ❑ **Land Conservation Techniques.** Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, land acquisition, and following the development patterns outlined on the *Future Land Use* map.
- ❑ **Riparian Buffers.** Riparian buffers are natural areas on either side of the creeks in the Town such as Lily Bay, Geisel and Dolan’s creeks, and that of wetlands that buffer against runoff. The *Door County Floodplain Zoning Ordinance* States that no development shall be allowed in floodplain districts that will obstruct flow or cause an increase in Regional flood height due to lost storage area greater than 0.01 feet. The *Door County Zoning Ordinance* implements setbacks from wetlands of 35 feet or more unless otherwise permitted.
- ❑ **Shoreland Vegetation.** In order to protect the shoreland, control erosion, and reduce the flow of pollutants into the waters of Sevastopol, the *Door County Zoning Ordinance* sets out strict requirements for the thinning of trees and vegetation from waters-edge to thirty-five feet inland. Exceptions are made with the issuance of a conditional use permit, or the approval of a Shoreland Vegetative Buffer Zone Plan.
- ❑ **Site Design Techniques.** Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.
- ❑ **Stormwater Best Management Practices (BMP).** Stormwater best management practices seek to reduce stormwater pollutant loads, maintain groundwater recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP’s include ponds, wetlands, infiltration, filtering systems and open drainage channels. The *County Land Division Ordinance* requires the use of stormwater runoff control plans that are in compliance with the *Door County Soil and Water Conservation Department Urban Storm Water Runoff Control Design Criteria*.
- ❑ **Erosion and Sediment Control.** Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two situations. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success.

WATER SUPPLY³

The water supply in Sevastopol is provided by private, on-site wells. The Town has several potential water quality issues that must be considered and monitored in order to ensure a clean supply. Many of the water contamination problems that exist are due to the shallow topsoil layer and fractured dolomite layers below. The shallow soil and fractures in the rock allow the water infiltrating from the surface to pass through quickly, decreasing the time the water has to be filtered.

Well Compensation Program

The WDNR provides financial assistance to homeowners in the replacement of contaminated wells. Grant awards can provide up to 75% funding for the well replacement. Additional information is available by contacting the Department of Natural Resources.

³ SOURCE: Much of the information in this section comes from the Clean Water Action Council.

Some pollutants result from human actions while others naturally occur in higher than normal concentrations in northeastern Wisconsin. Pollutants directly attributable to human actions include livestock manure and human waste (e-coli concern), fertilizers and pesticides, and phosphorus, among others. Naturally occurring minerals and contaminants include arsenic, lead, and radium. When the layers that contain these pollutants are exposed through well-drilling they can be released into the water supply.

Shared and cluster wells provide a cost-effective option in new developments. Use of shared/cluster wells lowers the risks of contamination because only one point of entry to the aquifer occurs versus multiple entry points for individual wells. In addition, the cost for drilling and casing 1 or 2 wells to serve multiple structures can be considerably less expensive than individual wells for each structure. The Town encourages shared wells to help reduce the health risks associated with groundwater and well contamination.

Another option growing in popularity is the community well system. Developers include community water supplies as part of new residential development projects. The cost of construction is added to the price of lots (or homes), while the cost of operations and maintenance is managed by a Homeowners Association. Given the low density of single-family residential development, it would be difficult to establish a cost-effective water system to serve all areas of the community. Therefore, it is important that Town residents maintain groundwater quality through construction site and agricultural erosion control practices, POWTS maintenance and compliance with WNDR and County well requirements. Most arsenic exposure was from orchard mixing; especially in those areas, existing property owners should annually monitor their wells to avoid arsenic exposure.

ELECTRICITY AND NATURAL GAS⁴



Wisconsin Public Service Corporation (WPS) provides electricity to the Town of Sevastopol through a transformer located on West Dunn Road. Natural gas service is limited to the southwest corner of the Town, including Bayshore Drive to 4865 Bayshore Drive, up to 4261 CTH HH (Cherry Road), the majority of Gordon Road, and up STH 42 to 4310 STH 42⁵. Headquartered in Green Bay, WPS provides service to 442,419 electric and 289,133 natural gas customers in 24 Counties throughout northeastern and central Wisconsin and Menominee, Michigan. Approximately 65% of the electricity used annually by Public Service customers comes from coal-fired power plants, 15% from the Kewaunee Nuclear Power Plant, and 4% from combustion turbines, hydroelectric, and renewable resources. The remaining 16% comes from power purchased from neighboring utilities in Wisconsin and other nearby States.

ALTERNATIVE ENERGY SOURCES

There are no alternative energy sources located within the Town of Sevastopol at this time. However, wind energy farms are increasingly becoming a component of Wisconsin's rural landscape. More than 35 wind towers are located in the Towns of Lincoln and Red River in nearby Kewaunee County. As the price of fossil- and petroleum-based fuels increases, and as their supply diminishes, it is likely that wind power, solar power, and other alternative energy sources will become a more economically viable and desirable addition to the Town's energy network.

⁴ SOURCE: Wisconsin Public Service Corporation (WPS)

⁵ SOURCE: Wisconsin Public Service Corporation (WPS). Diggers Hotline should be contacted for location of all gas lines before digging.

Community Facilities Inventory

This portion of the chapter profiles the community facilities available to Town residents, including facilities operated by the State, Door County, and private providers.

PARK AND RECREATION FACILITIES

Sevastopol possesses stunning natural areas and scenic views throughout the community adding to the unique, rural character of the Town. In addition to the County and State parks, the Town offers several Town park facilities. They include the Whitefish Bay boat launch, Clark Lake public beach and boat launch (shared with the Town of Jacksonport) and the Town Park and ballfields in Institute. During the SWOT Exercise in September 2006, residents indicated they would like to see increased opportunities for transportation in the Town. One way to achieve this is through the development of a network of walking and biking trails and routes.

The following park and recreation facilities are located within the Town:

- **Whitefish Dunes State Park**⁶. Whitefish Dunes State Park was established in 1967. Located along Clark Lake road in the northeastern corner of Sevastopol, this 865-acre park has more visitors than any other day use park in Wisconsin. The park was established to protect the fragile dune environment. Activities enjoyed by enthusiasts include walking along Lake Michigan and the dunes, bird watching at Clark Lake, strolling along the boardwalk to explore the wetlands, or exercising on the trails that meander through the forested sand dunes and beech forest. Trails at Whitefish Dunes are open year round, with 8 miles groomed for Nordic skiing in the winter. Aside from regular recreational activities, the park offers programs, exhibits, and brochures focused on archeology highlighting 8 significant Native American Villages. There is also a Nature Center that has displays showing the ecology, geology and human history of the park. Programs for all ages are presented year round at the park.



- **Cave Point County Park**⁷. Located between Schauer and Cave Point Roads, Cave Point County Park is on Lake Michigan and surrounded by Whitefish Dunes State Park on 3 sides. Attractions include wave-worn limestone ledges, underwater caves, and Lake Michigan views. People enjoy many different recreational activities including fishing, snorkeling and scuba diving, photography, and nature observation. Cave Point has all the necessary amenities that make a park enjoyable: picnic tables, grills, fire rings, a well, restroom



⁶ SOURCE: Wisconsin Department of Natural Resources

⁷ SOURCE: Door County Compass

facilities, and twenty-five parking spaces. The park offers 900 feet of shoreline and a half-mile trail that links up with several miles of trails in neighboring Whitefish Dunes. The park has undergone renovations in the late 1990s including blacktopping the park road (1997), graveling of the shore and circle trails, and removal of dead storm-damaged trees (1998).

- ❑ **Cherry Hills Lodge and Golf Course**⁸. Cherry Hills is a full resort and 18-hole championship golf course located in the Town of Sevastopol at 5905 Dunn Road. The resort portion of Cherry Hills offers a 31-room lodge, gourmet restaurant, outdoor swimming pool, golf shop, and premium condominiums.



- ❑ **Town Park / Pavilion**. The Town Park is located in Institute off of Ripp Road. The 20.65-acre park offers a complete array of recreational opportunities for residents of Sevastopol. There is a baseball diamond and two softball fields, a concession stand, playground equipment, tennis, basketball and volleyball courts, a parking lot, restrooms, lights and scoreboard, and a pavilion. The pavilion is available for rental for such events as weddings, graduation parties or family reunions.



- ❑ **Other Town Park Facilities**. Sevastopol also provides a small gravel parking area (1.2 acres) at Clark Lake Beach offering access to the Lake and a small area at Shivering Sands (1.6 acres). The Shivering Sands Wetlands Complex has been identified as one of Wisconsin’s Five Star Land Legacy Areas. Interestingly, in 1905, Teddy Roosevelt commissioned Gifford Pinchot to tour the United States and identify areas that should be preserved. Subsequently these dunes were recommended by President Theodore Roosevelt for preservation. The highest dune and deepest kettle in the Shivering Sands tract is the Scheig Dune and Kettle. Of course, the dunes at Whitefish Dunes State Park were included in Roosevelt’s recommendation. Two small parks are located on the northwest side (Quarry Park) and east side (Whitefish Bay Park) of the community. In addition, residents have the opportunity for public hunting at the old “dump site” of approximately 20 acres on Haberli Road.

TABLE 20 SEVASTOPOL EXISTING PARK & RECREATIONAL ACREAGE				
Town Owned	County Owned	State Owned	Privately Owned	Total
43.42	28	865	0	936.42

SOURCE: Town of Sevastopol, July 2006

One way of measuring the adequacy of a community’s recreational facilities is to determine the number of people they serve or have the capacity to serve. The National Recreation and Park Association recommends a community standard of ten acres of local recreation land per 1,200 residents. At 936 acres of State, County, and Town recreation lands, Sevastopol far exceeds these standards. Still, the Town may consider the future addition of a Town park west of STH 42 to better serve residents that live on that side of the community.

To plan for the acquisition and design of a park facility the Town may consider the development of a *Comprehensive Outdoor Recreation Plan (CORP)*. A CORP will include a specific action plan for developing local recreational facilities, including potential funding sources. By adopting and periodically updating a CORP, the Town will become eligible for State grant funds. Grants, donations, park impact

⁸ SOURCE: Cherry Hills Golf Course website

fees (collected at the time of issuance of a building or occupancy permit - must be consistent with *Act 477*⁹) are all tools available to offset the costs associated with developing and maintaining a Town park.

COMMUNICATION FACILITIES

Access to communication facilities is very important in the modern economy. The quality of communication services depends on the capacity of the lines, towers and supporting infrastructure serving the Town.

- ❑ **Local and Long Distance Telephone Service.** AT&T, Verizon, and Charter are the primary local telephone service providers in Sevastopol. Each company offers services and packages that are consistently upgraded to reflect new technologies and services. A variety of national companies provide landline long distance service to Sevastopol, and many residents use their cell phones to make long distance calls.
- ❑ **Internet.** The Town of Sevastopol supports its own Internet webpage. The website offers information such as meeting schedules, newsletter links, minutes, budget, agendas, and park happenings. The site also provides contact information for Town Board Officers, property tax collection, building permits, pavilion use and burning permits. There is also a link to the Comprehensive Plan. Additional information such as ordinances and printable building and other permits could be beneficial.

At present, there is limited high-speed Internet service available in Sevastopol. Charter Cable provides service along Bay Shore Drive (from the City limits north to Olde Stone Quarry Park) and along Glidden Drive and Bark Road. High-speed Internet is available in other parts of the Town, but dial-up modem access is available from several providers.

- ❑ **Newspapers.** Although the Town of Sevastopol does not have its own newspaper, the Door County Advocate is printed in neighboring Sturgeon Bay twice a week (Wednesday and Saturday). The closest Regional newspaper is the Green Bay Press-Gazette.



- ❑ **Newsletter.** The Town of Sevastopol Newsletter is published bi-annually and provides residents with information regarding current events, Town meetings, and other local information.
- ❑ **Television and Radio.** There are no television or radio stations located in Sevastopol, but signals are available from surrounding communities. Charter Communications offers cable to Town residents in the same areas as specified for Internet availability: along Bay Shore Drive (from the City limits north to Olde Stone Quarry Park) and along Glidden Drive and Bark Road. Radio coverage is expected to continue to meet resident needs over the life of this Plan. Cable television and high-speed Internet availability is expected to increase throughout the Town as lines are extended to new developments and/or residents join together to pay the extension fees.
- ❑ **Postal Service.** The Town of Sevastopol does not have its own postal zip code. The nearest post offices are located in Sturgeon Bay and Egg Harbor.

⁹ Passed May 30, 2006, Act 477 updates impact fee legislation. Counties can no longer collect impact fees, and municipalities can no longer use them for "other transportation uses," "other recreational uses," or purchase of vehicles. Fees are to be collected from the builder or property owner within 14 days of the issuance of the building or occupancy permit, must be placed in separate accounts, and must be spent within 7 years or refunded.

- **Cellular / PCS Towers.** Advancing communication technologies have increased the need for towers to provide receiving and sending capabilities, particularly for cellular phones. The Federal government formally recognized this need by passage of the Federal Telecommunications Act of 1996. Under Section 704 of the Act, the Town has the power to regulate the placement, construction, and modification of personal wireless facilities, as long as the rules do not discriminate between providers or prohibit service.

At present, there is a cellular tower on CTH T east of its intersection with STH42/57. There is also a group of towers at Whitefish Bay and Reynolds Roads that include ham, cell, emergency, TV, and radio signals. Any requests for additional tower facilities will need to conform to the *Door County Telecommunications Tower Ordinance*, first adopted 8/24/04. It is anticipated in the next 5-10 years that the primary coverage area for wireless service in the Town of Sevastopol will be adjacent to STHs 42 and 57 (Valmy and Institute). Beyond that timeframe, cellular coverage demand for the remainder of the Town may increase as development increases.

CEMETERIES

There are several known cemeteries in the Town of Sevastopol. Bayside Cemetery is located at the corner of Gordon Road and CTH B (Bayshore Road), and Whitefish Bay Cemetery is along CTH T east of STH 57. Smaller cemeteries are located at St. John's Lutheran Church, Sts. Peter & Paul Catholic Church, and St. Joseph Catholic Cemetery on Egg Harbor Road. Residents can find additional burial sites in neighboring communities such as Sturgeon Bay, Egg Harbor, Jacksonport and Nasewaupee.

HEALTHCARE FACILITIES

The nearest medical facility to the Town of Sevastopol is the Aurora Healthcare Clinic and Pharmacy located at 1910 Alabama Street in Sturgeon Bay. The facility has twenty-five active staff physicians that specialize in many different specialties of medicine that range from cardiovascular disease to orthopedics and pediatrics. The clinic also performs radiology and blood work and other diagnostics on site. The clinic is open Monday-Friday 8a.m. to 5p.m., while the pharmacy is open 9a.m. to 5:30p.m.

Door County Memorial Hospital is the closest hospital to Sevastopol. The facility is run by Ministry Health Care and is located in Sturgeon Bay at 323 South 18th Avenue. The fully accredited, acute-care and outpatient medical center has twenty-five licensed beds and more than ninety physicians on staff. Open since 1943, the hospital provides a variety of services including a skilled nursing facility for long-term care and rehabilitation services. The hospital also houses the Northshore Medical Clinic, offering a full range of clinic-care services. Additional hospitals specializing in all aspects of healthcare are found in Green Bay, including Bellin Health, St. Mary's, St. Vincent's, and Aurora-Baycare.

At this time, there are no plans to construct a new healthcare facility in Sevastopol. Existing providers are expected to meet Town needs through 2026 and beyond.

CHILDCARE FACILITIES

The Town of Sevastopol currently has one childcare facility. Door County Child Care Services, Inc. is located at 3913 Cherry Road (corner of Cherry Road and Gordon Road). Neighboring Sturgeon Bay has several childcare facilities including Headstart located at 827 North 8th Avenue and Sneakers and Boots, Inc. at 876 South Lansing Avenue. Parents that work in the Green Bay area and drop off/pick up their children on the way to/from work have a large range of possibilities to choose from in the Green Bay metropolitan area.

LIBRARY

The Sturgeon Bay and Egg Harbor branches of the Door County Public Library serve the residents of Sevastopol. The Sturgeon Bay branch has a wide variety of materials and programs available to residents. Programs include film showings, child storytelling, summer reading programs and three different book discussion groups. In 2004, the Door County Library system had 351,312 books in circulation, more than 5,466 audio materials, more than 9,887 video materials and 25,215¹⁰ cardholders. The library also has an Internet-based catalog to allow for convenient access to library resources from home.



Door County libraries are partners in the Nicolet Federated Library System. This is a State funded organization that aids forty-two public libraries in providing quality services to residents of northeastern Wisconsin. Nicolet System libraries are found in Brown, Door, Florence, Kewaunee, Marinette, Menominee, Oconto and Shawano Counties. Residents may check out materials from all libraries within the system.

There are no plans to establish a library in the Town of Sevastopol. The Door County Public Library system is expected to meet the needs of the residents. Given resident access to resources via the web catalogue and the interlibrary loan program, it is anticipated that library services will be adequate to meet future demands for the next twenty years and beyond.

SENIOR SERVICES¹¹

The 2000 U.S. Census reported that 456 people (17.1%) in the Town of Sevastopol were age sixty-five or over. Like youth populations, seniors require particular services to meet their specific needs. To address these needs, the Door County Senior Resource Center in neighboring Sturgeon Bay provides seniors with information and assistance in many forms including telephone, consultations, mail, office, and home visits. The goal is to help those sixty and older maintain independence and quality of life as they age. Specific programs and services offered by the Senior Center include education and recreation, health information and screening, benefit counseling, nutrition services, noon meals at various locations¹², transportation, supportive home care referrals, counseling on housing options, elder abuse referrals, caregiver information, and support groups. For more information, contact the Door County Senior Resource Center at 920-746-2543.

¹⁰ SOURCE: <http://dpi.wi.gov/pld/xls/05publib.xls>

¹¹ SOURCE: Door County Senior Resource Center

¹² Hot meals are served at Sturgeon Bay (M-F), Forestville (Tues and Thurs), Baileys Harbor (Wed and Fri), Liberty Grove (M/W/F), and Washington Island (Mon and Wed).

SCHOOL DISTRICT FACILITIES¹³

The Town of Sevastopol is served by 1 school district. The district is one of the few remaining in the State that contains all grade levels (K-12) in a single building. Located in the center of the Town within the hamlet of Institute at 4550 Highway 57, the school is convenient to all residents.

To understand the quality of the education offered in the district, a brief look at standardized tests scores is provided in **Table 21**. Students in the Sevastopol School District take standardized tests in the 4th, 8th, and 10th grades. The Wisconsin Knowledge and Concepts Examinations (WKCE) are administered in schools across the State (with similar tests in other States) to assess student achievement. Test topics include reading, language arts, mathematics, science and social studies. Students in the district scored significantly higher in nearly all tests at all grade levels compared to State averages. Here the scores are compared to that of neighboring Sturgeon Bay school district:

TABLE 21 WISCONSIN KNOWLEDGE & CONCEPTS EXAMINATIONS COMPARISON (2006)									
School District	Grade 4 Reading	Grade 4 Language Arts	Grade 4 Math	Grade 8 Reading	Grade 8 Language Arts	Grade 8 Math	Grade 10 Reading	Grade 10 Language Arts	Grade 10 Math
Sevastopol	90%	90%	86%	88%	77%	91%	82%	78%	86%
Sturgeon Bay	90%	85%	88%	76%	79%	89%	76%	81%	73%
State of Wisconsin	82%	77%	77%	84%	62%	75%	75%	71%	71%



Sevastopol School District

The Sevastopol school district combines all grades (K-12) in 1 building. As of 2005, there were 28 pre-elementary students, 255 elementary students, 95 junior-high students and 260 high school students. The student-to-staff ratios are low when compared to the State average (13:1 v. 15:1).

It is important to remember that the school district serving the Town of Sevastopol extends beyond the Town. As a result, development in neighboring communities can impact the need for additional school facilities and expansions. Ensuring that the local school

district is prepared for the type of new development anticipated in the area will be a future area of concern. Therefore, coordination with the other school districts, with respect to the development and implementation of this Plan, is a priority for the Town of Sevastopol.

¹³ SOURCE: Wisconsin Department of Public Instruction. Data available: www.data.dpi.state.wi.us/data/selschool.asp.

HIGHER EDUCATION

The Town of Sevastopol has convenient highway access to several outstanding colleges, universities, and technical schools. Within an hour of Sevastopol, residents can attend classes at the University of Wisconsin-Green Bay, St. Norbert College or Northeast Wisconsin Technical College. Universities and colleges located within two hours include Lawrence University and Fox Valley Technical College in Appleton and the University of Wisconsin-Oshkosh, among others.

TOWN HALL

Sevastopol's Town office is currently located behind the Sevastopol school building. This facility is used for office functions and for Town meetings. Larger Town meetings are accommodated in the Multi-purpose room in the Sevastopol School.

TOWN LANDFILL SITE

Abandoned for many years, the Town owns a landfill that was once used by residents. The "dump," as it is known locally, is situated on approximately twenty acres off of Haberli Road. The DNR installed 3 monitoring wells at the site in 1976 and conducted a water quality sampling. There have been no additional samplings since. In order to determine what impact the "dump" has had on water quality adjacent to the site, new samplings should be taken. As required by Wisconsin Administrative Code, any wells constructed within 1,200 feet of a landfill must obtain a variance. The Town has no plans to use the site again as a landfill. Although the site is not considered a park, the Town currently allows public hunting on the property. There is currently one active licensed landfill site in Door County at the Washington Island Landfill/Compost site.

Community Services Inventory

SOLID WASTE DISPOSAL AND RECYCLING

Garbage and recycling are accepted from any Door County resident at the transfer station facility at 1509 Division Road. If residents wish to do so, they may contract privately with independent providers.

POLICE PROTECTION¹⁴

The Door County Sheriff's Department provides police protection services to the Town of Sevastopol. The Department is headquartered at 1201 South Duluth Avenue in Sturgeon Bay. Response times vary depending on the location of the nearest cruiser, but generally range from 10-15 minutes for emergency calls to 15-30 minutes for non-emergencies.

The Door County Sheriff's Department has twenty-seven sworn officers working in the Law Enforcement Division. At any given time as many as 5, but no fewer than 3, patrol cars are on duty. The number of officers on patrol duty varies by the time of day and overlaps during shift changes. The Department serves the approximately 29,000 residents of Door County (including the City of Sturgeon Bay).

The Sheriff's Department patrols the County in three sections. The "south" section runs from Sturgeon Bay (west side of the City) south to the County line. The "middle" section runs from Sturgeon Bay (east

¹⁴ Email correspondence with Lieutenant Bill Larson, Door County Sheriff's Department, 9/29/2006.

side of the City) to CTH E running east and west from Egg harbor to Baileys Harbor (middle sector). The “north” section runs from CTH E north to Gills Rock/Northport Pier. Officers are assigned to each section and patrol those areas. The Town of Sevastopol is located in the middle sector along with parts of the Towns of Egg Harbor, Jacksonport and Baileys Harbor.

The Door County Sheriff’s Department provides 911 emergency-based dispatching for nearly all police services in the entire County, as well as for the Sturgeon Bay Police Department, County Fire Departments, County Ambulance, Department of Natural Resources, State Patrol, and the Coast Guard. In 2005, the Town of Sevastopol had 817 emergency and non-emergency calls to the Sheriff’s Department, accounting for 36% of the total calls in the middle sector. In providing protection to the Town of Sevastopol, the Door County Sheriff’s Department may utilize backup assistance available through agreements with the Sturgeon Bay Police Department, State Patrol and the DNR.

The Door County Sheriff’s Department has no plans to hire additional staff at this time. The current staff size meets the needs for the County. The Department would like to maintain its level of staffing, which it believes is adequate to provide needed protection to area residents. Decisions about future staff expansion will be based on population increases, response times and the Door County Board.

The Door County Sheriff’s Department annually reviews equipment and vehicle needs as part of the Door County *Capital Improvements Program*. Regular vehicle replacement is important to ensure that a dependable vehicle is available to respond to public safety needs. The Sheriff’s Department has a “1-to-1” program in place which ensures that a squad car is only driven by 1 officer and kept at the home of that officer. That program results in a 3-year vehicle replacement schedule. Investigative and other specialized vehicles are replaced periodically, dependent upon mileage and/or maintenance costs.

The Door County Sheriff operates a jail facility at 1201 S. Duluth Avenue in Sturgeon Bay. The jail has a capacity of 143 inmates, which is average for a Wisconsin jail facility. The jail does not include a juvenile detention facility. Detained juveniles are housed either in Brown County or Manitowoc County. Males and females are separated within the jail. In addition, the jail accommodates a work-release population who work outside of the jail and then return to the facility each night and weekend.

In 2004, the monthly average of inmates housed in the jail was forty-three; in 2005 this number climbed to sixty-three inmates. From 2005 through September 2006, the number rose again to seventy-one inmates. The jail will use GPS tracking devices (infrequently) upon approval of the Sheriff, unless prohibited by court order.

FIRE PROTECTION¹⁵

The Town of Sevastopol contracts with the City of Sturgeon Bay Fire Department to provide fire protection services. In the past, service costs were based on the Town’s equalized valuation. The most recent contract, however, has a 5% built-in increase limitation.

The Fire Department operates out of two stations, one on the east side of Sturgeon Bay and the other on the west side. The eastside station serves as the headquarters for the fire department. This building houses 5 fire trucks and an equipment trailer. The westside station houses 3 fire trucks and a special response trailer. Each station has at least 2 firefighters on staff around the clock. The Sturgeon Bay Fire Department also contracts with the Town of Sturgeon Bay for fire protection services. The department is responsible for nearly seventy square miles of land.

¹⁵ SOURCE: City of Sturgeon Bay website, 2006.

The Insurance Services Office (ISO) rates fire protection service for communities across the United States. The rating system scale is 1 out of 10, 1 being the best and 10 meaning the fire program does not meet ISO standards. Most insurance underwriters utilize the assigned fire protection rating to calculate residential, commercial and industrial insurance premiums. Fire districts are evaluated on a cyclical basis that is determined by district growth and the size of the population served. The Sevastopol Fire District is currently rated a 4. This higher rating reflects a quick response time to the bulk of its population.

The Department consists of thirteen career staff: a Fire Chief on a 40-hour week schedule; 3 lieutenants and 9 firefighters on a 24 hour a day, 56 hour week schedule; and eighteen part-time firefighters who are on call.

The Sturgeon Bay Fire Department's fleet of emergency vehicles includes:

- ❑ 1991 GMC 1,800-gallon water tanker with a 500-gallon per minute pump;
- ❑ 1987 Pierce 105 foot aerial tanker ladder with a 1,500-gallon per minute pump and a 200-gallon water tank;
- ❑ 2001 Spartan Metro Star with a 1,500-gallon per minute pump, 1,000-gallon water tank with a Class A & B foam capabilities;
- ❑ 1997 Spartan Metro Star with a 1,500-gallon per minute pump, 1,000-gallon water tank with a Class A & B foam capabilities;
- ❑ 2006 Mini-pumper with a 250-gallon water tank and a 500-gallon per minute pump;
- ❑ 1996 Ford F-350 used for grass fires and first responder vehicle;
- ❑ 1996 Chevrolet Step-van utility vehicle used for carrying air cascade system, rescue equipment, and personnel;
- ❑ 1979 Chevrolet, 2,800-gallon water tanker; and
- ❑ a hazardous material equipment trailer housed in the basement of the eastside station that carries flotation boom, extra foam, spill pads and other items.

Other Fire Department vehicles include a 1998 Ford 4x4 extended cab pickup used as the Fire Chief's vehicle, a 1987 Dodge pickup used as a utility vehicle and a 1998 Ford Crown Victoria used as a personnel carrier.

The Sturgeon Bay Fire Department also has 3 thermal-imaging cameras, ice rescue equipment, collapse and confined space equipment, extraction equipment (saws, jaws of life, shoring struts, jacks) and a new Heavy Rescue Truck. They have also received many grants over the past 3 years. These include:

- ❑ \$41,000 from the Fire Act Grant for a new thermal imaging camera and a breathing air compressor at the new eastside station;
- ❑ \$60,000 from the Fire Act Grant for communication upgrades which included installing a repeater in Sevastopol;
- ❑ \$250,000 Homeland Security Grant for a heavy rescue truck;
- ❑ \$43,000 Homeland Security Grant for a collapse rescue equipment; and,
- ❑ notice of likelihood to receive another Fire Act Grant for Self Contained Breathing Apparatus for \$76,000.

The City of Sturgeon Bay Fire Department provides confined space rescue, cold water/ice rescue, automobile extraction and carbon monoxide checks for residents of Sevastopol.

FIRST RESPONDERS¹⁶

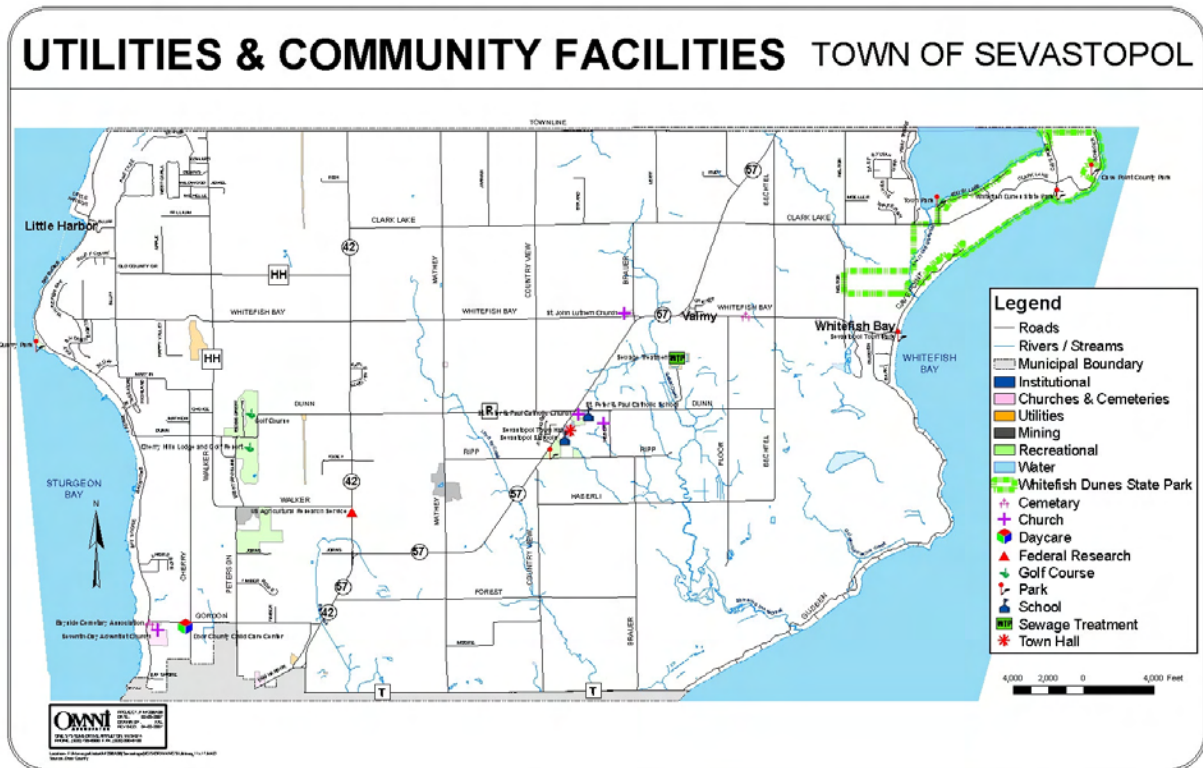
First Responders provide initial medical assistance until an ambulance can reach the scene. The Town of Sevastopol has a volunteer First Responder Committee that fills this role. The Town purchases the equipment used by the Responders, including Automatic External Defibrillators (AED). There are currently sixteen AED devices for the sixteen First Responders. Members are located throughout the Town, providing response times between 10-15 minutes.

AMBULANCE SERVICE

The Door County Sheriff's Department provides ambulance-dispatching service for Sevastopol. The service provides 24-hour emergency response to the Town via the Door County Emergency Medical Service (EMS). Ambulance service providers working out of Sturgeon Bay include Door County Emergency Medical Service (public) and Para Tran Inc. (private).

¹⁶ Telephone interview with First Responder Committee Supervisor John Staveness, October 16, 2005.

Utilities and Community Facilities



Utilities and Community Facilities Issues & Opportunities

During development of this Plan, residents, landowners, and Plan Committee members raised a number of issues and concerns regarding available utilities and community facilities. This section summarizes these concerns and provides a list of action items to meet future utility and facility needs.

TOWN HALL

Recently purchased property is located in Institute immediately adjacent to the Sevastopol school building and near the existing Town ball and recreation facilities. Property on STH 57 south of CTH P will be the location on which a new Town Hall is to be built. Currently the Town's Building and Property Committee is working with architect Henry Isaksen for site plan and development. It is anticipated that a new structure may be built in time for the Sesquicentennial Celebration Decollation, July 18, 2009.

GROUNDWATER QUALITY

There are increasing concerns about groundwater contamination of wells in the Town. As development occurs, additional wells will be drilled to accommodate new houses. This increases the risk of groundwater contamination. The WDNR and UW-Extension work with well drillers to protect groundwater quality by enforcing drilling depth and construction requirements. The Door Soil and Water Conservation Department also assists property owners with conservation techniques to protect water quality and provides well testing services.

LIMITED HIGH-SPEED INTERNET

As identified in the SWOT exercises, some residents are concerned about a lack of high-speed Internet access in the community. Residents not living along Bay Shore Drive (from the City limits north to Olde Stone Quarry Park), along Glidden Drive and Bark Road, and in Valmy are limited to dial-up Internet connections or satellite dish service or line of sight transmitter operated by Door Peninsula Internet and Door County On Line. One of the better options available today is cable Internet access. It is quite fast, but has high costs related to the extension of cable service into parts of the Town not currently served. The approximate cost to expand cable coverage is \$100 per foot of cable.

Unfortunately, there is no perfect solution for adding Internet infrastructure in the Town. The quickest solution is to make wireless Internet service available by constructing a tower in a field or on top of a building. Such a tower could provide the majority of the Town with high-speed access. An individual or company could provide this service. Another option for the Town is to encourage technology updates. The Town can encourage developers to extend technological services, such as cable, to new subdivisions.

Given how rapid computer technology develops and changes, it is difficult to predict what will be available in the future. Nevertheless, the Town will support technology that increases the ease of communication.

TABLE 22 SCHOOL DISTRICT ENROLLMENT TRENDS SEVASTOPOL SCHOOL DISTRICT		
School Year	Number of Students	Change in Number of Students
2001-2002	637	(32)
2002-2003	646	9
2003-2004	647	1
2004-2005	638	(9)
2005-2006	618	(20)

SCHOOL ENROLLMENT CONCERNS

As part of the SWOT exercise, residents indicated that schools were a concern. Some residents felt the schools were a strength, others felt they are weakness. There is, however, agreement that declining enrollment is a weakness. This is a result of the demographic shift that is taking place in the Town. As demonstrated in **Chapter 3: Community Profile**, the age groups increasing in numbers are those forty-five and older. The children of these residents are through or almost through the school system. All other age groups forty-five and under are decreasing in size, hence the declining enrollments. With that trend expected to continue over the next twenty years, enrollments are not expected to increase dramatically. This issue will continue to be a concern in the future.

Utilities and Community Facilities Programs

Sevastopol will consider opportunities available to finance needed utilities and community facilities. There are numerous grant and loan programs that the Town may seek to help finance future improvements. Programs are available through the State of Wisconsin and the Federal government.

WATER AND WASTEWATER GRANT AND LOAN PROGRAM

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist Cities, Villages, Tribes, sanitary districts, and Towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities. This program may be useful for establishing shared/cluster sanitary and water systems in Sevastopol.

STATE TRUST FUND LOAN PROGRAM

The Board of Commissioners of Public Lands provides this loan program with terms of up to twenty years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, water and sewer, equipment, recreational facilities, industrial development, and other public facilities that may include community centers/halls and trail development. The funds available fluctuate annually. The current annual loan limit is \$2,000,000. The Town of Sevastopol could utilize these funds for development of new park facilities, trails, road projects (including projects to pave shoulders for trail routes), and the development of a new Town Hall.

RURAL DEVELOPMENT COMMUNITY FACILITY GRANTS

The USDA Rural Development also offers grants to communities seeking to build or improve their community facilities. These include schools, libraries, childcare, hospitals, medical clinics, assisted living facilities, fire and rescue stations, police stations, community centers, public buildings and transportation. These grants are awarded to communities with a population up to 20,000 based on a competitive application process.

STATE STEWARDSHIP FUND

The Stewardship Fund is Wisconsin's land acquisition program for public outdoor recreation and habitat protection. Administered by the Department of Natural Resources, the fund makes sixty million dollars a year available to buy land for nature-based parks and associated infrastructure improvements, trails, habitat areas, and campgrounds. The funds can also be used for shoreland stabilization and riparian buffer enhancement projects. The Stewardship Grants provide up to a 50/50 local match. In order to be eligible, local and Tribal governments must have a DNR approved *Outdoor Recreation Plan* or Master Plan that has also been approved by the local governing unit (Town Board). Sevastopol could use these funds to establish local trails or a new nature-based park and its associated infrastructure.

CAPITAL IMPROVEMENTS PROGRAM

A Capital Improvements Program (CIP) is a 5 to 6 year short-range Plan with updates occurring annually. It is a tool to plan for those "big ticket" items needed in the community. A general CIP includes capital items such as:

- ❑ Park acquisition and improvements
- ❑ Trail development projects
- ❑ Public buildings improvements and maintenance
- ❑ Emergency vehicle or road maintenance vehicle purchase and replacement
- ❑ Street maintenance and reconstruction
- ❑ Replacement of aged sanitary sewer and water mains

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

As noted in **Chapter 5: Transportation**, the Town of Sevastopol currently utilizes an informal annual evaluation and prioritization of necessary transportation improvements and other capital expenses. To more effectively implement this Plan, as well as other community objectives, the Town should consider using a 5-Year CIP to plan for future expenditures, thereby linking planning to the annual budgetary process.

Coordination with Other Comprehensive Plan Chapters

Utilities and community facilities can affect future planning for a community if capacity, location, and services are not adequate to support development. Therefore, it is important to inventory existing utilities and community facilities and understand how they will be provided over the planning period. Furthermore, utilities and community facilities have a direct impact on the other chapters of the Comprehensive Plan. **Chapter 4: Housing, Chapter 8: Economic Development, Chapters 9 and 10: Land Use, and Chapter 11: Intergovernmental Cooperation** are directly affected by utilities and community facilities.

HOUSING – CHAPTER 4

Improvements such as roads, sewer, water, parks, recreational facilities, and schools all need to be coordinated with housing decisions. The recommended method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use* map as closely as possible and plan for future improvements in a CIP.

ECONOMIC DEVELOPMENT – CHAPTER 8

The availability of utilities and community facilities like electricity, public safety, and communications services are important to economic development. This infrastructure is needed to support local business and economic development.

LAND USE – CHAPTERS 9 AND 10

Development brings people to a community, creating the need for utilities and community facilities. On the other hand, the availability of utilities and community facilities can determine where development will occur. The *Future Land Use* map was developed after careful consideration of where utilities and community facilities are now available, or will be available, within the planning period. In addition, the *Future Land Use* map carefully considers the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where sanitary systems, communication services, or power supplies are cost prohibitive are not encouraged for future residential, commercial or industrial development.

INTERGOVERNMENTAL COOPERATION – CHAPTER 11

The Town participates in coordinated efforts to provide efficient services. Intergovernmental agreements and the associated governmental unit include:

- ❑ City of Sturgeon Bay – cable access, fire protection, confined space rescue, cold water/ice rescue, automobile extraction and carbon monoxide checks.
- ❑ Door County – police protection (Sheriff), 911 dispatching, snowplowing, road maintenance, traffic signs, zoning and tax collection.
- ❑ Town of Jacksonport – Clark Lake Boat Launch and dam, Town Line Road maintenance.
- ❑ Town of Egg Harbor – Town Line Road maintenance.
- ❑ Sevastopol School District – sharing of facilities (office/meeting room).

The goals and objectives included in **Chapter 12: Implementation** support continued coordination to efficiently provide needed utilities and community facilities to the Town.

7.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

Table of Contents

Introduction.....	1
Agricultural, Natural & Cultural Resources Vision.....	2
Agricultural Resources.....	2
Prime Farmland Map	4
Natural Resources and Environmental Concerns	5
Geology and Topography (5)	Threatened and
Niagara Escarpment (6)	Endangered Species
Karst Topography (6)	(11)
Lakes, Rivers, Streams and	Exotic and Invasive Species (11)
Watershed Drainage Areas (7)	Metallic and Non-Metallic
Shorelines (8)	Mining Resources (12)
Wetlands (8)	Air Quality (12)
Floodplains (9)	Soils (13)
Woodlands (10)	Soils Map (15)
Wildlife Habitats (10)	Building Suitability Map (16)
Environmental Corridors (10)	Sanitary Suitability Map (17)
	Natural Resources Map (18)
Cultural & Historical Resources	19
Current Policies and Programs	20
County Natural Feature Protection (20)	Wisconsin Pollutant Discharge
Escarpment (20)	Elimination System Permits (22)
Dunes (20)	Door County Land & Water
Shoreland Vegetation (20)	Resource Plan (22)
Wetlands (20)	Door County Parks and Open
Floodplains (21)	Space Plan (22)
Farmland Preservation Plan/Exclusive	Conservation Reserve
Agricultural Zoning (21)	Enhancement Program (23)
Door County Agricultural Performance	The Right to Farm Act (23)
Standards & Animal Waste Storage	ATCP 51 – Livestock Siting Rule
Ordinance (21)	(24)
Agricultural, Natural & Cultural Resources Issues and	
Concerns	24
Quarry Development.....	25
Maintain Rural Character.....	27
Long Term Sustainability of Farming in Sevastopol	27
Land Trusts and Conservation Easements	28
Specialty Farming	28
Value Added Operations.....	29
Conservation –Based Development Approaches.....	29
Return of Young Workers to Farming	29
Water Quality Protection	30
Coordination with Other Comprehensive Plan Chapters.....	32
Transportation – Chapter 5	32
Land Use – Chapter 9 and 10.....	32
Housing – Chapter 4	32
Intergovernmental Cooperation – Chapter 11.....	32

7.0

AGRICULTURAL, NATURAL & CULTURAL RESOURCES



Introduction

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. Of those, the goals listed below specifically relate to local planning for agricultural, natural, and cultural resources:

- ❑ Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- ❑ Protection of economically productive areas, including farmland and forests.
- ❑ Preservation of cultural, historic and archaeological sites.

To learn more, also see...

- For information about **innovative waste treatment options and drinking water** see Chapter 6: Utilities and Community Facilities.
- Chapter 4: Housing for information about **conservation subdivisions**.
- Chapter 10: Future Land Use to understand how the information from this chapter influences **planned future land use**.

During the Kick-Off Meeting held on September 13, 2006, residents indicated they value Sevastopol's natural areas and recreational opportunities. These include the Green Bay and Lake Michigan shorelines, Niagara Escarpment, and County and State parks, among others. Residents stressed the importance of retaining these rural features. To do this, it is not enough to simply maintain undevelopable areas and farmland. Areas that are developed need to be sensitive to their rural setting. This chapter provides an inventory of existing agricultural, natural and cultural resources along with a vision for 2026.



Portions of the Wall Graphic created November 8, 2006, at the Vision Meeting.

Agricultural, Natural, and Cultural Resources Vision

In 2025, woodlands, wetlands, lakes, streams, prime agricultural lands, and the Lake Michigan and Green Bay shorelines have been preserved and remain the dominant landscape features in Sevastopol. Natural areas and open spaces provide recreational opportunities for residents and habitat for wildlife. Farming and orchards continues to be productive and economically viable sources of income for families and the community. Residential and commercial areas have been developed with protected open spaces, preserving the scenery and panoramic views that define the community. Residents and visitors enjoy access to the natural environment via a network of local and county trails connecting neighborhoods to the Ahnapee State Trail and the numerous Local, County, and State parks.

The Town's natural environment provides abundant opportunities for outdoor enthusiasts including hunting, fishing, camping, hiking, canoeing, kayaking, and Nordic skiing, among others. Sevastopol has maintained its cultural traditions and continues to embrace its history through numerous area-wide events.

Agricultural Resources¹

Agriculture is an important component of the Town's landscape. It accounts for about 41% of the total land cover. Included below are some selected highlights from the 2002 Census of Agriculture for Door County:

- ❑ There are 877 farms on 135,128 acres in the County (average farm size is 154 acres). The average farm size is below the State average of 204 acres.
- ❑ The average market value of production per farm is \$45,702, compared to a State average of \$72,906.
- ❑ Countywide crop sales account for \$15,183,000 of total value, while livestock, poultry and their products account for \$24,898,000 of total value.
- ❑ There are 22,488 head of cattle and calves, 887 horses and ponies, 714 sheep and lambs, and 423 hogs and pigs on farms in the County.
- ❑ Door County ranks as the 8th highest County in the State for value of fruits, tree nuts, and berries sold at \$3,495,000.
- ❑ The County also ranks 8th in all wheat for grain production (8,121 acres) as well as 7th in all vegetables harvested (9,521 acres).
- ❑ Top crop items by acre for the County include: forage-land used for all hay and haylage, grass silage, and greenchop (27,799), corn for grain (12,864), all vegetables harvested (9,521), soybeans (8,734, and wheat for grain (8,121).



Hay field, Town of Sevastopol, WI

These statistics demonstrate that agriculture is a necessary component of the Door County economy. Protecting farmland is critical to the future of the community. It is a valuable and nonrenewable resource; once land is built over with homes and commercial development, it is permanently taken out of production. Additionally, agricultural lands provide a significant amount of revenue to the area, while requiring very few services. As development pressures increase in the Town, so does the potential for negative impacts on agriculture:

- ❑ Non-farm residents can increase the chance of nuisance complaints;
- ❑ Commuters must share roads with slow moving farm equipment;

¹ SOURCE: The 2002 Door County Census of Agricultural was used for this section.

- ❑ Neighbors of farming operations may be subjected to manure spreading, night operations, and pesticide applications.

If the trend of rural residential development is to continue, steps need to be taken to ensure that it does not continue to consume prime farmland. The development needs to be directed toward areas where its impact on agriculture is minimized. One way of addressing that is to map prime agricultural soils in Door County. The relationship between soils and agriculture is critical. Development should be directed to areas of the Town with soils not well suited for agriculture.

Productive farm soils are illustrated on the *Prime Farmland* map. Prime farmlands (productive agricultural areas) are determined by soil types that are capable of producing high yields of crops under a high level of management. Productive soils are considered to be those that are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The United States Department of Agriculture Soil Conservation Service considers a “high level of management” to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques. Productive agricultural soils are found across Sevastopol with the exception of the wetland areas following the Lake Michigan shoreline. While farming is encouraged across the Town, a variety of factors combine to make Sevastopol a likely target for future non-farm development. These factors include:



Farm in the Town of Sevastopol

- ❑ The attractiveness of Door County;
- ❑ The desire for rural residential development;
- ❑ The increasing average age of local farm operators combined with fewer young people interested in farming leading to sale of farmland for development; and,
- ❑ Strong demand for rural property from residents of the Fox Cities, Milwaukee, Chicago, and across the nation.

A variety of tools are available to local governments and farmers to preserve prime agricultural lands. These include Wisconsin’s Farmland Preservation Program, various Natural Resource Conservation Service programs, and the purchase or transfer of development rights through groups like the Northeast Wisconsin Land Trust, among others. Successful farmland preservation efforts are dependant upon the support of local farmers and their ability to pursue new markets to sustain operations over time. More information about various strategies and programs to sustain farming in Sevastopol are provided later in this chapter.

- **PRIME FARMLAND**



Natural Resources and Environmental Concerns

The natural environment is a critical ingredient in Sevastopol's "quality of life" and provides a strong sense of place and community pride. A direct correlation exists between the presence and amount of open space and the positive feelings people have about their community. Natural features such as woodlands, wetlands, grasslands, and surface waters provide important wildlife habitat and recreational opportunities for residents. They improve the visual appeal of the Town and function as development buffers, both within Sevastopol and between the Town and neighboring communities.

In many respects, the natural landscape also determines where development can and cannot happen. For example, topography limits the type and density of development that can occur. Zoning, of course, directly controls the permitted density. Certain soils types have limitations that restrict development opportunities while shallow soils limit agricultural production. Construction activities within wetlands and floodplains are regulated by local, State, and Federal agencies.

Woodlands and grasslands, however, are afforded little State or Federal protection. They, along with agricultural lands, tend to experience the greatest amount of development pressure and, therefore, require a greater level of local protection...at least for those communities intent upon preserving them. Based on resident input provided at the Kick-Off and Vision Meetings, preservation of natural resources (i.e. wetlands, surface and groundwater, woodlands, Niagara Escarpment) is an important priority in Sevastopol. Local residents value the benefits provided by a healthy and diverse natural environment.

This section of the chapter provides an assessment of the different natural resources in Sevastopol. The information is graphically represented on a *Natural Features* map. This information serves as the basis for a land suitability analysis used to determine appropriate (i.e. environmentally sustainable) areas for development on *Future Land Use* map

GEOLOGY AND TOPOGRAPHY

Sevastopol, like most of Wisconsin, owes its unique landscape to the cumulative effects of past ice ages. More than 95% of Wisconsin's natural lakes and many of its major rivers were formed during the last glacial recession. The Wisconsin Glacial stage began approximately 65,000 years ago. The ice that covered most of Wisconsin was up to one mile thick and extended in five sections (i.e. lobes): the Superior, Chippewa, Wisconsin Valley, Green Bay, and Lake Michigan. The Green Bay lobe extended along the eastern part of the State carving out Door County, the Fox River, and Lake Winnebago and reaching as far south as Madison. As these lobes receded, they left glacial lakes in their path. The last glacier in Wisconsin began receding about 11,000 years ago.

After the recession of the glaciers, Sevastopol was left with its current topography. Topography is a general term for the rise, fall, and general contour of the land. Topographic features include hills, valleys, ridges and plains.

Topography is important because it influences drainage patterns and, to a large degree, the type and intensity of land use. For example, some lands are so steeply sloped that they are only suitable for open space preservation or very low-density residential development. The topography in the Town of Sevastopol is characterized by rolling hills, plain meadows, woodlands, forested wetlands, and the



Escarpment outcropping in Door County

significant bodies of water surrounding the Town including Lake Michigan, Clark Lake, Sturgeon Bay, and Green Bay.

NIAGARA ESCARPMENT²

The Niagara escarpment is a Silurian age dolomitic limestone formation. The escarpment was formed by unequal erosion that took place over millions of years. Neighboring rock types were worn away at different rates by weathering and streams that quickened the process. The softer rock was worn away faster, leaving behind the pronounced cliff, or escarpment, we see today.

The escarpment begins east of Rochester, New York, and runs west to the Niagara River where it forms the deep gorge and waterfalls between Lewiston, NY and Queenston, Ontario for which it is named. The exposed portion of the escarpment then follows and arc northwest to southwest, ultimately running through the Door Peninsula and terminating near the Wisconsin Illinois border northwest of Chicago (refer to the map).

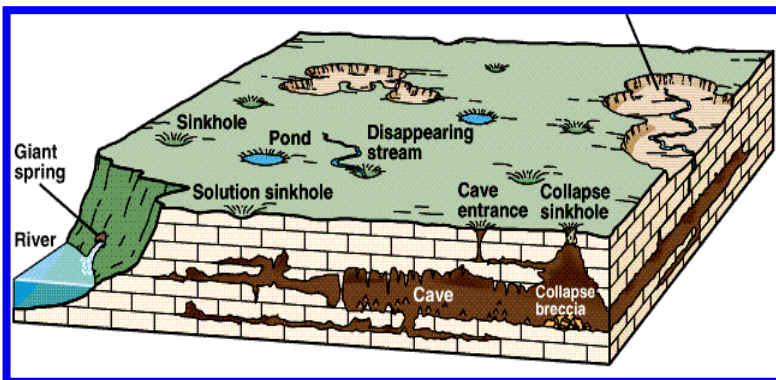
KARST TOPOGRAPHY³

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



Niagara Escarpment

The most significant issues associated with this type of topography for Door County are farming and water quality problems. In many portions of Wisconsin, a combination of remnant glacial till and clays overlies the bedrock. The till and clays hold rainwater in the soils, providing a relatively steady water supply for crops. The fractured bedrock associated with Karst topography and the lack of till and clays result in rainwater draining through much faster leaving even fertile soils that receive adequate rainfall looking parched between rainfall events.



Various Karst topography features.
SOURCE: Columbia University



Karst sinkhole in Winter Park, Florida, 1981.
SOURCE: Columbia University

² SOURCE: Wikipedia
³ SOURCE: Wikipedia

LAKES, RIVERS, STREAMS AND WATERSHED DRAINAGE AREAS

Surface water resources are extremely valuable assets to a community because of their potential environmental and economic benefits. Water-based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential uses near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, petroleum-based substances and salts from local road runoff.



Significant water resources in the Town of Sevastopol include Lily Bay and Geisel Creeks, Dunes, Schwartz, Arbter and Clark Lakes, Lake Michigan, Sturgeon Bay, and Green Bay.

Lily Bay Creek is a perennial stream. It runs 1.6 miles, flowing from the north-central part of Town southeast to the Town border emptying into Lily Bay. Geisel Creek is another perennial stream. It begins west of Leist Road just south of the Town border and also flows southeast to Lake Michigan. Wetlands border the creeks in many places.

Dunes, Schwartz, and Arbter Lakes are small lakes residing in the wetland area on the far-east side of Town. Arbter Lake is sixteen acres, with a maximum depth of 2 feet; Dunes Lake is eighty acres, with a maximum depth of 1 foot; and Schwartz Lake is thirty acres, with a maximum depth of 4 feet. Clark Lake is more significant in size and depth, covering 868 acres with a maximum depth of twenty-five feet and an average depth of 7 feet. The lake straddles the Towns of Sevastopol and Jacksonport just west of Cave Point and Whitefish Dunes Parks.

Sevastopol is located in the Upper Door County Watershed. This watershed is part of the Lake Michigan Basin, which is a part of the Great Lakes Region (the largest watershed classification). The watershed drains the entire northern portion of the Door County peninsula, which amounts to roughly 183,692 acres of land. The watershed falls on the eastern side of the sub-continental divide, meaning water in the Town that doesn't evaporate or infiltrate to ground water reserves eventually flows to the Atlantic Ocean. Waters to the west of the divide flow to the Mississippi River and into the Gulf of Mexico. Water that results from precipitation or snow melt will eventually do one of three things: evaporate, infiltrate, or run off. Evaporated water re-enters the atmosphere to condense and fall again as precipitation at a later time. Infiltrated water soaks through the topsoil and subsurface layers and will recharge groundwater reserves or flow through to the nearest surface water such as a stream or lake. The greatest percentage of water re-

What is your watershed address?

Subwatershed – A land area, bounded by ridges or similar topographic features, encompassing only part of a watershed.

Watershed – An area of land draining water, organic matter, dissolved nutrients, and sediments into a lake or stream. The topographic boundary, usually a height of land, that marks the dividing line from which surface streams flow in two different directions.

Basin – A depressed area having no, or very limited, outlets for surface waters. Basins can vary in size from small rural ponds to the Great Lakes Basin.

Region – The largest watershed classification below the level of ocean. Comprised of one or more basins.

If you live in Sevastopol, your watershed address is within the Upper Door County watershed...within the Lake Michigan Basin...and within the Great Lakes Region.

entering the aquatic system does so through runoff. Runoff includes precipitation and snowmelt flowing over the land, from the highest point to the lowest, until it reaches a receiving body such as a wetland, lake, or stream. When rain falls or snow melts in Sevastopol it eventually enters the Atlantic Ocean via Lakes Michigan, Huron, Erie, and Ontario, and the St. Lawrence River.

SHORELINES

The natural qualities of Sevastopol's water resources are important for environmental, economic, and cultural reasons. These resources provide habitat for fish and wildlife, natural beauty and serenity, and opportunities for outdoor recreation.

Shorelines are often thought of as a boundary between the land and water, but they also serve as a transition area providing unique habitat and within which the health of land and water ecosystems can be positively or negatively affected. Shoreland vegetation traps and filters sediment and debris from rainfall and snow melt.



Clark Lake Shoreline

Shorelines, wetlands, and floodplains in Sevastopol are protected and regulated by the WDNR and Door County. Shoreland zoning regulations are enforced by Door County and are designed for efficient use, conservation, development, and protection of water resources. They are intended to:

- ❑ Prevent soil erosion;
- ❑ Control cutting of vegetation;
- ❑ Protect the scenic beauty of the County; and,
- ❑ Reduce the flow of sediment, nutrients, and pollution from the shore to the surface waters.

WETLANDS

Wetlands store flood waters and filter water from precipitation before it enters lakes and streams. Some wetlands also recharge local groundwater aquifers. By slowing water movement, wetlands reduce the likelihood that heavy rainfall or spring snowmelt will cause erosion and flooding. Wetlands retain eroded soil and hold nutrients that would otherwise promote excessive weed growth and algae blooms in lakes and streams. These nutrients, when held in the wetlands, produce a heavy growth of vegetation that provides nesting sites, food, and cover for waterfowl, small mammals, and many other types of wildlife. Wetlands also provide recreational opportunities for humans, such as wildlife observation, hiking, hunting, etc.

Because wetlands provide many benefits to the environment, there are several municipal, State, and Federal regulations to protect wetland areas. The basic concept associated with these laws is that wetland areas on one's property cannot be disturbed without a permit.

In the Town of Sevastopol, wetlands are found predominantly scattered in the southern portion of the Town and represent a majority of the area in the far eastern part of Sevastopol.

There are three main levels of jurisdiction (often overlapping) concerning wetlands in Door County. These are: the United States Army Corps of Engineers (Federal); the Wisconsin Department of Natural Resources (State); and the municipal zoning agencies (Door County).

Federal: The Federal Clean Water Act (CWA) regulates the discharge of dredge and fill material into "waters of the United States", including wetlands adjacent to, or with a hydrologic connection to, "navigable waters". In the most general of terms, however, Federal law requires permits for construction activities in wetlands associated with lakes, rivers, and streams that have enough flowing water to float a canoe. Discharges of dredged and fill material into isolated wetlands are not regulated under the CWA because these types of wetlands fall outside of the definition of "waters of the United States". The State of Wisconsin does, however, regulate construction activities in isolated wetlands.

The St. Paul District of the U.S. Army Corps of Engineers (COE) administers the Federal wetland regulatory permit program in Wisconsin, with oversight by Region 5 of the U.S. Environmental Protection Agency. COE District Engineers handle the review and approval of wetland development proposals in Federally regulated wetlands.

State of Wisconsin: The State of Wisconsin regulates construction activities in *all* wetlands, regardless of wetland type, size, or location. State law requires the review of all wetland development proposals to ensure the proposed activity complies with State water quality standards for wetlands. Wetland development activities authorized by Federal permits must also acquire State approval.

Regional Water Management Specialists (WMS) at the Wisconsin Department of Natural Resources (WDNR) review permit applications on behalf of the State. WMS staff also monitor approved projects for compliance with permit conditions and assist with investigations and enforcement proceedings for unauthorized wetland fill.

Door County: The Door County Planning Department has jurisdiction over wetlands in County zoning plans. Door County regulates wetlands that appear as zoned wetlands on the zoning map, as well as un-zoned wetlands. Zoned wetlands are based on the Wisconsin Wetlands Inventory (WWI) that was completed by the DNR in 1984. The wetlands that are un-zoned are wetlands that do not appear on the WWI maps due to size. The WWI maps are to be used as guidance and are not maps that actually locate wetland boundaries in the field. A professional wetlands delineator can identify wetland boundaries. The *Door County Zoning Ordinance* regulates fill and uses in wetland areas and requires construction to meet setbacks from the wetland boundary.”

FLOODPLAIN

Floodplains are the land which has been or may be covered by flood water during a regional flood. The purposes of floodplain regulations and management are: protect life, health, and property; minimize public expenditures for costly flood control projects; minimize rescue and relief efforts; minimize the occurrence of future flood blight areas; discourage the victimization of unwary land and home buyers; and prevent increases in the regional flood from occurring.

Door County regulates and enforces the *Door County Floodplain Zoning Ordinance*, which makes residents eligible to participate in the National Flood Insurance Program managed by the Federal Emergency Management Agency (FEMA). This program requires all structures which are to be constructed or purchased in designated flood hazard areas, utilizing loans from federally insured banks, to be insured by a flood insurance policy.

The boundaries of the floodplain districts are those areas designated as floodplains or A-Zones on the Flood Insurance Rate Map. In the Town of Sevastopol areas exist along the Bay of Green Bay, Lake Michigan, and many streams that occur throughout the Town."

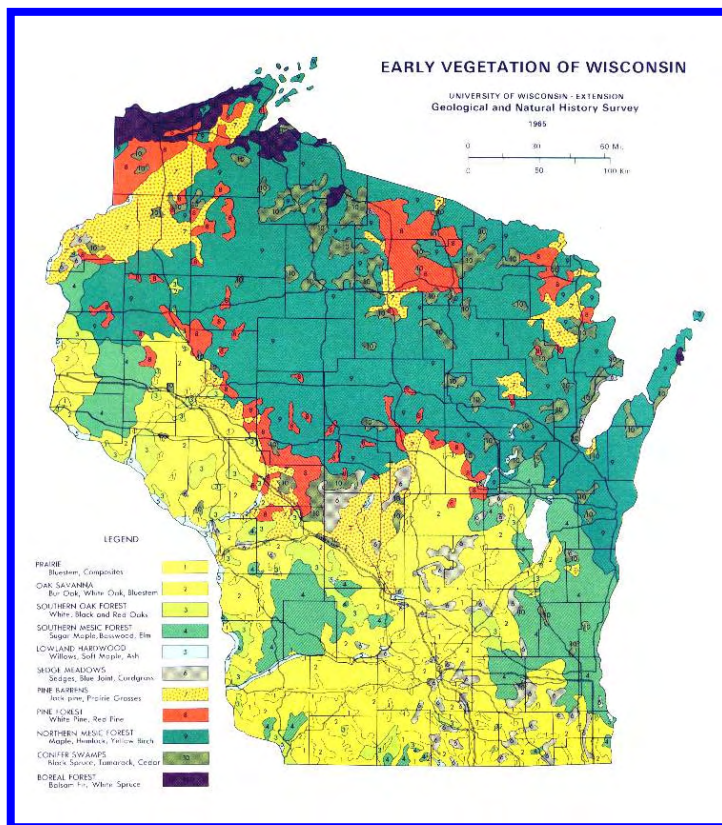
WOODLANDS

The first official cataloguing of vegetation in Wisconsin occurred in the 1800's, when the U.S. General Land Office completed a land survey of the entire State. In the Town of Sevastopol, the native vegetation was composed of a mixture of northern mesic forest (maple, hemlock, yellow birch) and conifer swamp (black spruce, tamarack, cedar). During the last half of the nineteenth century much pre-settlement forestland was cut and cleared for timber and then agriculture. In the 20th century, forest loss was attributed primarily to commercial and residential development.

The *Natural Features* map delineates the location of woodland areas, including wooded wetlands. The WDNR Managed Forest Program is available to landowners who own more

than ten acres of contiguous forestland and are interested in

protecting woodlands. Through the program, landowners agree to manage their forestland for hunting, fishing, wildlife, and recreation purposes in exchange for reduced tax rates on the forest land (currently \$1.46 per acre as of 2006; this is set to be revised in 2008). Under the program, landowners agree to manage their lands under a management Plan for twenty-five or fifty years. Additional information about this program is available on the Internet at <http://www.dnr.state.wi.us/org/land/forestry/ftax/>.



SOURCE: <http://www.uwex.edu/wgnhs/earlylv.htm>

There are also regulations to protect the woodlands of Door County in the current *Door County Zoning Ordinance*. Section 5.07 of the ordinance regulates woodland areas larger than 5 acres and with trees over fifteen feet shading more than 70% of the area. The wooded areas are surveyed via aerial photographs and a field survey if necessary. The amount of wooded area that may be cut is based upon the zoning classification for that area (varying from 20-100%).

WILDLIFE HABITATS

Primary wildlife habitat areas in Sevastopol provide food and cover for deer, raccoons, skunk and other small animals common in the area. Farm fields serve as a food source for deer, sandhill cranes, turkeys, and waterfowl. Farmland is very important to wildlife because it provides travel corridors between waterways, woodlands, wetlands, and other habitat. Farmland also provides the cover and large contiguous open spaces needed by wildlife.

Habitat Fragmentation

A primary threat to wildlife is **fragmentation** -- the breaking up of larger habitat areas into smaller sections. This results from modification or conversion of the landscape due to development or agricultural operations.

Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges -- where 2 dissimilar habitats meet (e.g. grassland and residential subdivisions). Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species.

fragmented due to agricultural operations or development. Wildlife populations isolated in one location, like a stand of trees or a secluded wetland can overpopulate or die out without adequate environmental corridors allowing unimpeded movement.

The functional effectiveness of an environmental corridor depends on the type of species that use it, its size, shape, and its edge effects⁴. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. In suburban environments, corridors often lie along stream and riverbanks. More than 70% of all terrestrial wildlife species use riparian corridors. In farming areas, fencerows provide important habitat links for songbirds and other wildlife. Historically, fencerows were used to mark off ownership of farm fields. Stones and stumps cleared from cultivated areas were laid along property lines or to separate "forty's." During the 1920's the Federal government advocated tree-lined fencerows as a means of reducing topsoil loss. Nation-wide, farmers planted tree fence lines to reduce wind erosion. Over time, these fencerows matured and provided new habitat for plants and animals. As farmland is developed, these important areas for wildlife habitat are lost.

In Sevastopol, the wetland area running along the Lake Michigan shoreline is the primary environmental corridor through the Town. Protection of this corridor is addressed through the shoreland and wetland sections of the *Door County Zoning Ordinance*. The Town can supplement County efforts with effective local zoning and subdivision regulations that protect natural resources through specialty zones and conservation subdivision techniques.

THREATENED AND ENDANGERED SPECIES

There are many threatened and endangered plant and animal species in Door County. Unfortunately, there is not a list or map available specific to Sevastopol. The U.S. Fish and Wildlife Service provide county-level listings of threatened and endangered species. These listings do not precisely identify habitat areas

⁴ Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide.

Environmental Corridors

Environmental corridors connect natural areas and open spaces. They provide physical linkages between fragmented habitat areas and, as such, provide animals and insects a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant species, and clean water all depend upon movement through environmental corridors. Most native species decline when habitat areas are

Environmental Corridors: Nature's Hallways

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

SOURCE: *Environmental Corridors: Lifelines for Living*; University of Illinois Extension; Fact Sheet Series, 2001-013.

within each County so that residents do not visit or otherwise intrude on the habitats of endangered and threatened species intentionally. Threatened species listed for Door County include the Bald Eagle, dwarf Lake Iris and Pitcher's Thistle. The Hine's Emerald Dragonfly and Karner Blue Butterfly are listed as endangered species by the U.S. Fish and Wildlife Service.

The Wisconsin DNR also has County-level maps identifying threatened and endangered species. They are attempting to identify and catalog endangered plant and animal species across the State. For a complete, up-to-date list, refer to: www.dnr.state.wi.us. State and Federal governments have programs and laws in effect to protect threatened and endangered plant and animal species in the Town of Sevastopol and beyond.

EXOTIC AND INVASIVE SPECIES



Zebra Mussel (found in Clark Lake and Lake Michigan)
SOURCE: WDNR

Non-native, or exotic, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc). The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Town of Sevastopol can help combat exotic species by educating residents about non-native species (using the Internet or a Town newsletter as primary tools in this effort) and by encouraging (or even requiring through a *Sevastopol Zoning Ordinance*) residents to use native plants in landscaping. For a complete listing of invasive plants and animals, visit: www.dnr.state.wi.us/invasives/.



Hine's Emerald Dragonfly
SOURCE: Illinois State

METALLIC AND NON-METALLIC MINING RESOURCES

As part of NR 135, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin may adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as gravel pits and rock quarries. If a community decides not to develop its own ordinance, a County may develop an ordinance for the area instead. Likewise, a Regional planning agency may develop ordinances for the Counties within its region. The ordinance must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the mine or quarry.

The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The Door County Soil and Water Conservation Department enforces the relevant ordinances. The reclamation requirements through NR 135 add to the status quo but do not replace or remove any other means of regulation. The requirements neither regulate active mining processes nor have any effect upon local zoning decisions, like those related to the approval of new mine sites.

Under NR135, any landowner of a demonstrated "marketable non-metallic deposit" may register the site for mining. The local zoning authority may object to the application if the zone does not permit non-metallic mining as a use. Registration expires after a ten-year period and may be extended for a single ten-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Otherwise, remediation action is required. Towns rezoning property in a manner consistent with their Comprehensive Plan are not required to permit non-metallic mining operations that are inconsistent with their adopted Plan.



There are 2 active quarry operations in the Town of Sevastopol. Under the *Door County Zoning Ordinance*, non-metallic mining is permitted (with a conditional use permit) in the Exclusive Agricultural, General Agricultural, Countryside, Heartland (3 districts) and Light Industrial districts. In addition to the proper permits, operations are required to submit a site Plan, an operation Plan, a reclamation Plan, proof of insurance, and any other additional information requested by the County. More information is provided in the Issues and Concerns section of this chapter.

AIR QUALITY

Air pollutants can impair human health, harm the environment and cause property damage. The United States Environmental Protection Agency (USEPA) evaluates air quality using health-based criteria (science-based guidelines) as the basis for setting permissible air quality levels. One set of limits (*primary standard*) protects health; another set of limits (*secondary standard*) is intended to prevent environmental and property damage. A geographic area that meets or exceeds the primary standard is called an *attainment area*; areas that don't meet the primary standard are called *non-attainment areas*.

Door County is a non-attainment area. The DNR maintains thirty-five air quality monitoring stations throughout the State. The nearest station to Sevastopol is located in Newport State Park, northeast of Ellison Bay. More information on air quality is available at www.dnr.state.wi.us/org/aw/air/.

There are 2 main contributors to the air quality problem in Door County. First, pollution from Counties to the south (and Illinois and Indiana) drifts northward due to the prevailing wind patterns along the Lake Michigan shoreline. This brings the pollutants from industry, automobiles, and electric utility plants north to the peninsula. The other contributor is emissions from automobiles, trucks, and farm equipment that operate within the County. Although an in-depth air quality analysis has not yet been conducted, it is assumed the greater percentage of Door County's air pollution originates outside the County in the industrial areas of southeast Wisconsin, northeast Illinois, and northwest Indiana.

Providing access to mass transit, encouraging carpooling, and providing a trail system are some of the suggested methods of reducing the amount of air pollution caused by motor vehicles. Moreover, as fuel costs rise, drivers are traveling smarter to conserve fuel. This means fewer trips, more carpooling, and route planning. Likewise, consumer demand for fuel-efficient, environmentally friendly automobiles that generate less pollution has also increased with rising fuel costs.

SOILS

Soils are the physical base for development and agriculture. The maps on the following pages illustrate the different soil types in the Town of Sevastopol and their ability to support development. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil conditions that limit development potential include: slumping (soils gradually but regularly moving down-gradient), compaction, erosion, and

For **additional information** about specific soil characteristics and limitations, contact the Door County Soil and Water Conservation Dept.: (920)-746-2214 or Sanitation Dept.: (920)-746-2308.

high water tables. The occurrence of severe soil limitations does not necessarily mean a site cannot be developed. However, more extensive construction measures may have to be taken to prevent damage to the land or structures.

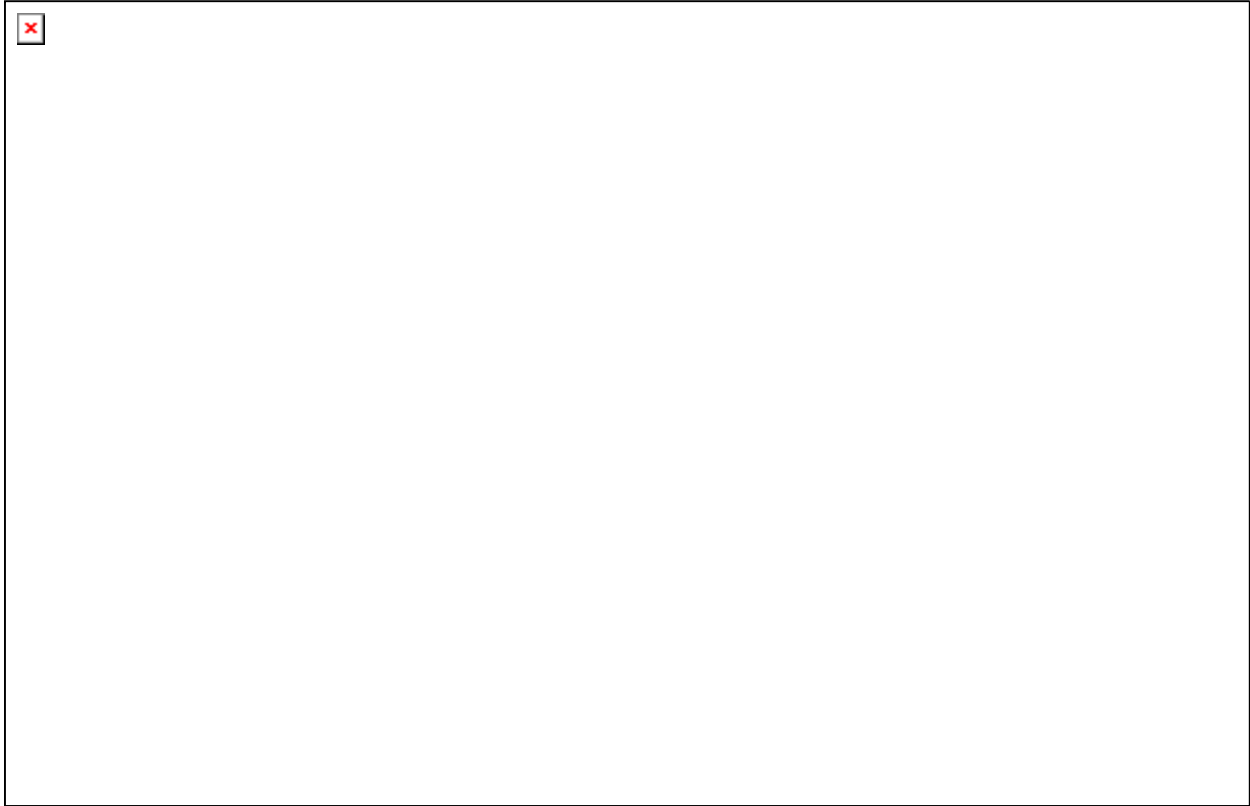
The maps provided on the next several pages are based on the soil data available from Door County. They were developed to identify approximate locations of soil limitations. Specific use of a parcel would depend on further tests of the soils involved.

The *Building Suitability* map illustrates areas within Sevastopol with severe engineering limitations based on the attributes of identified soil types. Soils with “severe risk” from a building suitability standpoint are poorly or somewhat poorly drained and require special engineering to be built upon. Engineering problems due to the soils may include:

- ❑ A high shrink-swell potential (the difference in volume of a given weight of particular soil when dry and when moist);
- ❑ A high water table that can cause problems such as flotation of pipes and frost-heave;
- ❑ The soil may have a low bearing capacity and not be suitable to support the weight of construction; and/or,
- ❑ Bedrock near the surface makes digging basements or location of sewage and water mains difficult.

The *Sanitary Suitability* map is based on assessment of soils with respect to their ability to support traditional on-site individual sanitary systems. The innovative systems profiled in **Chapter 6: Utilities and Community Facilities** may provide an economically- and environmentally-attractive option for certain areas.

SEE SOILS



SEE BUILDING SUITABILTY



SEE SANITARY SUITABILITY



SEE NATURAL FEATURES



Cultural & Historic Resources

Historical and cultural resources, like natural resources, are valuable community assets warranting preservation. Town governments, like other governments in Wisconsin, have the authority to preserve their historical heritage (Wisconsin Statutes §60.64). One of the most effective ways to do so is through a local historic preservation ordinance. A historic preservation ordinance can establish procedures to designate historically and culturally sensitive properties and places and to review projects that have the potential to negatively affect these important places.



Sevastopol's history is documented in **Chapter 1: Introduction**. Physical evidence of Sevastopol's history can be seen in the many historic structures scattered across the Town. The Wisconsin Historical Society has created the *Architecture and History Inventory* (AHI) - an Internet-based search engine that provides architectural and historical information on approximately 120,000 properties in Wisconsin. The AHI has information on buildings, structures, and objects that contribute to Wisconsin's unique history. The AHI documents a wide range of historic properties such as round barns, log houses, cast iron bridges, small Town commercial buildings, and Queen Anne homes, among others. The Wisconsin Historical Society identifies forty-two historical sites in the Town of Sevastopol. The overwhelming majority of structures listed are historic homes. Other structures and uses listed include bars, agricultural complexes, silos, small animal buildings, restaurants, and gas/service stations, among others. The complete list is available on-line at: <http://www.wisconsinhistory.org/>. Two important listings in the AHI are profiled below:

- ❑ **Sevastopol Consolidated School.** The Sevastopol School was constructed in 1924. This collegiate gothic style building was constructed with brick and today houses all grades for the Sevastopol School District.
- ❑ **Robert Laurie House.** This building was constructed in 1870 for one of the brothers from Buffalo for which the Town was originally named. The original wall material for this cube style house was limestone.

Sevastopol is also home to several churches. Below is a listing and brief description for a few of these.

- ❑ **St. John Evangelical Lutheran Church.** Located at 4911 North Brauer Road, St. John is a member of the Wisconsin Evangelical Lutheran Synod (WELS). The WELS is the third largest Lutheran body in America, with over 400,000 members at 1,200 member churches. St. John has roughly 100 members.
- ❑ **St. Peter and Paul Catholic Church.** St. Peter and Paul is located at 4767 E. Dunn Road in Institute.
- ❑ **7th Day Adventist.** The 7th Day Adventist Church is located on Gordon Road.



Current Policies & Programs

This section highlights a few of the primary programs available at this time to protect Sevastopol's natural and farmland areas.

COUNTY NATURAL FEATURE PROTECTION (CHAPTER 5 OF THE *DOOR COUNTY ZONING ORDINANCE*)

Chapter 5 of the County zoning ordinance offers protection to many of the types of natural features that exist within the County. A few of the more notable feature types that are protected include the escarpment, dunes, shoreland, and wetlands. A very brief summary of each of those four items is provided under the following four headings below. For a complete explanation of the protection offered them, refer to the *Door County Zoning Ordinance*. The chapter also addresses drumlins (elongated hills), rockholes, woodlands, and ridges and swale complexes.

ESCARPMENT

This ordinance is meant to preserve the escarpment for its scenic diversity and aesthetic value, as well as avoid the placement of roads near this unstable and steep surface. As a rule of thumb, these areas are determined to be expanses with slopes greater than 20% and associated with the escarpment. Such areas are located using the *Door County Escarpment Protection Areas*. The code specifies the types of activities that are allowed within the escarpment protection areas such as road and driveway construction and clearing and pruning of trees.

DUNES

This section of the ordinance is aimed at protecting the dunes present in the County. Dunes are a result of the interaction of the forces of water and wind acting upon land. Dunes can be found in Sevastopol at Whitefish Dunes State Park. Dunes must be at least twenty feet high in order to be protected under the ordinance. These features are located using the *Sevastopol Natural Features* map.

SHORELAND VEGETATION

Shorelands are offered protection for many reasons. Vegetated shorelines offer scenic and aesthetic value to the area. But more importantly, the vegetation lessens the effects of erosion along the shores. They also control water flowing to the lakes and streams of the County, slowing and filtering the effluent, sediments and nutrients (fertilizers and wastes) draining to the surface waters.

WETLANDS

(See page 7-8 for a more complete discussion of Wetlands control.) Wetlands provide for stormwater retention and offer habitat for various types of fish, wildlife, insects, and plants. Development in these areas may have an adverse effect on water quality, wildlife habitat and stormwater drainage. In addition, it may also result in increased development and maintenance costs to protect structures from the occurrence of flooding and high water, increased flood insurance premiums, extensive site preparation, and additional maintenance and repair of roads. This part of the code regulates all zoning districts in all Towns and requires specified setbacks unless otherwise permitted. The Door County Planning staff determines wetland boundaries.

The State of Wisconsin requires that every County adopt protecting measures for Shorelands/Wetlands to address the problem associated with development in these 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 not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Ch. 59.97 Wis. Stats. and Wisconsin Administrative Codes NR115.116 and 117, and is established in the *Door County Zoning Ordinance*.

FLOODPLAINS

Under the *Door County Floodplain Ordinance*, no development, unless otherwise permitted, shall occur that will obstruct the flow of water or cause a rise in the regional flood height of 0.01 feet. By regulation development in floodplains, a governmental body is protecting life, health, and property, as well as minimizing costs associated with flooding. Regulated floodplain areas are separated into 3 districts:

- ❑ *The Floodway District (FW)* – this consists of the channel of the river or stream and the area of the floodplain adjacent to the channel that carries regional floodwaters.
- ❑ *The Floodfringe District (FF)* – the portion of the floodplain between the regional flood limits and the floodway.
- ❑ *The General Floodplain District (GFP)* - all areas that have been or may be inundated by flood water during the regional flood. It includes both the floodway and floodfringe districts.

All areas shown to be covered under a regional flood are regulated under this ordinance, as shown on the Official Flood Insurance Rate Map, on file with the Door County Planning Department. The ordinance discusses permitted and prohibited uses, standards for structures within the floodplain, non-conforming uses, and appeals, boundary disputes and variances.

FARMLAND PRESERVATION PLAN / EXCLUSIVE AGRICULTURAL ZONING

Maintaining productive land for agricultural uses has been a long-time goal of Wisconsin. To achieve this goal, the State has enacted several types of legislation that provide monetary incentives to eligible landowners to keep their land in a productive state.

Door County has adopted a Farmland Preservation Plan providing eligible farmers with tax credits through the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Program. The program was started in 1977. All but two Wisconsin Counties (Milwaukee and Menominee) have adopted County preservation Plans that make them eligible for the benefits. Farmers interested in this program may sign up with DATCP. Unfortunately, the Farmland Preservation Program is not working as well as it was intended. Not only has the amount of tax credits been reduced significantly over the last several years, but the paperwork required has also deterred many. As a result, productive farmland is being lost.

DOOR COUNTY AGRICULTURAL PERFORMANCE STANDARDS & ANIMAL WASTE STORAGE ORDINANCE

Since 1987, Door County has had an Agricultural Performance Standards and Animal Waste Storage Ordinance in effect. The Door County Soil and Water Conservation Department is responsible for enforcing the ordinance. Activities regulated under the ordinance include cropped lands, livestock operations, manure handling and storage, and applications of manure, commercial fertilizers and other nutrients to agricultural lands. Requests for variances are made to the Soil and Water Conservation Department before submission to the WDNR. Permits are required prior to the construction, location,

installation, movement, alteration, or use change of animal waste storage facilities and that the most current Natural Resource Conservation Service (NRCS) standards and specifications for these facilities be followed. The Door County Soil and Water Conservation Department is involved in virtually all new and modified waste storage facilities due to their technical expertise. The ordinance also deals with abandonment. Manure and other nutrient land applications are to be regulated by nutrient management Plans.

WISCONSIN POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMITS (WPDES)⁵

Currently, any Concentrated Animal Feeding Operation (CAFO) with over 1,000 animal units, or more than 300 animal units that meet discharge criteria, is required to obtain a Wisconsin Pollution Discharge Elimination System (WPDES) Permit. The DNR is currently making revisions to the rule (MR243), with most of the changes affecting large CAFOs (over 1,000 animal units). This same permit is issued to all municipal and industrial operations in the State of Wisconsin that discharge water or wastewater to surface water, groundwater or land disposal systems. Monitoring requirements of the WPDES CAFO permits include detailed Plan operation, manure management Plan, specifications for all manure storage facilities, and a completed environmental analysis questionnaire. WPDES permits regulate land application, manure storage and runoff management – all of which have the potential to be a discharge to waters of the State.

The WPDES Permit process provides the opportunity for public comment, which may result in changes to the environmental assessment completed by WDNR. The WPDES does not address noise, land value, or traffic. These issues may be regulated by County and local ordinances.

DOOR COUNTY LAND & WATER RESOURCE PLAN

The Door County Land and Water Resource Management plan was prepared by the Door County Soil and Water Conservation Department in 1999 in accordance with Chapter 92.10 Wis. Stats. The plan:

- Serves as a guide for resource management planning and decision making;
- Assesses land and water resource conditions; and,
- Identifies problems and priorities.

Contact the Door County Soil and Water Conservation Department for further details.

DOOR COUNTY PARKS AND OPEN SPACE PLAN⁶



There are currently eighteen parks consisting of nearly 899 acres in Door County. The first parkland was established in 1927 when the newly formed Door County Park Board purchased what is now known as Tornado Memorial. Twelve of the fourteen towns have at least one park. Some of them are well improved, while others are virtually undeveloped. The parks are managed by the Airport and Parks Committee of the Door County Board of Supervisors and maintained by the Door County Parks Department. As of now, 55% of parks and 71% of acreage is located in northern Door County.

⁵ WDNR

⁶ Door County Parks Department: *Door County Parks and Open Space*, 2006.

The Plan includes guidelines for the implementation of its goals as well as guidelines for park development. The document also contains a brief description and needs of the eighteen parks. This Plan is the 7th Plan put together by the County. Previous plans were written in 1964, 1969, 1974, 1979, 1987, 1994, and 2000, in addition to the current Plan which is for the period 2006-2010.

CONSERVATION RESERVE ENHANCEMENT PROGRAM (CREP)⁷

For More Information:

<http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=cep>

CREP is a USDA program that supplements the Conservation Reserve Program. In Wisconsin, 600,000 acres have been taken out of agriculture production to decrease erosion, enhance water quality, and establish wildlife habitat under the initial Conservation Reserve Program (CRP). The goal for the State is to add 100,000 acres with the Enhancement Program. As of December 2005, about 35.9 million acres were involved in the CRP nationwide, averaging about fifty acres per contract.

Under the program, a farmer volunteers to take land out of production for a period of ten to fifteen years and is paid annual rental payments and provided with cost-share assistance to establish long-term, resource-conserving land covers on eligible farmland. The Commodity Credit Corporation (CCC) makes annual rental payments based on the agriculture rental value of the land and it provides cost-share assistance for up to 50% of the participant's costs in establishing approved conservation practices. Participants enroll in CRP contracts for ten to fifteen years.

The CCC administers the program through the Farm Service Agency (FSA) with support from the Natural Resources Conservation Service, Cooperative State Research and Education Extension Service, State forestry agencies, and local Soil and Water Conservation Districts. At the end of the contract period, the farmer can sell the land or put it back into production.

THE RIGHT TO FARM ACT

Wisconsin has a right-to-farm law protecting farmers from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that odor issues develop. Often, the issues relate to manure spreading and storage. Another common farm practice is plowing and harvesting at night, which also creates some concerns for residents living nearby. People who move to rural areas near farmland may not be aware of these and other potential nuisances. As more people move to rural farmland areas conflicts are inevitable. To minimize conflicts, education is strongly recommended. By educating new landowners about potential conflicts, "surprise" nuisances can be avoided. Some communities in the State require that "right to farm" language be include with the deed for all new home sales.

Door County has an Agriculture and Extension Education Committee that can respond to concerns and provide information for rural residents pertaining to farming operations. The Town of Sevastopol may consider establishing a similar committee, which may become particularly important as development pressures mount in the future. The committee could act as a policy enforcement body, ensuring ordinances and standard operating procedures are followed.

⁷ SOURCE: USDA; UWGB.

ATCP 51 - LIVESTOCK SITING RULE⁸

On September 16, 2005, the Wisconsin Department of Agriculture's Board gave final approval of ATCP 51, which establishes standards for the siting of livestock operations. In its approval, the Board added an amendment to have the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) annually review ATCP 51 to see if any modifications are needed.

ATCP 51 implements Wisconsin's Livestock Facility Siting Law (s. 93.90, Stats.). Under this law, local approval of new and expanding livestock operations is not required, but if local approval is required, the local government must grant or deny approval based on this rule. A local government may not consider other siting criteria, or apply any standards that differ from those specified in this rule unless so authorized by the law. This rule applies to new or expanded facilities that house cattle, swine, poultry, sheep or goats.

Under the law, a local government may not deny or prohibit the siting or expansion of a livestock facility of any size unless one of the following applies:

- ❑ The site is located in a non-agricultural zoning district.
- ❑ The site is located in an agricultural zoning district where the livestock facility is prohibited. The zoning prohibition, if any, must be clearly justified on the basis of public health or safety. The law limits exclusionary local zoning based solely on livestock facility size.
- ❑ The proposed livestock facility violates a valid local ordinance adopted under certain State laws related to shoreland zoning, floodplain zoning, and construction site erosion control or stormwater management.
- ❑ The proposed livestock facility violates a State building, electrical or plumbing code for that type of facility.
- ❑ The proposed livestock facility will have 500 or more "animal units" (or will exceed a lower threshold incorporated in a local zoning ordinance prior to July 19, 2003), and the proposed livestock facility violates either 1) the standards in the rule or 2) a stricter local standard by ordinance. Those standards must be based on scientifically defensible findings of fact that clearly show the standards are necessary to protect public health or safety.

What is an Animal Unit?

The natural Resources Conservation Service (NRCS) defines an animal unit as: *one mature cow of approximately 1000 pounds and a calf up to weaning, usually 6 months of age, or their equivalent.* The NRCS has developed standards for measuring animal units for various livestock species. They include:

Type	Animal Units
Fattened Cattle	1.14
Milk Cows	0.74
Breeding Hogs	2.67
Hogs for Slaughter	9.09
Chicken Layers	250.00
Chicken Broilers	455.00
Turkeys for Breeding	50.00
Turkeys for Slaughter	67.00

SOURCE: *Natural Resources Conservation Service, Definition of Animal Units, February 10, 2006.*

Agricultural, Natural & Cultural Resources Issues & Concerns

The following is a description of the major issues and concerns expressed during the planning process.

⁸ Wisconsin Farm Bureau Federation

QUARRY DEVELOPMENT

As previously noted in this chapter, there are 2 active quarries in the Town of Sevastopol. One concern held among Town residents is quarry expansion or the start of new quarries. The *Door County Zoning Ordinance* allows non-metallic mining as a conditional use in several zoning districts (Exclusive Agricultural, General Agricultural, Countryside, Heartland and Light Industrial). Of those districts, Sevastopol contains only Countryside. Generally speaking, the Town of Sevastopol supports its local quarry operations and understands the potential need to expand in the future. Likewise, the Town understands that in challenging economic times, local farmers and larger landowners consider quarry operations as a means to improve their economic situation.

Currently the Town of Sevastopol reviews all zoning applications that require public hearings. The Town will continue to use the *Door County Zoning Ordinance* to ensure that local operations do not have a negative impact on neighboring properties or the rural character of the Town. To do this more effectively, the zoning ordinance could be updated, or the Town could develop a new *Town of Sevastopol Zoning Ordinance* and address:

- ❑ Location and size of quarry operations
- ❑ Hours of operation & blasting periods
- ❑ Reclamation Plans
- ❑ Patterns of land use on the *Future Land Use* map
- ❑ Financial guarantees by bonding, conditioned upon faithful compliance with zoning (including conditional use permit standards) to sufficiently ensure full reclamation of a quarry area
- ❑ Conditional use and blasting permits to be renewed annually

In addition to zoning requirements, applications for rezoning could be updated to stipulate specific submittals for review by the Town of Sevastopol Plan Commission and Town Board. Required information may include:

- | | |
|---|--|
| ❑ Current zoning (for new quarry applications) | ❑ Dust control measures |
| ❑ Total number of acres involved | ❑ Wellhead protection (insurance) |
| ❑ Total number of acres for quarry operation only | ❑ Listing of types of equipment |
| ❑ Total number of yards to be removed (soil type) | ❑ Projected work hours and number of days per week |
| ❑ Estimated number of years to be operated | ❑ Description of how blasting will be monitored and by whom |
| ❑ Boring sample results (independent company may be required) | ❑ Description of contents of blasting records and location of records |
| ❑ Any blasting required (State licensing supervisor) | ❑ Description of how citizen complaints will be handled and by whom |
| ❑ Proposed operating hours for crushing, blasting, washing, hauling, etc. | ❑ Description for groundwater monitoring provisions |
| ❑ Detailed site Plan | ❑ Home and well pre-inspection results (independent company may be required) |
| ❑ DNR delineated wetlands map of area | ❑ A reclamation Plan under the guidelines of NR13 |
| ❑ Dewatering locations | |
| ❑ Traffic pattern and road maintenance proposal | |

In addition to Town approval, landowners wishing to operate a quarry on their property must obtain approval from a few other sources. These include obtaining a conditional use permit from Door

County, developing a reclamation Plan approved by the County, obtaining a WPDES (Wisconsin Pollutant Discharge Elimination System) General Permit from the DNR, and acquiring a well permit from the DNR if a well is necessary.

To ensure that Sevastopol remains attractive for residential development, goals and objectives are included in this Plan for the Town to establish required agreements with local quarry operators to limit nuisances for neighboring properties. These agreements should include annual Town licensing fees that the Town will collect in a fund to be used to maintain roads damaged by quarry traffic. Such a fee would be in addition to the financial assurance required by Door County Ordinance.

For newly proposed quarry operations or expansions of existing operations, the Town of Sevastopol should pursue updates to the zoning ordinance to require development agreements with local operators. At a minimum, these agreements must:

- ❑ Include provisions for requiring local quarry operators to submit annual written reports discussing the status of their quarry site, significant changes in mineral extraction operations, and activities anticipated during the next year. This report should also document blasting activities for the year of the report and log all complaints received, and include the results of annual groundwater monitoring efforts.
- ❑ Require a detailed site Plan submittal to the Town to define the existing *and proposed* limits of any quarry operation.
- ❑ Require landscape berms to be installed at mutually agreed upon locations to screen quarry operations for roadways and nearby residential development.
- ❑ Require that quarry access to County and Town roads be paved as needed so as to prevent the overflow and tracking of materials on Town and County roadways.
- ❑ Define blasting times and restrictions related to ground vibration, air blasting, fly rock.
- ❑ Stipulate requirements for the safe storage of explosives in accordance with COMM 7 of the Wisconsin Administrator Code and annually submit to the Sturgeon Bay Fire Department a copy of its explosives storage permit.
- ❑ Require quarry operators to maintain a call list to notify residents in the vicinity of the quarry of imminent blasting activities. The calls will be on a request basis only and a single telephone call will be satisfactory.
- ❑ Require quarry operators to comply with all applicable noise regulations.
- ❑ Require quarry operators to pay an annual licensing fee, the profits from which will be used to offset Town road maintenance and safety costs.
- ❑ Require quarry operators to maintain liability insurance policy that includes provisions for addressing well problems for adjoining property owners.
- ❑ Require quarry operators to provide a groundwater-monitoring program, including the use of monitoring wells at the perimeter of the quarry site to monitor the impact of mining operation on groundwater levels and quality.
- ❑ The Town of Sevastopol reserves the right to have authorized personnel conduct on-site inspections as needed per conditional use agreement.

In the future, local quarry operators will make expansion decisions depending on availability of the resource and local demand. The Town will consider all expansion requests, in accordance with all local, County, and State requirements.

MAINTAIN RURAL CHARACTER

What is “*rural character*”? For every Town the answer may be somewhat different. In the Town of Sevastopol, rural character means a blend of:

- Farm fields, barns, silos and crops
- Open space
- Rustic Town roads
- Clark Lake
- Lily Bay Creek
- Abundant wildlife
- Rolling topography
- Whitefish Dunes and Cave Point

Residents are concerned about their ability to retain rural character in the community. The rapid growth and development seen in similar areas across the country (Cape Cod, Santa Barbara) are of concern to Sevastopol residents, as is the increased development in the northern part of the peninsula. They do not want to see their rural character sacrificed to make way for subdivision development and vacation resorts. The woodlands, wetlands, and open spaces provide valued recreational opportunities.

One way to protect valued natural resources and accommodate development is with conservation subdivision design. Under this method, the same number of housing units may be constructed as with conventional development while preserving 50% or more of the building site. Conservation subdivision design is discussed more in **Chapter 4: Housing**.

Another opportunity to consider is the development of an overlay zoning district to offer extra protection to valued natural resources that might not otherwise be protected. For instance, existing County and State regulations protect wetlands, floodplains and shorelands. However, woodlands, grasslands, prairie areas, scenic views and hilltops are not protected. A Critical Areas Overlay Zoning District would allow the Town to protect those important community assets not otherwise protected by Federal, State, or County regulations. This would have to be adopted and enforced by the County as a part of the *Door County Zoning Ordinance*⁹.

LONG TERM SUSTAINABILITY OF FARMING IN SEVASTOPOL

Generally speaking, a depressed farm economy and growing pressure from non-farm development has led to increasing conflicts over the use of agricultural land. Central to these conflicts is the demand for rural housing and recreational land development, which has accelerated the rate of farmland conversion to non-farm uses. In fact, non-farm growth pressures led to Wisconsin passing the Comprehensive Planning Law in 1999 to encourage communities to write and use Comprehensive Plans to guide land uses decisions.

Door County, paradoxically, has seemingly dodged this bullet for the time being. Between 1997 and 2002, the number of farms in Door County actually increased from 861 to 877 farms. There was some land lost over this period, as farm acreage decreased by 1% from 136,149 to 135,128 acres¹⁰. These figures make evident the importance of farming to the County, but questions remain about the long-term stability of farm uses.

At several points in the Sevastopol planning process, residents expressed their desire to see farmland remain an important part of the landscape over the next twenty years. At the same time, local farmers

⁹ Model Based on Town of Empire, Fond du Lac County, Wisconsin Zoning Ordinance developed by the East Central Wisconsin Regional Plan Commission, 1999.

¹⁰ Door County 2002 Census of Agriculture

and others expressed their concern about the long-term sustainability of farming. As many local farmers age, they choose to sell their land or simply stop their farming activities. Unfortunately, there are relatively few young people that are becoming farmers in today’s economy. Instead, young people seek jobs with vacations, 401K, and other benefits farming cannot provide. As a result, when local farmers retire, they cannot find young farmers to purchase additional farmland. Often, faced with a need for retirement income, local farmers seem to have no choice but to sell their property for development.

This section highlights some options available to local farmers who are intent on preserving their farmland.

Land Trusts and Conservation Easements

Land trusts provide an option to landowners seeking to protect natural areas and farmland. Land trusts offer landowners advice on preservation strategies that best meet the landowner’s conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish *conservation easements* (see box). Residents are encouraged to talk with local land trusts about what options are available to protect local farmland.

Local Land Trusts

Door County Land Trust:
Ephraim
(920) 839-9990

The Ridges Sanctuary, Inc.:
Bailey’s Harbor
(920) 839-2802

Specialty Farming

Specialty or niche farming provides an alternative to conventional agricultural farming, particularly for smaller farmers attempting to compete with larger agricultural operations. Sevastopol’s location and highway access provide an opportunity to market directly to Sturgeon Bay and people as they drive north and south through the County. Many specialty farming activities already take place in Sevastopol. Below is a list of various marketable specialty agricultural products and other activities:

- ❑ Organic milk and cheese from local dairy operations
- ❑ Organic vegetables and produce (sold locally at a seasonal farmers market in Sturgeon Bay)
- ❑ Aquaculture products
- ❑ Pumpkin patches, berry farms, and orchards that allow visitors to pick their own produce
- ❑ Walnuts, maple syrup, and pine trees (for landscaping or holidays) from local tree farms
- ❑ Flowers from local greenhouses
- ❑ Horse farms (offering boarding and potential trail access)
- ❑ Raising of buffalo, llama, alpaca, ostrich, and other non-traditional farm animals

What is a Conservation Easement?

A conservation easement is a **voluntary legal agreement** between a landowner and a land trust or government agency that limits present and future development of a parcel.

Under a conservation easement, the **landowner retains ownership** of the land (within the terms of the easement –i.e. only for farmland or natural space, not for development) and the land trust takes the responsibility for protecting the land’s conservation values.

Donated conservation easements that meet federal tax code requirements can provide significant **tax advantages** to landowners because their land will be taxed as undevelopable land, which is a much lower rate than developable land. Qualified easements may also generate charitable contribution dedications for income and transfer tax purposes.

Organic farming is a particularly attractive specialty farm option given that organic food is a fast-growing industry in the United States. Products that once occupied a boutique marketplace niche are

becoming main stream as consumers seek healthier alternatives to conventional farm produce. Organic and specialty farming counter the notion that farms must become very big or be lost to development. They provide a profitable choice for small, family farmers. To support specialty farming the Town may consider forming an Agricultural Committee to coordinate with local farmers, provide education materials through a Town web page and newsletters, and encourage efforts of the Door Agriculture and Extension Education Resource Agent.

Value Added Operations

Traditionally, farmers sell a parcel or 2 as a means to acquire additional cash flow. As an alternative option, value added operations could be established in agricultural areas. These options include:

- ❑ Rural roadside stands to sell locally grown products.
- ❑ Sale or lease of small areas for wind turbines and cellular towers. These users provide rental fees in excess of \$7,000 per year per turbine/tower for farmers, and the area around these uses can continue in farming without any noticeable conflict.

To support value added operations, the Town of Sevastopol could:

- ❑ Establish a location and market a local farmers market in Sevastopol or coordinate with Sturgeon Bay to establish a stand or the Town's own location in Sturgeon Bay.
- ❑ Support the establishment of a Town Agricultural Committee to coordinate roadside stand sales and develop a brochure/Internet marketing tool/map to direct customers to local offerings.



Cellular Tower located in Sevastopol.

Conservation-Based Development Approaches¹¹

If a landowner decides that the sale of their farmland for development is their best decision, conservation subdivision development approaches provide an option that can be used to simultaneously accommodate new development and protect farmland. Using this approach, the finest farm soils should be identified on a site for preservation. For more information on conservation subdivisions, see **Chapter 4: Housing**.

Return of Young Workers to Farming

Nationally, just 3.3% of farmers are under the age of 34. The national median age of a farmer is 55. These facts are of great concern to the USDA, as well as local farmers. Fortunately, there is some good news. Gradually, younger workers are seeking a living in farming, particularly on smaller farms using traditional tools and practices¹². Young entrepreneurs are discovering career opportunities in small-scale agricultural production, marketing, distribution and



¹¹ It is important to indicate here that conservation subdivision developments are not necessarily the best means to preserve farmland. To be successful in conserving farmland that can still be actively farmed without major conflicts with nearby residential uses, considerations such as prevailing winds and access need to be evaluated when locating homes and farmland as part of a conservation-based development.

¹² Data supporting this trend comes from a variety of sources including the National Young Farmers Educational Association, Sustainable Agriculture Research (www.sare.org) and the Minnesota Farm Guide (www.minnesotafarmguide.com).

related fields. This change is due to many different factors, including:

- ❑ A growing interest in developing and supporting local food economies. The food we consume in the U.S. travels an average of 1,400 miles from farm to table. Shipping food great distances requires the use of valuable fossil fuel resources and makes our food supply vulnerable to destruction or contamination. Local food economies, in which small farmers and market gardeners grow food for local consumers, are enticing many young entrepreneurs to consider careers in farming.
- ❑ Between 1994 and 2004, the number of farmers markets in the U.S. more than doubled. There are currently more than 3,700 farmers markets nationwide¹³.
- ❑ Strong organic and specialty farm markets are proving very profitable. Certified organic cropland for fruits, vegetables, grains, and other crops more than doubled from 1992 to 1997, and again for most from 1997 to 2003. In 2003, retail sales for organics topped \$10.4 billion¹⁴.
- ❑ A changing work ethic demonstrated by generation “X” who value quality of living over traditional corporate success indicators (i.e. vacation, corner office, significant paycheck).
- ❑ Efforts of the State and Federal government to establish healthcare options for workers in a variety of jobs not otherwise covered by insurance.
- ❑ Federal government establishment of individual retirement account options (i.e. Roth IRA, etc.) that provide viable independent retirement savings options for workers.

To support youth farming initiatives in Sevastopol, the Town could:

- ❑ Establish a local Agriculture Committee to offer area farmers (younger and others) a network for support, insight, and assistance.
- ❑ Encourage efforts of the Wisconsin Farm Bureau and area schools to educate youth about careers in farming.

WATER QUALITY PROTECTION

During the SWOT Exercise (refer to **Chapter 2** for more information), some participants expressed concern over the water quality in Sevastopol. Residents expressed the following concerns:

- ❑ **Impact on water quality from new development¹⁵:** As residential development occurs, the demands placed on the natural environment increase. Every new house, driveway and patio increases impervious surface cover in the Town, thus limiting the places water can go. Normally, rainwater will be absorbed into the soils by trees or other vegetation. When impervious surface is increased, runoff increases. Streams fill more quickly and have a higher tendency for their banks to flood. Steps can be taken to protect water quality in new developments:

What is a Rain Garden?

Rain gardens, otherwise known as bioretention cells, offer a way for individual homeowners as well as businesses to lessen the impact of polluted runoff originating on their properties. This is accomplished by planting a specialized garden known as a rain garden.

These gardens are a method of water infiltration. Rainfall is captured in a garden that features native plantings, where it has the chance to slowly filter into the ground rather than run off into the storm sewer. These gardens are an attractive and simple way to reduce non-point source pollution.

The DNR offers information on how to build a rain garden and provides native plant listings and links to articles.

¹³ USDA

¹⁴ SOURCE: USDA

¹⁵ SOURCE: <http://www.uwsp.edu/cnr/landcenter/pdf/files/EnvironmentalIndicatorFactSheet.pdf>

1. Propose an amendment to the *Door County Zoning Ordinance* to restrict new development or construction activities within all surface water riparian zones;
2. Utilize conservation subdivision techniques to protect sensitive natural features from development;
3. Support pervious pavements for driveways and small parking lots; and
4. Encourage rain gardens to capture stormwater¹⁶.

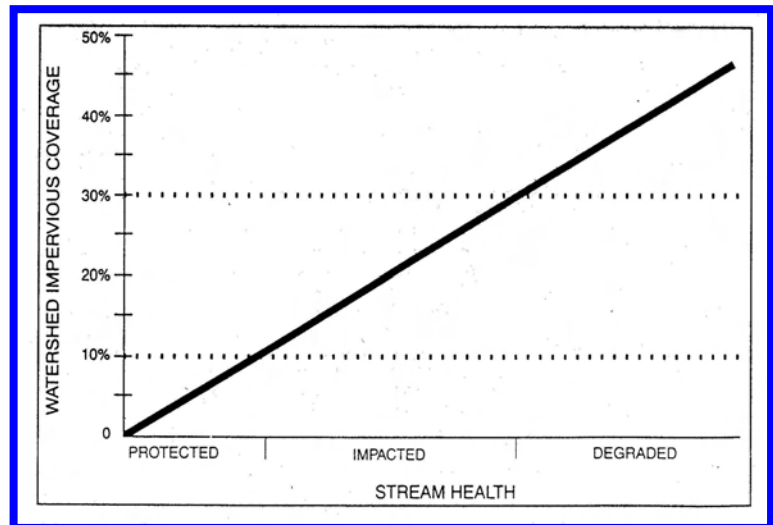
A positive correlation exists between the percentage of impervious surface in a watershed and surface water quality (see graph at bottom right). Stormwater runoff from impervious surfaces such as roads and roofs has an adverse effect on surface waters. As the percentage of impervious surfaces increases in a watershed, lakes and streams experience greater degradation from stormwater runoff. According to the Center for Watershed Protection (CWP) in Ellicott City, Maryland, "More than thirty different scientific studies have documented that stream, lake, and wetland quality declines sharply when impervious cover in upstream watersheds exceeds 10%." In 1999, CWP developed criteria that allowed local governments and watershed organizations to predict the effects upon surface water quality resulting from increases in impervious surfaces within a watershed. CWP classified watersheds into 3 groups, each defined by the percentage of impervious surface within the watershed.



Right: Before and after of a rain garden planted in Madison, WI.

- **Agriculture farming practices:** Livestock facilities located near shoreland areas and wetlands have the potential to create water quality problems. Existing farmers are encouraged to work with DATCP, UW–Extension, WDNR and the Door County Soil and Water Conservation Department to protect groundwater resources.

- **Fertilizers, Herbicides, and Pesticides:** Nitrate, most of it from fertilizers, is the most common chemical contaminant found in Wisconsin groundwater¹⁷. Upwards of 95% of the chemicals applied to residential lawns are washed into storm drains/ditches and then into nearby creeks and streams following rain events. Fertilizers applied during spring



¹⁶ SOURCE: Rain garden information from WDNR.

¹⁷ SOURCE: <http://www.aqua.wisc.edu/waterlibrary/facts.asp>

SOURCE: Tom Schueler, Center for Watershed Protection, 1995.

and summer months contribute to algae blooms and eutrophication of lakes and streams (e.g. the annual “greening” of Lake Winnebago is a result of the over use of commercial and residential fertilizers). Most herbicides, even those that claim to be focused on specific “weeds” or “pests,” kill healthy aquatic and terrestrial organisms and are suspected causal factors in many autoimmune and endocrine illnesses in humans and pets. By reducing or eliminating the amount of pesticides and herbicides applied to lawns, and fertilizing once per year during the month of September, Sevastopol residents can greatly improve water quality and aquatic habitat in local lakes and streams.

Chapter 12: Implementation includes a variety of tools, best management practices, and funding sources to aid in the reduction of groundwater pollution in the Town of Sevastopol.

Coordination with Other Comprehensive Plan Chapters

The development of **Chapter 7: Agricultural, Natural and Cultural Resources** required coordination with all of the required Plan chapters. For example, when considering economic development strategies, the limitations and benefits presented by natural resources (i.e. wetlands, floodplains) are important to consider. Below is a description of the critical issues addressed with respect to the **Chapter 5: Transportation, Chapters 9 and 10: Land Use, Chapter 4: Housing, Chapter 11: Intergovernmental Cooperation**. These chapters are profiled because their coordination with **Chapter 7: Agricultural, Natural and Cultural Resources** is critical to the success of the Plan.

TRANSPORTATION – CHAPTER 5

Chapter 5: Transportation discusses the need to provide trails through the community to expand access to natural areas offer and an alternative means of getting around the Town.

LAND USE – CHAPTERS 9 AND 10

Residents of the Town have clearly indicated that the preservation of natural resources is a priority. As a result, the *Future Land Use* map provides, special consideration o this priority and environmental corridors will be provided. In addition, the goals, objectives and policies in **Chapter 12: Implementation** include provisions to protect floodplains, wetlands, and other natural resources.

HOUSING – CHAPTER 4

Housing, if not carefully located and planned for, can have a severe impact on natural resources and farming operations. Housing development can fragment farming operations and wildlife habitat areas. Additional traffic, people and services associated with housing development can quickly destroy rural character. The Town of Sevastopol would like to encourage development within its boundaries that will preserve contiguous areas of open space and minimize habitat fragmentation. This strategy for housing development is reflected in the *Future Land Use* map. Moreover, **Chapter 4: Housing** and this chapter consider the benefits conservation subdivision development techniques provide for integrating housing development with natural resource areas and farmlands.

INTERGOVERNMENTAL COOPERATION – CHAPTER 11

As is discussed in the Natural Resources and Environmental Concerns portion of this chapter, to protect local natural resources (i.e. wetlands and woodlands etc.), the Town needs to take a direct and

11/11/2008

active role in preservation efforts. To be successful, coordination with the WDNR, Door County, and area landowners is needed.

8.0 ECONOMIC DEVELOPMENT

Table of Contents

Introduction.....	1
Economic Development Vision	1
Labor Force and Economic Base.....	2
Current Business Inventory & Business Environments.....	2
Cost and Benefits of Economic Development.....	3
Local Economic Development Desires	4
Local Visions for Economic Development.....	4
Economic Development Opportunities	4
New Economic Opportunity Study Recommendations	4
Agriculture and Economic Development.....	5
Door County Agriculture: Value and Economic Impact	7
Strategies to Preserve Agriculture	7
Agriculture / Nature Related Tourism	8
Tourism.....	9
Locations for New Business Developments.....	9
Specialty Zoned Areas	9
Brownfield Sites	10
Economic Development Tools, Programs, and Partners.....	11
Capital Improvements Program (CIP)	11
Internet Marketing	11
Tax Increment Financing	11
Northeast Wisconsin Regional Economic Partnership (NEWREP)	12
Door County UW-Extension	12
State Agencies/Programs	13
Rural Business Opportunity Grants	14
Federal Agencies/Programs	14
Economic Development Issues & Concerns	14
Residential Development as Economic Development.....	14
Concentrated Animal Feeding Operations (CAFOs).....	16
Respecting Rural Character	16
Sprawl.....	17
Economic Development and Energy Production.....	18
Providing Affordable Housing.....	18
Coordination with Other Comprehensive Plan Chapters.....	19
Future Land Use – Chapter 9 and 10	19
Transportation – Chapter 5	19
Housing – Chapter 4	19
Utilities & Community Facilities – Chapter 6	19

8.0

ECONOMIC DEVELOPMENT



Introduction

Based on resident comments received during the development of this plan (refer to value statements in **Chapter 1** and SWOT results in **Chapter 2**) economic development is not an overwhelming priority for the Town. Although some participants identified a lack of employment opportunities and economic growth as concerns, these comments were surpassed by those who identified large-scale residential and commercial overdevelopment as threats to the community. Residents were generally cautious about growth, especially commercial development in the STH 42/57 corridors. Sevastopol benefits from its proximity to Sturgeon Bay, and the services, churches, shopping, clinics, and jobs available in that city.



Portion of the Wallgraphic from the Vision Meeting in November 2006.

According to Wisconsin’s Comprehensive Planning Law, the purpose of the Economic Development Chapter is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. This chapter includes:

- ❑ Highlights of the labor force information from **Chapter 3**;
- ❑ An assessment of strengths and weaknesses with respect to attracting and retaining business and industry;
- ❑ A list of organizations (and contact information) providing economic development programs at the county, regional, state and federal levels.

Economic Development Vision

In 2025, Sevastopol remains a rural, agricultural community that supports local businesses catering to residents and tourists. The Town relies primarily on agricultural lands and residential development to support its tax base. Commercial development occurs in harmony with the Town’s natural environment. The City of Sturgeon Bay and other nearby communities support many of the needs of Sevastopol and provide employment for area residents.

Local income related to tourism has grown due to the Town’s scenic character, recreational opportunities, and proximity to Lake Michigan and Green Bay. Visitors and residents enjoy local parks, trails, open spaces, and Sevastopol’s small town atmosphere.

Of the 14 state comprehensive planning goals, those listed below relate specifically to planning for economic development in Sevastopol:

- ❑ Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- ❑ Encouragement of coordination and cooperation among nearby units of government.
- ❑ Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- ❑ Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- ❑ Protection of economically productive areas, including farmland and forests.

Labor Force and Economic Base

The Community Profile Chapter (3) provided a detailed analysis of Sevastopol and Door County's economy and the labor force. Highlights from that chapter include:

- ❑ **Local workers are mobile.** Residents take advantage of highway access to STH 42/57 and their proximity to Sturgeon Bay and Green Bay to commute to employment centers.
- ❑ **Income.** The Town of Sevastopol had the 2nd highest median household income among all Door County towns reported in the 2000 U.S. Census (refer to Table 12). Median household income grew by \$15,039 from 1990-2000 (46.7%). This demonstrates a trend of growing wealth in the community.
- ❑ **Occupational Types.** While the Town of Sevastopol has a very diverse working population including professionals, sales people, construction workers and farmers, the Census reveals that the most popular occupations are in the manufacturing and education, health, and social services fields.
- ❑ **Educational Attainment.** Sevastopol residents have the highest educational attainment rates in comparison to reported results from surrounding communities, Door County, and the State of Wisconsin (refer to Table 13). This indicates high earnings potential among Sevastopol's workforce.

Current Business Inventory and Business Environment

The current inventory of businesses and commercial operations in Sevastopol is small but relatively diverse including local services, tourism-based services, and agriculture-oriented operations. To understand the business environment of a community, it is helpful to classify the local economy. In small towns there are generally five types of economies¹:

1. **Resource-Based Economy.** This type of economy is characterized by geographic isolation, as they are typically far away from larger cities / metro areas and have limited interstate access. These communities often have an aging population base and lack of opportunities for higher education and local employment.
2. **Industrial Economy.** This type of economy is characterized by dependence on yesterday's economic base. Often a community of this type has a single manufacturing or industrial operation that sustains the vast majority of residents.

¹ Randall Gross, Embracing Change in Small Communities, APA National Conference, March 2005.

3. **Metropolitanizing Economy.** These communities are experiencing a high amount of residential development which causes concern about decreasing land supplies, loss of community identity, maintaining small town character, and avoiding becoming a “bedroom community.”
4. **Dependent Economy.** Usually an unincorporated (i.e. township) area outside of the suburban ring of development. The economic vitality of this community depends on the economic success of the larger adjacent/nearby community (i.e. Sturgeon Bay/Green Bay). The primary challenge is handling local residential development pressure.
5. **Lifestyle Economy.** These communities include university towns, small communities with military bases, and tourist destinations. Residents enjoy their small community setting and quality of living, but are concerned about their long-term dependency on a single economic source. In the case of Sevastopol, participants expressed concern about residential development in the form of second homes and time-shares for people who reside outside of the community.

Based on these descriptions, the Town of Sevastopol is best described as a combination of a dependent economy and lifestyle economy. Many residents work in Sturgeon Bay, Green Bay, or other more urbanized areas thus relying on these economies.

Costs and Benefits of Economic Development

The Town of Sevastopol has several positive attributes desirable to potential businesses:

- ❑ A location that has traffic flowing through it from all points south in order to get to the northern part of the county (popular destinations include Egg Harbor, Baileys Harbor, Peninsula State Park, and Washington Island), and vice versa;
- ❑ Close proximity to Sturgeon Bay;
- ❑ Properties with highway frontage on STHs 42 and 57;
- ❑ An attractive and safe community atmosphere that provides for a high quality of living;
- ❑ Quality school district that serves the area;
- ❑ Reasonable tax rates;
- ❑ Access to recreational areas such as parks and water;
- ❑ High educational attainment; and,
- ❑ High-income averages (2nd highest among Door County towns) – suggesting disposable income to support non-essential businesses (i.e. entertainment, restaurants, and specialty shops).

While the Town of Sevastopol enjoys advantages, there are several challenges that must be addressed in attracting new businesses and industry, including:

- ❑ Residents can easily drive to Sturgeon Bay to purchase services and products;
- ❑ Similarly, many residents travel outside of the Town to work and find shopping, dining and entertainment choices in Sturgeon Bay and Green Bay;
- ❑ There is a lack of businesses catering to people’s everyday needs that further entices residents to drive to Sturgeon Bay for shopping.
- ❑ Competition from existing development centers limits the market area for businesses in Sevastopol.
- ❑ Although seasonal residence will likely continue to increase substantially, limited primary, or year-round population growth is projected for Sevastopol (refer to Table 2 in Chapter 3). This projected limited growth will result in the market *base* remaining about the same size over the planning period. This in turn will limit the growth potential of existing businesses and the market demand for additional businesses as most will need a year-round customer base to remain profitable.

- ❑ Opposition to development from Town residents who perceive business uses as a threat to the Town's rural character and quality of living.

Local Economic Development Desires

Each community has a different vision for economic activity. Sevastopol, like many other rural townships, has placed more of an emphasis on offering a quality residential setting, preserving natural resources, and sustaining remaining agricultural operations than expanding business and industry. Ideas and comments collected during the Kick-Off and Vision meetings provided much of the background information necessary to identify future economic development goals in Sevastopol.

LOCAL VISIONS FOR ECONOMIC DEVELOPMENT

Residents made several comments addressing economic development during the SWOT exercise. Some indicated that the lack of businesses and employment, particularly for young people, were weaknesses of the Town. They felt that increasing business development in the future was an opportunity for the Town. Other residents felt that overdevelopment, and the possibility of strip-mall commercialization of the STH 42 and 57 corridors were threats to the character of Sevastopol.

During the visioning session held November 8, 2006, residents refined their ideas and visions for future economic activity in Sevastopol. When asked to describe desired economic activities in 2026, participants repeatedly stressed the need to preserve farming and orchard operations, supported in part by farmer's markets. Respondents noted that any new development that does occur must happen in a manner that is compatible with the environment and does not degrade the natural features of the area. New commercial construction should be guided to areas with existing commercial development and infrastructure. In fact, several comments made by residents suggested that the future of business in Sevastopol would come in the form of home-based business and telecommuting (or working from home via the Internet). There was no support for intense development along the STHs 42 and 57, such as big-box and chain stores.

Economic Development Opportunities

This section highlights some of the economic development opportunities available to Sevastopol. Supporting goals, objectives and policies are provided at the end of the chapter to help Sevastopol capitalize on its most *desired* economic opportunities.

NEW ECONOMIC OPPORTUNITY STUDY RECOMMENDATIONS ²

In October 2004, Northstar Economics, Inc. conducted an economic opportunity study to understand deteriorating employment trends in certain industry sectors within Northeast Wisconsin³. The study was based on the premise that the model for future economic prosperity in the region has changed. In the previous model (Old Economy) the production of goods was based upon proximity to raw materials and limited distribution channels. Labor chased growing businesses. The new model (New Economy) is based on ideas, creativity, and innovation. Now successful businesses chase a scarcity of skilled workers, who are attracted to places with high qualities of life and rich cultural and recreational environments.

² SOURCE: Northeast Wisconsin Economic Opportunity Study Executive Summary, October 2004.

³ Northeast Wisconsin defined as Brown, Calumet, Door, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca and Waushara Counties.

Whereas the Old Economy is based upon a competitive race to the bottom to secure and hold markets, the New Economy is based on knowledge and abundance theory – the concept that collaboration will grow the economy to serve everyone. A skilled workforce is imperative in this new economic model.

The following industry clusters were identified in the *NEW Economic Opportunity Study* as areas that should be expanded and built in the region:

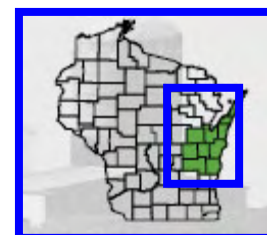
- ❑ Bio-refinery/Paper Products
- ❑ Printing and Publishing
- ❑ Insurance Products
- ❑ Production Technology
- ❑ Nutraceuticals (i.e. vitamins, supplements, bio-products)
- ❑ Machine Tool Design
- ❑ Healthcare
- ❑ Bio-mass/Agriculture/Food Processing
- ❑ Maritime Vessels & Equipment
- ❑ Tourism
- ❑ Specialty Crops
- ❑ Automated Manufacturing Technology
- ❑ Education & Workforce Training Services
- ❑ New Economy Created Products



Palmer Johnson in neighboring Sturgeon Bay is identified as one of the industry clusters to be expanded – Maritime vessels.
SOURCE: Palmer Johnson

AGRICULTURE AND ECONOMIC DEVELOPMENT

A depressed farm economy and growing pressure from nonfarm development has led to increasing conflicts over the use of agricultural lands. Central to this conflict is the demand for rural housing and recreational land, which has resulted in accelerated rates of farmland conversion to nonfarm uses. In fact, nonfarm growth pressures led to Wisconsin passing the Comprehensive Planning Law in 1999 to encourage communities to write and use comprehensive plans to guide land use decisions.

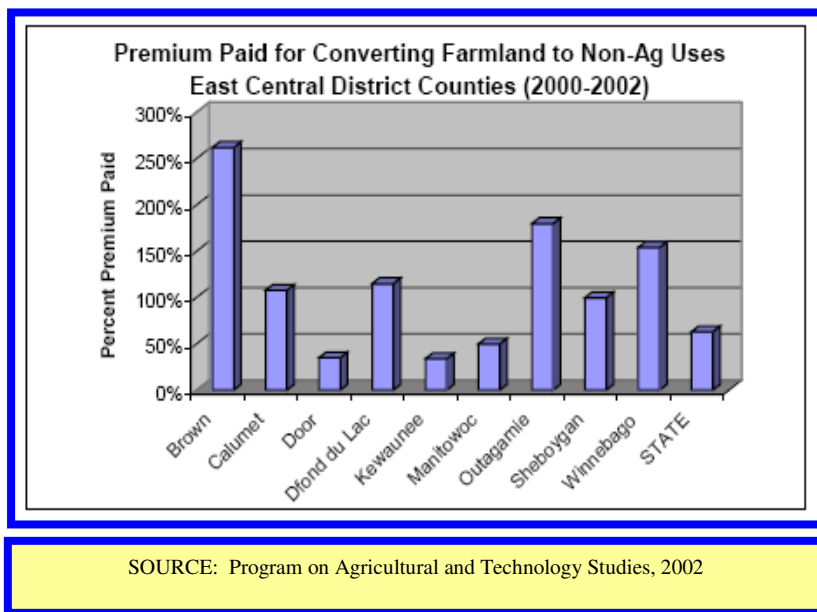


Of the roughly 23,500 agricultural acres that changed hands during the years 2000-2002 in what the Wisconsin Program on Agricultural Technologies identifies as the “East-Central” (otherwise identified as Northeast) portion of the state (Door, Kewaunee, Brown, Outagamie, Winnebago, Calumet, Fond du Lac, Manitowoc, and Sheboygan counties), about 6,364 acres, or 27%, were converted to non-agricultural uses annually. Overall, this resulted in a loss of over 19,000 acres of farmland for this period. However, the amount converted per county varied greatly. In Door and Brown counties, the rate was over 60% of farmland that changed hands, while in Fond du Lac County the rate was 10%⁴.

⁴ Program on Agricultural Technology Studies, *Land Use Factsheet: East Central District 2004*.

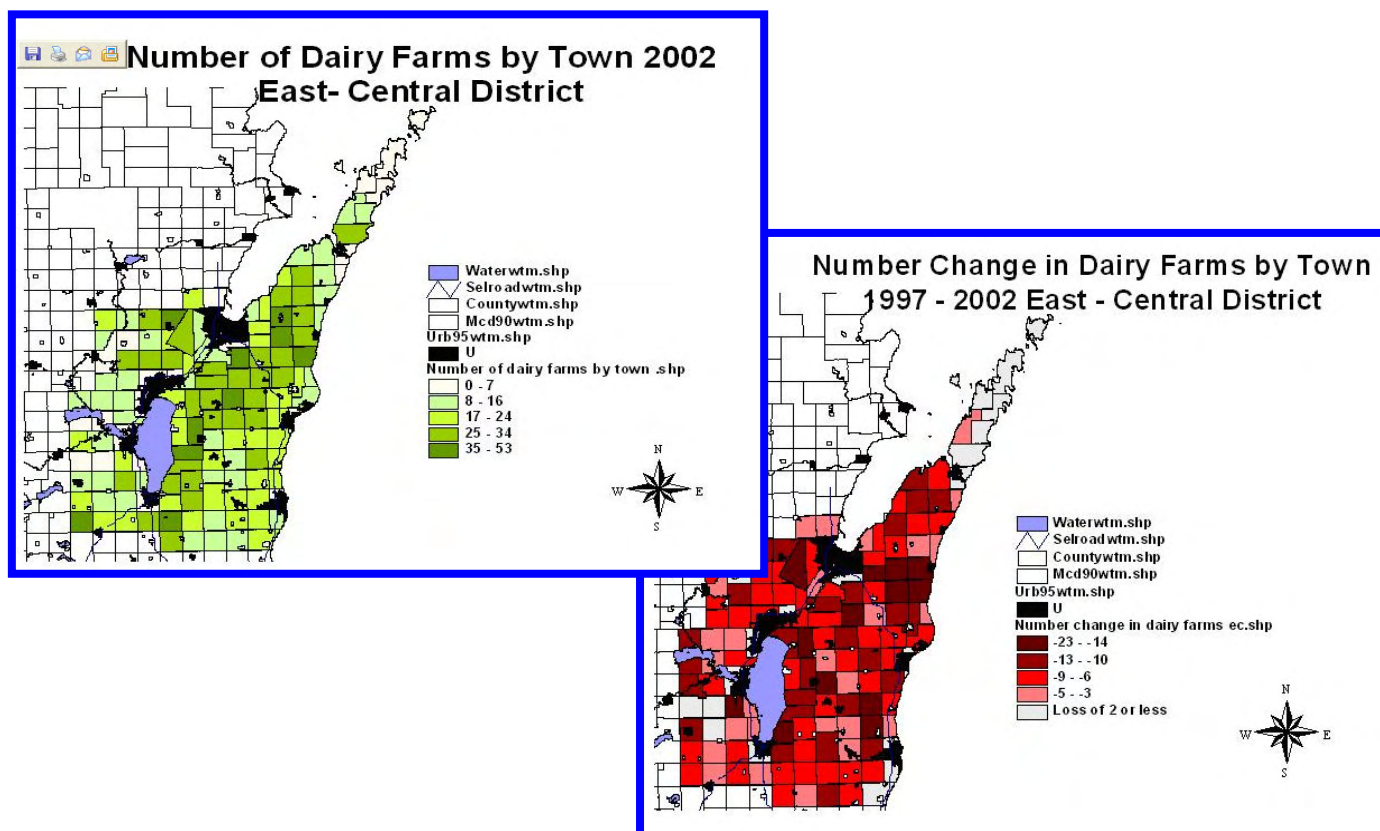
The chart at right shows the premiums paid for converted farmland for communities in the east-Central region. Premium refers to the difference between the assessed value of property under agricultural use compared with the amount paid for the property as the time of its sale.

Although Door County is experiencing the effects of this residential development pressure, the premium paid for converting the land does not correspond to the demand. This may be due to the county's proximity to larger urban areas, employment centers, and the cost of municipal sewer and water. The three counties with the highest premiums (Brown, Outagamie, and Winnebago) include large cities and are home to thriving employment centers. The developments of the incorporated municipalities within these counties also require the installation of sewer and water. Door County, on the other hand, is mostly rural. Aside from Sturgeon Bay there are no larger municipalities. Most, if not all, of the land sold to development does not require sewer or water. These factors all make the land less expensive than land in suburban areas of the aforementioned counties (i.e. Appleton, Oshkosh, Green Bay, etc.).



As was mentioned earlier in this plan, the comments provided by participants at the planning meetings reveal significant support for agriculture and agriculture-related businesses. As local farmers age, they may choose to sell their land to developers or simply stop their farming activities. Unfortunately, there are relatively few young people that are becoming farmers in today's economy. As a result, when local farmers retire they cannot always find young farmers willing to purchase additional farmland. Faced with a need for retirement income and the lack of interested agricultural buyers, local farmers may have no choice but to sell their property for development.

The two images at the top of the following page provide a graphic illustration of the decline in dairy operations in east central Wisconsin.



DOOR COUNTY AGRICULTURE: VALUE AND ECONOMIC IMPACT⁵

Agriculture is an important economic force in Door County. It includes hundreds of family-owned farms, related businesses, and industries that provide equipment, services, and other products farmers need to process, market, and deliver food and fiber to consumers. The production, sales, and processing of Door County’s farm products generates employment, economic activity, income, and tax revenue.

Dairy is the largest of Door County’s agriculture. Door County milk producers and the dairy industry contribute \$119.3 million to the county’s economy. The on-farm production and sale of milk accounts for \$70.2 million in economic activity. The processing of milk into dairy products accounts for another \$49.1 million.

STRATEGIES TO PRESERVE AGRICULTURE

The Agricultural, Natural and Cultural Resources Chapter highlighted several strategies for sustaining agriculture in the Town over the next 20 years and beyond. Given the importance of agriculture to the local economy, this section offers some additional opportunities available to local farmers.

⁵ Excerpted from *Door County Agriculture: Value and Economic Impact*, UW Extension, 2005.

- ❑ **Sell products directly to customers** at a centralized farmer’s market. Choice Orchards farmer’s market at 4594 CTH H in Sturgeon Bay is such a location. Farmers could also sell products at the Choice Orchards Market or establish a separate Sevastopol Community farmer’s market in Sturgeon Bay to serve a larger consumer base. Possible locations for a new farmers market within Sevastopol are identified on the *Future Land Use* map later in this plan.
- ❑ **Develop a historical and/or niche farm tour** to showcase local farm operations, farm products and Century Farms. This tour should be included on the Sevastopol and Door County Visitor’s Bureau web sites as well as in a brochure available from the Visitor’s Bureau.
- ❑ **Participate in seminars and training** hosted by the UW-Extension to learn about tools available to farmers to accommodate development requests (i.e. transfer and purchase of development rights, zoning ordinance tools) and other opportunities (i.e. the sale of farm by-products for energy generation, organic farming opportunities, niche farming opportunities, etc.).
- ❑ **Consider conversion to organic farming.** As of 2002, only 0.5% of Door County’s agriculture was in organic farming. This rate is comparable with the overall Wisconsin average (0.7%) as well as Brown and Outagamie counties (Brown County – 0.6%; Outagamie 0.6%), and significantly higher than Winnebago County at 0.1%. Calumet County farmers have more than triple Door County’s agriculture production in organic farming at 1.6%. Strong organic and specialty farm markets are proving very profitable. Since 1990, the organic food industry has grown 20% or more *each year* and now constitutes an almost \$8 billion industry. An opportunity exists to capitalize on this growing market.



Agri-tourism related uses in Sevastopol.

AGRICULTURE / NATURE RELATED TOURISM

Two potential agricultural tourist markets exist in Sevastopol:

1. **Eco-Tourism.** The Niagara Escarpment, rural / rustic bike routes and state and county parks provide opportunities to bring nature enthusiasts to the area that could spend money in the community at local restaurants, the farmers market, and other businesses. (Refer to the Transportation Chapter for more information on bike / trail route opportunities in Sevastopol.)
2. **Agri-Tourism.** Agricultural uses dominate the landscape in much of Door County. Given the strength of the agricultural economy, opportunities exist to offer tourist activities related to area agriculture, including: farmer-for-a-day experiences, rural bed & breakfasts, roadside stands, horse boarding and trail riding, pick-your-own produce operations, corn mazes, pumpkin patches, wineries, cheese factories etc.

TOURISM⁶

As previously noted in this plan, Door County attracts over 2.1 million visitors to the area annually. Its idyllic setting and amenities it has to offer is a draw not only from the local area or state, but regionally and nationally as well. Attractions include:

- ❑ Over 300 miles of scenic shoreline populated with harbors and coves;
- ❑ Water-based recreation including over 30 public swimming beaches, sailing, fishing, boat rentals, charters, or a relaxing ferry ride to Washington Island;
- ❑ Door County is home to ten lighthouses, 5 state parks, and more than 30 county and local parks that offer hiking, biking, and sightseeing;
- ❑ The area offers 11 golf courses;
- ❑ Hundreds of artists and galleries, music and performing arts, and educational courses for the visual arts, theater and humanities;
- ❑ Open space; despite recent development pressure, 90% of the land mass remains undeveloped;
- ❑ Award winning restaurants, shops, and museums; and,
- ❑ Luxurious hotels and bed and breakfast accommodations.

Although manufacturing and agriculture are still major employers, tourism is the major economic generator in Door County. Research conducted by the Wisconsin Department of Tourism shows that the Door County tourism industry produced direct tourist expenditures of almost \$398 million in 2004. The industry creates thousands of jobs; however, many are low paying. While people with second/vacation homes are in the area for a portion of the year spending money, the remainder of the year their revenue is absent. Transient residents may not get involved in the community or work to strengthen its history and identity. Large amounts of new development will provide tax revenue to the community. Operational costs for town maintenance crews and infrastructure should be considered with new development. Development will likely be on private septic systems therefore not fiscally impacting a municipal sewer/water system. Finally, development will pump tax revenue into the local coffers, but residential development is the costliest of land uses. The construction of expensive homes may also price local residents out of the area.

Locations for New Business Developments

SPECIALTY ZONED AREAS

The Vision Exercise completed in November 2006 revealed that residents are particular about where they want nonresidential development to occur. One way to specifically guide where this growth occurs is through the application of specialty-zoned areas. Currently, the Town of Sevastopol utilizes the *Door County Zoning Ordinance*, which includes several types of commercial zones including:

- ❑ *Commercial Center*: provides centers for commercial and mixed-use development and redevelopment. Permitted uses include a wide variety of retail, service, and office uses and is intended to maintain the vitality of Door County's commercial centers. This zone is intended for the main business districts of *existing* communities.
- ❑ *Mixed-Use Commercial*: this district permits both residential and commercial development and is designed to accommodate areas of Door County with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Normally, this district will be located within or near existing communities, but it is also intended for outlying or smaller nodes of development. In addition, this district can be used as a transition between business centers and strictly residential areas.

⁶ SOURCE: Door County Chamber of Commerce and Visitors Bureau, 2006.

- ❑ *Recreational Commercial:* This district is intended for resort areas, particularly areas where high concentrations of recreational uses are located or are appropriate. These areas are not intended to develop into business districts and, thus, many retail, office, and service uses are restricted or prohibited in favor of recreational uses such as golf courses, ski resorts, multiple occupancy developments, marinas, taverns and restaurants.

BROWNFIELD SITES

Brownfield sites vary in size, location, age, and past use. A brownfield site can be a former corner gas station or an empty manufacturing plant. There are an estimated 10,000 brownfields across Wisconsin. These sites pose a number of problems for communities including:

- ❑ Neighborhood deterioration and community blight;
- ❑ Potential harm to human health and the environment;
- ❑ Reduced tax revenue and economic growth; and,
- ❑ Attraction for vandalism, open dumping and other illegal activity.

The United States Environmental Protection Agency (EPA) defines **brownfield sites** as "With certain legal exclusions and additions, the term 'brownfield site' means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."

The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. The EPA, states, and municipalities believe that choosing brownfield redevelopment over greenfield development yields several benefits for communities and for commerce. Brownfield redevelopment encourages the cleanup of contaminated sites. This is the major goal of most modern environmental regulations. The fewer the number of contaminated sites, the less the cumulative impact to the environment. Another benefit of brownfield redevelopment is that it revitalizes urban areas (many brownfields are centrally located in urban areas). This leads to another perceived benefit -- the minimization of green space development. When brownfields are redeveloped or revitalized in urban areas, less farmland on the urban fringe is developed, maintaining green space and reducing the need for expanding infrastructure and utilities. Finally, when brownfields are redeveloped and new businesses begin operating, these properties return tax base and provide jobs. This is a major financial incentive for communities to develop and encourage programs for brownfield redevelopment.

Interested residents can search for properties in the Town of Sevastopol that have been impacted by environmental contamination (and have been reported) through the WDNR Bureau for Remediation and Redevelopment Internet web site tracking available at: www.dnr.state.wi.us/botw/Welcome.do. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned.

The WDNR database lists thirty properties in the Town of Sevastopol. Seven of these sites are closed since remediation activities were either unnecessary or completed. Three sites were identified as requiring no action. Two of the properties are classified as Historic, meaning spill cleanup may have been completed prior to 1996 and no end date is shown. The remaining 18 properties are identified as Open Sites, meaning they are in the process of cleanup or in need of cleanup. Of the open sites, one is classified as a leaking underground storage tank, or LUST. These tanks have contaminated the soil and or groundwater with petroleum. All of the other open sites are considered Environmental Repair sites (ERPs). These are sites other than LUSTs that have contaminated soil and or groundwater. They may include industrial spills, buried containers with hazardous substances, and closed landfills that have caused contamination⁷.

⁷ SOURCE: WDNR, Remediation and Redevelopment Tracking System, 2006.

Governments at all levels have recognized that brownfield redevelopment is an important issue. Numerous programs have been created to encourage brownfield redevelopment including grants, loans, and tax incentives. In the future, Sevastopol should encourage landowners to pursue the clean up of all brownfield sites. Likewise, Sevastopol will encourage environmentally friendly business development that is properly permitted and regulated to protect the area's natural environment, particularly its groundwater resources. Sevastopol may choose to grant density bonuses or setback waivers as an incentive to re-develop brownfield sites.

Economic Development Tools, Programs, and Partners

CAPITAL IMPROVEMENTS PROGRAM (CIP)

Through a Capital Improvements Program (CIP), communities are able to responsibly plan for future improvements. As is recommended in the Utilities and Community Facilities Chapter, Sevastopol should consider developing a CIP to help plan for community improvements that can support existing local businesses and desirable new business opportunities. A CIP may be used to plan for road maintenance, vehicles, parks and recreation facilities, and Town facility improvements, among others

INTERNET MARKETING

An opportunity exists to use Sevastopol's web site as a marketing tool to advertise desirable economic activities (i.e. home occupations, strong tourism market, recreational opportunities). The web site could include information about available development sites. The web site could also provide information about the development approval process, including printable permit applications, meeting schedules and agendas. This will keep interested individuals abreast of upcoming Plan Commission and Town Board agenda items, including site plans and completed application forms for resident review.

TAX INCREMENT FINANCING

Tax Incremental Financing (TIF) allows communities to undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

In Wisconsin TIF has historically been used exclusively by cities and villages. However, recently the Wisconsin Law was changed to allow Towns to establish TIF districts to promote agricultural and forestry development. Towns are more restricted than cities and villages in the range of activities that may receive TIF benefit. The list of eligible activities for a Town TIF district includes⁸:

How Does a TIF Work?

1. The community defines a TIF district area.
2. Tax assessments for the district are frozen at their current value.
3. The community prepares a plan for the TIF district called a "project plan" to describe costs to be incurred and the anticipated tax revenue to make up for the cost overtime.
4. The community, through its tax-increment finance authority, can acquire land and make capital improvements in the district (i.e. streets, lighting, landscaping, etc.) to make it more desirable to developers.
5. When development occurs, the value of the land in the district increases. This increased value is taxed, but for a period of time while the TIF district is in effect, the additional tax revenues go to the TIF.
6. This additional tax revenue is used to pay off the expenses incurred by the community in land acquisition and installation of capital improvements.

More information about establishing a TIF is available in Wis. Stats. Ch. 66.1105(5)(g).

⁸ At least 75 percent of the area of a TIF in a Town must be used for one of the allowable activities.

- ❑ *Agriculture* - animal and crop production and direct support activities.
- ❑ *Tourism* - camps, RV parks, campgrounds, dairy product stores and public golf courses.
- ❑ *Forestry* - including logging and direct support activities.
- ❑ *Manufacturing* - defined as animal slaughtering and processing, wood product manufacturing, paper manufacturing, or ethyl alcohol manufacturing.
- ❑ *Residential development* - limited to sleeping quarters within a TIF district for employees who work for employers engaged in an eligible TIF project (cannot include hotels, motels or traditional homes).
- ❑ *Retail development* - Related to the sale of products as a result of allowed agriculture, forestry or manufacturing activities.

The boundary of a TIF may be amended one time. A TIF district could potentially be used in Sevastopol to support the establishment of a regional farmers market, parks/trails associated with the Niagara Escarpment, or to support the sawmill industry in the Town. A Town TIF district can remain in existence until the earliest of the following:

- ❑ The Town has received aggregate incomes equal to the total project costs;
- ❑ 11 years after the last expenditure in the original plan is made;
- ❑ The Town Board dissolves the district by resolution (the Town is then liable for all costs); or,
- ❑ The Secretary of Revenue determines the tax increments have been used to pay ineligible costs.

NORTHEAST WISCONSIN REGIONAL ECONOMIC PARTNERSHIP (NEWREP)⁹

NEWREP was established in 2002 by former Governor Scott McCallum as a technology zone. It is one of eight zones created throughout Wisconsin, each of which had \$5 million in income tax credits to provide as incentives to attract high-tech companies to the area and to help existing companies increase productivity. The zones will be in effect through 2012. The current focus of NEWREP, based on the results of the *NEW Economic Opportunity Study* completed in October 2004, is to foster collaboration across all sectors in the region – business, labor, government, education, healthcare – to support the regional economy. Specifically, NEWREP is focused on:

- ❑ Move to a New Economy focused on maintaining and improving quality of life to retain skilled labor;
- ❑ Collaborate toward establishing a regional approach to economic growth;
- ❑ Changing the social and cultural mindset to risk and collaboration for economic development;
- ❑ Change the regional image to reflect the New Economy; and,
- ❑ Promote industry cluster development.

DOOR COUNTY UW-EXTENSION¹⁰



The Door County Office of the University of Wisconsin-Extension offers assistance through the provision of research and educational materials that are valuable to those looking to establish or expand their business and agricultural operation in Sevastopol. The Agricultural Agent provides information on:

- ❑ Farm and financial management;
- ❑ Livestock manure and nutrient management and water quality;
- ❑ Using information systems to make management decisions;
- ❑ Crops and soils;
- ❑ Dairy and livestock production management; and,
- ❑ Lowering production inputs to maintain profitability.

⁹ SOURCE: Northeast Wisconsin Regional Economic Partnership, 2006.

¹⁰ SOURCE: Door County University of Wisconsin-Extension, 2006.

The Community Development Educator works to increase the knowledge and strengthen the ability of citizens, business owners, community leaders, and local officials. The Community Resource Development Office provides information on:

- ❑ Community revitalization.
- ❑ Local government education.
- ❑ Demographic information.
- ❑ Waste management education.
- ❑ Resource management, environmental education and growth management.
- ❑ Small business education.
- ❑ Recreation and tourism.
- ❑ Community economic analysis.
- ❑ Community organizational assistance

In addition to agriculture and community development, the Extension offers information on family living (parenting, health, financial management), horticulture, nutrition education, and 4-H Youth Development.



4-H emblem;
representing head, heart,
hands and health.
SOURCE: Door County
UW-Extension

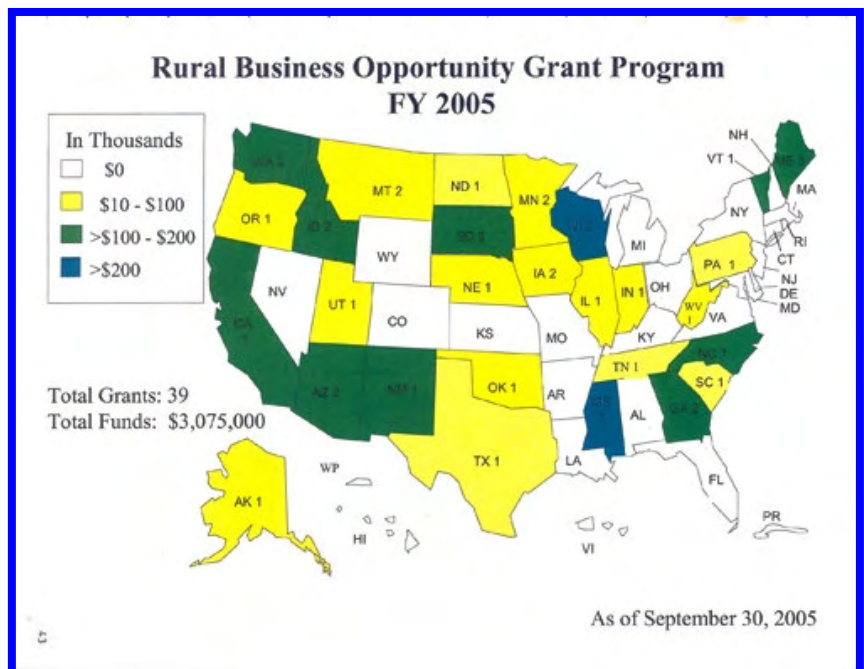
STATE AGENCIES/PROGRAMS

- ❑ Wisconsin Department of Commerce – www.commerce.state.wi.us: This department is the state’s primary agency for delivery of integrated services to businesses.
- ❑ Wisconsin Department of Transportation – www.dot.state.wi.us: The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- ❑ Forward Wisconsin – www.forwardwi.com: Forward Wisconsin markets outside Wisconsin to attract new businesses, jobs, and increase state economic activity.
- ❑ Department of Workforce Development – www.dwd.state.wi.us: This department builds and strengthens Wisconsin’s workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- ❑ Wisconsin Small Business Development Centers – www.uwex.edu/sbdc: These centers help ensure the state’s economic health and stability. They offer formative business education, counseling, and technology training.
- ❑ Wisconsin Youth Apprenticeship Program - <http://uwhelp.wisconsin.edu/admission/requirements/freshman/wisyouthprog.asp>: helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combine academic and technical classroom instruction and on-the-job training from mentors.
- ❑ Dairy 2020 Initiative is a state, business, and education partnership that works to enhance the competitive edge of the Wisconsin dairy industry.
- ❑ Wisconsin Women's Business Initiative Corporation - www.wwbic.com: This statewide economic development organization offers quality business workshops and trainings, one-on-one business assistance, business incubation programs, a variety of micro loan programs and individual development accounts.

RURAL BUSINESS OPPORTUNITY GRANTS¹¹

The Rural Business Grants program has made available \$1.5 million to help promote sustainable economic development in rural communities. The average grant size is expected to be no more than \$50,000. The grants make available money for economic planning, technical assistance for rural businesses, or training for rural entrepreneurs or economic development officials.

Eligible applicants include public bodies, nonprofit corporations, Indian tribes, or cooperatives with members that are primarily rural residents. Applicants must also possess “significant expertise” in the proposed activities as well as financial strength that will ensure the objectives of the proposed grant will be completed. The grant money must result in economic development of a rural area (any area other than a city or town with a population of greater than 50,000 and the urbanized area contiguous and adjacent to such a city or towns). The project must include a method for determining the success/failure of the project and assessing its impact.



FEDERAL AGENCIES/PROGRAMS

- ❑ Department of Agriculture Rural Development Administration – www.rurdev.usda.gov
- ❑ US Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- ❑ US Department of Commerce – www.doc.gov
- ❑ US Department of Transportation – www.dot.gov

Economic Development Issues & Concerns

RESIDENTIAL DEVELOPMENT AS ECONOMIC DEVELOPMENT

To some, residential development is a growing source of taxable income. As such; economic development is often related to residential development. However, to a much greater degree than commercial, industrial and agricultural development, housing requires services to accommodate resident needs. These services include: schools, parks, trails, public safety, roads and associated maintenance (including snowplowing). As a result, residential development is not a long-term strategy to decrease local tax rates. In 2005, Sevastopol tax rates were considerably higher than those of the neighboring townships. By comparison, Sevastopol’s effective tax rate (\$15.11 or \$19.89 per thousand depending on school district)

¹¹ SOURCE: United States Department of Agriculture (USDA), 2006 at: <http://www.rurdev.usda.gov/rbs/busp/rbog.htm>

is higher than the Towns of Egg Harbor (\$8.37 or 11.49 per thousand based on school district), Jacksonport (\$11.61 per thousand), or Sturgeon Bay (10.24 or \$12.59)¹².

A number of community studies have been completed across the country that compare tax revenue generated by different land uses (i.e. commercial, industrial, single-family residential, multi-family residential, etc.) to the services they require. These assessments, known as *cost of community services* (COCS) studies, have demonstrated that single-family residential development routinely increases public costs by a larger amount than it increases tax revenue. Commercial and industrial developments have a far more positive balance relative to tax dollars paid and dollars expended on services.

[Cost of Community Services in Door County](#)¹³

In November 2004, the Door County Environmental Council (DCEC) and the Door County Land Trust (DCLT) co-sponsored a COCS study focused on the Door County Towns of Gibraltar and Nasewaupée. These communities were selected because they represent two common, yet differing types of land use and development in the County. Nasewaupée, in southern Door County, is a predominantly agricultural Town just south of the City of Sturgeon Bay. Gibraltar, in the northeast part of the County, is a thriving residential and commercial Town encompassing the unincorporated community of Fish Creek and abutting Peninsula State Park.

The DCEC / DCLT commissioned Mary Edwards, PhD., Department of Urban and Regional Studies, University of Illinois, Urbana-Champaign, to undertake the study. Dr. Edwards research concluded that, for every tax dollar collected from farms, forests, and preserves in both Gibraltar and Nasewaupée, the towns spent an average of \$0.22 in services per community. For residential development, the study determined a services cost of \$1.06 for every dollar collected in revenue. These findings are consistent with more than 80 similar studies that have been conducted throughout the United States in recent decades.

For additional information on the Gibraltar / Nasewaupée COCS study, visit www.dcec.us and www.doorcountylandtrust.org.

To be certain that residential development does not negatively impact the local tax base over time, it is important to ensure that residential tax dollars cover the costs of needed services. Sevastopol supports the idea that new residential development should pay a fair and proportionate share of its service costs and complete necessary studies to adequately gauge their impact on traffic and schools. To achieve this, impact fees (in accordance with Act 47714) can be used to require that new development pay a fair and equitable share of road improvement and park costs. However, even this is not a permanent solution because impact fees are only collected as long as new development continues to occur. If new development stops or slows significantly, revenue generated from impact fees will decrease or disappear. In this situation, tax money must be used to pay for services.

To make informed land use decisions, the Town must be provided with the full costs and benefits of new development. Just as an Environmental Impact Statement allows for an understanding of the effects of

¹² Coldwell Banker, 2006.

¹³ Much of the information included in this section was excerpted from *The Cost of Community Services in the Towns of Gibraltar and Nasewaupée*, Door County Wisconsin, sponsored by Door County Environmental Council and Door County Land Trust, Mary Edwards, 2004.

¹⁴ Passed May 30, 2006, Act 477 updates impact fee legislation. Counties can no longer collect impact fees, and municipalities can no longer use them for "other transportation uses" (allows roads, not the purchase of vehicles) or "other recreational uses" (allows money for parks, playgrounds, and land for athletic fields, not for improvements of these fields). Fees are to be collected from the builder or property owner within 14 days of the issuance of the building or occupancy permit, must be placed in separate accounts, and must be spent within 7 years or refunded.

building projects on environmental resources, Property Tax Impact Statements help decision-makers to assess the full costs and benefits of new development. Property Tax Impact Statement estimate the additional costs of providing and servicing schools, roads, fire, police, water, sewer and other public services that will be required for each new development. With a Property Tax Impact Statement decision-makers will know up-front what the Town will be paying for and will be able to decide if a development is beneficial or detrimental to Sevastopol from a financial standpoint. These statements may be prepared by a developer, or the Town could possibly contract with an independent analyst, the cost of which would be paid by the developer.

CONCENTRATED ANIMAL FEEDING OPERATIONS (CAFOs)

Concentrated animal feeding operations (CAFOs) are of concern to many residents of Sevastopol. Residents are concerned about odors, groundwater contamination, and the contradiction in scale to traditional family farming operations in Town.

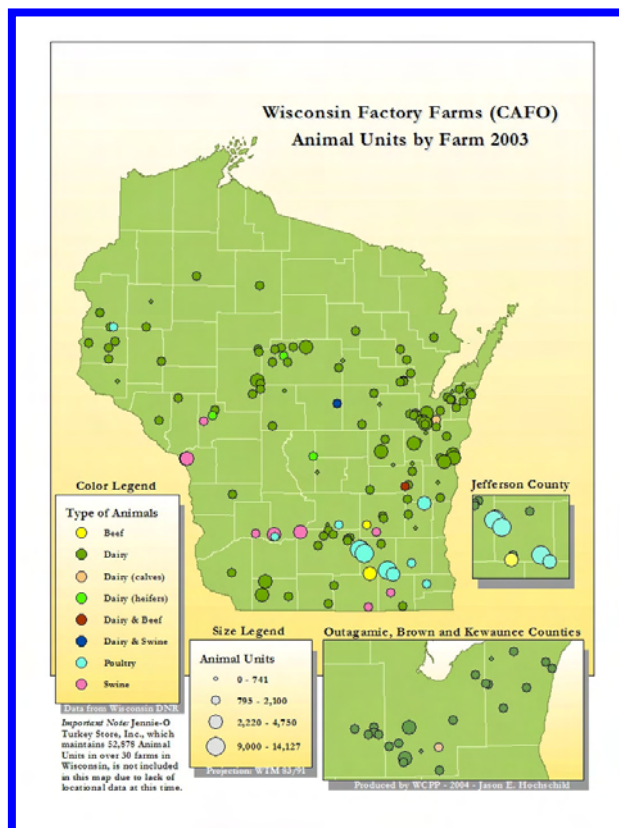
In order for a CAFO to be approved, it must be in accordance with State regulations (refer to **Chapter 7** for more information regarding ATCP 51). It is possible that no suitable location may be found in the Town of Sevastopol for a CAFO.

RESPECTING RURAL CHARACTER

The visions in preceding chapters highlighted the need to preserve natural features, maintain farmland, and continue to offer a quality rural living environment. Accordingly, it is important that economic development respect these visions by being of a complimentary scale. Intensive industry (with potential pollution concerns) and large commercial establishments (i.e. big box stores, strip malls, etc.) are not consistent with this image.

While a limited number of new businesses may be established in Sevastopol, they must be appropriately located to minimize potential conflicts with residential areas (i.e. near existing business development in Institute and Valmy and possibly in well-designed business clusters along the highway 42/57 corridors etc.). Furthermore, new business development must exist in harmony with the rural setting and respect the Town's zoning (*Door County Zoning Ordinance*) and design standards.

To further protect the rural landscape from development, the Town may want to coordinate with Door County to consider opportunities for purchase and transfer of development rights programs. These types of programs are discussed in detail in the Agricultural, Natural and Cultural Resources Chapter.



SOURCE: *CAFOs in Wisconsin and Risks to Human Health and the Environment*, Midwest Environmental Advocates, 2004.

SPRAWL

Increasing residential and commercial developments are a concern to residents of Sevastopol. The expansion and reconstruction of STH 54/57 from Green Bay to Sturgeon Bay has made travel from areas to the south faster and more tolerable. This has made a move from these areas to Door County more attractive to those who thought the commute before construction was too long and too much of a hassle, especially with traffic congestion during peak vacationing months.

Developers may wish to build along the 42/57 corridors to serve those driving through the Town. The Town, however, is not required to approve new commercial development along the highway corridors as is seen in many suburban communities. Commercial sprawl, characterized by the lining of a road corridor with business uses in otherwise natural, open and farm areas, is of great concern because it has the potential to detract from the rural character of these corridors, slow traffic thereby reducing the effectiveness of these highway routes for moving people, and add to safety concerns with additional traffic merging on and off of the highways.

By retaining open, undeveloped lands along these corridors, Sevastopol can help to maintain the safety and function of these corridors in the long-term. To explain, rather than line corridors with development (including associated driveways, signage, frontage roads, and stop lights) large undeveloped stretches allow motorists to efficiently pass through the area without potential conflicts from turning traffic. This rationale is why the DOT restricts direct access to important thru routes. The Town can prevent strip development and effectively manage development pressure along these corridors by enforcing the pattern of development illustrated on the *Future Land Use* map.

With respect to sprawl and residential development, there is concern that scattered residential subdivisions will increase the potential for conflicts with agricultural uses. As a result, farmers may face complaints from neighbors when pursuing routine agricultural practices (i.e. planting, fertilizing, watering, harvesting, etc.). Scattered residential uses also have the potential to increase community service costs related to school bussing, road plowing, and road maintenance etc. As a general concern, sprawling residential development patterns also increase automobile dependency to get to work, shopping and other destinations. Concentrated areas of development (i.e. within Town Growth Areas as opposed to areas across the entire community) can offer residents opportunities to walk or bicycle to destinations. This approach can also benefit outlying agricultural areas by buffering farms from development pressures.

To address concerns about sprawl, careful consideration was given to appropriate locations for business and residential development when preparing the *Future Land Use* map presented later in this plan.

WHAT IS SPRAWL?

“Sprawl” usually refers to development with negative effects including loss of agricultural land, open space, and wildlife habitat. Sprawl typically occurs at the urban fringe, or the outlying areas of growing communities.

This growth is low-density, and although there is no specific definition of low-density, it is estimated at 1 unit per acre to 1 unit per 40 acres. This creates a reliance on the automobile for transportation.

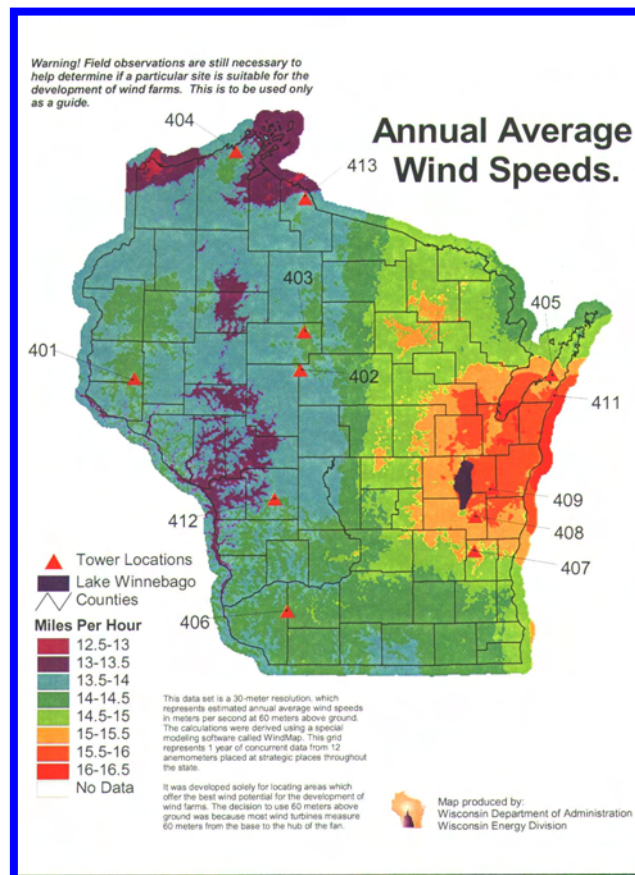
Residential sprawl is typified by the classic conventional development, consisting of “cookie-cutter” 1- acre lots, with little or no open space preserved within the subdivisions. Commercial sprawl comes in the form of strip malls or big-box stores with expansive parking lots.

ECONOMIC DEVELOPMENT AND ENERGY PRODUCTION

The Town of Sevastopol has some of the strongest average annual wind speeds in the State...strong enough to support wind energy production. This situation provides the potential for wind turbines in the Town.

The siting of a wind turbine provides a landowner direct economic gains. For this reason, wind towers can be particularly enticing to farmers who can benefit from the financial return and still continue to farm the land surrounding the turbine without the conflicts that arise when farmland is sold for residential uses (i.e. complaints about farm noise, odors, hours of operation, etc.). Moreover, having available local sustainable energy supplies is a positive economic factor that may influence some businesses to locate in the region.

Wind farms are not without their concerns. They include: noise, visual impact, impacts on birds and bats, and economic effects on land values for properties surrounding turbines or properties with views of turbines. For wind turbines to be effectively located in Sevastopol, areas should be selected that are agricultural in character with limited nearby residential development. This will translate into locations on the north-central sections of the Town, away from designated growth areas, present concentrated residential development, and away from the sanitary districts in Institute and Valmy.



PROVIDING AFFORDABLE HOUSING¹⁵

Home and land prices have risen significantly over the past 10 years. Popular tourist, vacation, resort, and second home areas like Sevastopol are especially vulnerable to these increases. As wealthy residents from outside the Town move to Sevastopol so they can enjoy the rural atmosphere and have access to the communities and recreational opportunities of Door County, land and home prices will continue to rise.

Tourism is an extremely important component of the County economy, and many residents make their living based on this industry. Unfortunately, tourism related jobs do not pay as well as some other employment sectors. This lower income combined with rising land and home prices is leading to local residents being priced out of the communities where they raised and currently work in. Some communities, however, are finding creative ways to ensure that these local residents will be able to stay put. Methods include but are not limited to:

¹⁵ SOURCE: American Planning Association Magazine, December 2006.

- ❑ Creating an inclusionary zoning overlay that would allow a density bonus if a certain percentage of new development consists of affordable housing (please refer to Chapter 4: Housing for information on inclusionary zoning);
- ❑ Require developers to pay cash or provide land in lieu of affordable units. The money can be used to fund a Housing Authority or a revolving loan fund that can make available low-interest loans or provide grants;
- ❑ Develop an affordable housing mitigation strategy. This strategy takes into account the number of full-time equivalent jobs expected to be created/needed by new development, and determines the number and size of new affordable housing units that must be built to support the employees. The units should cover several income brackets including very low, low, and moderate incomes, thus providing a “housing ladder” for workers.
- ❑ Establish a growth cap for new housing in the community, and determine what split of housing should be permanent/seasonal residents. Then determine how many units of affordable housing must be constructed to allow workers to be able to locate in the community. This works to create a sustainable economy for the area.

Coordination with Other Comprehensive Plan Chapters

The Economic Development Chapter most directly impacts the Future Land Use, Transportation, Housing, and Utilities and Community Facilities Chapters. Therefore, it is important that the chapters are consistent.

FUTURE LAND USE – CHAPTER 9 AND 10

Any new business development must be located in areas that the market will support. At the same time, new development should not create a nuisance for neighboring properties or natural resources. These criteria were carefully considered during the development of the *Future Land Use* map.

TRANSPORTATION – CHAPTER 5

Any new business development Sevastopol should coordinate with Door County and WisDOT to monitor traffic flows to ensure that it is appropriately planned and sited to minimize its impact on adjacent roadways. This may periodically require traffic studies to understand the impacts of proposed developments. Pedestrian and bicycle access must also be considered.

HOUSING – CHAPTER 4

Economic development in Sevastopol can bring visitors to the Town who may decide its rural, scenic, country-setting is an ideal location to live. Successful business development can also result in jobs that bring people to the community looking for places to live near their place of employment. Accordingly, areas for housing development, consistent with state growth projections, are provided on the *Future Land Use* map.

UTILITIES & COMMUNITY FACILITIES – CHAPTER 6

To support economic development, infrastructure (sanitary service, transportation, electricity, communication, etc.) must be available to meet the needs of businesses. The Utilities & Community Facilities Chapter discusses Sevastopol’s existing and planned infrastructure to serve the needs of the community, including economic interests.

- ❑ Creating an inclusionary zoning overlay that would allow a density bonus if a certain percentage of new development consists of affordable housing (please refer to Chapter 4: Housing for information on inclusionary zoning);
- ❑ Require developers to pay cash or provide land in lieu of affordable units. The money can be used to fund a Housing Authority or a revolving loan fund that can make available low-interest loans or provide grants;
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9.0 EXISTING LAND USE

Table of Contents

Introduction.....	1
Existing Land Use Inventory	2
Land Use by Acreage and Percentage.....	4
Existing Land Use Map	5
Land Use and Development Regulations	6
Sevastopol Zoning	6
Alternative Zoning Methods	6
Floodplain and Shoreland Zoning Ordinances	7
Existing Land Use Amount & Intensity Table	8
Zoning Map	10
Subdivision Regulations	11
Extraterritorial Plat Review	11
Extraterritorial Zoning	11
Trends in Supply, Demand and Price of Land.....	12
Residential Development.....	12
Farming.....	12
Commercial and Industrial Development	13
Demand.....	13
Trends in Land and Housing Prices.....	13
Annexation	14
Methods of Annexation	14
Town & Village/City Land Issues.....	15
Intergovernmental Agreements.....	15
Boundaries Fixed By Court Judgment.....	15
Boundaries Agreements Under a Cooperative Plan.....	16
Tax Revenue Sharing Agreements	16

9.0

EXISTING LAND USE

Introduction

Land use, both existing and future, is the central element of a Comprehensive Plan. Previous chapters have discussed:

- ❑ Projected population growth;
- ❑ The quality housing available in the Town and potential future housing needs;
- ❑ Transportation network challenges with increasing population growth;
- ❑ Available utilities and community facilities;
- ❑ Local business choices and economic growth opportunities; and,
- ❑ Sevastopol's natural resources and recreational opportunities, among others.

For ease of understanding, the Land Use information portion of this Comprehensive Plan is segregated into 2 chapters. This chapter focuses on existing land uses, regulations, trends, and opportunities.

Chapter 10: Future Land Use discusses desired development patterns, community design standards, and coordination with other required plan chapters. **Chapter 10** also includes the *Future Land Use* map.

Of the 14 local planning goals provided in the Comprehensive Planning Law, those below specifically relate to planning for land use:



- ❑ Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- ❑ Encouragement of neighborhood designs that support a range of transportation choices.
- ❑ Protection of natural areas, including wetlands, wildlife habitat, lakes, woodlands, open spaces and groundwater resources.
- ❑ Protection of economically productive areas, including farmland and forests.
- ❑ Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.
- ❑ Preservation of cultural, historic and archaeological sites.
- ❑ 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.
- ❑ Balancing individual property rights with community interests and goals.
- ❑ Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Existing Land Use Inventory

The *Existing Land Use* map was created from information provided by Door County, BLRPC, and the Town of Sevastopol. The descriptions of the land use categories illustrated on the *Existing Land Use* map are as follows.

WOODLANDS / OPEN SPACE

A contiguous area of woodlands/open space is located on the eastern side of Town. In other parts of the community, woodlands represent a sporadic land use intermixed with agricultural land. Overall, woodlands and open space cover nearly twenty-three square miles (25%) of Sevastopol.



AGRICULTURAL

Agricultural lands include farm fields, pasture, orchards, and rented cropland. Farmland is abundant in Sevastopol. **Chapter 7** provides more information about agriculture in the Town.



SINGLE FAMILY

Single family residential development is spread throughout the Town with the highest concentrations found within the hamlets of Institute and Valmy and subdivisions on the west side of the Town. Information about the characteristics and quality of the housing supply is available in **Chapter 4**.

WATER

Water features include inland lakes, rivers, streams, Green Bay, Sturgeon Bay and Lake Michigan. To learn more about surface water see **Chapter 7**.



FARMSTEADS

Farmsteads are located throughout the Town. They represent the area of a farm property on which the buildings (home, barn, silos etc.) are located.



RECREATIONAL

Recreational uses in the Town include the Town Park, Quarry Park, Whitefish Dunes State Park, and Cave Point County Park. Other facilities include public access to Clark Lake, golfing, and public hunting access at the old Town dumpsite. Refer to **Chapter 6** for more information about recreational opportunities.



COMMERCIAL

Commercial land uses are found in various locations in the Town including along Bayshore Drive, adjacent to Highways 42/57, and in the hamlets of Institute and Valmy. **Chapter 8** profiles economic development opportunities in Sevastopol.

UTILITIES

Utilities include cellular towers, sanitary districts, electric substations, and lands owned by other service providers. More information is provided in **Chapter 6**.

MINING

For more information about non-metallic mining, refer to **Chapter 7: Agricultural, Natural and Cultural Resources**, as well as **Chapter 8: Economic Development**.

CHURCHES & CEMETERIES

Church and cemetery locations are illustrated on the *Utilities & Community Facilities* and *Existing Land Use* maps. A listing of several Sevastopol cemeteries can be found in **Chapter 6: Utilities and Community Facilities**. More information on churches in Sevastopol is found in **Chapter 7: Agricultural, Natural & Cultural Resources**.

MULTI-FAMILY

Multi-family dwellings are defined as residential units with 3 or more units per structure. Apartments, quadplexes, and certain forms of senior housing are each examples of multiple family dwellings. There are few multiple family developments currently located in the Town. For more information about housing refer to **Chapter 4**.

MIXED USE

Mixed use typically includes a combination of residential and commercial uses within the same structure. Most home businesses, however, are shown as single-family (with conditional use permit).

INDUSTRIAL

Light industrial land uses are also shown on the *Existing Land Use* map. To learn more about economic development opportunities, refer to **Chapter 8**.

INSTITUTIONAL

The Institutional category can include such land uses as schools, medical clinics, fire stations, and governmental offices. For information about the school district refer to **Chapter 6: Utilities & Community Facilities**.

ABANDONED LANDFILL

Inactive landfill property is shown on the *Existing Land Use* map. There are currently no active landfills in the Town. For more information about solid waste refer to **Chapter 6: Utilities & Community Facilities**.

MOBILE HOMES

Few mobile homes are currently found in the community. Additional mobile home park development is not expected to occur in any significant way in the future.



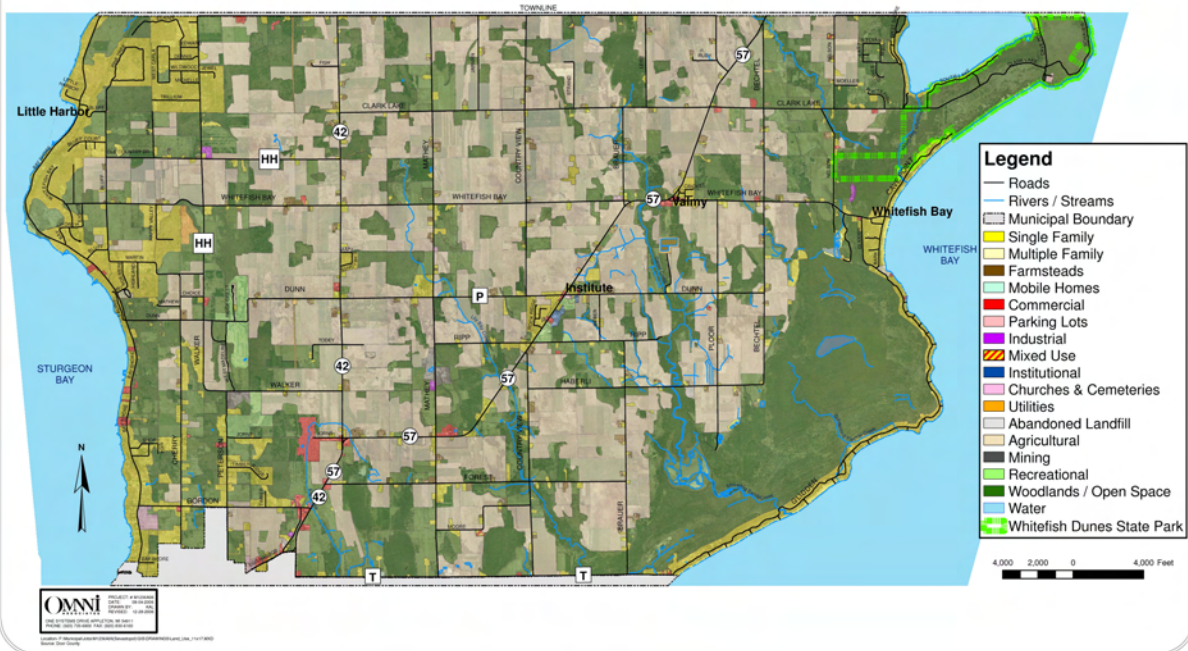
Land Use by Acreage and Percentage

Table 22 provides a numerical breakdown of existing land uses in Sevastopol. This table is required by 1999 WI Act 9, Wisconsin's Smart Growth Law. Data was provided by Door County Planning Department and Bay Lake Regional Planning Commission.

TABLE 22 EXISTING LAND USE AMOUNT & INTENSITY		
Land Use Type	Amount (in acres)	Amount (in percentage)
Woodlands/Open Space	15,532.16	44.69%
Agricultural	13,963.33	40.17%
Single Family	3,671.02	10.56%
Water	550.94	1.59%
Farmsteads	288.51	0.83%
Recreational	263.52	0.76%
Commercial	207.70	0.60%
Utilities	66.10	0.20%
Mining	65.74	0.19%
Churches and Cemeteries	47.60	0.14%
Multiple Family	23.96	0.07%
Mixed Use	23.54	0.07%
Industrial	20.79	0.06%
Institutional	13.97	0.04%
Abandoned Landfill	11.38	0.03%
Mobile Homes	4.11	0.01%
Parking Lots	3.93	0.01%
Total	34,758.30	100%

EXISTING LAND USE

TOWN OF SEVASTOPOL



Land Use and Development Regulations

SEVASTOPOL ZONING

Zoning in the Town of Sevastopol is administered and enforced under the *Door County Zoning Ordinance*. The zoning ordinance organizes the community into different districts. Within each district, specific uses are permitted subject to certain requirements, while others are allowed under conditional use permits.

Door County's zoning code follows a traditional Euclidean¹ model that seeks to segregate uses by type and establishes dimensional requirements related to lot size, setbacks and building height. As new uses are created over time, they are listed specifically in the zones in which they are permitted. To be effective, this type of code must list every possible use and establish a zone in which that use would be appropriate. Euclidean codes are based on a philosophy that separation of uses will create a safer, healthier environment. The *Door County Zoning Ordinance* also includes a chapter regulating the construction of Planned Residential Developments, otherwise known as PUDs (Planned Urban Developments – see box).

ALTERNATIVE ZONING METHODS

In recent years, the planning profession has developed alternative zoning models based on building form and performance standards. These models may provide a better means of addressing more complex land uses, such as mixed use, than the traditional model. Additional information on alternative zoning methods can be found in **Chapter 10: Future Land Use**.

Form-Based zoning codes regulate a community based on the appearance rather than the type of use. Different elements of form-based zoning include building line, landscaping, lighting, signage, building size, building materials and building design.

Performance Standards seek to regulate based on a particular set of operation standards rather than on particular type of use. They provide specific criteria for limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts and visual impacts of a use. With this approach, the proposed use is not a factor in development. If all operation standards can be met, any use can be permitted adjacent to another. Some communities are also using hybrid-zoning codes that combine performance and form-based zoning criteria to regulate land use.

These alternative zoning methods may become desirable should the Town of Sevastopol pursue mixed-use development opportunities in the community.

What's a Planned Urban/Unit Development (PUD)?

A PUD is planned and built as a unit with varying land uses and densities that are subject to more flexible setback, design and open space requirements than a traditional zoning ordinance would typically allow.

For example, 200 acres of land currently zoned single-family residential could be used for single-family, multi-family, a school, shopping center and church under PUD zoning. The increase in density allows for energy savings (less driving), savings on infrastructure and construction costs (shorter streets and utility lines) and an increased sense of place and feeling of community.

PUDs are sometimes called "mini-communities" or "new towns," as they can be up to several hundred acres and include most amenities required for day-to-day life.

Sources: Smith, Herbert. *The Citizen's Guide to Zoning*, 1983.
Ohm, Brian. *Guide to Community Planning in Wisconsin*, 1999.

¹ Reference to Euclid vs. Amber Realty Company, 1926 U.S. Supreme Court Decision, which serves as the foundation for zoning practice in the United States.

FLOODPLAIN AND SHORELAND ZONING ORDINANCES²

Door County does not have a separate Shoreland Zoning Ordinance. The shoreland regulations, including setbacks from the water, filling and grading, etc. are found in the body of the *Door County Zoning Ordinance*. The Town of Sevastopol is comprehensively zoned, which means that the provisions of the ordinance, including the shoreland regulations, apply throughout the Town.

Table 23 provides a breakdown of the different zoning districts found in the Town of Sevastopol. For additional information such as specific permitted and conditional uses refer to the *Door County Zoning Ordinance*.

² SOURCE: Phone conversation with Kay Miller, Door County Planning Department, December 18, 2006.

**TABLE 23
EXISTING LAND USE AMOUNT & INTENSITY**

Zoning District Development Type	Minimum Lot Area	Minimum Lot Width, feet	Minimum site area	Maximum Residential Density d.u./acre	Minimum Preservation of Open Space	Maximum Impervious Surface Ratio ¹	Side Principal, feet	Side Accessory, feet	Rear Principal, feet	Rear Accessory, feet	Front, feet
Wetland	10 acres	300	NA	NA	NA	7.5%	25	25	50	50	25
Natural Area											
All other development	15 acres	450	NA	NA	NA	25%	25	20	50	50	25
Planned Residential Development	v	v	30 acres	0.15	80%	NA	50	50	50	50	25
Exclusive Agricultural											
All development	35 acres	600	NA	NA	NA	25%	50	50	50	50	25
General Agricultural											
All other development	20 acres	600	NA	NA	NA	25%	50	50	50	50	25
Planned Residential Development	v	v	40 acres	0.10	85%	NA	100	100	100	100	25
Prime Agricultural											
All other development	20 acres	600	NA	NA	NA	25%	50	50	50	50	25
Planned Residential Development	v	v	40 acres	0.10	85%	NA	100	100	100	100	25
Countryside											
All other development	10 acres	300	NA	NA	NA	25%	40	20	50	50	25
Planned Residential Development	v	v	20 acres	0.20	75%	NA	80	80	80	80	25
Manufactured Home Park	4,500	50	20 acres	1.50	50%	NA	40	40	40	40	25
Heartland 3.5											
All other development	3.5 acres	250	NA	NA	NA	25%	40	20	50	20	25
Planned Residential Development	v	v	20 acres	0.35	60%	NA	80	80	80	80	25
Manufactured Home Park	4,500	50	20 acres	0.50	75%	NA	40	40	40	40	25
Heartland 5											
All other development	5 acres	250	NA	NA	NA	25%	40	20	50	20	25
Planned Residential Development	v	v	20 acres	0.35	60%	NA	80	80	80	80	25
Manufactured Home Park	4,500	50	20 acres	0.50	75%	NA	40	40	40	40	25
Heartland 10											
All other development	10 acres	300	NA	NA	NA	25%	40	20	50	50	25
Planned Residential Development	v	v	20 acres	0.20	75%	NA	80	80	80	80	25
Manufactured Home Park	4,500	50	20 acres	0.50	75%	NA	40	40	40	40	25
Estate											
All other development	5 acres	250	NA	NA	NA	25%	25	20	50	40	25
Planned Residential Development	v	v	20 acres	0.35	60%	NA	50	50	50	50	25
Single-family 20,000 sq.ft.											
All other development (unsewered)	20,000	100	NA	NA	NA	45%	10	5	40	10	25
All other development (with public sewer)	16,200	90	NA	NA	NA	45%	10	5	40	10	25
Planned Residential Development	v	v	10 acres	3.0	25%	NA	40	40	40	40	25
Single-family 30,000 sq.ft.											
All other development	30,000	150	NA	NA	NA	35%	20	15	50	20	25
Planned Residential Development	v	v	15 acres	1.50	35%	NA	50	50	50	50	25
Small Estate Residential											
All other development	1.5 acres	150	NA	NA	NA	25%	20	15	50	20	25
Planned Residential Development	v	v	20 acres	1.0	50%	NA	50	50	50	50	25

Zoning District Development Type	Minimum Lot Area	Minimum Lot Width, feet	Minimum site area	Maximum Residential Density d.u./acre	Minimum Preservation of Open Space	Maximum Impervious Surface Ratio	Side Principal, feet	Side Accessory, feet	Rear Principal, feet	Rear Accessory, feet	Front, feet
Rural Residential All other development	40,000	150	NA	NA	NA	35%	20	15	50	20	25
Duplex	60,000	200	NA	NA	NA	35%	20	15	50	20	25
Planned Residential Development	v	v	20 acres	1.5	35%	NA	50	50	50	50	25
Manufactured Home Park	4,500	50	5 acres	6.0	25%	NA	40	40	40	40	25
High Density Residential All other development (unsewered)	20,000	100	NA	NA	NA	45%	10	5	20	10	25
All other development (with public sewer)	16,200	90	NA	NA	NA	45%	10	5	20	10	25
Planned Residential Development	v	v	10 acres	3.0	25%	NA	40	40	40	40	25
Manufactured Home Park	4,500	50	5 acres	6.0	25%	NA	40	40	40	40	25
Multiple Occupancy Development											
Commercial Center All other development (unsewered)	20,000	100	NA	NA	NA	75%	10	5	20	10	25
All other development (with public sewer)	16,200	90	NA	NA	NA	75%	10	5	20	10	25
Multiple Occupancy Development											
Mixed Use Commercial All other development (unsewered)	20,000	100	NA	NA	NA	45%	10	5	20	10	25
All other development (with public sewer)	16,200	90	NA	NA	NA	45%	10	5	20	10	25
Planned Residential Development	v	v	5 acres	3.0	25%	NA	20	20	20	20	25
Multiple Occupancy Development											
Recreational Commercial All other development	20,000	100	NA	NA	NA	45%	10	5	20	10	25
Planned Residential Development	v	v	5 acres	3.0	25%	NA	20	20	20	20	25
Multiple Occupancy Development											
Light Industrial All development	60,000	200	NA	NA	NA	60%	20	10	20	10	25

Source: *Door County Zoning Ordinance*

NA = Not applicable

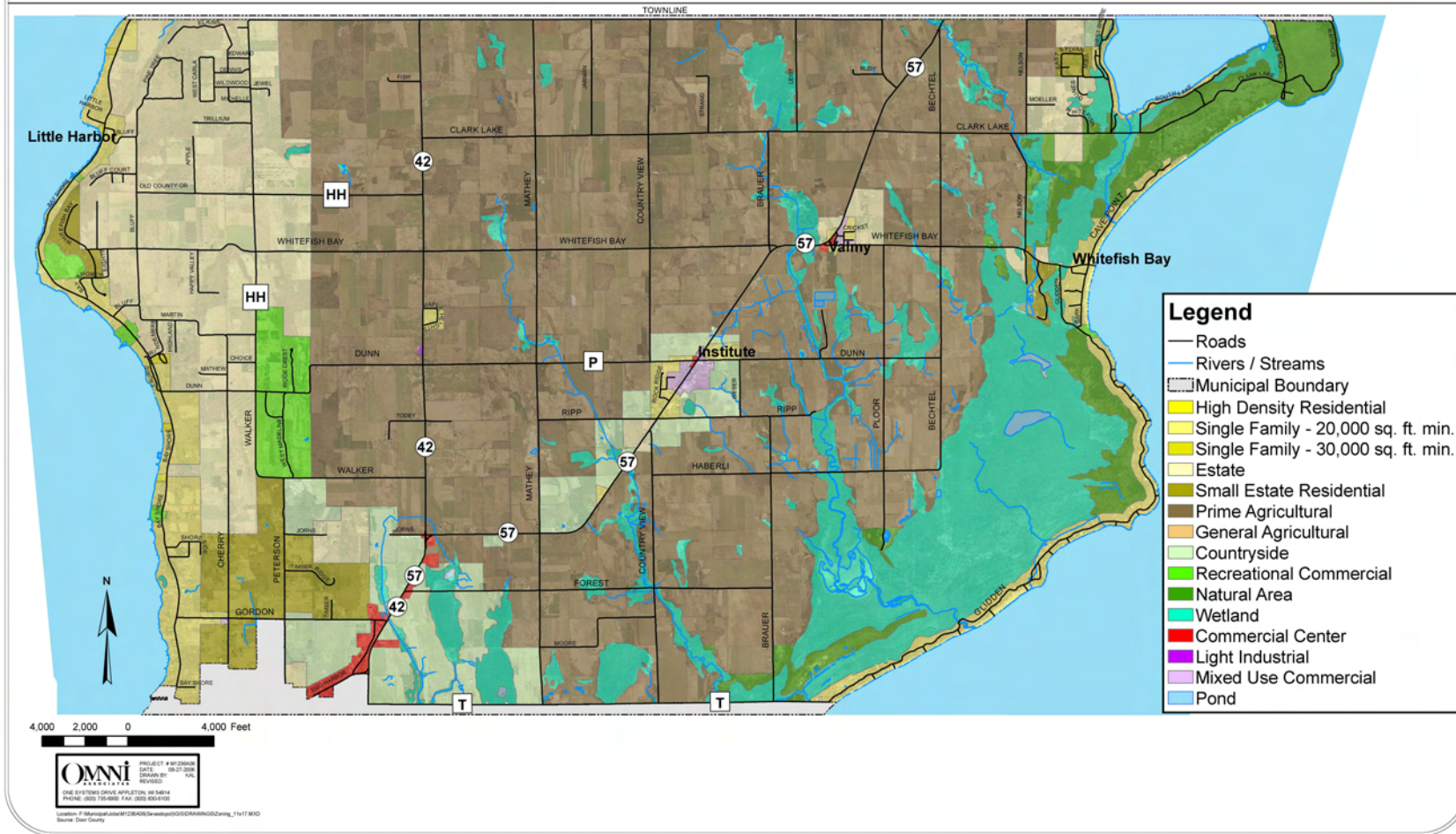
V = variable depending upon the site design and other details of the development.

Note: There are several footnotes siting specific information; refer to the *Door County Zoning Ordinance* for these specifics at:

<http://www.doorbell.net/pz/chap03.pdf>.

ZONING MAP

TOWN OF SEVASTOPOL



SUBDIVISION REGULATIONS

The *Door County Land Division Ordinance* outlines procedures for land division. Issues covered include but are not limited to technical requirements, design standards for plats, certified survey maps, land-only condominiums, variances, and required improvements and dedications (i.e. street improvements, utility easements, sanitary sewer, etc.³).

EXTRATERRITORIAL PLAT REVIEW⁴

The City of Sturgeon Bay exercises extraterritorial plat review authority over lands within 1 ½ miles of its corporate boundaries (see box at right). The City also identified a growth area in Sevastopol within its 2001 City Comprehensive Plan, which essentially runs from Gordon Road south and STH 42/57 west. The Town will continue to work with the City to ensure that growth patterns are consistent with this and future plans.

EXTRATERRITORIAL ZONING

Currently, extra-territorial zoning is not in effect in Sevastopol (Sturgeon Bay would exercise this authority for all lands in Sevastopol within 1 ½ miles of City boundaries). There are no plans to establish extra-territorial zoning at this time. The process for adopting an extraterritorial zoning ordinance⁵ is as follows:

- ❑ Establish Joint Extraterritorial Zoning Committees. One must be established for each participating community, with 3 members appointed from each committee.
- ❑ An initial draft extraterritorial zoning ordinance is developed.
- ❑ The initial draft extraterritorial ordinance must be reviewed by each Joint Extraterritorial Zoning Committee. Each Joint Extraterritorial Zoning Committee will comment on the initial draft and a second draft can then be produced.
- ❑ A majority of each Joint Extraterritorial Zoning Committee must vote in favor of the proposed regulations prior to setting a public hearing.
- ❑ After the hearing, the City Council adopts the regulations. The final adopted City ordinance for the extraterritorial area must also be approved by a majority of the Joint Extraterritorial Zoning Committee members.

Once in effect, the criteria for approving or denying extraterritorial zoning requests may include:

- ❑ The location, nature, and size of the proposed use.
- ❑ The size of the site in relation to the proposed use.
- ❑ The location of the site with respect to existing or future road access.
- ❑ The agricultural productivity of the lands to be converted to non-agricultural use.
- ❑ The compatibility of the proposed use with existing uses on adjacent land.
- ❑ The harmony of the proposed use with the future development of the district.

³ Other required improvements include: lot setbacks, block shape, and stormwater.

⁴ Source for Sturgeon Bay references in the Extraterritorial plat review and zoning sections: Sturgeon Bay Community Development Department.

⁵ A zoning ordinance that guides growth within the unincorporated area within 3 miles of the corporate limits of a first, second, or third-class city; or within 1.5 miles of a fourth class city or village. The purpose is to ensure growth that is compatible with current uses. The Town must approve the zoning ordinance for it to take effect.

What is Extraterritorial Plat Review?

A City or Village automatically has extraterritorial plat review that applies to the neighboring Town if they have a subdivision ordinance or an *Official Map*. The goal of plat review is to ensure that adjacent Town/City/Village land uses are compatible. The City or Village may regulate the subdivision of land within the extraterritorial jurisdiction of that municipality (i.e. within 1.5 miles of a Village or 4th class City, and 3 miles of a 1st, 2nd, or 3rd class City boundary).

Extraterritorial zoning allows for the City or Village to actually extend their *zoning* into the Town for the applicable 1.5 or 3 miles.

Source: Ohm, Brian. Guide to Community Planning

- a. Availability of adequate public facilities to accommodate the development shall either presently exist or be provided within a reasonable time.
 - b. The provision of public facilities to accommodate development will not place an unreasonable fiscal impact on the City or the Town.
- ❑ Existing topography, drainage, soil types, and vegetative cover.
 - ❑ Whether development will result in undue water or air pollution, cause erosion, excessive stormwater runoff, or have an unreasonably adverse effect on environmental corridors and the Niagara Escarpment.
 - ❑ Compatibility with the Town of Sevastopol Comprehensive Plan.

Trends in Supply, Demand, and Price of Land

RESIDENTIAL DEVELOPMENT

Residential development (excluding farmsteads) accounts for approximately eleven percent of the Town's total land area. From a tax base standpoint, however, it accounts for a far greater percentage of local tax revenues. As discussed in **Chapter 8: Economic Development**, residential is the costliest in terms of tax revenue needed to maintain the services and infrastructure associated with that form of development. Despite this fact, the majority of residents are content with the rural residential nature of the Town and would like to see country living continue as a primary land use in Sevastopol.

Official Wisconsin Department of Administration (WDOA) household projections for 2025 estimate the number of households necessary to serve the population of the Town to be 1,318. As discussed in **Chapter 4: Housing**, the current supply of housing exceeds the 2025 projected need by 250. This discrepancy results from the failure of WDOA housing projections to account for the high demand for seasonal homes in the community. Since 1990, the Town has experienced an average 37 new homes constructed per year.

Single-family homes account for a disproportionate percentage of all housing units in Sevastopol. The most glaring needs, at present and in the future, are affordable housing and housing for seniors. Currently, those residents seeking or requiring alternative forms of housing must look outside of Sevastopol. Presently, the Town permits multi-family dwellings in several zoning districts⁶ as either a permitted or conditional use. It is possible, if market conditions are right, that a developer may seek to create a senior housing development to capitalize on the quiet, rural setting within close proximity to area medical services provided in Sturgeon Bay. **Chapter 10: Future Land Use** will present the Town's strategy for addressing future housing needs in the community.

FARMING

Throughout the planning process, residents have expressed a strong desire to retain farming as a significant component of the Town's landscape and economy. However, the local farming economy has continued to see the number of area farms decrease. This can be attributed to diminished farm product returns, aging farmers seeking retirement through land sales, and demand for rural housing. Simple economics also plays a role in the loss of farmland. Farmers have the choice to either rent their farmland or sell their land at development premiums. Long-term agricultural uses are most likely to continue in the central portion of the Town away from the Highway 42/57 corridors.

⁶ Districts where multi-family housing (duplex) is allowed include: General Agriculture, Countryside, Heartland districts, Rural Residential, High density Residential, Commercial Center, Mixed Use Commercial, and Recreational Commercial.

Preservation of rural character is contingent upon successful efforts to retain farmland. **Chapter 12: Implementation** and **Chapter 7: Agricultural, Natural and Cultural Resources** provide additional detail about strategies, including:

- ❑ Encouraging landowners to pursue opportunities to partner with land trusts charged with the protection of natural areas and farmland;
- ❑ Encouraging landowners to consider conservation-based development options to preserve farmland;
- ❑ Establishing an Agriculture Committee to minimize farmland conflicts through negotiation and open communication;
- ❑ Establishing networks, through the Agriculture Committee, to connect farmers who are considering selling their property with other farmers who would like to acquire additional property; and,
- ❑ Considering opportunities for the transfer and/or purchase of development rights.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

As has been demonstrated throughout this Plan, commercial and industrial development represents a small portion of land use within the community. Local resident sentiment would like to see only slight increases in business activity, clustered in identified growth areas.

Though representing a small fraction of land in the Town, commercial activities are important to the residents of Sevastopol. Local businesses not only reduce the frequency of trips out of Town for shopping needs but also employ residents and provide tax revenue. The recent expansion of STH 57 from Green Bay to Sturgeon Bay will increase traffic coming through Door County. The traffic flowing into and through the Town via Highways 42/57 on its way to the northern reaches of the County will provide an opportunity to offer goods and services along the heavily traveled corridor. By carefully locating appropriate and desired commercial development within identified growth areas residents can enjoy a greater variety of choice for local shopping and a boost in employment, while simultaneously preserving the rural nature of the Town, providing convenient access to motorists and Town residents, and avoiding conflict with neighboring land uses.

DEMAND

The Town's population is expected to increase slightly over the next twenty years (by about 2%, or fifty-five people). Any rise in population, however small, will result in rising demand for housing. For Sevastopol, it will be the desire for second/vacation homes that will create a greater increase in demand. Moreover, providing housing for all stages of life and all lifestyles will be important to meet resident demand. By providing some choices, the Town can accommodate the housing demands of families, retirees, and other year-round residents while still reasonably accommodating seasonal housing.

TRENDS IN LAND AND HOUSING PRICES

Land prices in the Town are expected to steadily rise as more people continue to move to the community to take advantage of its great location, natural resources, and other amenities such as the parks and water.

Annexation

In Wisconsin, Cities and Villages cannot instigate annexations. Town landowners have to petition for annexation; then Cities and Villages have to determine whether or not they are willing to annex those parcels.

On April 22, 2004, the Governor signed SB 87 (2003 Wisconsin Act 317), which prohibits a City or Village from annexing any Town territory unless the City or Village agrees to pay the Town, for 5 years, an amount equal to the property taxes that the Town imposed on that land in the year in which the annexation was finalized.

METHODS OF ANNEXATION⁷

There are several ways that annexations can occur, including *unanimous approval*, *direct annexation*, *annexation by referendum*, *annexation of owned territory*, and *annexation by court-ordered referendum*.

Unanimous Approval. This method is the most common form of annexation. It involves direct annexation by a single property owner or group of property owners that wish to have their property taken into a Village or City, commonly for the provision of municipal services such as sewer and water. Under this method, all of the property owners and electors in the area desiring annexation sign a petition that is submitted to the clerks of each Town, Village, City, and school district affected by the annexation⁸. The City council or Village board can then adopt the annexation ordinance by a two-thirds vote.

Direct Annexation. Second in popularity, but far behind that of unanimous approval, is direct annexation. This process is more open to the community. It begins by the electors and property owners wishing to be annexed publishing a class 1 notice⁹ of the intent to circulate an annexation petition. This petition has to be signed by a majority of electors in the territory area as well as the owners of one-half the real property in value or in land area. The petition must be sent within 5 days of publication to the following: clerk of all affected municipalities, school districts affected, and owners of land within the proposed territory. The Village or City must again have a two-thirds vote to adopt the annexation ordinance. In this case, however, if there are electors in the territory that do not want the annexation to go through, they may challenge it by petitioning for a referendum that is held in the area proposed for annexation. For this referendum vote to occur, 20% of the electors must sign the referendum petition.

Annexation by Referendum. Although rarely used, it is a very open process that allows all community residents to have a say in the annexation. To begin, there is a referendum on the issue of annexation. The petition has to be signed by at least 20% of the electors in the territory to be annexed. The actual annexation referendum is then voted on by all of the electors of the Town. The success or failure of this vote decides whether or not the process continues.

Annexation of Owned Territory. A Village or City can also annex territory they own that lies within a Town. When referring to a property “island,” they may do so unilaterally. When referring to a property peninsula, however, they cannot do so unilaterally. In addition, if property is an island within a Town, the

⁷ SOURCE: Brian Ohm, *Guide to Community Planning in Wisconsin*, online at: <http://www.lic.wisc.edu/shapingdane/resources/planning/library/book/contents.htm>

⁸ If the annexation is taking place in a County with a population of 50,000 or greater the petitioner must send within 5 days of submitting the petition to the clerks the following: a copy of the petition, a scale map of the area, and a legal description of the property to be annexed to the Municipal Boundary Review for advice. This holds true for the Direct Annexation Method as well.

⁹ Class 1 Notice – Publish a notice *one* time in the newspaper designated by the municipality’s governing body as the official newspaper of public record for the area.

Village or City cannot use the property for a purpose that contrasts to the applicable County or Town zoning ordinance.

Annexation by Court-Ordered Referendum. Under this rarely utilized method, a Village or City initiates an annexation proceeding by asking the circuit court to order a referendum on the issue.

Town & Village / City Land Issues¹⁰

Land and border disputes between Towns and Villages/Cities are all too common in the State. Wisconsin statutes provide authority to local governments to try and resolve these disputes and share services. Below are descriptions of various methods for dispute resolution.

INTERGOVERNMENTAL AGREEMENTS (SEC. 66.30)

This law allows municipalities to enter into cooperative agreements. The municipalities include Cities, Villages, Towns, Counties, school districts, lake and sanitary districts, and other governmental entities, as well as Indian tribes. The law discusses certain activities that are common under this legislation:

- ❑ Joint planning whereby one or more communities can contract with another governmental unit such as a County or Regional planning commission, or a private consultant to prepare a Comprehensive Plan. This can result in savings, increased agreement over normally contested issues and consistency across jurisdictional borders;
- ❑ Sharing of public services among neighboring communities; and,
- ❑ The law can be applied to make boundary agreements. For instance, a Town may allow the annexation of a portion of its land over a planning period in return for a Village/City to leave the remainder of the community in tact. Another example could be the establishment of a growth boundary (see definition at right), by which a Village or City delimits its future growth to ensure Towns that the Village will not annex their land beyond a certain point in the future.

What's a Growth Boundary?

A growth boundary represents the planned limit of urban growth for a 10 or 20-year period. These growth lines help Towns to plan for their own growth and development and help limit conflicts between them and Villages/Cities.

As part of its 2001 Comprehensive Plan, Sturgeon Bay had identified the far southwest corner of Sevastopol from Gordon Road south and STH 42/57 west as a growth area, but had not demarcated a formal growth boundary.

BOUNDARIES FIXED BY COURT JUDGMENT (SEC. 66.027)

This applies to Towns, Villages and Cities with boundary issues. The municipalities can contest the validity of an annexation, consolidation, incorporation, or detachment under this law. Courts may settle cases by demarcating the common boundary with approval of the boundary by both municipalities. If either is unhappy with the boundary, the line can be challenged through a referendum after at least 20% of the electors in the affected area sign a petition. The final judgment is binding to future governing bodies. There are several obvious drawbacks to this process, however:

- ❑ It is reactive, not proactive;
- ❑ Can be costly;

¹⁰ SOURCE: UW-Extension Local Government Center

- ❑ The scope of agreements under this law have not been specified under the statutes nor have they been interpreted by the courts;
- ❑ Decisions are not necessarily based on a well thought-out plan; and,
- ❑ There is the possibility of a referendum that can be costly.

BOUNDARIES AGREEMENTS UNDER A COOPERATIVE PLAN (SEC. 66.023)

This allows Villages, Cities and neighboring Towns to determine boundaries and enter into service agreements under a cooperative plan that is approved by the WDOA (Wisconsin Department of Administration). The plans are legally binding for all involved. The plans can freeze boundaries, allow phased boundary changes, or permit boundary changes if certain requirements are met.

There are many requirements that must be met as a part of the Plan adoption process, including:

- ❑ The Plan has to address boundaries and services, physical development, environmental issues, and affordable housing for residents;
- ❑ The Plan has to be in compliance with State, Federal and local regulations and ordinances;
- ❑ The duration of the Plan has to be at least ten years, and can be extended by the WDOA;
- ❑ Notice must be given to adjacent units of government about public hearings and the possibility of an advisory referendum (all electors are involved in this advisory referendum, unlike those in the Court Judgment where only area electors are involved in a binding referendum); and
- ❑ WDOA has to approve any Plan before it goes into effect.

Although some chastise this method for being too comprehensive and taking too much time, there are certain benefits to this method, including:

- ❑ Any boundary changes will have legal backing;
- ❑ No litigation required;
- ❑ Concurs with State and Federal laws and regulations;
- ❑ Includes extensive public participation; and,
- ❑ Is proactive.

TAX REVENUE SHARING AGREEMENTS (SEC. 66.028)

This section of the statute allows Towns, Villages, and Cities to compose agreements by which 2 or more municipalities and or Indian tribes may share in revenue created by new growth. The revenues come from taxes such as property and room taxes, and “special charges” like impact fees. This specific law is broad in scope providing municipalities and Indian tribes with a degree of flexibility. The law speaks for cooperation instead of competition between communities. For example, instead of a Village or City competing with a Town for a new business, or requiring annexation of the Town land if the lot will require sewer and water service, the Village or City could provide the service for a portion of the revenues coming from that new development and allow the property to remain within the Town limits. These agreements must be for at least ten years.

10.0 FUTURE LAND USE

Table of Contents

Introduction.....	1
Background	1
Land Use Vision	1
Resident Opinions about the Future of Sevastopol.....	2
Town of Sevastopol Survey.....	2
Cognitive Mapping Exercise	2
How the Cognitive Maps are Utilized in the Plan Process	3
Composite Attitude Map	4
Majority Opinion Map.....	5
Community Design Considerations.....	6
Property Rights (6)	Dark Skies (7)
Preserving Rural Character (6)	Landscaping (7)
Highway Corridors (6)	Outdoor Advertising (7)
	Quarries and Landfills (7)
Community Design Approaches	8
Conservation Design	8
Traditional Neighborhood Design (TND)	9
Sevastopol as and Eco-Municipality	9
Community Design Tools	11
Zoning Ordinance (11)	Site Plan Review (13)
Land Division/Subdivision	Design Ordinance (13)
Ordinance (12)	Sign Ordinance (14)
Historical/Cultural Preservation	
Ordinance (13)	
Smart Growth Area – Institute and Valmy	15
Development Concepts for Institute and Valmy.....	15
Future Land Use Map	15
How Was the Future Land Use Map Developed?	16
How Will the Future Land Use Map be Used?.....	16
Future Land Use Map Legend	17
Description of Proposed Land Use Changes	18
Bay Lake Regional Planning	Single Family Residential (19)
Commission Trail System (18)	Alternative Housing (19)
Proposed Trail System (18)	Mixed Use (19)
Riparian Buffer (19)	Commercial (20)
Future Land Use Projections	20
20-Year Future Land Use Map.....	22
Relationship to Other Required Plan Chapters.....	23
Intergovernmental Cooperation Chapter 11	23
Implementation – Chapter 12	23

10.0

FUTURE LAND USE



Introduction

It is no surprise that Town residents take great pride in their community. Located between Lake Michigan and Green Bay, Sevastopol is a beautiful example of what makes rural Door County special. The cliffs at Cave Point, the Niagara Escarpment, local streams, scattered orchards, and abundant woodlands offer a diverse landscape and a desirable place to live. Tranquility is a highly valued commodity in Sevastopol, one to be preserved for future generations.

Background

This chapter, and the maps included within, result from more than a year of community meetings, events, and discussions regarding the past, present, and future of Sevastopol. The planning process commenced in June 2005 with the appointment of the Comprehensive Plan Committee. Development of the Plan document began in September 2006 with a Kick-Off Meeting, held in the Multi-purpose room of Sevastopol School. The meeting included Values and SWOT Exercises providing participants an opportunity to describe the most important attributes and primary challenges facing the Town (please refer to Introduction **Chapter 1: Introduction** and **Chapter 2: Issues and Opportunities** for information regarding community events). In November of 2006 the community participated in a *Visioning Exercise* (also held at Sevastopol School) aimed at developing a vision for the future of Sevastopol. Individual element visions appear in each of the preceding chapters, while the overall vision appears in the box below.

Following the Visioning Meeting, the Town presented and discussed current conditions and future needs related to housing (**Chapter 4**), transportation (**Chapter 5**), utilities and community facilities (**Chapter 6**), agricultural, natural, and cultural resources (**Chapter 7**), economic development (**Chapter 8**), and existing land use (**Chapter 9**). Each of the previous chapters has served as a foundation for the construction of Future Land Use (**Chapter 10**).

Land Use Vision

To preserve our rural character, remember our past, protect our natural and cultural resources, promote sustainable growth, maintain our agricultural heritage, and through this Plan leave a legacy that will enrich the lives of future generations.

Resident Opinions about the Future of Sevastopol

Chapters 1 and 2 of this Plan summarize the results of the *Values*, *SWOT*, and *Visioning* exercises that began the planning process. During these meetings participants provided information critical to the development of the Comprehensive Plan. Other opportunities for public comment were available during a series of monthly meetings with the Plan Committee, through the interactive project website (www.omni.com, PROJECTS, Town of Sevastopol), through the Town of Sevastopol Survey (September 1999), and during the *Cognitive Mapping Meeting* held on June 28, 2007 at the Institute Saloon.

TOWN OF SEVASTOPOL SURVEY

The Town of Sevastopol Survey was mailed to 1,928 households in September of 1999. By the October 31st response deadline, 721 surveys had been returned for a response rate of 37.4%. The intent of the survey was to gauge residents' opinions regarding land uses in Sevastopol prior to developing the Comprehensive Plan. The survey included more than thirty questions generally falling under the following categories: quality of life, environmental issues, drinking water, multiple occupancy dwellings, and retention of farmland and open space. Key results include:

- 91.3% of respondents favor *maintaining existing public access to the shoreline*
- 79.6% felt that *preserving existing undeveloped areas* is important.
- 87.9% want to *minimize commercial sprawl*
- 55% support *reducing the number and height of new communication and utility towers and wind generators*
- 76% would *limit the cutting and trimming of trees along the Niagara Escarpment*
- 79.2% *encourage conservation design* for subdivisions
- 46.7% agree, and 28.9% disagree, that the Town should consider a *Purchase of Development Rights* (PDR) program
- 61.6% support *architectural design guidelines* and Town review of new multiple occupancy units
- 83% agree that the Town should *establish design requirements for commercial buildings, condominiums, and hotels*
- 59.5% favored *retaining the 20-acre lot size rule*
- 65.7% believe that *barns and farm buildings should be preserved*
- 64% support the *reforestation of unused farmland*
- 83.5% recommend the *continuation of joint planning with the City of Sturgeon Bay*

COGNITIVE MAPPING EXERCISE

The Cognitive Mapping tool was utilized during the Mid Course/Mapping Meeting to generate community input in preparation for the development of **Chapter 10: Future Land Use**. Cognitive mapping is a two-part process. Participants were first led through a series of questions aimed at identifying desirable and undesirable parts of the community: routes traveled frequently by cars, bicycle, or on foot; areas of concern; and the location of their respective homes, among others. The *Composite Attitude Map*, featured on page 10-4, is not a direct translation of the maps collected following the exercise. However, it is a representation of the consistencies and similarities identified within those maps.



The *Composite Attitude Map* (on page 10-4) reveals that:

- Residents consider the shoreline along Whitefish Bay and the peninsula south of Little Harbor to be particularly scenic
- Cave Point and Institute hold special meaning for many residents.
- STH 42 and 57, Bayshore Drive, Cherry Road, Dunn Road, Whitefish Bay Road, and the western portion of CR T are the most frequently traveled automobile routes in Sevastopol.
- Residents who walk or bicycle utilize CR T and Bayshore Drive more often than other roads.
- The STH 42/57 corridor from Gordon Road to where the two highways split is viewed as unattractive.
- Traffic safety concerns exist on STH 42 and 57 south of the split, and along Egg Harbor Road.

Following the exercise which resulted in the development of the *Composite Attitude Map*, participants were led through a series of questions aimed at allowing them to create maps that reflect their own desired future for the community. The *Majority Opinion Map* located on page 10-5 is a composite of the individual future land use maps created during this portion of the exercise.

The *Majority Opinion Map* (on page 10-5) reveals that:

- ❑ Walking and bicycling trails are desired along Bayshore Drive and along STH 57 from Rock Ridge Road to the hamlet of Valmy.
- ❑ In addition to current locations, single-family residential development would be welcomed in and around the hamlets of Institute and Valmy.
- ❑ Alternative housing development should be located along STH 42 from Dunn Road south to the City of Sturgeon Bay boundary.
- ❑ Commercial development, if to be allowed, would be appropriately guided to Valmy, along the STH 57 corridor northeast of Institute, and along the joint STH 42/57 corridor.
- ❑ Industrial development is not desired in Sevastopol.

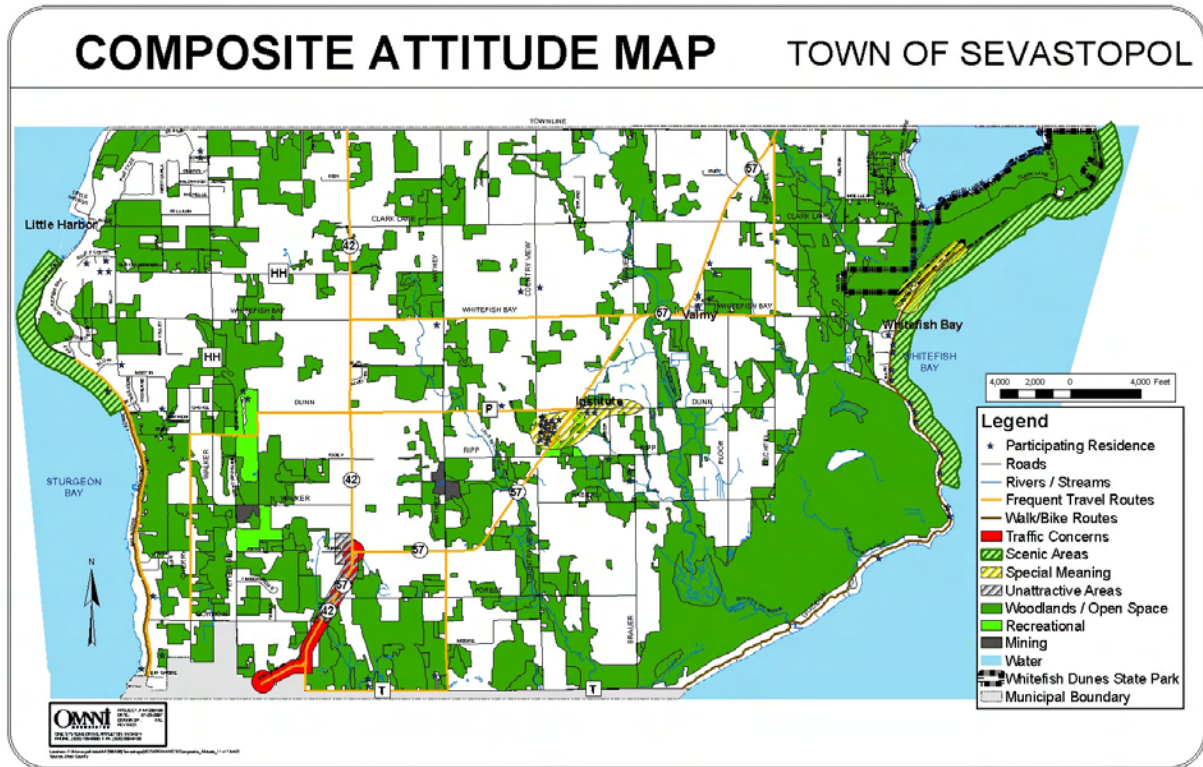
HOW THE COGNITIVE MAPS ARE UTILIZED IN THE PLAN PROCESS

The maps produced during the Cognitive Mapping Exercise provide an additional piece of information, reflecting the opinions and visions of Town residents, critical to the development of the *Future Land Use* map. While the *Composite Attitude Map* serves as a reflection of existing conditions, the *Majority Opinion Map* is a visual representation of the future land use goals of those who attended the Midcourse Meeting. As such, it played a significant role in the development of the *Future Land Use* map presented on page 10-22 in this chapter.

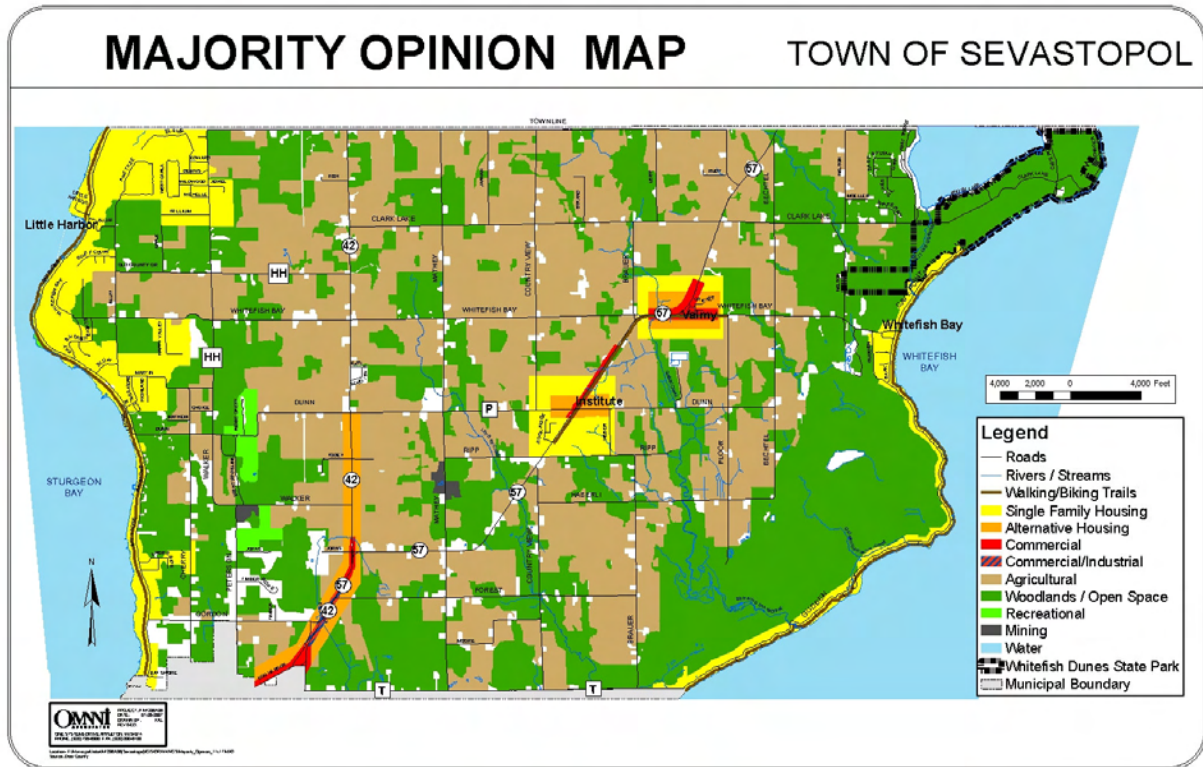
The *Future Land Use* map retains and reflects many components of the *Majority Opinion Map*, including:

- ❑ Concentrating any commercial development along the STH 42/57 corridor and in the hamlets of Institute and Valmy;
- ❑ Locating alternative housing along the STH 42 corridor;
- ❑ Creating pedestrian and bicycle links between Institute and Valmy and along the lake shore and bay shore; and
- ❑ Preserving the rural, agricultural interior of the community.

COMPOSITE ATTITUDE MAP HERE



MAJORITY OPINION MAP HERE



Community Design Considerations

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include architectural standards, open space and natural resource protection, signage and lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the zoning and subdivision ordinance are the 2 most common and, arguably, most influential. In Sevastopol, the Zoning and Subdivision Ordinances are currently administered and enforced by the Door County Planning and Zoning Department. However, the Town of Sevastopol may adopt and enforce its own subdivision ordinance under §236, Wis. Stats. Additional ordinances that the Town may adopt to guide community design include signage and lighting, historic preservation, access control, and architectural design, among others.

PROPERTY RIGHTS

The issue of private property rights versus community need underlies every comprehensive planning effort. Throughout the development of this Plan, landowners have expressed their desire to see property rights protected. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This Plan illustrates planned development patterns for all property owners to understand and use to make their own personal development decisions. Should a landowner disagree with the *Future Land Use* map, or another aspect of this Plan, he or she has the right to petition the Town for an amendment to the document. All amendments will occur through a public process, including a public hearing.



PRESERVING RURAL CHARACTER

What is “*rural character*”? For every community the answer is somewhat different. In the Town of Sevastopol, rural character means a blend of:

- ❑ Single-family residential development
- ❑ Farm and orchard operations
- ❑ Wooded areas
- ❑ Streams, creeks, and environmental corridors
- ❑ Open, scenic, distant views of Lake Michigan, Green Bay, and the Niagara Escarpment
- ❑ Abundant natural resources and wildlife
- ❑ Limited commercial development
- ❑ Small shops catering to residents and visitors

To maintain these features, the *Future Land Use* map provides a preferred development pattern and recommendations to identify minimum standards for density and layout in the revised zoning and subdivision ordinances. This Plan also identifies other tools landowners can use to maintain farmland and open areas (i.e. land trusts, easements, conservation design, etc.).

HIGHWAY CORRIDORS

The Cognitive Mapping Exercise revealed that residents generally support commercial development along the STH 42/57 corridor and in and around the hamlets of Institute and Valmy. The market provided by the daily traffic volume on STH 42/57, and the seasonal market along STH 57 between the 2



hamlets, may prove an attractive commercial development opportunity for existing landowners. The *Future Land Use* map seek to present a pattern for development that respects the opinions and desires of residents, while accommodating market-driven economic activities, to provide additional opportunities for local employment.

DARK SKIES

In recent years, a movement has spread across the country related to outdoor lighting and its affect on night-time darkness. At the forefront of these efforts is the Society for Dark Sky Preservation. This organization’s mission is to ensure that the night sky is visible by eliminating intrusive lighting. Sevastopol believes that its rural character includes the dark skies overhead that make it possible to enjoy the stars at night. To that end, the Town will seek to promote lighting choices that:



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

These restrictions can be enforced through zoning, subdivision, and site plan review ordinances.

LANDSCAPING

Landscaping, particularly in commercial areas and along frequently traveled roads, provides an opportunity to create or enhance local identity, both on a site-by-site basis and community-wide. This may be particularly important at the periphery of the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering Sevastopol. A unifying landscape theme, based upon regionally native species, can serve as an identifiable and inexpensive gateway feature for the Town.

OUTDOOR ADVERTISING

STH 42/57 offer desired opportunities for billboard advertising in Sevastopol. The Town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways, is important in preserving quality of life and rural community identity. The Town will work with Door County to ensure that the scenic integrity of its rural landscape is preserved.

Citizens for a Scenic Wisconsin has developed a model ordinance to regulate billboards. For more information, please visit: www.scenicwisconsin.org

QUARRIES AND LANDFILLS

Quarries and landfills are intensive land uses. As such, they may create disturbances to neighboring properties, including: vibration, odors, noise, groundwater contamination, and related concerns. The WDNR requires a 1,200-foot set back for private wells near landfills. To develop within this area, property owners are required to obtain a variance from the WDNR in order to drill



a residential well (irrigation wells are not subject to this requirement). This process is intended to protect residents from potential environmental hazards, including groundwater issues. Since non-metallic mining operations are intensive land uses and have the potential to affect groundwater quality, the Plan recommends the establishment of a similar buffer around existing, operational quarry and sandpit sites. Please refer to **Chapter 7: Agricultural, Natural and Cultural Resources** for additional information on quarry and landfill operations.

Over the twenty year planning period, as local quarries and pits are reclaimed, the Town of Sebastopol will support the redevelopment of these properties in accordance with their adopted reclamation plans. In addition, the Town will consider enacting an ordinance governing non-metallic operations to ensure that such operations are undertaken in accordance with the Comprehensive Plan.

Community Design Approaches

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

CONSERVATION DESIGN

Sebastopol's landscape provides an array of natural features including rolling hills, the escarpment, woodlands, streams, and shorelines. Preserving the rural character of the community has consistently been identified as a necessary component of the Comprehensive Plan. To accommodate the growing demand for year-round and seasonal housing while maintaining the integrity of Sebastopol's natural environment, the Town will encourage *conservation design* for all new residential and commercial development. Conservation design will allow the Town to:

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



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

TRADITIONAL NEIGHBORHOOD DESIGN (TND)

The Comprehensive Planning Law defines a *traditional neighborhood design* development as compact, Mixed Use neighborhoods where residential, commercial, and civic buildings are in close proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme similar to traditional small Towns. TND principles advocate:

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

The adoption of TND principles in Sevastopol would be most appropriate within and adjacent to the hamlets of Institute and Valmy and near the City of Sturgeon Bay boundary.

SEVASTOPOL AS AN ECO-MUNICIPALITY

Sevastopol's relationship to Lake Michigan, Green Bay, the Niagara Escarpment, and the other natural and cultural resources of the community has been mentioned throughout this Plan. The lake and the landscape have sustained the community, economically and culturally, since its beginning. Under the auspices of the eco-municipality movement, they now offer an opportunity to serve as the backbone of Sevastopol's Plan for the future.

An eco-municipality aspires to develop an ecologically, economically, and socially healthy community for the long term, using The Natural Step framework for sustainability as a guide, and a democratic, highly participative development process as the method. The concept originated in Sweden in 1983 and has since been embraced by communities in the United States, Europe, Japan, and around the world. A handful of Wisconsin communities have adopted the eco-municipality movement as a way of improving quality of life, protecting the natural environment, and better competing in the 21-century global market. They include the Cities of Ashland, Johnson Creek, Madison, and Washburn, as well as Bayfield and Douglas Counties.

The 4 guiding objectives of the eco-municipality model include:¹

1. Eliminate our community's contributions to the fossil fuel dependence and to wasteful use of scarce metals and minerals.

- Transit and pedestrian-oriented development.
- Heat and power by renewable energy.
- Mixed Use development.
- Public transit alternatively fueled municipal fleets.
- Incentives for organic agriculture that minimizes phosphorus and petrochemical fertilizers and herbicides.
- Home-based occupations reduced commuting.
- Local food production and agriculture.

2. Eliminate our community's contributions to dependence upon persistent chemicals and wasteful use of synthetic substances.

- Healthy building design and construction that reduces or eliminates use of toxic building materials.
- Landscape design and park maintenance that uses alternatives to chemical pesticides and herbicides.
- Municipal purchasing guidelines that encourage low- or non-chemical product use.
- Reduction of waste and promotion of recycling.

3. Eliminate our community's contributions to encroachment upon nature.

- Redevelopment of existing sites and buildings before building new ones.
- Promote regional and local designs that respect the regional ecosystems and natural functions that support human communities.
- Open space, forest, and habitat preservation.
- Reduced water use and recycling of wash water.
- Reduction or elimination of impervious paving materials.
- Recognition of the "cradle to grave" costs of waste generation and disposal.

4. Meet human needs fairly and efficiently.

- Affordable housing for a diversity of residents.
- Locally based business and food production.
- Using waste as a resource.
- Eco-industrial development.
- Participatory community planning and decision making.
- Housing located near employment centers.
- Equitable educational opportunities.

¹ Excerpted from *The Eco-Municipality Model for Sustainable Community Change*, UW-Extension, June, 2005.

Community Design Tools

A variety of tools are available for Wisconsin Towns to guide development. In order to comply with the Comprehensive Planning Law, Sevastopol will review and revise existing land use tools to be consistent with, and develop new tools to effectively implement, the Comprehensive Plan.

ZONING ORDINANCE

The Door County Planning and Zoning Department administers and enforces zoning regulations in Sevastopol. The primary purpose of zoning is to identify the permit-able and conditional land uses allowed on a given parcel or within a given district. Upon approval and adoption of the Comprehensive Plan, the Town will work with County staff to ensure that the Zoning Ordinance is revised to be consistent with the Plan.

Alternatives exist to the conventional Euclidean model of zoning utilized by the County. These models, including Performance and Form-based zoning, are discussed in **Chapter 9: Existing Land Use**. The advantage of Performance and Form-based zoning strategies is particularly relevant to mixed use districts. Under a Euclidean zoning model, a Planned Unit Development (PUD) (see box on page 9-6 of **Chapter 9**) or similar zoning overlay is used to allow for Mixed Use and other non-traditional forms of development. This is necessary since the mixing of land uses runs contrary to the very principals of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning classifications.

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

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

Zoning is a regulatory tool established to control land use on a given parcel or within a zoning district. It lists permitted uses, minimum lots sizes, required setbacks, etc. It is a very specific document.

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

A simple way to think about the difference between planning and zoning is to think of the construction of a house. A Comprehensive Plan is similar to the blueprint of a house. The zoning ordinance (as well as subdivision and other ordinances) is a tool, like a hammer or nails, used to build the house.

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

LAND DIVISION / SUBDIVISION ORDINANCE²

Unlike zoning, which describes the allowable uses for a parcel of land, the *Door County Land Division Ordinance* provides the procedures and standards for dividing a large parcel of land into smaller parcels for sale and development. As with zoning, subdivision regulation is a land use control used to carry out a community's plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

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

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has 3 separate zoning enabling laws for Cities/Villages, Towns, and Counties (discussed in **Chapter 9: Existing Land Use**), Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, Towns do not require County approval to adopt subdivision regulations. Likewise, Counties do not need Town approval for the County subdivision regulations to apply within that Town unless the Town in question has adopted its own subdivision ordinance.

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

- ❑ **Protecting Open Space.** The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- ❑ **Roads and Streets.** The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- ❑ **Configuration of Blocks and Lots.** The ordinance may provide standards for the size and location of blocks and lots. Minimum and maximum lot sizes may be established regardless of existing County requirements.

² Much of the narrative appearing in this section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

- ❑ **Parks and Open Space.** The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.

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

HISTORIC / CULTURAL PRESERVATION ORDINANCE³

Many Wisconsin communities have a rich assortment of properties with architectural, historical, archeological, and/or cultural significance. These may include Indian burial mounds, residences, public or commercial buildings, barns, or bridges. A community may only have one property of historic significance or it may have several historic properties that together may constitute an historic district. The presence of historic or prehistoric properties in a community provides community identity and helps foster a special sense of place and an association with the past. A growing number of communities have sought to protect and enhance historic structures in a variety of ways.



The most important thing to consider in the development of a historical and cultural resource ordinance is that the resources to be protected need not be eligible for the National Register of Historic Places. They should be those resources that hold special meaning to the residents of Sevastopol...resources that may or may not hold special significance to other Door County or Wisconsin residents.

SITE PLAN REVIEW

The Town of Sevastopol will consider adopting a formal site plan review process for proposed commercial uses. Site plan review is a common requirement in many communities. It requires that persons interested in developing new commercial uses provide a detailed drawing that indicates precisely what is planned. This review will help to ensure that proposed uses comply with Town, County, and State standards with respect to roadway design, stormwater management, planned sanitary systems, and stormwater, among other issues.

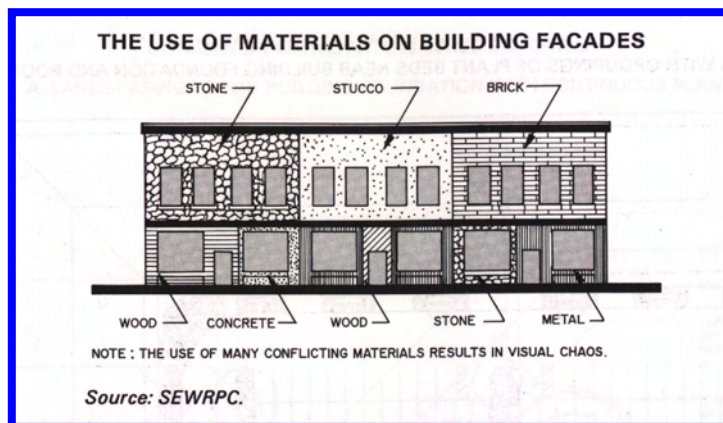
DESIGN ORDINANCE

A design ordinance sets architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines (similar to setback), landscaping, lighting, signage, and other. Design ordinances can be used to promote Traditional Neighborhood Design (TND) (page 10-9) and New Urbanism approaches to development. Communities use design ordinances to ensure that new development is compatible with existing development, functional, and visually appealing. Moreover, design ordinances are used to create or enhance a consistent community image. Typically, design ordinances describe a pallet of materials, designs, and requirements allowing for flexibility and creativity in the design process.

New design ordinances provide specific parameters to regulate building location (e.g. to preserve scenic views of Lake Michigan and Green Bay, allow for adequate light infiltration, etc.). Moreover, design ordinances can be used to implement standards intended to revitalize existing areas that have deteriorated

³ This section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

or are in the process of deterioration. As referenced earlier in this section, an important aspect of successful design ordinances is ensuring the flexibility to allow for new materials and ideas that are compatible with the overall community image. This is best achieved with the creation of an Architectural Review Committee charged with the responsibility of weighing conformance with the Code against originality in design, harmony with surrounding structures, topography, and aesthetic considerations.



An effective design ordinance will include:

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

SIGN ORDINANCE

The *Door County Zoning Ordinance* Chapter 8 addresses signs. Sign ordinances provide the mechanism for regulating the size, color, style, location, and lighting for signs and billboards located within Sevastopol.



Smart Growth Area⁴ - Institute and Valmy

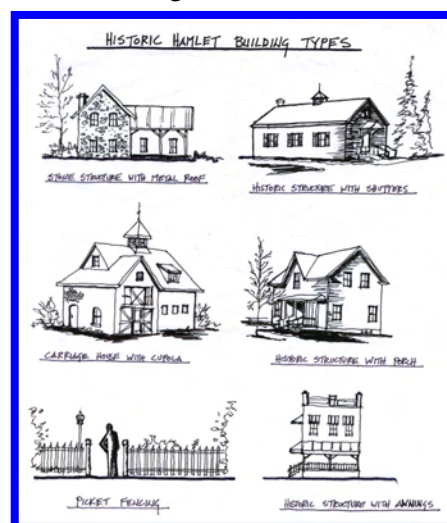
Like many of Wisconsin's rural communities, Sevastopol lacks a conventional downtown. In many ways, the nearby City of Sturgeon Bay fills that role. However, the hamlets of Institute and Valmy do function as Town centers...places where the community gathers. Future development options within the hamlets will include residential, commercial, and institutional (education and local government) development. The Comprehensive Plan recommends the establishment of design and signage standards, based upon desirable, existing architectural themes, for Institute and Valmy. These standards will guide future development in the hamlets.



DEVELOPMENT CONCEPTS FOR INSTITUTE AND VALMY

The following design standards are recommended for future development within Institute and Valmy:

- ❑ Improve connectivity by incorporating pedestrian and bicycle amenities, including sidewalks, trails, benches, bike racks, etc.
- ❑ Require permeable facades to building (i.e., no blank walls).
- ❑ Encourage (or require) on-street parking or parking in the rear of buildings (no parking lots between building and highway).
- ❑ Encourage businesses to provide attractive rear entrances and landscaped buffers between adjacent properties.
- ❑ Invest in streetscape improvements and encourage facade restoration.
- ❑ Encourage infill development based on TND (page 10-9) principles, including specialty/collectable retail stores, service businesses like beauty salons and exercise establishments, food for home businesses (bakery, winery, delicatessen, butcher, etc.), and local gathering places (coffee shop, ice cream parlor, etc.).
- ❑ Provide a variety of housing types.
- ❑ Reduce speed limit on STH 57 through the hamlets to below 45 mph.



Housing within the hamlets should accommodate the needs of residents of all ages. This in turn will provide a live-in market for the nearby businesses and act as a buffer between small local commercial businesses and outlying rural country living.

Future Land Use Map

The *Future Land Use* map appears at the end of this chapter. It will be used to guide the development within Sevastopol during the next twenty years.

⁴ Wisconsin Act 9 (Comprehensive Planning Law) requires that municipalities developing Comprehensive Plans funded under a general Planning Grant identify Smart Growth areas within the community. The standards and guidelines developed for Smart Growth areas are typically distinct from those related to other parts of the community. Since Sevastopol did not receive funding from the State to develop the Comprehensive Plan it is under no statutory obligation to identify Smart Growth areas.

HOW WAS THE FUTURE LAND USE MAP DEVELOPED?

The *Future Land Use* map began with the *Existing Land Use* map (page 9-5) as a foundation. From that base map:

- ❑ Natural resource areas were identified to delineate existing development limitations, including wetlands, floodplains, and surface water (see the *Natural Features* map on page 7-17 in **Chapter 7: Agricultural, Natural and Cultural Resources**).
- ❑ Prime agricultural soils were identified to preserve the most productive farm areas in the community.
- ❑ The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- ❑ Utility and community facility capacities plans were reviewed to understand future community needs (i.e. Town hall, trails, parks, etc. Please refer to **Chapter 6: Utilities & Community Facilities**).
- ❑ The results of the Vision, Values, and SWOT Exercises, Community Survey, and Cognitive Mapping Exercise were reviewed to emphasize resident desires and expectations.

In planning terms, steps 1 & 2 are classified as a land suitability analysis. The purpose of this effort was to avoid development in areas that are unsuitable for development. The result of this process is reflected in the *Future Land Use* map presented at the end of this chapter.

HOW WILL THE FUTURE LAND USE MAP BE USED?

The *Future Land Use* map is a planning tool to be used by the Town Board and Plan Commission to guide future zoning revisions, land and subdivision applications, and other local land use decisions in accordance with the Comprehensive Planning law. The law states:

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

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

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

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

FUTURE LAND USE MAP LEGEND

The *Future Land Use* map is the primary guidance tool for planning in Sevastopol. As per statutes, it will be used to evaluate future land use changes and proposals. It must be understood, however, that the *Future Land Use* map is not a zoning map. Comprehensive Plans and, by extension, Plan maps, are broad-brush guidance documents. The current zoning map for Sevastopol will be revised to be consistent with the *Future Land Use* map.

The *Future Land Use* map includes the following categories of land use:

- ❑ **Roads.** All State and County highways, Town roads, and private roads.
- ❑ **BLRPC Trail System.** Existing and recommended bicycle and pedestrian trails and routes as identified in the *Bicycle Transportation Facilities Plan for the Bay Lake Region* as prepared by Bay Lake Regional Planning Commission.
- ❑ **Proposed Trail System.** Bicycle and pedestrian trails and routes proposed as part of the planning process and resulting, in part, from comments received during the Values, SWOT, and Visioning Exercises as well as maps produced during the Midcourse/Mapping Exercise.
- ❑ **Rivers/Streams.** All navigable waters as determined by the Wisconsin Department of Natural Resources.
- ❑ **50' Riparian Buffer.** A fifty-foot vegetated buffer extending outwards from the high water mark of each bank of a navigable stream.
- ❑ **Single family.** Areas within which single-family housing will be the dominant land use.
- ❑ **Alternative housing.** All categories of housing other than single family, which may include duplexes, condominiums, townhomes, multi-family, and housing for seniors.
- ❑ **Farmsteads.** The portion of active agricultural operations wherein houses, barns, and other structures are located.
- ❑ **Mobile Homes.** Areas within which mobile homes, defined as “factory built structures designed for long-term occupancy and capable of being transported on a highway,” are the primary land use.
- ❑ **Commercial.** All areas designated for commercial uses.
- ❑ **Parking lots.** All public and private parking lots.
- ❑ **Industrial.** All existing land uses falling under the industrial classification.
- ❑ **Mixed use.** Designated areas wherein residential and commercial land uses are permit-able within the same structure, on the same site, or on an adjoining site.
- ❑ **Institutional.** Schools, governmental offices, and other non-park related public facilities.
- ❑ **Churches and Cemeteries.** All churches and cemeteries.
- ❑ **Utilities.** All lands zoned for utilities, such as wastewater treatment, communication, and similar activities.
- ❑ **Abandoned Landfill.** All abandoned landfills.
- ❑ **Agricultural.** All lands utilized for agricultural purposes including croplands, pastures, and orchards, among others.
- ❑ **Mining.** All lands used for mineral extraction, including metallic and nonmetallic mining operations.
- ❑ **Recreational.** All State, County, and Town parks.
- ❑ **Woodlands/Open Space.** All public and private wooded areas, including those areas within parks, and also including wetlands and tree plantations.
- ❑ **Water.** All surface waters excluding rivers, streams, creeks, and wetlands.
- ❑ **Whitefish Dunes State Park.** The boundaries of the park.
- ❑ **Municipal Boundary.** The corporate boundaries of Sevastopol and adjacent communities.

Description of Proposed Land Use Changes

This section provides a brief description of the proposed future land use changes identified on the *Future Land Use* map. It is understood that detailed definitions of these areas, particularly the alternative housing, mixed use, and commercial areas, will be determined during efforts to revise existing land use ordinance for Comprehensive Plan consistency.

BAY LAKE REGIONAL PLANNING COMMISSION TRAIL SYSTEM⁵ – 37.7 MILES OF TRAILS (ALL WITHIN EXISTING ROAD RIGHTS-OF-WAY)

The *Bicycle Transportation Facilities Plan for the Bay Lake Region* was developed by Bay Lake Regional Planning Commission (BLRPC) for the Counties within the region (Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan) following the development of the WisDOT *Wisconsin Bicycle Transportation Plan 2020* in 1999. The BLRPC plan mirrors the WisDOT plan in calling for a network of bicycle facilities providing recreation and alternative transportation opportunities to the residents of the region.

The preliminary recommendations for Door County were presented and reviewed at a public information meeting conducted on July 31, 2001. The following recommendations were presented for review and comment:

- ❑ Develop a continuous bicycle trunk, route, and trail system within the 8 County Bay Lake Region.
- ❑ Develop a continuous bicycle trunk, route, and trail system that attains as high a level of efficiency as possible.
- ❑ Develop a continuous bicycle trunk, route, and trail system that attains as high a level of safety as possible.
- ❑ Promote bicycling as a significant and alternative mode of intracity and intercity travel.

The recommended bicycle facility plan for Door County includes utilization and improvements to the State and County trunk highway system connecting the incorporated communities and other major recreational destination points within the County to one another, to the City of Sturgeon Bay, and to adjoining County systems in Brown and Kewaunee Counties.

The bicycle facilities proposed in the BLRPC plan and on the *Future Land Use* map (dashed brown lines) may include:

- ❑ Shared Roadways (no bikeway designation)
- ❑ Signed Shared Roadways
- ❑ Bicycle Lanes
- ❑ Shared Use Paths

PROPOSED TRAIL SYSTEM – 20.1 MILES (WITHIN EXISTING ROAD RIGHTS-OF-WAY)

The proposed trail system appearing on the *Future Land Use* map (solid brown lines) results from public comment during the Values, SWOT, and Visioning exercise as well as maps created by participants during the Midcourse/Mapping Meeting. Unlike the BLRPC Trails, which are intended to serve the County-wide needs of bicyclists, the proposed trail system is focused on providing for the needs of

⁵ Much of the text appearing in this section was excerpted from the *Bicycle Transportation Facilities Plan for the Bay Lake Region*, BLRPC.

Sevastopol residents. The proposed trail network will provide linkages between key destinations points in Sevastopol (the lakeshore, Institute and Valmy, Sturgeon Bay, etc) as well as connections to the BLRPC system. The trail system would provide access to bicyclists and pedestrians in a manner similar to that proposed in the BLRPC plan.

RIPARIAN BUFFER – 457 ACRES

The vegetated riparian buffers proposed in the *Future Land Use* map would extend fifty feet from the high water mark of the identified streams. The purpose of the buffers is to provide greater protection to both surface and groundwater within the Town and enhance aquatic habitat. As part of the development approval process, under subdivision and/or zoning requirements, the Town of Sevastopol will require that fifty-foot buffers be preserved when they exist, or created when they do not, and protected through conservation easement or other similar method.

SINGLE FAMILY RESIDENTIAL – 349 ACRES

Additional Single Family Residential development is proposed for areas west of STH 42/57 in the southwest corner of Sevastopol and for a large area south of Institute. It is assumed that residential development in these areas will be in the form of subdivisions, with the Town strongly encouraging conservation design standards.

ALTERNATIVE HOUSING – 101 ACRES

Three areas are proposed for Alternative Housing in the Town of Sevastopol. Two occur within the STH 42 corridor at the intersections of Dunn and Walker Roads. The third is located at the intersection of STH 57 and Mathey Road. Housing choices within these areas may include duplexes, condominiums, townhomes, multi-family, and housing for seniors, among others.

MIXED USE – 533 ACRES

Two large areas are identified for Mixed Use development in Sevastopol. The first is located northwest of Institute while the other includes much of Valmy and surrounding lands. Mixed Use development within these areas may include residential and commercial development within the same structure, on the same site, or on adjacent sites. Implementation of the Mixed Use areas will require revisions to the existing zoning ordinance to accommodate these new land uses.

It is quite likely that opportunities for tourism-based economic development will increase as result of the expansion of STH 42/57 from two to four lanes. Travelers who may have stopped in Dykesville and Brussels prior to the upgrade may prefer continuing through past the Sturgeon Bay channel now that the highway has bypassed those communities

COMMERCIAL – 245 ACRES

As per recommendations provided by participants at the Midcourse/Mapping meeting, and consistent with market-based planning principles, new commercial development (excluding the types of development compatible within the Mixed Use areas) will be focused upon STH 42/57 corridor from the City boundary to the highway split. Although specific details regarding the types of commercial development allowed within this area will be determined during the revision of the zoning ordinance, it is assumed that more intensive retail uses would be allowed. The Town shall require that future development within the proposed commercial districts consider the use of frontage roads, “node” patterns, or other alternatives to limit the number of access points to the highway and to preserve rural character by retaining an aesthetically pleasing corridor.

Future Land Use Projections

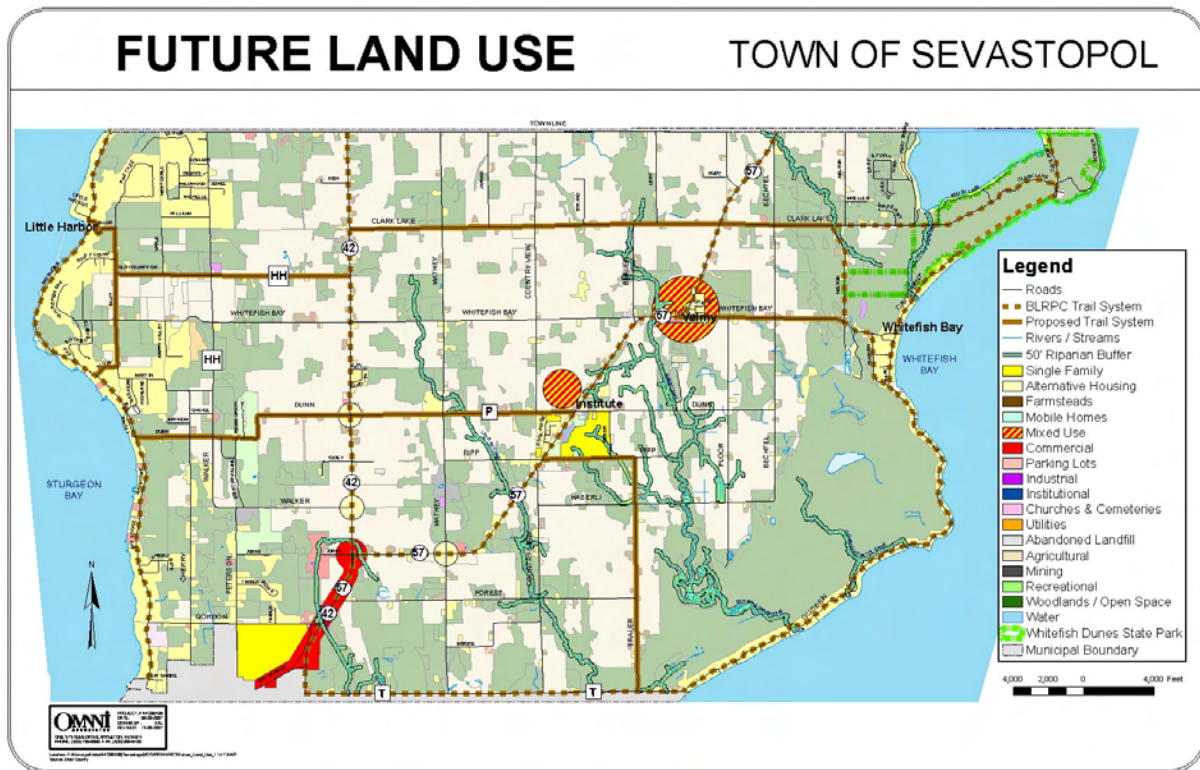
Table 24 (below) provides a breakdown of projected future development in 5-year increments. As with any long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a slower or more rapid pace than currently anticipated. To implement this Plan the Town of Sevastopol will guide development to those areas suited for such development as identified on the *Future Land Use* maps.

TABLE 24 PROJECTIONS FOR FUTURE LAND USE					
Land Use	Total Acreage				
	Current	2011	2016	2021	2026
Abandoned Landfill	11.38	11.38	11.38	11.38	11.38
Agricultural	13,963.33	13,688.05	13,412.77	13,137.49	12,862.23
Churches and Cemeteries	47.60	47.60	47.60	47.60	47.60
Commercial	207.70	268.95	330.20	391.45	452.70
Farmsteads	288.51	276.01	263.51	251.01	238.51
Industrial (incl. school)	20.79	20.79	20.79	20.79	20.79
Institutional	13.97	13.97	13.97	13.97	13.97
Mining	65.74	65.74	65.74	65.74	65.74
Mixed Use	23.54	156.79	290.04	423.29	556.54
Mobile Homes	4.11	4.11	4.11	4.11	4.11
Multiple Family (and alt. housing)	23.96	49.21	74.46	99.71	124.96
Parking Lots	3.93	*	*	*	*
Recreational	263.52	263.52	263.52	263.52	263.52

Single Family	3,671.02	3,758.25	3,845.52	3,932.77	4,020.02
Utilities	66.10	82.63	99.17	115.68	132.2
Water	550.94	550.94	550.94	550.94	550.94
Woodlands/Open Space	15,532.16	15,382.16	15,232.16	15,082.16	14,932.16

* Increases in the amount of land taken by parking lots will be determined by the type of future commercial development that occurs.

FUTURE LAND USE MAP HERE



Relationship to Other Comprehensive Plan Chapters

Discussion of the ways in which each element of this Comprehensive Plan related to **Chapter 10: Future Land Use** has been included throughout the document. As described below, **Chapter 10: Future Land Use** will have a significant role in the two remaining elements of this Plan.

INTERGOVERNMENTAL COOPERATION – CHAPTER 11

Intergovernmental activities have the potential to impact Sevastopol in many ways. For example, Transportation projects implemented by the County or the Wisconsin Department of Transportation can affect accessibility in the Town and create development pressures. A key example is the expansion of STH 42/57 and roles that work will play in intensifying development pressure in the southwest portion of the Town (please refer to **Chapter 5: Transportation** and **Chapter 8: Economic Development**). Another example the annexation of Town land by the City of Sturgeon Bay, remains a concern in the community. These issues are discussed in greater detail in **Chapter 11: Intergovernmental**.

IMPLEMENTATION – CHAPTER 12

Chapter 12: Implementation Element outlines the goals and objectives from all required elements, with milestone dates for achieving each item. In addition, **Chapter 12: Implementation** discusses necessary revisions to existing land use ordinances to achieve the visions presented in this Plan.

11.0 INTERGOVERNMENTAL COOPERATION

Table of Contents

Introduction.....	1
Intergovernmental Vision	1
Existing Intergovernmental Activities and Partners	2
Adjacent/Nearby Governmental Units.....	2
School Districts.....	2
Door County	2
State Agencies	3
Intergovernmental Comprehensive Planning Process	3
Existing and Proposed Plans.....	4
Local Comprehensive Plans.....	4
Sevastopol School District.....	4
Bay Lake Regional Plan Commission	4
State Agencies	4
Infrastructure to Support Town Success.....	5
Relationship to Other Required Plan Chapters.....	5

11.0

INTERGOVERNMENTAL COOPERATION

Introduction

Intergovernmental cooperation involves working with neighboring communities, County government, and State agencies to understand how their future planning activities will impact the Town of Sevastopol. At a minimum, this involves sharing information about Sevastopol's Plan with neighboring communities and agencies and vice versa. Sevastopol believes intergovernmental cooperation should not end with the sharing of Plans. Instead, this process should be the beginning for joint planning and decision-making, conflict resolution, and other strategies to promote regional coordination.



Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The goals listed below specifically relate to planning for intergovernmental cooperation:

- ❑ Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.
- ❑ 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 Comprehensive Planning Law requires that the Town of Sevastopol coordinate with:

- | | |
|------------------------|---|
| ❑ Door County | ❑ Sevastopol School District |
| ❑ City of Sturgeon Bay | ❑ Bay Lake Regional Planning Commission |
| ❑ Town of Egg Harbor | ❑ Wisconsin Department of Administration |
| ❑ Town of Jacksonport | ❑ Wisconsin Department of Natural Resources |
| ❑ Town of Sturgeon Bay | ❑ Wisconsin Department of Transportation |

Intergovernmental Vision

By 2025, intergovernmental cooperation efforts have enabled Sevastopol to establish partnerships with neighboring communities, State agencies, Door County, and the Sevastopol School District to provide coordinated, cost-effective services to residents. Sevastopol has successfully partnered with Bay Lake Regional Planning Commission, Door County, the Wisconsin Departments of Natural Resources and Transportation, and surrounding communities to create a network of trails linking the Town with the Ahnapee Trail, providing recreational and educational opportunities for residents and visitors.

Existing Intergovernmental Activities and Partners

Many current intergovernmental programs have an affect upon the Town of Sevastopol. This section highlights some of these programs.

ADJACENT / NEARBY GOVERNMENTAL UNITS

- ❑ Towns of Egg Harbor, Jacksonport, and Sturgeon Bay
- ❑ City of Sturgeon Bay

Sevastopol's relationship with neighboring Towns can be characterized as one of mutual respect. These communities share a common history, social culture, and rural character with Sevastopol. Since Towns cannot annex land from one another, boundary disputes are non-existent. Public services such as road maintenance and construction are conducted individually by each community. However, as mutually beneficial opportunities for shared services arise, the Town of Sevastopol is open to considering shared services options.

The Town of Sevastopol shares a small portion of its southwestern boundary with the City of Sturgeon Bay. The City is an important employment center and destination point for residents. Sturgeon Bay is the community with the greatest potential for future conflict over land use with the Town of Sevastopol, particularly as it relates to possible future annexations. The Town of Sevastopol is committed to providing quality development choices within its boundaries and believes that with proper planning its future commercial and residential development needs can be met without municipal sewer and water facilities.

SCHOOL DISTRICTS

The Town of Sevastopol and the Sevastopol and Sturgeon Bay School Districts recognize the significant role each plays in the other's future. Each is dependent upon the other, to varying degrees, to ensure a healthy long-term future. The school district and the challenges it faces were discussed in detail in **Chapter 6: Utilities & Community Facilities**. With respect to intergovernmental cooperation, opportunities were identified during the planning effort to strengthen relations between the Town of Sevastopol and the Sevastopol and Sturgeon Bay School Districts. Specific goals and objectives to help realize several of these opportunities are included in the Intergovernmental Cooperation section of **Chapter 12: Implementation**.

DOOR COUNTY

Door County provides many programs, services, and facilities to Sevastopol and its residents. Those that most directly affect Sevastopol include:

- ❑ County highway maintenance and improvement programs;
- ❑ Library funding support (to help cover the costs of County residents who use the library);
- ❑ Social services; and,
- ❑ Land use planning and mapping assistance.

In those areas where Door County has jurisdiction (i.e. zoning and land division regulation), the County consults the Town before making decisions affecting Sevastopol. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

11/6/2008

- ❑ Stormwater management
- ❑ Coordination with the Door County Comprehensive Plan
- ❑ Public safety

There are a number of issues that will challenge the Town of Sevastopol and its neighbors during the coming decades, many of which require or benefit from a coordinated multi-jurisdictional response. The Town will cooperate with the County and other local communities to discuss and address matters related to:

- ❑ Housing, transportation, and services for seniors
- ❑ Affordable housing for Door County's year-round residents and seasonal workers
- ❑ Wind energy and wind farm regulations
- ❑ Concentrated animal feeding operations and their affects on ground and surface waters in a Karst geology area
- ❑ Socio-economic and environmental issues related to global climate change
- ❑ The long-term sustainability of the Sevastopol School District

STATE AGENCIES


- ❑ Wisconsin Department of Natural Resources (WDNR)
- ❑ Wisconsin Department of Transportation (WisDOT)
- ❑ Wisconsin State Historical Society

WDNR and WisDOT are the primary State agencies with whom Sevastopol must coordinate to achieve the goals and objectives of this Plan.

The activities of the WDNR are discussed further in the Chapter 7: Agricultural, Natural and Cultural Resources of this Plan. Additional information is also available on-line at:
www.dnr.state.wi.us.

WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands, State parks, and other natural wildlife habitat areas. Given the priority Town residents give to natural resource protection, the WDNR is an important partner with the Town of Sevastopol in planning for the future.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the Town and region. Sevastopol has a good relationship with WisDOT and will continue to work with them, particularly with respect to ongoing and future work within the STH 42/57 corridors. The Town will continue to communicate with WisDOT about land use and transportation decisions made locally.



For additional information about WisDOT activities in the Town of Sevastopol, refer to Chapter 5: Transportation of this Plan. Additional information is also available on-line at:
www.dot.state.wi.us

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, all Plan documents, including text and maps, were available throughout the plan program on the project website for review and comment to ensure the widest range of public participation and input from overlapping and neighboring jurisdictions as well as any other interested entity or individual. The Town also coordinated with Door County and BLRPC to obtain mapping resources as well as information from existing Plan documents.

11/6/2008

More than thirty days prior to the public hearing, all intergovernmental partners were directed to the project website for copies of the recommended Plan and asked to provide comments. Comments received prior to and during the public hearing were entered into the record for the planning process.

Existing and Proposed Plans

LOCAL COMPREHENSIVE PLANS

The communities adjoining the Town of Sevastopol are in various stages of the comprehensive planning process. Door County is in the process of developing the County Comprehensive Plan and has coordinated updates to local existing land use maps with all of its municipalities. The current status of comprehensive planning efforts in adjoining communities follows:

- ❑ Town of Egg Harbor – Plan process underway; anticipated completion date in 2008
- ❑ Town of Jacksonport – Not preparing Comprehensive Plan
- ❑ Town of Sturgeon Bay – All but Land Use element completed
- ❑ Door County – Began in 2006 with a series of meetings and visioning efforts throughout the County; currently completing the Land Use element
- ❑ BLRPC – In the process of developing Region-wide plan

The Village of Sister Bay and the Towns of Baileys Harbor, Brussels, Gibraltar, Liberty Grove, Union and Nasewaupee have completed Comprehensive Plans.

SEVASTOPOL SCHOOL DISTRICT

At this time, the school district has no plans to construct new facilities within the Town of Sevastopol. In order to facilitate future school district planning efforts, this Plan recommends the Town continue to work with the Sevastopol and neighboring schools' districts on future facilities and studies. The districts' current facilities can accommodate additional students. To further facilitate school district planning, this Plan has been made available to those districts as a tool to predict future school enrollments from the Town of Sevastopol.

BAY LAKE REGIONAL PLANNING COMMISSION

The Bay-Lake RPC is a unit of government that interacts with the Town and County on planning related projects as well as transit, trail and recreational activities coordination. With Door County as a member of the Commission, all the Towns, Villages and Cities in the County became members of the Commission, allowing BLRPC to provide technical assistance as requested on a wide range of issues.

The Bay-Lake Regional 2030 Comprehensive Plan was completed in 2005. The Village of Egg Harbor and the Town of Gardner are working on plans as is the City of Sturgeon Bay. The WDNR will be doing park planning for the State parks in Door County starting near the end of this year - including Whitefish Dunes. The Resource Document for the Door County Plan is being drafted.

STATE AGENCIES

The WDNR is a major agency involved in the acquisition and development of recreational/pedestrian trails – an important component of this Plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural

wildlife habitat areas. These priorities are reflected in the Agricultural, Natural and Cultural Resources section of **Chapter 12: Implementation**.

The WisDOT has completed a series of Statewide planning documents for use in the development of local Comprehensive Plans. These documents include plans for the State highway corridors, bicycle corridors, rail corridors, and air transportation. The plans were used as a starting point when preparing **Chapter 5: Transportation** of this Plan.

Infrastructure to Support Town Success

Historically, Sevastopol has been able to function very well with no hired staff. However, as the Town's population continues to grow, staff may be needed to meet the demands of a growing community. The addition of future staff will be carefully considered as part of a larger organization structure designed to meet resident, economic, and intergovernmental challenges.

The provision of adequate space for government to function is also an issue that will impact the Town's ability to coordinate well with neighboring communities and provide needed services for residents. This issue is addressed in **Chapter 6: Utilities and Community Facilities** as it relates to the future Town Hall and park facilities.

Relationship to Other Comprehensive Plan Chapters

Intergovernmental Cooperation weaves its ways into every chapter of this Plan. Regional housing demand and supplies determine the market for housing in the Town of Sevastopol. Transportation improvements made to Door County and State highways have the potential to affect land use and development patterns in the Town. Likewise, the Town's ability to expand economically depends on quality services being provided, not only by the Town, but also its intergovernmental partners (i.e. schools, police, fire, etc.). Moreover, the Town's ability to support development opportunities at its perimeter must be coordinated with neighboring communities to ensure compatibility with adjacent land uses.

12.0 IMPLEMENTATION

Table of Contents

Public Participation Procedures and Plan Adoption.....	1
Relationship Among Chapters.....	1
Measuring Progress	1
Responsibilities.....	1
Updating the Comprehensive Plan.....	2
Policies, Goals, and Objectives	2
Housing Element – Chapter 4.....	2
Transportation Element – Chapter 5.....	5
Utilities and Community Facilities Element – Chapter 6.....	9
Agricultural, Natural and Cultural Resources Element – Chapter 7	11
Economic Development Element – Chapter 8.....	16
Land Use Elements – Chapter 9 and 10.....	18
Intergovernmental Cooperation Element – Chapter 11.....	20

12.0

IMPLEMENTATION

Introduction

Chapter 12: Implementation is the “how to” portion of the Plan. It prescribes those actions necessary to realize the visions presented in this Plan. The actions include proposed changes to any applicable zoning codes, sign regulations, site plan regulations, design review codes and subdivision codes.

This chapter includes all of the goals and objectives of the Plan. It serves as the master “to do” list for the Town of Sevastopol.

Relationship Among Chapters

Throughout the Plan, coordination among the nine required chapters has been highlighted as a special section within each chapter. This section was included to identify the connection among the different Plan chapters. Here, the relationship among the chapters is highlighted in the tables as it pertains to each individual objective statement.

Measuring Progress

To track planning progress and help to ensure that the Plan is implemented, milestone dates (see definition in box) are provided for each objective. Special attention has been given to the milestone dates to ensure that individual objectives act in harmony with other stated goals and objectives. Town Board members and the Plan Committee have reviewed the milestone dates to ensure that they are feasible expectations for the Town.

To ensure that the Plan chapters are understood in their totality over the life of the Plan, the Sevastopol Town Board will annually review the goals and objectives. Part of this effort will also include addressing conflicts which may arise among the 9 elements.

Milestone Date

A specific date, after the adoption of the Comprehensive Plan, when the Town will review the Plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal. It would be preferable to complete each implementation action sooner than the milestone date assigned to it.

Responsibilities

Implementation of the Sevastopol Smart Growth Comprehensive Plan will be the primary responsibility of the Town Board. The Town Board will make decisions and recommendations pertaining to development issues, in accordance with this Comprehensive Plan. At least one champion/partner is provided for each objective. This person/agency will work in conjunction with, or under the direction of, the Town Board of Sevastopol.

Updating the Comprehensive Plan

As stipulated in 1999 Wisconsin Act 9, a Comprehensive Plan must be updated at least once every ten years. However, in order to ensure that the Town's Plan is an effective management tool, the Plan Commission will review the Plan goals and objectives annually to track those activities that have been completed, modify remaining goals and objectives, and add additional objectives as needed.

The Plan Commission should initiate its first complete update of this Plan by 2013. At that time, information from the 2010 census will be available to update the various demographic tables within the document. This update will also involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the Town should coordinate with all partners identified in **Chapter 11: Intergovernmental** to consider any external changes that may affect the Plan. Finally, the Town Board will complete a comprehensive review of all visions outlined in this Plan to evaluate progress and consider additional implementation opportunities.

Policies, Goals, & Objectives

The policies, goals, and objectives were developed to ensure that Sevastopol:

- ❑ *Remains a rural place to raise a family for the next twenty years, and well into the future;*
- ❑ *Limits new development to options that retain the Town's rural setting;*
- ❑ *Respects the opportunity for all property owners to receive fair value for their land; and,*
- ❑ *Has defined standards for managing growth and maintaining an effective Plan.*

Housing Element – Chapter 4

Based on population projections and the predicted reduction in household size from 2000-2026, it is estimated that there will be approximately 242 additional housing units needed in the Town. To ensure that these units are of a high quality, goals and objectives are included in Chapter 12 based on the information gathered during the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis and input from the Town Plan Committee.

HOUSING POLICIES

1. *Utilize the patterns presented on the Future Land Use map as a guide for development.*
2. *Encourage new developments to provide abundant green space and access to planned trails.*
3. *Encourage the integration of varied housing types within developments. This would include a blend of single-family, two-family and other choices within the same development.*
4. *Provide a range of housing styles, types, and price ranges to support lifestyle needs and preferences.*

GOAL 1: Enhance the environmental assets and residential atmosphere of the Town so that it continues to be an attractive place to live.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Ag., Nat. & Cult. Resources	Honor care for any desired development n floodplains, wetland, and environmentally sensitive areas	NA	Door County WDNR	Continuous
Ag., Nat. & Cult. Resources	Encourage “low impact” development, including conservation subdivisions, within the Town to reduce stormwater runoff and flooding.	NA	WDNR	Continuous
Transportation	Consider pedestrian and bicycle access and amenities (e.g., trails and sidewalks) as part of all residential development projects. This includes considering location choices for developments catering to individuals of all ages that provide opportunities to walk or bike to important destinations like schools, parks, and shopping.	NA	Town Board	Continuous
Ag., Nat. & Cult. Resources	Make green space an integral part of residential neighborhoods.	NA	Town Board	Continuous

GOAL 2: Maintain housing values over time.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Enforce residential codes and ordinances to ensure that properties are well maintained.	Town Budget	Building Inspector/ Door County	Continuous
Implementation	Conduct an internal review of Town codes and ordinances every five years to consider amendments to address housing concerns.	Wisconsin Comprehensive Planning Grant Program	Town Board	Continuous
Implementation Land Use	Educate residents about the importance of property maintenance by developing and distributing a brochure highlighting property maintenance techniques and benefits.	Town Budget	Town Board	2009

GOAL 3: Provide a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Evaluate (through survey and Census Data) and monitor the need for alternative housing and support services for residents.	Town Budget	Door County BLRPC	2010
Land Use	Review and update existing ordinances to allow for smaller dwelling sizes and smaller garages as conditional uses in mixed use and infill developments.	Town Budget	Door County Town Board	2010
Intergovernmental	Support existing County, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.	NA	See Objective	Continuous
Implementation	Consider senior care facility or retirement community standards in the Town.	WHEDA Foundation Housing Grants	Door County WHEDA	2010
Land Use	Encourage the construction of alternative housing units in the Town of Sevastopol.	Town Budget	Town Board	2010
Land Use	Consider adopting a policy and supporting ordinances to require that a percentage of alternative housing units be included in future developments.	Town Budget	Town Board	2010
Implementation	Consider adopting inclusionary zoning standards in the Zoning Ordinance or Subdivision Ordinance to increase the availability of affordable housing in the Town.	Town Budget	Town Board Door County	2009

Land Use	<p>Coordinate with local developers to establish a variety of local housing choices.</p> <p>Using the <i>Future Land Use</i> map as a guide, prepare an inventory of potential infill sites in and adjacent to existing areas of concentrated residential development. Distribute this list to developers.</p> <p>Create a new Mixed Use Zoning District to accommodate a blend of Commercial, Multiple and Single Family development on a single property. This district would include performance standards, as opposed to strict setback requirements, to provide flexibility for developers interested in smaller properties with Mixed Use housing types.</p>	Town Budget	Local Builders & Developers	2010
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GOAL 4: The Town of Sevastopol enjoys a significant, yet manageable rate of housing development.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Investigate the potential for establishing a growth management ordinance to provide for subdivision phasing requirements, building permit limitations, and mapped annual growth boundaries.	Town Budget	Town Board	2009
Implementation	Consider revisions to local building and mechanical codes to encourage energy efficient housing choices.	WI Focus on Energy	Local Builders	2011

Transportation Element – Chapter 5

TRANSPORTATION POLICIES

1. *Provide a greater range of transportation choices, including quality streets, roads, highways, bicycle routes, and trails to meet the needs of a growing population.*
2. *Provide inspiring and well-maintained public streets in proposed residential subdivisions.*
3. *Provide multi-modal transportation links connecting proposed subdivision with existing trail networks.*

4. *Encourage residential subdivision developers to include public access trails in proposed conservation subdivisions.*
5. *Promote opportunities for walking, hiking, and biking through the community to enjoy the natural character of the community.*
6. *Expand transportation choices for the elderly, disabled, and children.*
7. *Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, and soils with severe engineering limitations.*
8. *Schedule street improvements according to the analysis of existing physical street conditions and Town budget capacities using a Capital Improvement Plan and Budget.*
9. *Encourage the extension of the Ahnapee State Trail to northern Door County.*

GOAL 1: Maintain and improve Town roads in a timely and well-planned manner.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	In accordance with State law, using PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.	WisDOT	Town Board	Continuous
Utilities & Community Facilities	Use a <i>Capital Improvements Plan</i> , PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (e.g., municipal building upgrades, equipment purchases, etc.).	Town Budget	Town Board	Continuous
Implementation	Research and consider creating a transportation utility to finance road maintenance and system improvements. Review, update, and consolidate all ordinances regarding traffic speed.	Town Budget	Town Board	Continuous

GOAL 2: Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Utilities & Community Facilities Housing	Work with Door County, WisDOT, and BLRPC to extend the Ahnapee Trail into Sevastopol and northern Door County	WisDOT County Town Budget	Door County WisDOT BLRPC Town Board	Continuous
Utilities & Community Facilities	Pursue grant funds to develop the recommended trail and bicycle routes through the Town and County.	WisDOT Transportation Enhancement Program	Door County & Town Board	Continuous

Utilities & Community Facilities	Develop a <i>Pedestrian Plan</i> , with particular emphasis on walkability within a 10-15 minute walking distance of important local destinations and existing trail routes. The <i>Pedestrian Plan</i> should use the <i>Transportation System</i> map as a guide for more specifically delineating the location, dimensions, and quality of walkways and trails through the community.	WisDOT Transportation Enhancement Program	Town Board	2020
Housing	Consider that all new residential subdivisions include trails and paths within the project area to provide safe and convenient opportunities to walk, and connections to adjacent trail and path systems so as to ensure the creation of a network of pedestrian and bicycle trails and paths throughout the Town.	Town Budget	Local Developers & Town Board	2020
Utilities & Community Facilities	Coordinate with senior groups and the school district to identify priorities for pedestrian improvements.	WisDOT Transportation Enhancement Program	See Objective	2020
Utilities & Community Facilities	Using the <i>Pedestrian Plan</i> , devise a construction and maintenance schedule to be incorporated into a <i>Capital Improvement Plan</i> and <i>Official Map</i> .	Town Budget	Town Board	2020
Implementation	Periodically update the <i>Pedestrian Plan</i> as new areas are developed.	WisDOT Transportation Enhancement Program	Town Board	Continuous
Intergovernmental	Collaborate with Door County, the City of Sturgeon Bay, and the Town of Sturgeon Bay to identify potential linkages to the Ahnapee Trail.	WisDOT Transportation Enhancement Program	See Objective	Continuous

GOAL 3: Support the long-term viability of area roads.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use Intergovernmental	Require larger setbacks along highway right-of-ways to ensure adequate available space for future expansion.	NA	Town Board WisDOT Door County Highway Commissioner	Continuous

Implementation	Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along area roads.	Door County	Door County Sheriff	Continuous
Land Use	Include language in future subdivision ordinances requiring that residential developers for new subdivisions ensure that the road network can accommodate the additional traffic volumes resulting from the proposed development.	NA	Town Board	2010

GOAL 4: Keep residents informed of transportation improvements.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Issues & Opportunities	Provide information about road improvements at public meetings.	Town Budget	Town Board	Continuous
Issues & Opportunities	Provide information about transportation improvements on community web sites, newsletters, and other media.	Town Budget	Town Board	Continuous
Housing Economic Development	Adopt an Access Control and Driveway/Culvert Ordinance to ensure adequate and desired spacing of ingress and egress points along all Town Roads	Town Budget	Door County Town Board	2010

GOAL 5: Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires to meet local travel needs.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Develop and maintain an <i>Official Map</i> to plan for roadway extensions and improvements over time.	Town Budget	Town Board	Continuous
Land Use	Review the <i>Transportation Network</i> map provided in this chapter at least every five (5) years to ensure that it accurately reflects changes indicated on Town <i>Official Map</i> and any current development plans.	Town Budget	Town Board	Continuous

GOAL 6: Partner with the County, BLRPC, and WisDOT to plan and coordinate transportation improvements.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Intergovernmental	Communicate and coordinate transportation improvements and plans with WisDOT, BLRPC and the Door County Highway Department.	Town Budget	Door County Planning & Zoning Administrator	Continuous
Intergovernmental	Provide copies of this Plan and subsequent updates to WisDOT, BLRPC, and Door County.	Town Budget	Town Clerk	Continuous
Intergovernmental	Encourage WisDOT, Door County, and BLRPC to directly notify residents and businesses of anticipated transportation projects, as well as provide regular work schedule updates.	WisDOT	WisDOT Door County Town Board	Continuous
Intergovernmental	Work with WisDOT, Door County, and BLRPC to identify and designate desired Town roads as Wisconsin Rustic Roads.	BLRPC	WisDOT Door County Town Board	Continuous

Utilities & Community Facilities Element – Chapter 6

UTILITIES AND COMMUNITY FACILITIES POLICIES

1. *Locate park and open space throughout the community to ensure all neighborhoods have access to open space.*
2. *Encourage the involvement of citizens in the planning and improvement of Town parks.*
3. *Consider the year-round use of park and trail facilities to provide additional winter recreation choices in the Town.*
4. *Construct all new park facilities for handicapped accessibility. (This is required to maintain eligibility for matching park funds from the Department of Natural Resources.)*
5. *Use the Town's Official Map to reserve areas particularly suitable for future parks, trails, and utilities.*
6. *Require developers to pay their "fair share" for improvements needed to support new development requests.*
7. *Consider partnering with the City of Sturgeon Bay to provide mutual recreational opportunities.*

GOAL 1: Ensure that all Town development is served by efficient, cost-effective utilities and community facilities within the Town's capacity to provide such services.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Develop a Capital Improvements Program as a central tool to implement the Comprehensive Plan. The CIP should help the Town plan for needed utilities and community facilities improvements, as well as transportation and other improvements.	Town Budget	Town Board	2010
Intergovernmental	The Town Board or its designate should meet with the local school district each year to discuss issues with respect to growth and development.	Town Budget	Town Board	Continuous
Intergovernmental	Pursue shared service opportunities when mutually beneficial (i.e. cost savings) to improve the efficiency and quality of utilities and community facilities.	Town Budget	Town Board	Continuous
Economic Development	Honor the <i>Door County Wind Energy System Ordinance</i> to guide the design, location, and operations of wind farms in Sevastopol.	Town Budget	Town Board	2009

GOAL 2: Establish a "nature-based" Park System to increase educational and recreational opportunities for Town residents and visitors.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Ag., Nat. & Cult. Resources	Undertake a planning and assessment effort to identify Town park needs and potential sites for park development.	Town Budget	BLRPC Door County	Continuous
Intergovernmental	Pursue State and Federal grant funding to offset Town costs for park establishment.	Town Budget	BLRPC	Continuous
Intergovernmental	Engage local environmental groups, youth groups, senior organizations, and other interested parties to aid in the planning and design of park facilities.	Town Budget	UW-Extension BLRPC Door County	Continuous

Intergovernmental	Coordinate with neighboring communities and the County to develop mutually beneficial park and recreation facilities.	Door County	BLRPC Door County	Continuous
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GOAL 3: As the population grows, continue to ensure that Sevastopol remains a safe community by meeting or exceeding recognized standards for public safety.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Issues & Opportunities	Coordinate with neighboring communities to maintain adequate fire department staff coverage during all shifts.	Volunteer Fire Assistance Grant Program	Local Fire Departments	Continuous
Issues & Opportunities	Evaluate the number, availability, and response time of daytime staff.	Volunteer Fire Assistance Grant Program	Local Fire Departments	Continuous
Issues & Opportunities	Monitor emergency response times.	Volunteer Fire Assistance Grant Program	Local Fire Departments	Continuous
Land Use	When new subdivision, commercial, or industrial development requests are submitted to the Town, submit the requests to Local Fire Departments for review and recommendation.	Town Budget	Local Fire Departments	Continuous

Agricultural, Natural, and Cultural Resources Element – Chapter 7

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES POLICIES

1. *Preserve the natural resource base, primary environmental corridors, and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, and economic well being of the Town.*
2. *Protect floodplains and other areas having severe soil restrictions from development through local ordinances.*
3. *Protect groundwater and develop programs to ensure the long-term viability of the aquifer as a source of potable water.*
4. *Encourage the proper handling of wastes and chemicals so that they produce a minimum effect upon ground and surface water.*
5. *Regulate the type of commercial and industrial development in the Town to minimize the chances of groundwater contamination.*
6. *Discourage development that will interfere with important natural resources, including area lakes and streams.*
7. *Provide zoning that supports local family farm operations and small specialty farms to maintain agriculture as a productive part of the rural landscape.*
8. *Maintain the Town's rural character by:*

- *Limiting residential development to areas with soils to support foundations and septic systems.*
- *Communicating with local farmers who want to sell their property about options available through land trusts and conservation development design techniques*

GOAL 1: Protect wetlands in the Town of Sevastopol.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Wetland areas having special wildlife and other natural values and having an area of one acre or more should not be allocated to any residential or commercial development and should not be drained or filled.	Door County	Door County WDNR	Continuous
Land Use	To the extent practicable, areas immediately adjacent to and surrounding wetlands should be developed using techniques to minimize effects on wetlands (e.g. buffers, setbacks, etc.).	N/A	Door County WDNR	Continuous
Land Use	Preserve wetlands in their natural state through the adoption and enforcement of a wetland preservation ordinance.	Municipal Flood Control Grant Program	WDNR	Continuous

GOAL 2: Preserve the rural character and support country living by maintaining open space, natural areas, and farmland.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Using the <i>Future Land Use</i> map as a guide, seek to direct residential and commercial development to certain areas, including those areas least suited for farming, with soils that support foundations and septic systems.	N/A	Town Board	Continuous
Housing & Land Use	Individual lot development on farmland should be directed to the edges of farm fields so as to preserve contiguous blocks of farmland that can continue to remain productive.	N/A	Town Board	Continuous

GOAL 3: Preserve and enhance wildlife habitats.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Partner with local land trusts to protect wildlife habitat areas. Encourage local landowners to pursue opportunities to protect their land by working with land trusts.	River Protection Grant Program	Land Trusts WDNR	Continuous
Land Use	Coordinate with WDNR to better identify and protect wildlife habitats, particularly those unique to the community.	River Protection Grant Program	WDNR	2011
Land Use	Discourage habitat fragmentation by encouraging development adjacent to existing development.	N/A	WDNR	Continuous
Land Use	Establish a network of green corridors through the community to act as wildlife corridors. This effort should begin with areas protected through shoreland wetland zoning, open areas preserved in conservation based subdivisions, and with the establishment of additional trails and greenways in accordance with the <i>Future Land Use</i> map.	River Protection Grant Program	Door County WDNR	Continuous

GOAL 4: Protect the quality of surface and groundwater.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Coordinate with the DCSWD and WDNR to implement agricultural and residential best management practices to reduce nonpoint source water pollution.	Lake Planning Grant River Protection Grant	See objective	2009
Land Use	Encourage farmers to use available manure management technologies.	Door County USDA	Town Board	Continuous
Land Use	Encourage residents to replace lawns with native species and use rain gardens to encourage infiltration of storm water and recharge to groundwater.	N/A	Town Board	Continuous
Land Use	Discourage the over-application of phosphorous- and nitrogen-based fertilizers.	N/A	Town Board	Continuous

Land Use	<p>Create, maintain and enhance natural buffers along stream banks.</p> <p>Support the efforts of Door County to enforce stream and lake setback requirements by enforcing local zoning requirements and policies established by the Door County Soil and Water Department (DCSWD).</p> <p>Work with DCSWD, Door County, WDNR and the Wisconsin Department of Agriculture Trade and Consumer Protection to promote and help fund riparian buffers along streams and lakeshores.</p> <p>Educate residents about the importance of environmental corridors.</p>	<p>WDNR Lake Classification and Protection Grants</p> <p>WDNR River Protection Grant Program</p> <p>Wisconsin Environmental Education Board Grant</p>	See objective	Continuous
Housing & Transportation	<p>Develop and revitalize ordinances aimed at minimizing paved surfaces such as driveways and roads. This can be achieved with driveway maximum length standards that have the added benefit of providing better access to residences for fire and police protection and subdivision and private road design ordinances that limit roadway access and reduce vehicle speed.</p>	Town Budget	Town Board	2009
Utilities & Community Facilities	<p>Coordinate with Door County and BLRPC to educate homeowners on the need for proper maintenance of private well and onsite wastewater treatment systems, require periodic testing of private well water, and plan for eventual well, pump or drain field replacements.</p>	BLRPC	BLRPC UW-Extension Door County	2008
Housing	<p>Strongly encourage or require water conservation and use of water saving devices such as low-flow showerheads and toilets within homes.</p>	N/A	Town Board	Continuous

Housing	Require conservation subdivision principals for all residential development occurring in sensitive ecological areas or prime agricultural lands.	Town Budget	Town Board	2010
Land Use	Coordinate with local quarry operators to ensure that operations adhere to the requirements of NR 135.	Town Budget	Town Board	Continuous

GOAL 5: Preserve and protect the historic resources of the Town to promote the educational, cultural, and general welfare of residents of Sevastopol and provide for a more interesting, attractive and vital community.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Work with residents and other groups to inventory historic properties and locations in the Town of Sevastopol. Share this information with the State of Wisconsin Architecture and History Inventory.	State Historical Society	State Historical Society	2009
Implementation	Consider the adoption of a historic preservation ordinance, in cooperation with the State Historical Society.	State Historical Society	State Historical Society	2011
LAND USE	Promote the historic resources of the community by supporting local preservation groups.	State Historical Society	See objective	Continuous

GOAL 6: Preserve and protect Sevastopol's groundwater to ensure a long-term, viable source of potable water for current and future residents of the Town.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Utilities & Community Facilities	Recommend developing and implementing a periodic well-monitoring strategy for existing wells within the Town.	Town Budget	Door County	2008
Land Use	Identify those areas within the Town where susceptibility to groundwater contamination is highest and develop plans to ensure that land use within these areas occurs in a manner consistent with protecting groundwater.	Town Budget	Comm. 82	Continuous
Issues & Opportunities	Develop an information and education strategy aimed at providing Town residents with the tools to protect their potable water supply.	Wisconsin Environmental Education Board Grant	Door County UW-Extension	2009

Economic Development Element – Chapter 8

ECONOMIC DEVELOPMENT POLICIES

1. *Provide assistance to persons and organizations interested in developing new, or expanding existing, small businesses in the Town.*
2. *Enhance the natural character of the community to ensure the attractiveness of the Town to tourists.*
3. *Support local agriculture as an integral part of the Town's economy.*
4. *Support the ultimate redevelopment of local quarries for residential and recreational uses.*
5. *Follow the pattern on the Future Land Use map when evaluating locations for new residential and business development and to preserve suitable land for agricultural uses (i.e. giving development priority to lands where there is no history of farming and land that is inaccessible or too small to farm).*
6. *Support agriculture and tourism as preferred industries to provide local economic revenue at a minimal cost of service (i.e. infrastructure).*
7. *Facilitate the establishment of agri-business and home-based businesses with concise ordinances that address consistency and compatibility with the character of the surrounding area, maintain the rural appearance of the landscape and minimize potential negative impacts (traffic, noise, odor, glare, signage, parking, truck deliveries, etc.).*

GOAL 1: Preserve productive agricultural land for long-term farm uses.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Land Use	Establish an Agricultural Committee to advise the Town Board on issues related to farming and to provide information and education for farming and non-farming interests.	Town Budget	Town Board	2012
Land Use	Restrict non-farm residential development to a low density in accordance with local zoning requirements.	N/A	Town Board	Continuous
Land Use	Protect farming operations from nuisance issues (odor, noise etc.) created by the development of incompatible adjacent land uses.	Town Budget	Agricultural Committee ¹	2012

GOAL 2: Maintain agriculture as the economic base of the community.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Implementation	Direct farmers seeking to innovate or modernize their operations to information and resources available through the UW-Extension.	UW-Extension	Agricultural Committee	2012

¹ The establishment of a Town of Sevastopol Agricultural Committee is recommended in the Agricultural, Natural and Cultural Resources Chapter. This could be a sub-committee of the Plan Commission.

GOAL 3: Encourage local economic development opportunities that exist in harmony with Sevastopol's rural atmosphere and support the local tax base.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Issues & Opportunities	Update the Town web page to function as a targeted economic marketing tool for desired local business endeavors. Provide demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs. Include information from this Plan with respect to visions, strengths and the survey results. Maintain a list of current businesses.	Town Budget & Development Application Fees	Town Web Administrator	2008
Land Use	Review the Zoning Ordinance to consider Tax Impact with new development proposals.	Door County Town Budget	Door County BLRPC	2010
Implementation	Consider a Town sign ordinance and lighting requirements for commercial development to preserve the residential character of the community.	Town Budget	Town Attorney and Planning Consultant	2009
Ag., Cult. & Nat. Resources	Continue to coordinate with local farmers by hosting a Farmer's Market to showcase local agricultural products in Sevastopol and surrounding communities.	TIF JEM Grant	Agricultural Committee	Ongoing
Ag., Cult. & Nat. Resources	Consider utilizing Tax Increment Financing (TIF) to fund future economic development activities in the Town.	Town Budget	Town Board Plan Commission	2009
Ag., Cult. & Nat. Resources	Coordinate economic development activities with the Door County Economic Development Corporation.	Town Budget	Town Board Plan Commission DCEDC	Ongoing

Goal 4: Sevastopol encourages the remediation of identified brownfield sites to provide future opportunities for economic development.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Land Use	Work with Door County and WDNR to identify and remediate brownfield sites within the community.	WDNR	Town Board Door County WDNR	Continuous

Land Use Elements – Chapter 9 and 10

LAND USE POLICIES

1. *Protect and preserve rural character of Sevastopol.*
2. *Ensure that development and redevelopment is done in accordance with the policies and goals of the Comprehensive Plan.*
3. *Protect prime agricultural lands and environmentally sensitive areas.*
4. *Recommend that the 20-acre minimum lot size for areas zoned Prime Agricultural should be reviewed. Considerations should include the effectiveness in preserving farmland and land divisions that are affordable.*
5. *Restore and preserve environmental corridors in order to protect water quality, provide wildlife habitat, and maintain rural character.*
6. *Encourage conservation based development in the community.*
7. *Promote energy efficient, sustainable development.*
8. *Improve multi-modal transportation opportunities by providing pedestrian and bicycles facilities.*

GOAL 1: Develop effective tools to maintain the rural character of the Town of Sevastopol.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
All	Work with Door County Planning and Zoning to revise the Zoning Ordinance to be consistent with the Comprehensive Plan.	Town Board Door County	Town Board Door County	2010
All	Create an Official Town Map that accurately reflects desired future land uses.	Town Board	Town Board Consultant	2010
Housing Economic Dev	Direct residential and commercial development to those areas identified on the <i>Future Land Use</i> map.	N/A	Town Board	Continuous
Housing	Develop a Land Division/ Subdivision Ordinance to aid in implementing the Comprehensive Plan.	Town Budget	Town Board Consultant	2010
Economic Dev	Establish a Signage Ordinance to preserve views within the community and from STH 42/57.	Town Budget	Town Board Consultant	2010
Housing Economic Dev	Develop a Night sky Lighting Ordinance or establish night sky lighting requirements in existing ordinances to preserve dark skies over Sevastopol.	Town Budget	Town Board Consultant	2010
Housing Economic Dev	Develop a Site Plan Review Committee to review all zoning changes and land divisions.	Town Budget	Town Board Door County Consultant	2010

Housing Economic Dev Ag/Nat/Cult Res	Develop a Historic Preservation Ordinances to protect those historic and cultural resources most important to the community. Establish a Historical Preservation Commission to oversee the Historic Preservation Ordinance.	Town Budget	Town Board SHPO Consultant	2010-11
All	Consider the adoption of an Eco-Municipality Ordinance.	Town Budget	Town Board 1000 Friends Wisconsin Consultant	2010

GOAL 2: Maintain and enhance environmental corridors in the Town of Sevastopol.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Housing	Identify secondary conservation areas and ensure that corridors are protected or established when new development occurs.	Town Budget	Town Board Consultant	2010
Ag/Nat/Cult Res	Establish 50' buffers along all streams as a requirement of new development.	WDNR Door County	Town Board Door County LWCB	2010
Housing Economic Dev Ag/Nat/Cult Res	Reduce fragmentation of wooded areas and open spaces which negatively affect wildlife and rural character by establishing a Critical Areas Overlay district.	Town Budget	Town Board Door County	2010
Housing Ag/Nat/Cult Res	Encourage the development of conservation subdivisions to maintain open space, wildlife habitat, scenic vistas, and farm land.	Town Budget	Town Board Consultant	2010

GOAL 3: Create accessible destination points for residents and visitors that offer basic goods and services.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Economic Dev	Direct commercial development within those areas identified on the <i>Future Land Use</i> map.	TIF	Town Board	Continuous
Housing Economic Dev	Develop architectural and design guidelines for new Commercial and Mixed Use construction in Institute and Valmy.	Town Budget	Town Board Consultant	2009-10
Housing Transportation Economic Dev	Improve multi-modal connectivity within and between Institute and Valmy.	WisDOT	Town Board Door County WisDOT Consultant	Continuous

Intergovernmental Cooperation Element – Chapter 11

The goals, objectives and policies provided in this section generally seek to enhance the lines of communication between the Town of Sevastopol and its municipal neighbors. This approach will help to create an environment where cooperation is possible and conflicts are minimized.

INTERGOVERNMENTAL POLICIES

1. *The Town of Sevastopol will seek to cooperate with all neighboring municipalities, Door County, BLRPC, State agencies and the Sevastopol and Sturgeon Bay School Districts for mutual benefit.*
2. *Sevastopol will continue to work with adjoining governments as the Town revises and updates its Comprehensive Plan in coming years and will coordinate future planning and development activities in boundary areas.*

Goal 1: Maintain and enhance opportunities to improve communication with neighboring communities, the school district, the WDNR, WisDOT, Door County, BLRPC and other intergovernmental partners.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Land Use Economic Development Utilities & Community Facilities	The Town will advocate an Intergovernmental Communication Program that opens lines of communication to encourage coordinated planning efforts, particularly at shared boundaries.	Town Budget	Town Board Door County	Continuous
Intergovernmental	Continue to actively participate in the comprehensive planning activities of neighboring communities, Door County and BLRPC.	Town Budget	Town Board	Continuous
Utilities & Community Facilities	Participate in the planning activities of the school districts, particularly with respect to expansion and building of new facilities.	Town Budget	Town Board	Continuous

Goal 2: Seek new ways to coordinate and share community facilities and services with neighboring communities, the school districts and Door County.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Utilities & Community Facilities	Consider opportunities when signing contracts with private companies to coordinate with neighboring communities and the school districts that need similar services (i.e. plowing, resurfacing, etc.) and then negotiate with the private company for a reduced cost based on the larger project volume.	N/A	Town Board	Continuous
Transportation	Consider opportunities to purchase road maintenance equipment jointly with neighboring communities that can share the equipment in exchange for paying a portion of the purchase and maintenance costs.	N/A	Town Board	Continuous
Transportation	Consider opportunities to lease existing Town equipment to generate revenue for the Town and avoid situations where neighboring communities and the school district own similar equipment that is underutilized.	N/A	Town Board	Continuous
Transportation	Coordinate with surrounding communities to consider snowplowing schedules that efficiently meet the needs of area residents. This may involve using Town equipment to plow portions of City streets (and vice versa) to maximize efficiencies and minimize costs.	N/A	Town Board	Continuous
Utilities & Community Facilities	Investigate opportunities to provide garbage collection and recycling more efficiently by cooperating with neighboring communities and the school districts to coordinate collection times and contract negotiations with private providers to secure costs savings.	N/A	Town Board	Continuous
Utilities & Community Facilities	The Town, school district, and other public and private entities should explore joint use agreements concerning the use of recreational facilities in order that the advantages of such an agreement can result in avoidance of facility duplication and a greater diversity of recreational opportunities	N/A	Town Board	2009

11/6/2008

Housing Transportation Utilities & Community Facilities	Investigate opportunities to jointly address the housing, transportation, and service needs of seniors with the County and adjoining local governments.	N/A	Town Board Door County	2009
Housing	Work with the County and local governments to develop a County-wide affordable housing strategy.	N/A	Town Board Door County	2010
All	Encourage the County to establish a Global Climate Change Response Committee to discuss potential affects of global climate change in Door County.	N/A	Town Board Door County	2010

Goal 3: Resolve any future boundary or annexation disputes in a mutually beneficial manner.

Related Element(s)	Objectives	Potential Funding Source	Champion/ Partner	Milestone Date
Land Use	Pursue the development of boundary agreements with the City of Sturgeon Bay to establish expansion areas for a minimum of 10 years.	Town Budget	Town Board	2015

X.0 APPENDIX

Table of Contents

Public Participation Procedures and Plan Adoption.....X-1

Adoption OrdinanceX-4

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept informed throughout the process of developing the *Town of Sevastopol Comprehensive Plan*, and to meet the requirements of Wisconsin's "Smart Growth Law" (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Sevastopol has prepared the following public participation plan.

Smart Growth Law Requirements – Ch. 66.1001(4)(a) Wis. Stats.

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

Intent

The Town of Sevastopol, in its comprehensive planning process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Sevastopol. The Town will develop a fair, consensus-based plan that balances private and community interests in order to achieve the desired future for the town.

Public Participation Procedures

The Town of Sevastopol, Door County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in the planning process throughout the development of the *Town of Sevastopol Comprehensive Plan*.

The Town Board designated the Town of Sevastopol Planning Committee as the appropriate representative body to initiate this public involvement effort. The Planning committee in accordance, with the requirements of Ch. 66.1001(4)(a) Wis. Stats., through its consultant and other designated parties, will:

- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops, and online at www.omnni.com;
- Prepare meeting summaries that shall be posted online at www.omnni.com;
- Record meeting attendance through sign-in sheets as part of the record for all meetings. Each person attending plan process meetings, including Town Board members, Planning Committee members, Plan Commissioners, consultants, and the general public shall be requested to sign in;

- Recommend to the Town of Sevastopol Board of Supervisors the adoption of the Public Participation Procedures;
- Actively solicit comments and suggestions from the residents and property owners of the town, neighboring towns, City of Sturgeon Bay, Sevastopol School District, Sturgeon Bay School District, Door County, Bay Lake Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration, Wisconsin Land Council, the general public and all other interested parties;
- Accept written comments from residents, landowners, and other interested parties throughout the planning process;
- Conduct the required public hearing on the plan; and,
- Work closely with the consultant hired by the town to prepare the comprehensive plan.

All meetings related to the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan shall be published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the *Recommended Town of Sevastopol Comprehensive Plan*, (3) the name of the town representative who may provide additional information regarding the plan, and (4) where and when a copy of the proposed comprehensive plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the *Recommended Town of Sevastopol Comprehensive Plan* shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available at the office of the Town Clerk and at www.omni.com. Written requests to the Town Clerk for copies of the *Recommended Town of Sevastopol Comprehensive Plan* will require payment of duplication costs. Duplication costs shall be charged at a rate of \$.25 per black and white page, \$1.00 per color page, and \$2.00 per 11" x 17" color map. After the notice of the public hearing has been published, persons wishing to submit written comments on the plan may do so until one week prior to the public hearing. Written comments on the plan should be submitted to the Town Clerk. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony. A review of all proposed revisions to the *Recommended Town of Sevastopol Comprehensive Plan* will be completed at the public hearing. All approved revisions will be posted on the inter-net (www.omni.com) in a meeting summary and included in the official minutes of the public hearing.

Plan Adoption

Town Board

The Town Board has established a Town Planning committee in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. This Planning Committee will be responsible for the completion of the Town of Sevastopol Comprehensive Plan and a recommendation to the Town Board for its approval and adoption.

Based on the recommendation of the Town Planning committee and comments received from persons in attendance, the Town Board, by majority vote, shall enact an ordinance adopting the *Town of Sevastopol Comprehensive Plan*. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, local school districts, special purpose districts serving residents of the town, Door County, Bay Lake Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration and the Wisconsin Land Council. A copy of the adoption ordinance shall be available with the plan for inspection at the office of the Town Clerk. Black and white copies of the *Town of Sevastopol Comprehensive Plan* may be purchased from the Town Clerk at a cost of \$30.00 each. Full color copies may be purchased from the Town Clerk at a cost of \$85.00 each.

Planning Committee

The Town of Sevastopol Planning committee shall assist the Town Board in implementing the provisions of the *Town of Sevastopol Comprehensive Plan*.

11/11/2008

From time to time, but not less than once every five (5) years, the Planning committee shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Planning committee shall also be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

SECTION VII - ADOPTION OF TOWN COMPREHENSIVE PLAN.

The Town Board of the Town of Sevastopol by the enactment of this ordinance, formally adopts the document entitled Town of Sevastopol Comprehensive Plan Ordinance under sec. 66.1001(4)(c), Wis. Stats.

SECTION VIII – SEVERABILITY.

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX - EFFECTIVE DATE.

This ordinance is effective on publication or posting.

The Town clerk shall properly post or publish this ordinance as required under sec. 60.80, Wis. Stats.

Adopted this ____ day of _____, 2008.

Board Members	Aye	Nay	Exc.
Tom Girman			
John Staveness			
Chuck Tice			
Dan Woelfel			
Leo Zipperer			

Leo W. Zipperer, Chairman

Thomas Girman, Supervisor

John Staveness, Supervisor

Charles Tice, Supervisor

Daniel Woelfel, Supervisor

Certification:
I, Linda Wait, Clerk of the Town of Sevastopol, hereby certify that the above is a true and correct copy of an ordinance that was adopted on the ____ day of _____, 2008, by the Town Board of Supervisors.

Linda Wait, Clerk, Town of Sevastopol